



CITY OF VANCOUVER

POLICY REPORT  
URBAN STRUCTURE

Report Date: May 26, 2006  
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Meeting Date: June 27, 2006

TO: Vancouver City Council  
FROM: Director of Current Planning  
SUBJECT: Report Back on the Whitecaps Stadium Initial Review

**RECOMMENDATION**

THAT any future rezoning application for a Whitecaps Stadium in the Central Waterfront area only be considered when City Council is satisfied that the fundamental issues identified by the Initial Review are resolvable, with the key requirements being:

- provision of an adequate street network;
- resolution of the risks and liability associated with dangerous goods in the rail lands;
- reconfiguration of the stadium structure and site to ensure a better "fit" with Gastown;
- resolution of impacts on the livability of residential uses in areas south of the rail lands; and
- resolution of impacts on future Port Lands development; and

FURTHER THAT the resolution of these fundamental issues be addressed as part of the recently approved comprehensive Central Waterfront Hub & Rail Lands Study.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services RECOMMENDS approval of the foregoing.

## COUNCIL POLICY

Central Waterfront Official Development Plan (1979)  
Central Waterfront Port Lands Policy Statement (1994)  
Gastown Heritage Management Plan (2002)  
Victory Square Concept Plan (2005)  
Housing Plan for the Downtown Eastside (2005)  
False Creek North Land Use Policy-Special Event, Festival and Entertainment Functions (2005)

## SUMMARY

This report summarises the findings of the Whitecaps Stadium Initial Review and makes recommendations on the conditions under which the proposed stadium may move forward to any future planning and rezoning.

The Whitecaps Stadium Initial Review is a six-month, cost-recovery initiative approved by Council in October 2005 to evaluate the Whitecaps organisation's proposal for a 15,000 seat stadium, with a potential future expansion to 30,000 seats, above the railway tracks north of Gastown. The Initial Review consists of a technical analysis by City staff and a consulting team, as well as extensive public consultation. Key objectives of the review are to determine the compatibility of the proposed stadium with City objectives and policies, to gauge the level of public support and to provide guidance on the conditions and steps under which to proceed.

While recognizing the benefits associated with a privately-funded, downtown stadium for the most popular recreational sport in the city, the Initial Review focuses primarily on ten extensive topic areas identified in the Council-approved Terms of Reference and related specifically to the form and function of the current proposal. This analysis reveals a broad spectrum of positive and neutral implications of the proposed stadium, as well as some fundamental issues.

In terms of positive implications of the proposed stadium, there are some expected economic benefits due to increased local spending and jobs. There are also sustainability objectives met by having a large stadium in close proximity to a major local and regional transportation hub. In addition, this stadium provides an opportunity to provide public benefits in the form of community access days, a venue for local festivals and ethnic celebrations, and access for community-based sport.

There are also a number of issues related to the proposed stadium that the Initial Review reveals to be neutral, or slightly positive or negative. With regard to the proposed use and alternative uses for the site, if the stadium could be better integrated into the surrounding area and bridge Gastown to the waterfront, it could be as appropriate as other potential land uses. While some social impact is expected, the experience with GM Place suggests that mitigation may be possible by working with owners to address community concerns and complaints. Finally, the stadium is not expected to have a significant impact on gentrification or residential rental rates.

The Initial Review also recognizes that there are five fundamental issues that need to be resolved before the stadium could proceed to rezoning. These fundamental issues are:

- Inadequate street frontage and road infrastructure with implications for access, emergency exiting and crowd marshalling;
- issues of liability and risk due to the presence of dangerous goods in the rail yards below the proposed stadium;
- an unsatisfactory urban design relationship and “fit” with the surrounding urban fabric, including the Gastown heritage area;
- impacts on the livability of existing housing and future residential development opportunities in the areas south of the rail yards; and
- impacts on the future developability of the Central Waterfront Port Lands.

Resolving these issues will require very large financial investments, additional site area, and cooperation or partnerships with key landowners. These fundamental issues cannot be addressed in the context of a stand-alone, site-specific rezoning but rather require a comprehensive approach to planning involving the many land owners in the Central Waterfront, including the Port of Vancouver and local communities. Resolution of these issues can be undertaken as part of the more comprehensive Central Waterfront Hub and Rail Lands Study that was recently approved by Council.

## BACKGROUND

The Whitecaps organization is proposing to locate a new soccer stadium on a site over the CPR rail yard between Granville Square and the foot of Cambie Street. They propose a privately-funded facility with 15,000 seats initially, expandable to 30,000 at a later date. The facility would be the site of Whitecaps Soccer games, as well as other sports events and concerts.

Soccer is one of the most popular recreational sports in the City of Vancouver. The development of a stadium at no cost to the City is a commendable goal. Moreover, the location of the stadium within the City of Vancouver is in keeping with city’s approach to centralised facilities such as GM Place and BC Place, which are adjacent to significant public transportation infrastructure.

The Whitecaps purchased the rail yard from approximately Granville Square to Main Street from Fairmont Properties in 2005 with a covenant that allows CPR to retain a right-of-way for as long as they wish to run rail over the land. As a result, the stadium is proposed on a podium structure approximately 30 feet above the rail yard which extends from the Station to Cambie Street. The location of the stadium and the Whitecaps-owned land is presented in Figure 1.

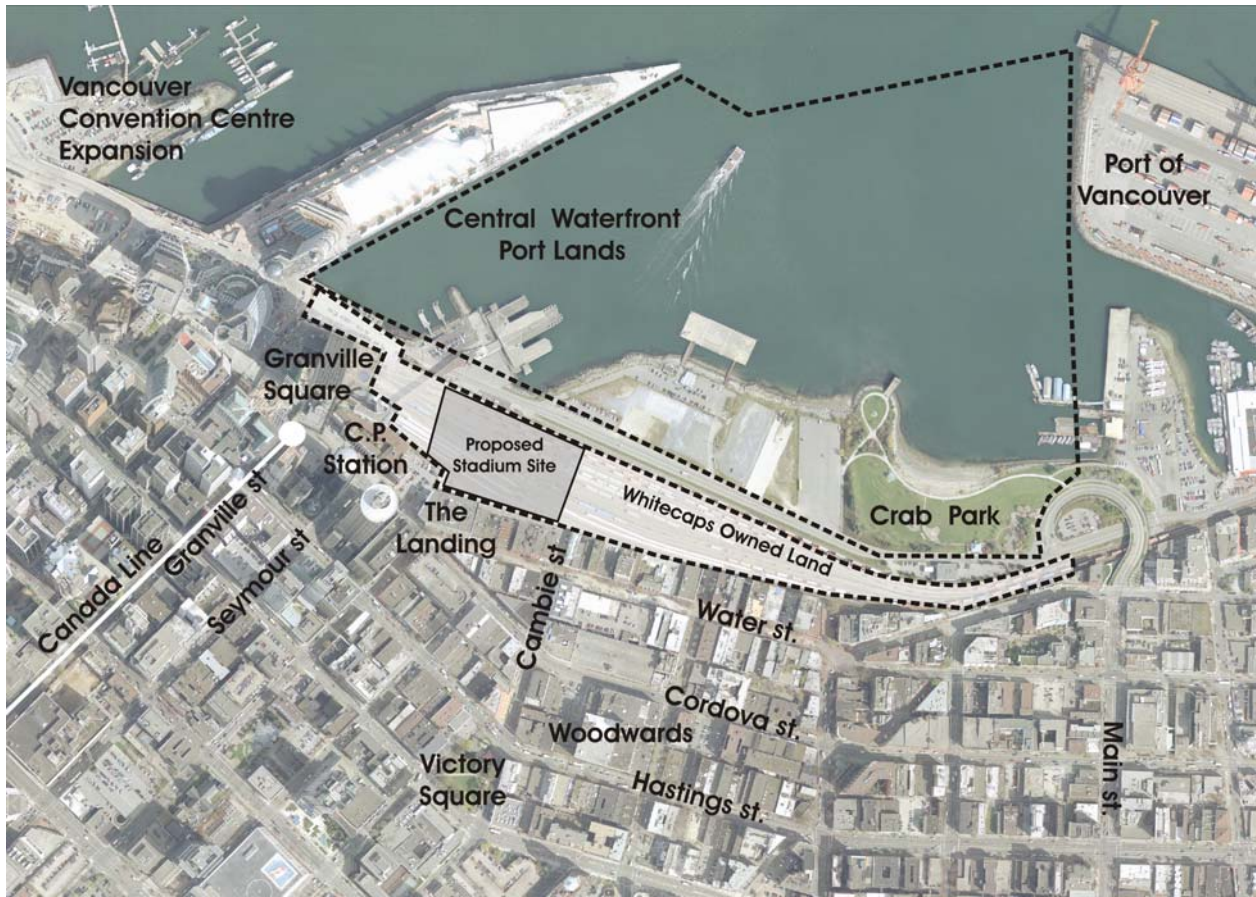


Figure 1: Location of proposed Whitecaps Stadium

The Whitecaps provided a submission to the City that presents information on the basic form and function of the stadium proposal, as well as two consultant studies that address transportation and economic impacts. This submission was intended to provide an overview of the proposal rather than an architectural design that would be expected as part of a rezoning application.

The Whitecaps’ submission proposes a 15,000 seat stadium initially with a possible future expansion to 30,000 seats. Their proposal to expand the structure to 30,000 seats is to raise the roof of both the east and west stands by approximately 40 feet and add an additional deck of seating. The submission provides detailed information for the 15,000 seat configuration as the design for a future expansion to 30,000 seats is preliminary (note: Both the 15,000 and 30,000 configurations are considered by the Initial Review).

For the 15,000 seat configuration, the Whitecaps propose approximately 317,850 sq.ft. of mixed use space for stadium functions and retail operations. The floor space mix for the proposal is presented in Figure 2.

Uses	Floorspace (sf)
Public concourse & washrooms	64,170
Space for team functions	59,740
Club lounge & patio	38,240
VIP suites	20,880

Restaurant	15,280
Mixed use	56,250
Potential parking	63,290
<b>Total floorspace</b>	<b>317,850</b>
Playing fields	100,700

Figure 2: Total floor space and floor space mix for 15,000 seat configuration

The proposal provides 116 parking spaces for stadium staff and players, which would not be accessible to the general public. As with other stadia in the city, stadium visitors are expected to use public transit and make use of the existing parking stock in the downtown core, before walking to the stadium.

The proposed stadium is located in the last remaining unplanned areas within the Central Waterfront Official Development Plan, which was adopted in 1979. The key objectives of the CWODP were to make the area more accessible and enjoyable to the people of Vancouver while maintaining a viable port function and ensuring that the area is compatible with adjacent Downtown and Gastown. While the proposed stadium site is in a sub-area of the CWODP that called for the introduction of urban uses such as commercial, recreational and light industrial, these urban uses were intended to be gradually staged over time to ensure that they coexist with rail function. The CWODP did not contemplate the development of a unique type of facility like a stadium, or the explicit development of a podium structure above the rail yards. While the CWODP did contemplate the eventual removal of the rail yards, the recently completed Lower Mainland Rail Corridor Study (2005) determined that these rail yards are critical to the economic function of the Port and must be retained.

Because of the unusual and challenging nature of a soccer stadium in this location, in October 2005 Council approved an initial, high-level review of the proposal to determine whether it has a reasonable chance of being successful in meeting City planning objectives for the area; and of having sufficient public support. In order for the Initial Review to proceed, the Whitecaps contributed \$164,750 to the City to cover the costs of staff time as well as the hiring of an independent consultant team.

The purpose of the Initial Review is to assess the Whitecaps proposal and advise Council:

- whether it is, or could reasonably be revised to be, compatible with City objectives related to land use, form and character, transportation, economic impacts, environmental sustainability, etc;
- whether it has, or could have, reasonable public support within nearby areas, with key stakeholders; and
- whether it has significant social and community impacts, and
- if appropriate, the conditions and steps under which the project could proceed further.

This Initial Review is intended to be fairly fast and high-level. The outcomes are intended to be in the nature of informed, and often qualitative, judgements rather than definitive answers.

The Initial Review consists of two key elements which were undertaken by an interdepartmental technical team of City staff, and a consulting team that was approved by Council in December 2005 (The consulting team was led by Coriolis Consulting Corp. and consisted of Althetica Sport and Recreation Design Inc, Harris Consulting Inc., Hotson Bakker

Boniface Haden Architects + Urbanistes, and Monkey Forest Consulting). The overall scope and process of the Initial Review, as well as the roles of the staff and consulting team, is presented in Figure 3.

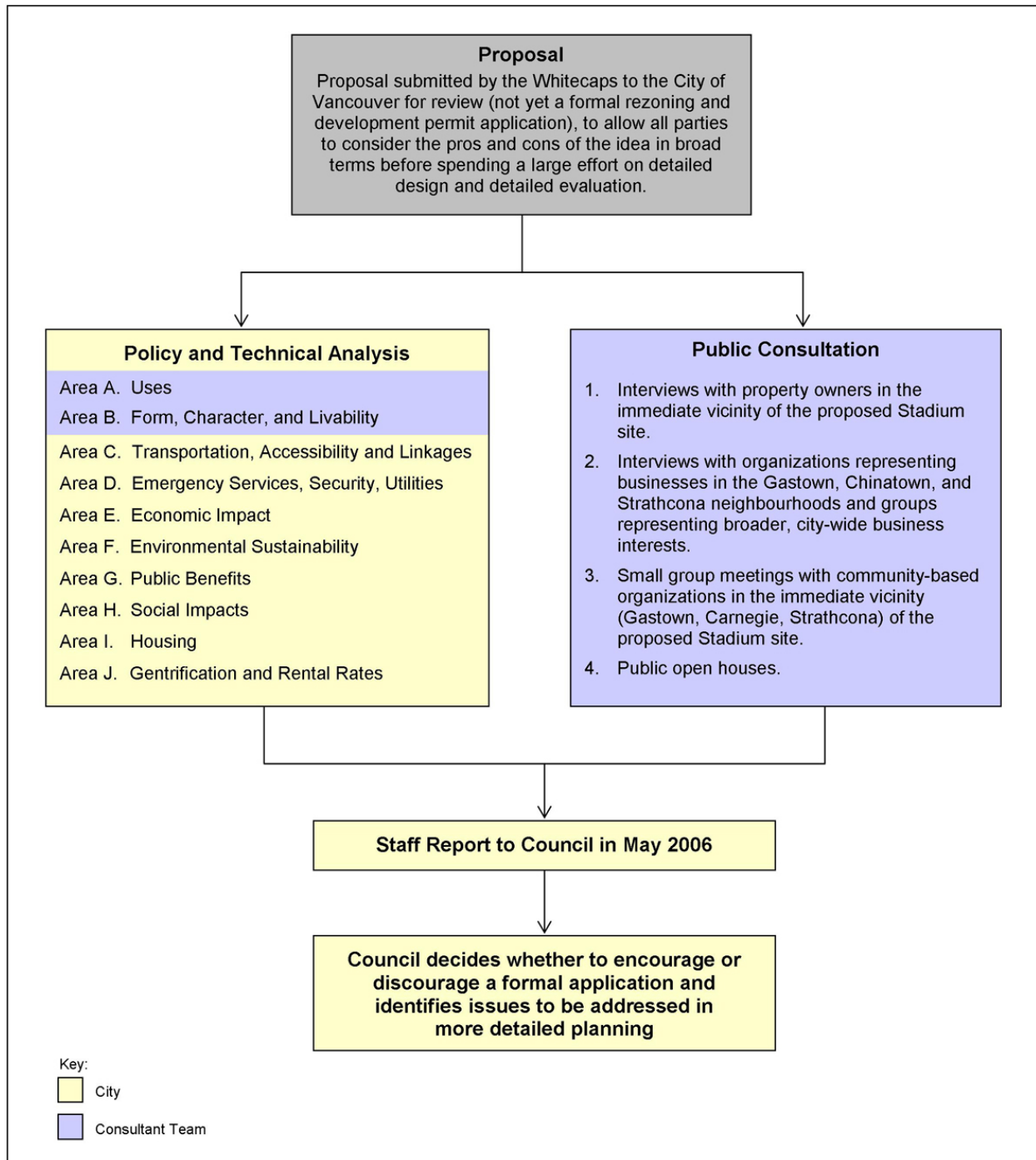


Figure 3: The scope and process of the Initial Review. (source: Coriolis Consulting Corp.)

## DISCUSSION

This purpose of this section is to discuss the outcomes of the public consultation, summarize the findings of the technical review, and finally to present the overall conclusions Whitecaps Stadium Initial Review and staff recommendations on next steps.

### *A) Public Process Review*

The public consultation activities that consisted of:

- Interviews with property owners in the immediate vicinity of the proposed stadium site (for example, Cadillac-Fairview and the Port of Vancouver);
- Interviews with organizations representing businesses in the Gastown, Chinatown, and Strathcona neighbourhoods and groups representing broader, city-wide business interests (for example, the local BIAs and the Vancouver Board of Trade);
- Small group meetings with community-based organizations in the immediate vicinity (Gastown, Downtown Eastside, Chinatown, Strathcona) of the proposed stadium site (for example, the Carnegie Centre and Atira Women's Resource Society); and
- Four separate public open houses.

In all, approximately 1500 citizens participated directly in the public process. This included approximately 900 citizens who attended the four open houses, 400 who sent letters and emails, and 200 citizens who attended small group meetings. These small group meetings consisted of 7 meetings with property owners, some of which had 20-30 attendees; meetings with representatives from 15 business associations representing 80 different business interests; and three separate small group meetings with local community organizations, with 35 groups invited and 19 groups in attendance.

A summary of the public consultation is contained in Appendix B, with a more comprehensive summary in the consultant report available at [www.vancouver.ca/whitecaps](http://www.vancouver.ca/whitecaps).

The public consultation was intended to understand and gauge the scope of the issues rather than bring the groups to any consensus. Based on the outcome of the consultation process, there are two main perspectives on the Whitecaps proposal for a new downtown stadium, which are the city-wide perspective and the local perspective. Not surprisingly, these two perspectives are fundamentally different and are determined primarily by where people stand when they look at the proposal.

The city-wide perspective tends to be that of a resident that does not live downtown or in the immediate vicinity, or someone who takes a city-wide view point on economic development. This perspective was that of most open house attendees and many of those whose business or organisation is city-wide or regional. From this perspective the proposed stadium is seen to be a positive contribution to the city's and region's cultural infrastructure and economy. This group also recognizes that soccer is one of the largest and most popular recreational sports in the city and suggests that the stadium is needed to build the sport and community. While this group can understand the concerns around local impacts, they feel that these concerns should influence the design and operations of the stadium, *not* whether the stadium is appropriate at this location.

The local perspective tends to be the viewpoint of a neighbourhood resident, business owner, property owner or community group member in the immediate vicinity (e.g. Gastown, the

Downtown Eastside, Strathcona, etc). This perspective has concerns with the potential social, community and livability impacts of the proposed stadium and its relationship to the surrounding area. These include concerns around traffic, parking, noise, crowd behaviour, heritage impacts and neighbourhood disruption during event periods. This group also tends to have an understanding of the complexity of the site and the opportunities for connecting Gastown, the Port Lands, the waterfront and the Central Business District. There is a fear that the podium structure will impact this connectivity and could extend all the way across the rail lands to Main Street. The local perspective is very uncomfortable with having to evaluate the proposal without a comprehensive plan for the area of the remaining Whitecaps-owned land.

The dichotomy of these two perspectives is also evident in the open house questionnaires and the emails received by the City. In each instance, support for the stadium tends to increase with the distance between the citizen’s residence and the stadium. Figure 4 presents the answers to a key question from the open house questionnaire on the appropriateness of the stadium while Figure 5 summarizes the emails received by the City up to May 20, 2006.

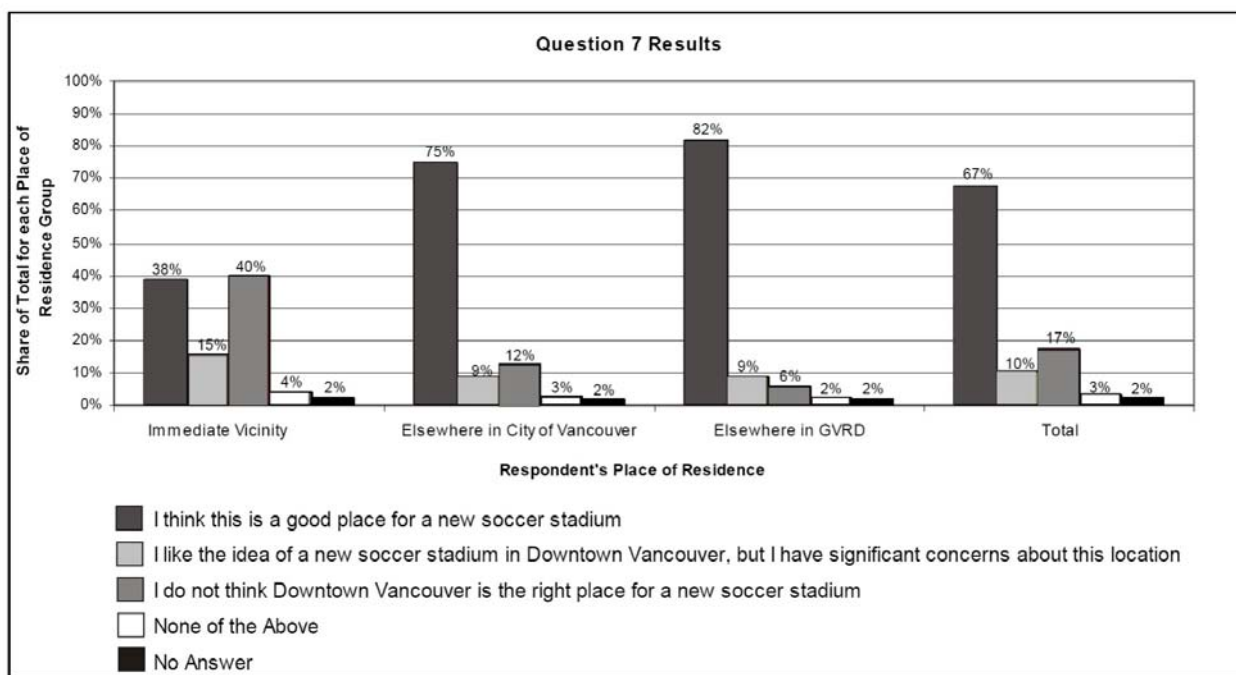


Figure 4: Summary of question 7 of the open house questionnaire - “Which of the following statements describes your opinion right now?” (source: Monkey Forest Consulting)

Writer’s Home Address	Total emails	Pro-Stadium	Anti-Stadium
Immediate Vicinity	89	26 (29%)	63 (70%)
Elsewhere in Vancouver	96	94 (97%)	2 (2%)
Elsewhere in GVRD	103	100 (97%)	3 (3%)
Outside GVRD	8	8 (100%)	0
No Address Given	17	16 (94%)	1 (6%)
	<b>313</b>	<b>244</b>	<b>69</b>

Figure 5: Summary of emails received by the City as of May 20, 2006.



### B) Technical Review Summary

The technical review of the proposed stadium was completed jointly by the consulting team (specifically Areas A Uses; and B Form, Character and Livability) and a staff interdepartmental technical team. This team had representation from Planning (including Heritage and the Downtown Eastside Team), Social Planning, Engineering, the Housing Centre, Cultural Services, the Sustainability Office, the Olympic Operations Office, the Chief Building Official's Office, as well as the Vancouver Park Board, Vancouver Fire and Rescue Services and the Vancouver Police Department.

Appendix A summarises the overall findings of the technical review within the framework of the questions posed in the Council-approved Terms of Reference. The consultant's technical report presents the extensive technical review of subject areas A and B (Uses and Alternatives; Form, Character and Livability) and is available at [www.vancouver.ca/whitecaps](http://www.vancouver.ca/whitecaps).

In general, there are positive, neutral and negative potential impacts of the proposed stadium. Figure 6 presents a summary of the technical analysis on the overall impact of the proposed stadium on the subject areas identified in the Council-approved Terms of Reference.

Subject Area	Expected Impact		
	Positive	Neutral	Negative
A) Uses and Alternatives		■	
B) Form, Character and Livability			■
C) Transportation, Access and Linkages			■
D) Emergency Services, Security and Utilities			■
E) Economic Impact	■		
F) Environmental Sustainability	■		
G) Public Benefits	■		
H) Social Impacts		■	
I) Housing			■
J) Gentrification and Rental Rates		■	

Figure 6: Summary of the overall impact of the proposed stadium on the subject areas identified in the Council-approved Terms of Reference.

There are a number of subject areas where the proposed stadium is expected to have a positive impact including:

- *Economic Impact.* There are expected economic benefits including construction employment, some increase in overall tourism spending in the city, 14 full-time jobs once the facility is operating, and substantial opportunities for other jobs in concessions and catering during event times. The proposed stadium's competition with other existing stadia and theatre venues is expected to be limited to outdoor concerts as the stadium would not be large enough to accommodate CFL football and is limited in its ability to attract trade shows due to the lack of a roof.

- *Environmental Sustainability.* With a location adjacent to a major public transportation hub, there are sustainability benefits achieved by the proposal compared to a less central or suburban locale. The sustainability of the proposal is also enhanced by the Whitecaps desire to use local building supplies and green building approaches. There are also opportunities to enhance the efficiency of energy and water use, and to develop on-site storm water management.
- *Public Benefits.* In addition to the public benefits inherent in a privately financed stadium, there would be public benefits negotiated including community access days for local residents and community groups, local hiring practises during construction and operations, and local purchasing practises. This is consistent with the City's approach to other large, private venues such as GM Place.

There are also subject areas of the technical review where the proposed stadium is expected to have a neutral, or only slightly positive or negative impact including:

- *Uses and Alternatives.* As currently proposed, the stadium use would not be consistent with the emerging residential character of the neighbouring areas, and the podium structure is not contemplated in City policy. However, if the facility could be designed to integrate with surrounding areas, bridge Gastown and the waterfront, and minimize potential negative impacts, it could be equal to other land uses for the site such as office or residential uses.
- *Social Impact.* Although some social impact is anticipated with large crowds and especially given local vulnerable populations, the experience with other large stadia such as GM Place suggests that most problems are addressed inside the stadium. Where there is some concern is with the long distance between the stadium and parking, which creates the potential for problems. However, mitigation of the social impacts may be possible with crowd management planning and additional policing resources.
- *Gentrification and Rental Rates.* The proposed stadium is not expected to be a significant force of gentrification or to increase residential rental rates. This is primarily due to livability concerns in adjacent areas which may dissuade investment in market housing.

### *C) Fundamental Issues*

The technical review reveals that there are five fundamental issues with the proposed Whitecaps stadium that need to be resolved if the stadium is to proceed with rezoning and further development planning. These are the subject of the remainder of this report:

- Inadequate street frontage for access, emergency exiting and crowd marshalling;
- Dangerous goods in the rail lands;
- Form, character and urban design issues;
- Impacts on residential livability and area revitalization; and
- Impacts on future development on the Central Waterfront Port Lands.

#### *1) Inadequate Street Frontage for Access, Emergency Exiting and Crowd Marshalling*

The proposed stadium's location on a podium over the rail yards, between Gastown and the Port Lands provides some significant transportation and access challenges. As illustrated in Figure 7, the stadium proposal relies on only two primary points of pedestrian access. The first is from the foot of Cambie Street where a structure will have to be built to bring attendees from street level to the podium level which is approximately 30 feet above grade.

The second entrance is through a new, enlarged opening in the Landing Building on Water Street which once again would require that attendees rise slightly to the podium elevation. The Whitecaps have suggested a third potential direct link to public transit at the Station, but the bulk of the participants are anticipated to enter through the two primary entrances.

The proposal does not include any designated areas for crowd marshalling, and relies on street space primarily on Water Street and Richards Street for marshalling and crowd dispersal. The transportation consultants hired by the Whitecaps note that street improvements would be required in order to handle the outflow of 15,000 stadium visitors, with 30,000 visitors being more of a challenge in a future expansion. Based on extensive experience with GM Place, staff conclude that street improvements alone could not handle this level of crowding and that frequent street closures would be required. Translink uses this road space for 500-600 buses per day, which cannot be re-routed as they are fixed-link trolley buses and provide critical connectivity to the transit Hub.

Stadium visitors accessing the stadium by automobile would be expected to park in the existing parking stock of the downtown core and walk to the stadium. The Whitecaps have also proposed the construction of a ramp from Waterfront Road into the East stand, which would be used for access to the 116 parking spaces (for staff and players only).

Due to a lack of street frontage, there is no provision for passenger drop-off, bus drop-off or handicap access.

Truck loading would take place on the stadium's vehicle ramp off of Waterfront Road. The trucks would then be stored in the truck and bus staging area proposed for the narrow piece of land owned by the Whitecaps north of Granville Square. (Staff note that Waterfront Road is a private road owned mostly by the Port of Vancouver and not available for general traffic.)

The emergency access to the proposed stadium for fire, police and other emergency services is suggested off the parking ramp on Waterfront Road. The parking plaza adjacent to the Landing would be for fire-fighting only as it would not provide any direct access into the stadium. There is also potential emergency access from the pedestrian entrance at the foot of Cambie Street. (The Whitecaps have suggested that the lane north of Water Street would be an access point for emergencies, but staff consider this access point to be unacceptable as it dead-ends and raises the risks of loss of equipment and life.)

The consultant's report reveals that as currently proposed, the stadium does not meet critical code requirements for emergency exiting.

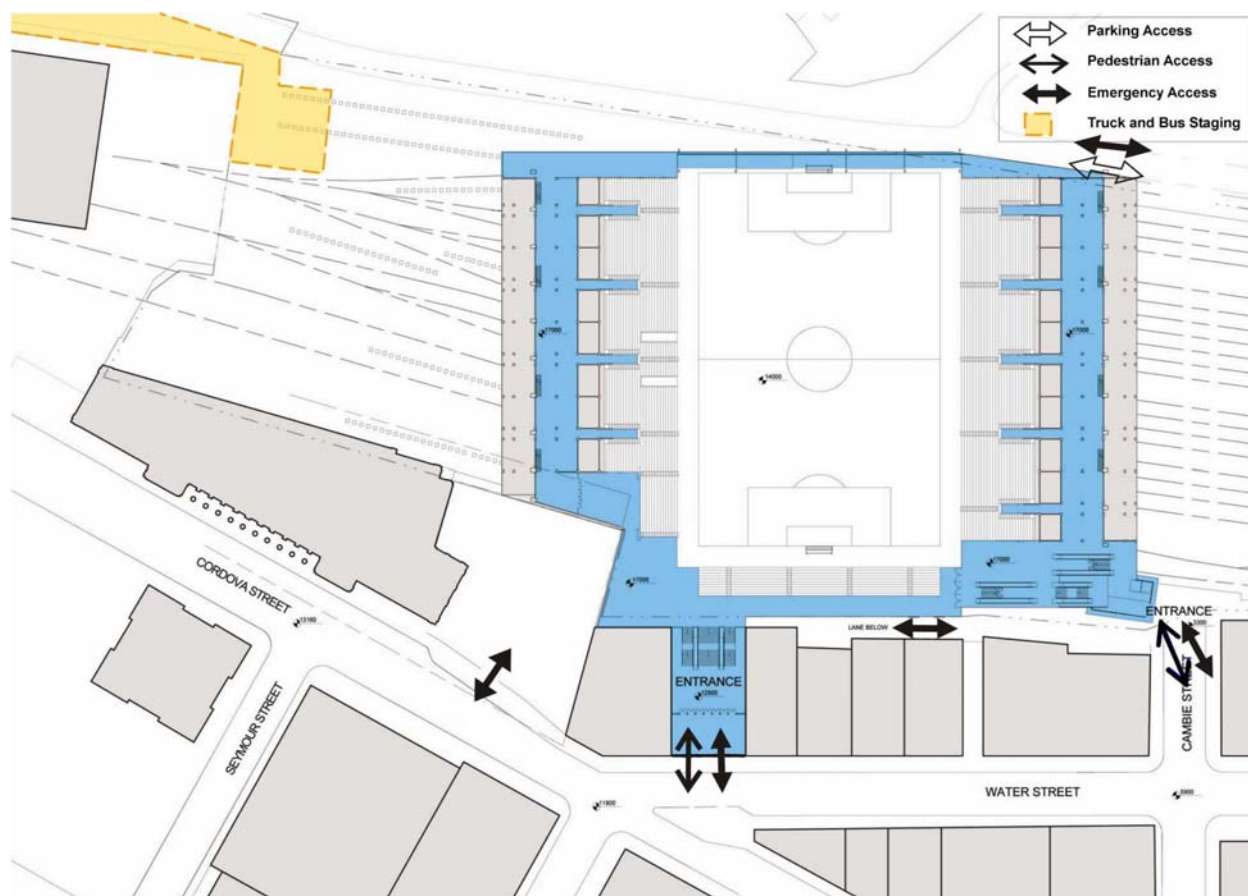


Figure 7: The Whitecaps' proposal for pedestrian access, trucking loading, parking and emergency access to the proposed stadium.

The City has had extensive experience with the operations of GM Place, which has illustrated the critical importance of exiting, crowd marshalling areas and multiple crowd dispersion routes. GM Place has 10 exits over three levels, multiple large areas for crowd marshalling, direct adjacency to Skytrain and crowd dispersion patterns that radiate in all directions. Even with these features, it takes a substantial amount of time to disperse the 18,000 stadium visitors that leave GM Place during the peak exit time. Additional crowd management plans and policing are needed to assist the flow of visitors, and transit disruptions occur. Adequate exiting, marshalling and dispersion routes are not only integral to safety and efficiency, but also to basic stadium function.

As currently proposed, there are a number of significant issues created by the difficult site, the designated access points, and the lack of any street frontage. These include:

- A lack of any areas for passenger drop-off, handicap access, and bus drop-off;
- No public plazas or crowd marshalling areas, which are essential for stadium function;
- The need to secure a direct link to the transit hub to achieve maximum transit use;
- An inability to meet critical building code requirements for emergency access and exiting;
- Reliance for access on Waterfront Road, most of which is owned by the Port and not available for general traffic;
- Exiting would require frequent street closures. At the 15,000 seat configuration the Whitecaps anticipate 67 events per year, mostly during the busy summer months. This

level of street closures is unacceptable to the City and Translink, and creates an unworkable situation for traffic and bus movement; and

- As indicated in Figure 8, a blockage of a City right-of-way that is important to the resolution of Central Waterfront access issues in the Central Waterfront Hub and Rail Lands Study.

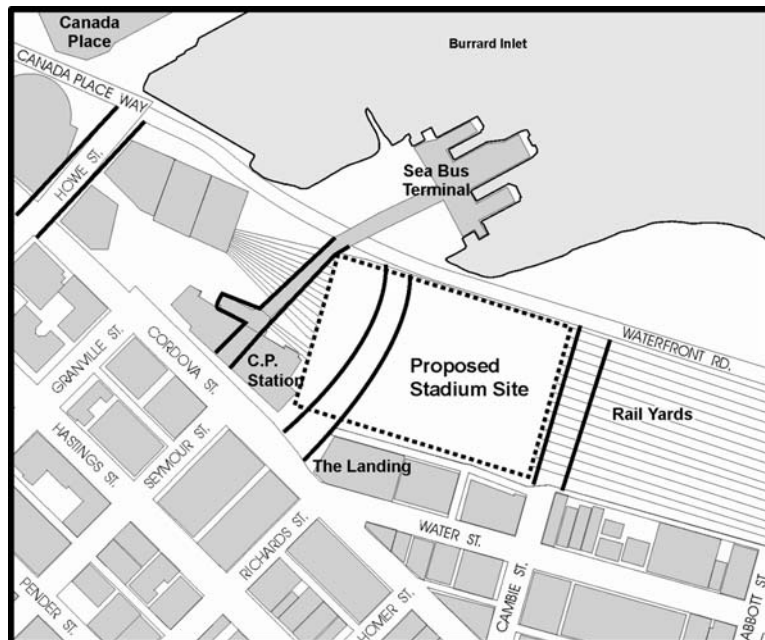


Figure 8: The proposed stadium in relation to City transportation right-of-ways (indicated in thick lines)

The lack of any street frontage for access, emergency exiting and crowd marshalling means the current proposal is unworkable. These issues must be resolved if the proposal is to proceed to any future rezoning or planning. As with other major waterfront developments, the costs associated with constructing a street network would be borne by the proponent (possibly in partnership with adjacent property owners) rather than the City. Given the complexity of developing these roads and viaducts over the rail lands, it is not unreasonable to expect that the costs of the road network could reach into the \$40-\$50 million range, which is close to a doubling of the Whitecaps' capital costs stated in their economic feasibility report. Cooperation with other land owners may reduce this cost and achieve the public objective of a workable road network in the area, but these solutions are only possible with comprehensive planning with adjacent rail, waterfront and Port Lands.

## 2) Dangerous Goods in the Rail Lands

There are dangerous goods transported by rail on the Central Waterfront. The City is still working with CPR and Transport Canada (the agency responsible for regulating rail transport of dangerous goods) to determine the frequency and quantities of these goods.

The presence of these goods raises liability issues for the City and the Whitecaps. Before the stadium proceeds, a number of steps will need to be taken including: further investigation into the frequency and quantity of the dangerous goods; further exploration of legal and liability issues, likely involving outside consultants who specialise in dangerous goods; and

clarification of the role of senior levels of government in assessing and assuming risk and liability.

Because of the risks, liabilities and remaining uncertainties associated with the transportation of dangerous goods beneath the proposed stadium, this issue will need to be resolved prior to any future rezoning application.

### *3) Form, Character and Urban Design Issues*

The proposed Whitecaps stadium has some significant design challenges due to a relatively small site for a large stadium structure, the development of the 30 foot high podium structure to respect the CPR right-of-way, and the adjacency of the heritage buildings of Gastown. These issues are compounded by the narrow separation between the stadium and Gastown, due to the substandard lane that narrows to a 12 foot separation in places. Figures 9-11 provide some basic massings of the proposed stadium to illustrate these relationships. (Note that these massings are for the 15,000 seat configuration and that the stadium roof height would increase by an average of 30 feet at the 30,000 seat configuration)

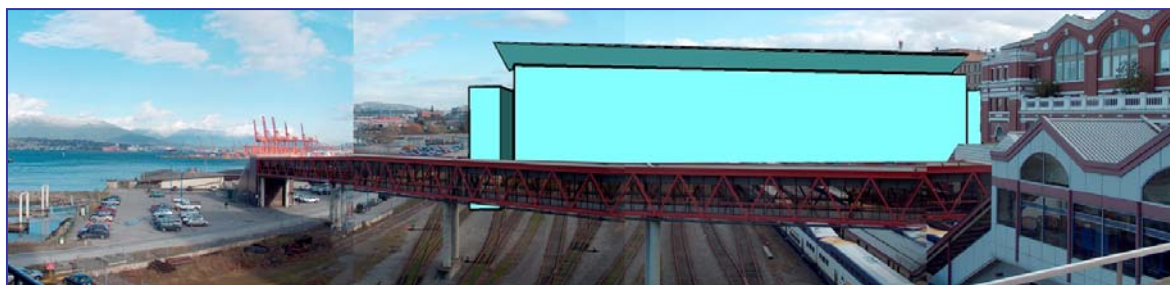


Figure 9: Stadium massing looking east from Granville Square (at 15,000 seat configuration).

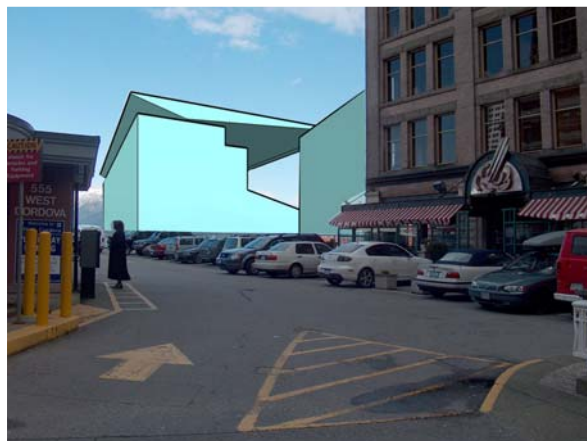


Figure 10: Stadium massing looking north through the parking lot adjacent to the Landing (at 15,000 seat configuration)



Figure 11: Stadium massing looking north through the Cambie Street "street end" view (at 15,000 seat configuration)

The analysis of the form, character and urban design of the proposed stadium consisted of two key elements. First, there was a session organised by the consulting team to examine the more subjective questions posed in the Council-approved Terms of Reference around the potential neutral, positive or negative relationship of the stadium to the surrounding urban

form, and its impact on adjacent heritage areas. Second, there was technical analysis of many of the components that are measurable such as impacts on views and shadowing.

The urban design workshop took place on March 3, 2006 to review the more qualitative issues of the urban form analysis. The session was attended by the following prominent urban designers and heritage experts, with participation by City staff as well:

- Joost Bakker (architect/session facilitator)
- Ray Spaxman (planner)
- Richard Henriquez (architect)
- Bing Thom (architect)
- Jennifer Marshall (architect)
- Chris Phillips (landscape architect)
- Robert Lemon (architect and heritage consultant)

The urban design workshop came to the following unanimous conclusions:

- The site is a very pivotal and important location with an enormous opportunity to connect Gastown, Downtown and the Central Waterfront, and the current proposal does not embrace this opportunity;
- The current proposal cannot be sufficiently analysed without a more comprehensive planning perspective involving the future Port Lands development and the remainder of the Whitecaps' rail lands;
- The physical form, siting and size of the stadium is too "bulky" for such a compact site and has poor connections to the historic fabric of Gastown, the existing form of downtown and the future form of the Port Lands;
- There was a concern that the podium structure would continue across the remaining rail lands with a negative visual impact on adjacent buildings in Gastown. As such, there is a need to plan for the whole rail yard and the stadium cannot be planned on a stand-alone basis;
- The architectural character of the proposed stadium if it proceeds needs to respect but not necessarily mimic the heritage character of Gastown.

The conclusion that by virtue of the stadium's currently proposed size and location there is a negative impact on the overall form and adjacent heritage buildings of Gastown was also affirmed by the Vancouver Heritage Commission and the Gastown Heritage Advisory Planning Committee who both passed resolutions expressing this concern.

The technical review also revealed that although the stadium does not intrude on Council-approved view cones, there would be impacts on public and private views. The massing analysis illustrates that there would be a slight intrusion into the public street-end view at the foot of Cambie Street and that there would be a significant blockage of the view from Cordova Street north through the parking lot adjacent to the Landing. Although the view through the parking lot is not a street-end view, it is a view that is recognized as important in the Central Waterfront Port Lands Policy Statement.

In terms of private views, the technical review acknowledges that any development in the rail lands will affect views, including the potential future development on the Port Lands. Because of the historic, narrow streets, views in Gastown as a whole also tend to be quite limited with many buildings looking immediately across lanes to other buildings. Of significant concern however, is the close proximity of the 30 foot high podium to adjacent buildings and the large mass inherent to the stadium structure. These basic elements of the

proposed stadium's form do not allow for edge treatments that help to mitigate view impacts.

There will be significant view impacts for the approximately 40 residential units along the 300 block of Water Street, between the Landing and the foot of Cambie Street. This is particularly true of the lower levels which would be below podium level. There will also be view impacts for westerly views from the buildings located on Water Street east of Cambie Street. Figure 12 shows the impact on the view of a 3<sup>rd</sup> floor residential unit at 345 Water Street (the "Greenshields Building").

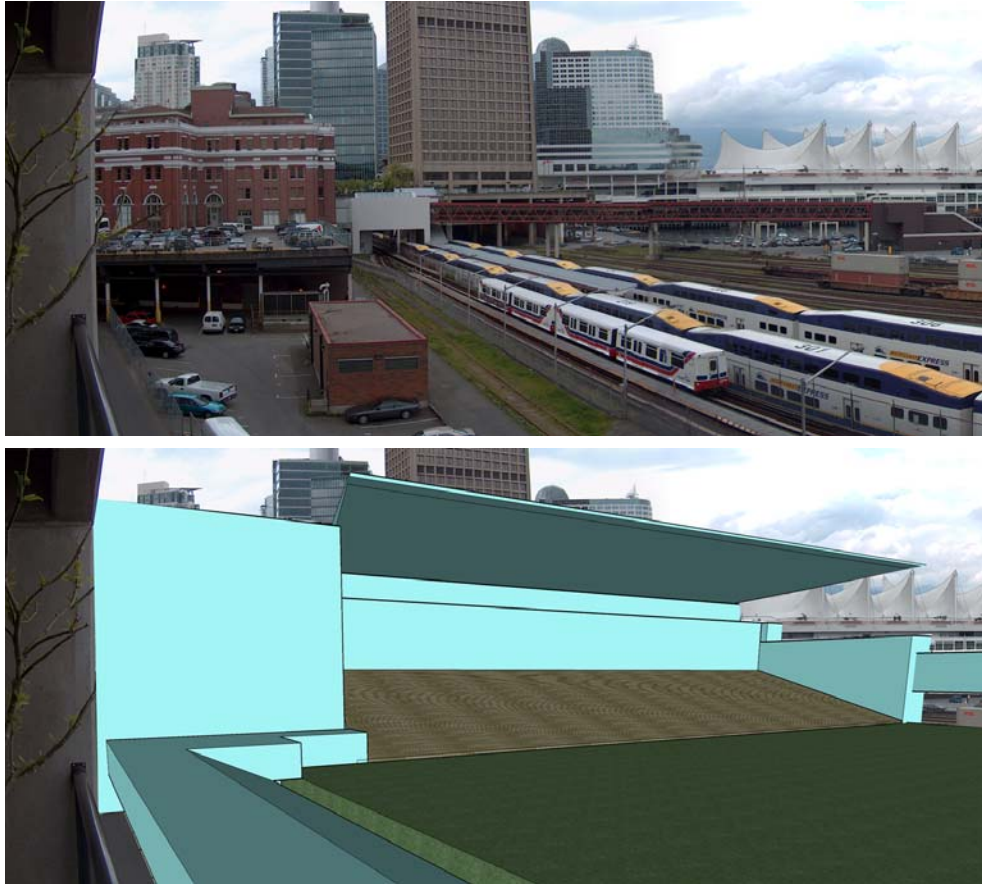


Figure 12: Private view impact on a residential unit on the 3<sup>rd</sup> floor of 345 Water Street (the "Greenshields Building") at the 15,000 seat configuration.

Although the proposed stadium is early in its architectural design, these form and character issues are inherent to the basic form and function of the proposal, regardless of design. As indicated by the urban design session, there may be solutions to these issues with a fundamental reconsideration of the stadium and its location. If the Whitecaps engage in comprehensive planning with other landowners, especially the Port, there may be a possibility of moving the stadium north towards the waterfront and designing the future development to be compatible with the stadium. This and other potential solutions for a better "fit" with Gastown cannot be achieved through a stand-alone rezoning on the existing site.



#### *4) Impacts on Residential Livability and Area Revitalisation*

The proposed Whitecaps stadium is unlike other large stadia in the downtown core such as BC Place and GM Place in a number of key ways. First, the other stadia have roofs, which significantly reduce noise and light impacts on surrounding uses, particularly residential. Moreover, each of these two venues has a large number of exits over several levels that allows for an efficient and multi-directional dispersion of crowds during the peak flows following an event. Finally, both GM Place and BC Place were developed prior to any significant residential in close adjacency, which meant new residents expected some disruption and allowed for careful planning to ensure that livability impacts could be addressed.

The potential incompatibility between large stadia and residential uses was recognized by Council's adoption of the "False Creek North: Land Use Policy- Special Event, Festival and Entertainment Functions" in 2005. This policy states that the careful and comprehensive planning is needed to ensure that appropriate land use mix and transitions are implemented to achieve the efficient functioning of BC Place, GM Place and the Plaza of Nations, as well as the livability of adjacent residential.

The context of the proposed Whitecaps stadium is different from GM Place and BC Place in that it is an open air stadium proposed in an existing and increasingly residential area. While the consultants suggest that some noise and lighting impacts may be mitigated through lighting technology and carefully designed amplification, these techniques will not reduce crowd noise, the impacts of large concerts, and the noise of crowds in adjacent streets after events. The crowd impact is accentuated by the limited number of exits that direct crowds into the existing neighbourhoods south of the rail lands. As presented in Figure 13, staff analysis shows that there are approximately 3,000 market and non-market residential units within a 5 minute walk (350m) of the stadium site, which may be impacted during the suggested 67 events per year mostly during the summer months (note: This analysis includes only existing or in-progress housing, not potential residential development under existing zoning).

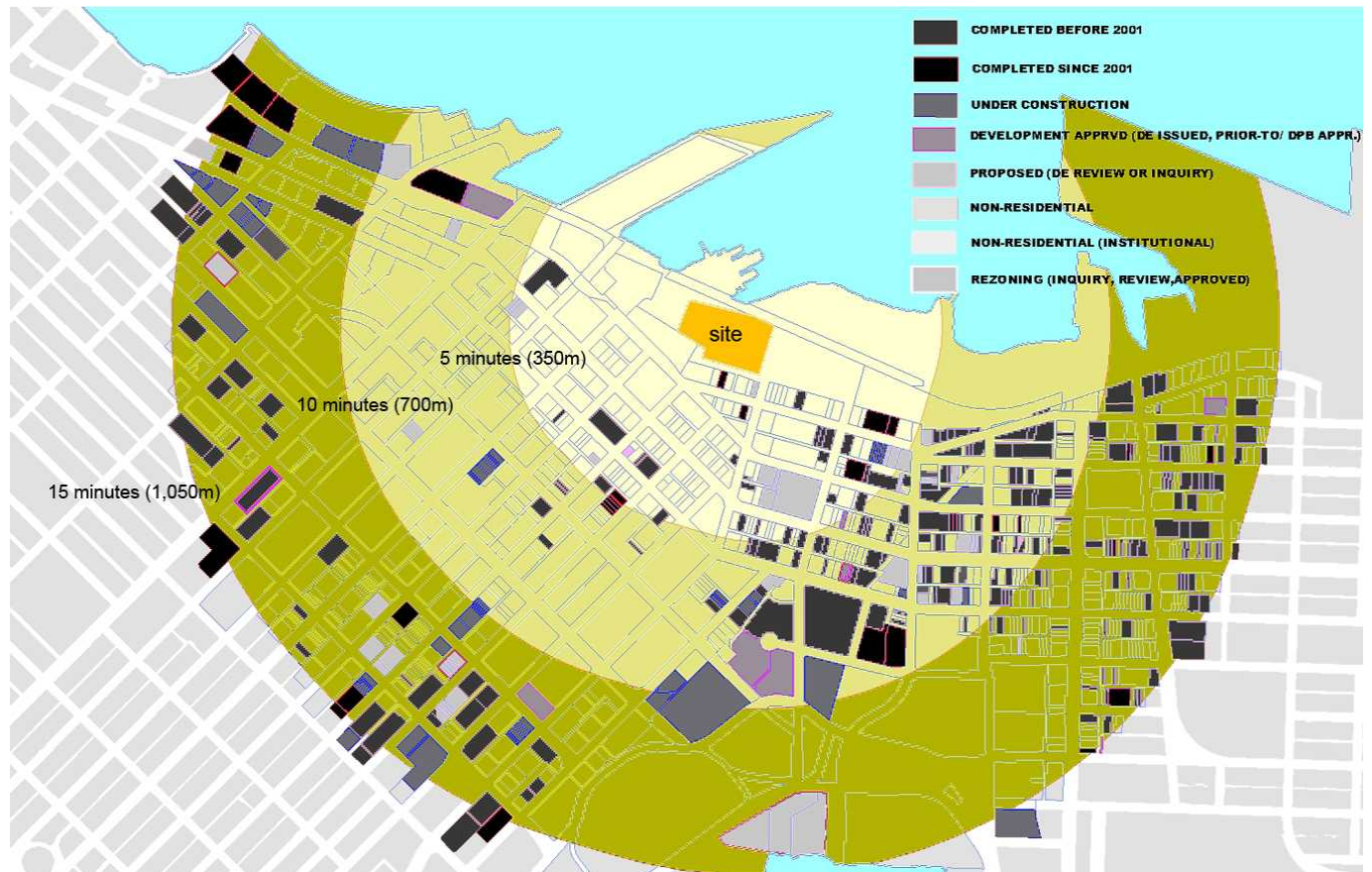


Figure13: Map indicating residential units within close proximity of the proposed stadium site. There are approximately 3,000 market and non-market residential units within a 5-minute walk of the stadium.

City policy for the revitalisation of Gastown, the Downtown Eastside, Victory Square and Chinatown is based on providing the market with tools and incentives for development to achieve area revitalisation. As indicated by the 24 projects in the area with substantial residential uses that are currently being processed by the City, the market tends to look to residential development. Staff feel that the livability concerns created by the proposed stadium will significantly alter the market's ability to revitalise the area and jeopardise the success of Council-approved policies such as the Victory Square Concept Plan, the Housing Plan for the Downtown Eastside and the Gastown Heritage Management Plan. There will also be further impacts on the heritage revitalisation projects immediately adjacent to the stadium as these buildings cannot adjust their form to address view loss, which could have negative impacts on their rental rates and economic viability.

There may be solutions to livability impacts of the proposed stadium with careful consideration of land use mix and land use transitions between stadium and residential uses. For example, the development of compatible uses such as office and commercial could help to buffer residential uses from stadium impacts. Such solutions are only possible if more land can be secured to allow the implementation of these techniques, which would require negotiations with other land owners, particularly the Port, and a comprehensive approach to land use planning for the Central Waterfront area.

### *5) Impacts on Future Development of the Port Lands*

The area north of the Whitecaps-owned rail lands on the other side of Waterfront Road is under the jurisdiction of the Port of Vancouver. In 1994, Council approved the Central Waterfront Port Lands Policy Statement, which was the result of a joint planning exercise by the Port of Vancouver and the City of Vancouver, with extensive public consultation. So far, the Port has not submitted any more detailed development plans beyond this joint-planning process.

The Port Lands Policy Statement allows for up to 2.6 million sq.ft. of development allowances on these lands and future infill on the waterfront. Of the 2.6 million sq.ft., 2.1 million sq.ft. is choice-of-use, which includes a range of port and urban uses such as communications, transportation, offices, retail, service, compatible light-industry and a potentially significant residential component. These development allowances are not spatially allocated in the Policy Statement, but are subject to height and massing guidelines.

The proposed Whitecaps stadium has a potentially significant impact on Port development anticipated under Council's adopted policies, particularly the residential component. As shown in the illustrative massings under the Port Lands Policy Statement regulations in Figure 13, the proposed stadium is directly adjacent to significant development potential. This proximity has a number of potential impacts on future development on the Port Lands including:

- Significant noise and livability impacts for any residential that could develop as part of the 2.1 million sq.ft. of development allowance that is choice-of-use;
- Significant shadowing impacts, particularly during winter months; and
- A very difficult interface for any future development resulting from the interface of the 30 foot podium structure located directly on Waterfront Road.

These livability, shadowing and podium impacts on the future development of the Port Lands under the Council-approved Central Waterfront Port Lands Policy Statement cannot be solved without comprehensive planning involving the Port, including the potential acquisition of additional land.

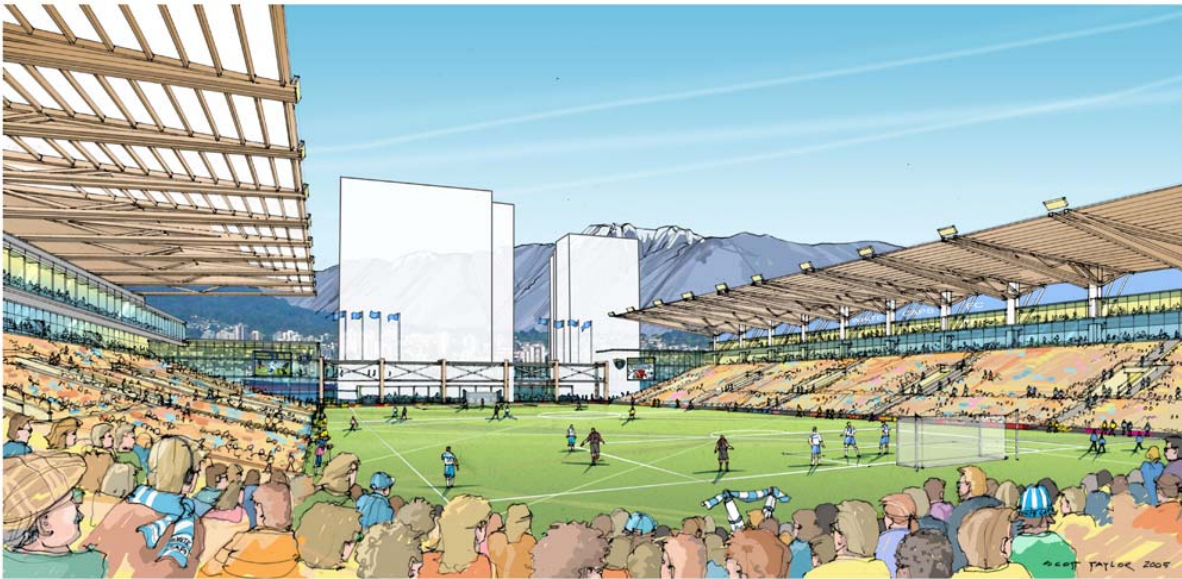


Figure 14: Rendering of the proximity of potential development under Central Waterfront Port Lands Policy Statement (1994) height and mass guidelines (source: *original*, Whitecaps; *alteration*, Hotson Bakker Boniface Haden Architects + Urbanistes)

## OVERALL CONCLUSIONS OF THE INITIAL REVIEW

The public consultation reveals that there is broad public support for the proposed stadium, yet significant concern and opposition particularly from local residents, community groups and businesses. This is consistent with the findings of the technical review, which revealed positive, neutral and negative impacts of the proposed stadium. More specifically, there are five fundamental issues with the current proposal that make it unworkable, including:

- Inadequate street frontage for access, emergency exiting and crowd marshalling;
- Dangerous goods in the rail lands;
- Form, character and urban design issues;
- Impacts on residential livability and area revitalization; and
- Impacts on future development on the Central Waterfront Port Lands.

There are a number of potential solutions to these fundamental issues which could make the proposed stadium work in the Central Waterfront. These include:

- Major investment in road infrastructure, which will need to be provided by the proponent and will likely be costly due to the complexity of building roads and viaducts above the rail lands;
- Resolution of the dangerous goods issue and liability;
- Fundamental reconsideration of the stadium structure and siting to ensure a better fit with Gastown;
- More land, which requires negotiations with the Port of Vancouver; and
- Comprehensive planning to address access, area structure, land use and livability issues.

These solutions involve substantial cost, time or negotiations with other land owners and cannot be achieved through a stand-alone rezoning. As such, staff conclude that a rezoning is not supportable at this time.

A potential avenue to realise solutions to the fundamental issues with the proposed stadium is the Central Waterfront Hub and Rail Lands Study. This study was approved by Council in March 2006 and is entirely funded by the City. The objectives of the study are: to create a detailed Urban Design and Transportation Plan for the Hub area, bounded roughly by Hastings Street, Howe Street, Port Waterfront Road, and the north foot of Cambie Street, and; to create a Preliminary Structure Plan for the area over the rail yards east of the Hub area to approximately Main Street, to determine what access and linkages can be created, and to forecast whether future development over the rail tracks is possible in an acceptable way. There will also be extensive public consultation. Staff are currently working to assemble a staff team and once the appropriate resources are in place, the study will take 18 months to create a plan for Council adoption.

Many of the solutions outlined in this report require partnership between the Whitecaps and other landowners in the Central Waterfront, most importantly the Port of Vancouver. Both the Port of Vancouver and the Whitecaps will be closely involved in the Hub study. The Port and the Whitecaps may wish to negotiate land transfers or cost sharing. Staff will advise Council of any adjustments to the Terms of Reference for the study as appropriate. Although the study is slated for completion in 18 months, it may be possible for the work related to the Hub area to be sufficiently complete in 12 months to allow the stadium to be further considered. The participation of the Whitecaps organisation in the Hub study is the only way that the Whitecaps may be able to find solutions that are supportable to Council and the community.

## **NOTIFICATION OF FINDINGS**

The results of the Initial Review (but not the conclusions or recommendations of staff) were shared with the Whitecaps organisation to allow them to make factual corrections and to provide a response, which is included as Appendix C.

This report has received an "advance release" of two weeks ahead of the Committee meeting where it would be considered. Staff also notified parties involved in the public consultation and property owners in the adjacent area.

## **FINANCIAL IMPLICATIONS**

There are no financial implications for the City's budget.

## **CONCLUSION**

The Whitecaps organisation's proposal to construct a privately-funded stadium for one of the most popular recreational sports in the city is a laudable goal with benefits and many positive impacts for the City of Vancouver. However, the Whitecaps Stadium Initial Review reveals that there are several fundamental issues with the current proposal that need to be resolved prior to any rezoning application. There may be solutions that can be achieved through

comprehensive planning with the other land owners as part of the Central Waterfront Hub and Rail Lands Study. It is only through this collaboration that the City can balance the important objectives of heritage protection, neighbourhood livability and an optimum form of development for Vancouver's last piece of downtown waterfront land.

\* \* \* \*

## Appendix A: Summary of the Questions Posed in the Council-Approved Terms of Reference for the Whitecaps Stadium Initial Review

The purpose of this document is to summarise the work of the consulting team and the City's interdepartmental staff technical team in the framework of the questions posed in the Council-approved Terms of Reference for the Whitecaps Stadium Initial Review.

As outlined in the Terms of Reference, Sections A (Uses) and B (Form, Character and Livability) were completed by the consulting team while sections C through J were completed by staff from various City departments. These departments included Planning (including Heritage and Downtown Eastside staff), Cultural Affairs, Engineering, Social Planning, the Housing Centre, the Sustainability Office, Park Board, Office of Fire Prevention, the Chief Building Official's Office, as well as the Vancouver Fire Department and Vancouver Police Department.

### Area A: Uses (completed by the consultant)

#### *A1. Are the uses and activities consistent with existing and emerging policy for the site itself, as well as Gastown, the Port lands, and other adjacent areas?*

Locating a stadium in this area would cause potential land use incompatibilities with any existing or future housing contemplated in Council-approved policies and regulations.

There is conflict with various City policies such as the Gastown HA-2 zoning, the Victory Square Guidelines, the Central Waterfront Port Lands Policy Statement and the Downtown Eastside Housing plan; all of which rely on significant residential development as a tool for revitalization. As recognized in the recently adopted False Creek North Land Use Policy-Special Event, Festival and Entertainment Functions, there are livability concerns with large stadiums and adjacent residential uses.

Existing and emerging policy does not contemplate decking the rail yard or the construction of a large sports and entertainment venue in this area.

#### *A2. What alternative uses could be considered for the site and adjacent rail yards?*

In principle, alternatives include the status quo, or decking over the rail yard to provide sites for urban uses such as residential, office, hotel, and retail.

Based on recent studies of the rail yard requirements for the Port, it is highly unlikely that the rail functions will be removed. If the yards are to be decked over anyway, this leads to the highly complex and challenging question of whether a stadium or a mix of urban uses would be better for Gastown, the Central Waterfront, and Downtown. For the Stadium to be the preferred use (or at least "tied" with the alternative), an enormous amount of work must be done to improve its relationship to Gastown, the Downtown Eastside, the Central Waterfront, and Downtown; deal with potential negative impacts; and improve its ability to act as a link between the waterfront and Gastown/Downtown.

### Area B: Form, Character and Livability (completed by the consultant)

***B1. Will the proposed development and its operations generally fit into the site taking into account the anticipated future road linkages over the tracks?***

The proposed design does not fit well onto the site. Its footprint, massing, access/egress, emergency provisions, height, crowd management, and view impacts all suggest that too much “use” is being jammed into a tight area. Some of these issues could be addressed by changing the siting and refining the design.

***B2. Could this type of built form make a positive contribution to the City’s urban form?***

The proposed Stadium is not in keeping with the scale of Gastown and does not appear to have been designed with the intent of achieving a good fit with its context. In addition, the Stadium proposal does not take advantage of the opportunity to link the waterfront with Gastown or the opportunity to take a comprehensive look at the whole development potential of the rail yard and the waterfront.

More locally, the edges against Gastown and against Waterfront Road have not been thought out and the design is too bulky for the site. The present design does not make a positive contribution to the City’s urban form in this area. There is an opportunity for exciting, iconic, development that is a bridge to the Central Waterfront and is respectful of Gastown’s character, history, and image. Much work would be needed to get the proposal to the point at which it would make a positive contribution to the City’s urban form in this area.

***B3. Could the proposal be positive, or neutral, in its urban design relationship to neighbouring urban fabric, and in particular to heritage structures and areas?***

The necessarily large scale of a soccer stadium makes it very difficult for this development to have a positive urban design relationship with its surroundings. The present design does not appear to have been particularly influenced by the objective of establishing a strong, positive relationship with Gastown or the waterfront development lands to the north. The proposed Stadium footprint has simply been dropped on a part of the site that is near transit and that meets the geometric requirements of the facility.

The design could be re-worked to be more positive, but in some important ways the use and form is at odds with the scale, character, and activity in Gastown. The Stadium could be more positive in terms of urban design relationship if extensive and sensitive work is done to deal with views, light, noise, access/crowd management, bulk, retail impact, and other concerns.

In architectural terms, the building does not have to adopt Gastown’s form or exterior materials. The building should respect Gastown, not mimic it.

***B4. Would the impacts on identified public views and open spaces be acceptable?***

The proposed building does not have impacts on established protected view cones.

There will be large negative impact on the public view from the outdoor space between the CP Station and the Landing building. There are also concerns that the stadium may intrude slightly on the Cambie street end view.

The view from Crab Park will be different, in that less of Gastown’s backdrop will be visible, but the main City, mountain, and water views are unaffected.



It is important to note that many of the adjacent historic buildings are under Heritage Revitalization Agreements (HRAs) and cannot adjust their built form for view loss. This could have a negative impact on their financial viability.

***B5. Would the shadowing impacts on public spaces and pedestrian routes be acceptable?***

There are few shadow impacts on existing public spaces or pedestrian routes. The main shadow impacts are on the Port's central waterfront development lands during the winter. This could impact the livability of any future development on the Port lands.

***B6. Would the impacts on private views and privacy of nearby residents, commercial tenants and low income Downtown Eastside residents be reasonable?***

There would be large negative impacts on private views from the north side of buildings along the north side of Water Street adjacent to the proposed Stadium.

There would be negative impacts on views from the south side of new high rise buildings built on the Port's lands, as many spaces would have a direct line of site into the Stadium which will be a dominating feature of the night time view during events.

There would be "privacy" impacts on adjacent buildings in Gastown and on the Port's lands, due to the intrusion of light, noise, and the ability of event attendees to look into windows. The main impacts on Downtown Eastside residents would be due to event attendees on City streets immediately before and after events.

***B7. Would the noise impacts on nearby residents, commercial tenants, and low income Downtown Eastside residents be reasonable?***

For most event types, the noise impacts would not be significant assuming that Stadium design and PA system design are state-of-the-art with regard to acoustics.

The main risk of unacceptable noise impacts would be from rock concerts and from event attendee noise post-event, particularly at playoff games or other emotionally charged events.

***B8. What are the social and community impacts and benefits, including but not limited to housing, parks and recreation, community services, etc?***

There would be community-wide benefits, such as providing a venue for community sports and cultural events, supporting youth soccer, and providing a home for a team and organization that has made a significant effort to be a good corporate citizen and community benefactors, but there would not be any significant community benefits for the immediate area. Soccer is one of the most popular recreational sports in Vancouver.

Social and community impacts would likely be as follows:

- There would be little impact on local community services, which are generally located well east of the site.
- There would be little visitation impact on Crab Park, as the Stadium is not designed to pull or send pedestrians this way. However, the ambience of Crab Park would be affected by crowd noise and light during events.
- There would be significant neighbourhood disruption due to noise and crowds for the approximately 67 events per year occurring largely between March and October, or approximately once every four days in the summer months.

- There are about 40 units of housing on the north side of Water Street between the foot of Cordova and Abbott Streets that will be significantly impacted. Any future residential units developed on adjacent Port land would also be significantly impacted (zoning allows for choice of use up to 2.1 million sq.ft.). The additional 3,000 market, non-market and Single Room Accommodation (SRA) units within 350m of the site would also be impacted by noise and crowds. The facility would likely have more downward than upward pressure on rents or property values in the vicinity. *(Staff note: The City's neighbourhood revitalization policies rely on a significant amount of development, which the market generally develops as residential with implications for future housing.)*
- One of the main social impacts is the potential for "culture" clash between a largely suburban attendee profile and the residents of the Downtown Eastside on City sidewalks before/after events.

### Area C. Transportation, Accessibility and Linkages

#### **C 1. Is the proposed extent and pattern of the publicly-owned road network and other linkages appropriate, including provision for public pedestrian and cycle access through the site?**

Staff believe the existing publicly-owned road network serving this site is insufficient for use as a stadium. The deficiency lies not only in the lack of real street frontage which limits the access points to 2 ingress/egress outlets, but also in the elevation difference at those outlets between the grade on public property and design grade of the on-site concourse. The most extreme example would be the Cambie Street end outlet where visitor to the stadium would ascend from the street elevation of approximately 3m to the concourse proposed for elevation 17m.

The proposal relies on the Port Waterfront road for truck loading/unloading, and access to the limited (non-public) stadium parking. For the most part, this is a private road owned by the Port of Vancouver, and its use is subject to a 5 party agreement which generally limits use to port function and emergency and servicing access. While eventual redevelopment of the Port's lands may see the need to adapt this road for broader uses, this is not anticipated in the near future. There is some concern on the Port's part that additional traffic potentially caused by the stadium on Waterfront road may impede port function, including emergency access.

With regard to the future road network needed to serve the area, it is proposed to build the stadium over the established right-of-way for a future City street that extends from Cordova to a potential Canada Way extension, through the parking lot east of the CP Station, eliminating a key potential connection.

#### **C 2. Will the traffic, pedestrian and transit demands be manageable with foreseeable adjacent road, sidewalk, and transit capacities? What infrastructure improvements will be required and are they achievable? What will be the impacts on adjacent areas (minimum 4 block radius) and adjacent neighbourhoods, including the Downtown Eastside, Grandview-Woodlands and Chinatown?**

Staff's opinion, based on information submitted and experience with other stadia, is that the pedestrian demands are not manageable, and will have unacceptable impacts on traffic and transit. By comparison, GM Place has a capacity of 18,000 and has ten entrances and exits in several directions over three levels with significant crowd marshalling areas.

The surge of pedestrians leaving the site will overwhelm the Water Street sidewalk and likely result in the need to limit all vehicle movements on several blocks of Water Street during the mass exit from events. The development of additional outlets that lead visitors west to Cordova Street and development of street frontage as an extension of Canada Place Way and the "Cordova Connector" through the City's right-of-way should be considered to supplement the existing infrastructure. As with other major developments in the area, these improvements would be at the expense of the proponent.

There is also a complete lack of areas for crowd marshalling, which is not workable.

Preliminary feedback from TransLink indicates that system capacity is not an issue provided that appropriate systems for transit passenger way-finding and queuing is implemented. The proximity of this proposal to the Waterfront Station Transit Hub is one of the truly positive attributes of this location and will help to create a transit dominant mode split thus reducing the impacts of event related traffic on the adjacent neighbourhoods versus the much higher impacts of a non-transit friendly location.

Translink does have concern about the approximately 500-600 buses per day (at all hours) that head eastbound through this area every day with many of them looping south on Richards St. This routing is extremely important to the connectivity between buslines and the Hub. Severing this connection up for 60-70 events per year would not be acceptable. Translink would not be able to accommodate the types of road closures that take place during event times at GM Place.

**C 4. Will parking, loading, bicycle and passenger spaces provisions be adequate?**

There is limited provision for on-site parking in the proposal and those spaces that are on-site are designed to serve function staff, players and VIPs only. Event attendees arriving by private vehicle are expected to park in the numerous existing off-site parkades located within a 10 minute walk that typically have a high vacancy rate during off work hours. This re-use of existing parking supply is a supportable approach in principle but more study will be needed to ensure that the off-site parking is appropriately located and can be secured in a satisfactory manner.

The loading strategy involves access via the lane north of Water Street to a portion of the site that is not encumbered at grade by the rail tracks. Again this is a supportable approach as long as the loading needs of the development program can be adequately accommodated.

It is unclear from the proposal where the bicycle parking will be located. Staff note that it must be in a secure and convenient location to ensure this mode split is supported and the public has ample opportunity to cycle to events. See section C5 below for comments on passenger spaces.

**C 5. Will arrangements for buses (transit and charter), Handidart, and other disability access be satisfactory?**

Due to a lack of street frontage, the proposal does not contain any provision for on-site passenger pick up and drop off, which is essential to stadium functioning. Further design development is required to provide adequate passenger pick up and drop off zones. This is an

essential element for the proper functioning of the stadium and should be, if possible, located either on-site or on to-be-constructed street frontage.

It is not clear from the proposal where the disabled access points are located. Further design development will be required to ensure this facility is barrier free.

**C 6. Is the anticipated mode split consistent with the City's transportation objectives?**

The downtown location that will be adjacent to the Waterfront Station Transit Hub makes for an ideal location that will likely exceed our mode split objectives. Design development will be required to provide adequate secure and convenient bicycle parking and also to create a connection to the hub that considers transit user way-finding and queuing.

**C 7. What will impacts be on the future transportation capacity available for CP Rail and Port of Vancouver (including future Central Waterfront Port Lands development)?**

More study and discussion is required to understand how the construction phase and the operating phase may impact CP Rail or the Port of Vancouver operations. It would seem that there will inevitably be some impact during construction including reduced capacity of the rail as the foundation columns and deck are constructed and reduced roadway capacity on Waterfront Road as it would be the logical construction staging area.

**C 8. What is the transportation impact on vulnerable Downtown Eastside pedestrians and residents?**

The transportation impacts related to this development proposal would need in-depth study, to determine what off-site infrastructure improvements (e.g. signals, etc) would need to be provided by the proponent, however, they are not likely to mitigate the impacts noted in C3, C4, and C5 above.

**D. Emergency Services, Security, Utilities**

**D 1. Could the fire and emergency access needs be met?**

As currently designed, no. With only two proposed entrances/exits there is both higher risk of "crowd crush" and a greater risk that emergency services would not be able to enter the stadium in a reasonable amount of time.

The proposed stadium design does not, and cannot, meet the Building Code. A minimum of four additional entrances and exits would be required at mid-stadium and at the north-end of the stadium. These might be feasible if added streets are incorporated into the design, as noted above. By comparison, GM Place has 18,000 seats and ten exits over three levels.

Access for emergency vehicles to the currently proposed stadium is not adequate. The stadium is significantly above ground on the north, west and east sides (also being above the railroad tracks along those sides) and behind the existing buildings on Water Street on the south side. The lane between the buildings on Water Street and the stadium is also very narrow and dead-ends so would not be acceptable for emergency access. The design also does not adequately provide the means of accessing the parking garage, internal areas or the stadium field level by emergency vehicles.

**D 2. Could dangerous goods movements be addressed?**

CPR has confirmed that there are dangerous goods on the Central Waterfront. These goods are stored temporarily in the rail yards and corralled into trains before leaving the waterfront area. There are numerous places in the city where dangerous goods exist in close proximity to urban uses (for example, most of the shore of Burrard Inlet in East Vancouver) and the proposed stadium is not unique in this regard. Where the stadium is unique is in its construction over these freight rail yards (freight traffic does not continue beneath Granville Square), which adds both a risk of fire and exposure to toxic plume.

The Building By-law does not specifically address fire and life safety issues related to a stadium over a railway, aside from requiring that the stadium platform have at least a 2 hour fire-resistance rating. Considering the risks associated with seating for 15,000 to 30,000 occupants above the railway tracks, this may not provide an adequate level of fire and life safety.

Staff feel that much more consideration is needed to address dangerous goods if the stadium were to proceed. Such consideration should include risk assessment from the federal agency that regulates dangerous goods (Transport Canada) and cooperation with the railway operator to ensure that correct procedures are in place to notify the Emergency Response Team of the presence and quantity of the dangerous goods, particularly during event times.

**D 3. What will be the implications for Port security?**

The Vancouver Port Authority has not indicated that Port security would be jeopardised by the proposed stadium.

**D 4. What will be the implications for Olympics requirements, particularly for security?**

The proposed stadium is not required for the staging of the 2010 Games, whether for sport or medal ceremonies. Although the stadium is not essential for the 2010 Games, it does create additional opportunities for events such as the corporate sponsor's village or other peripheral uses.

If the proposed stadium does have some function during the 2010 Games, it would be required to be secure enough to have all persons entering the facility subject to screening, but the level of security screening has not been determined.

**D 5. How will the site be serviced with utilities?**

The stadium will need to take services from Cambie Street or possibly the lane north of Water as this is the only "frontage" it has on a city street. The stadium would likely have to upgrade the water and sanitary sewer services at least to Water Street as the Cambie spurs are inadequate for something of this size. A single water feed will not be sufficient for fire suppression and therefore there may need to be some negotiation to get water off Waterfront Road so there are two non-dependent connections. Water pipes must enter the water meter room on site, below grade. This could be a problem as no part of the building is on grade except perhaps the SW corner off the lane).

**E. Economic Impact (completed by the consultant)**

## **E 1. Is the proposal itself likely to be economically viable?**

The facility on its own does not appear likely to achieve the financial return that a developer or investor would normally require for a major urban development, particularly considering the risk associated with a stadium, which depends on year-to-year capture of events rather than long term leases.

The facility appears likely to generate positive net income on an operating basis, although the estimates of net income appear optimistic because they fail to include an allowance for property taxes (*Staff note: As with GM Place, property taxes would be levied on the stadium*), appear to have under-estimated some expenses (particularly annual operations/maintenance/repairs), and appear to have over-estimated the achievable revenue from retail space.

The facility is viable in that it operates "in the black", but it does not generate the rate of return that an investor in real estate would normally require, particularly considering the risks in creating an asset with a narrow use profile. In fairness, for this type of investment, an investor might look at the combined performance of the facility and the teams, which may improve the outlook.

## **E 2. What is likely to be the economic impact on:**

### **a. the City as a whole?**

The economic impact on the City as a whole is:

- Construction employment.
- About 14 FTE jobs (Whitecaps estimate) once the facility is operating (*Staff note: The experience with the PNE indicates that while permanent full time positions may be limited, extensive opportunities for seasonal/event-time employment*)
- Additional employment in concessions and catering, although much of this will be transferred from other existing eating/drinking establishments.
- A small increase in total tourism spending in Vancouver.

### **b. businesses in Gastown and other nearby areas?**

The stadium is not likely to have a significant positive impact on retail and food/beverage business in Gastown and the surrounding area. There will be some gains by food/beverage businesses in the immediate vicinity, but not a large area-wide increase. This is consistent with the experience of existing major stadiums in downtown (BC Place, GM Place), where there are a few restaurants/bars in the immediate vicinity but the facilities have not sparked significant growth in the total area retail/restaurant inventory.

### **c. existing competing venues such as BC Place, GM Place and civic theatres?**

Impacts on other major sports venues and indoor performing arts venues in Downtown would likely be minimal. Because the size of the proposed Stadium (as currently designed) cannot accommodate Canadian football, it would not compete with BC Place for BC Lions games. Competition will likely be limited to:

- Competition with BC Place for international soccer exhibition games or tournaments, but BC Place has not historically tapped this market. The proposed (open air) stadium is more likely to be able to pull such events to Vancouver.

- Competition with BC Place, GM Place, and the Pacific Coliseum for some music concerts, although mainly during warm weather.
- Competition with BC Place and the Convention Centre for some kinds of trade shows.

The proposed Stadium would also be able to attract events that would not otherwise come to the City of Vancouver such as such as large national or provincial sporting tournaments

**d. low income residents in the Downtown Eastside, including consideration of housing and rent prices?**

Refer to Sections I and J for housing and rental impact analysis.

**E 3. Are there likely to be significant job creation opportunities and other economic opportunities for lower income residents of the Downtown Eastside area? Are the job creation opportunities going to be sustainable as well as significant? Will there be guarantees that low income Downtown Eastside residents will be able to use the stadium?**

The Grant Thornton report commissioned by the Whitecaps estimates that the stadium will create about 14 FTEs of employment for operations in addition to employment that is out-sourced (e.g. concessions, catering, employment in businesses in leased space). *(Staff note: As with the PNE, a significant amount of seasonal or event-based jobs can be expected).*

Of the 14 FTEs, 9 are full-time skilled jobs (general manager, finance manager, operations manager, marketing manager, 3 administrative assistants, 2 maintenance workers). The other FTEs are part-time jobs in maintenance, customer service, and ticketing. These may be available to local area residents who are comfortable in jobs that require dealing with people.

In addition, there will be lower-skill, lower-wage jobs in catering and food service. The Grant Thornton report does not indicate whether there is a plan to target any of these jobs at Downtown Eastside residents.

**F. Environmental Sustainability**

**F 1. How will the stadium perform in terms of green building standards?**

In general, staff feel that the proposed stadium is much more sustainable in a downtown, mixed-use, transit-friendly context than were it located in a more suburban locale.

The Whitecaps have not provided an indication of level of LEED certification for the proposed stadium as it is too early in the design phase. The City's Green Building Strategy, currently under development through bylaw amendments, is designed to ensure that all development would meet the equivalent of LEED Silver level, and seek to promote on-site storm water management, water efficiency and energy efficiency as priorities.

**F 2. Could the proposed stadium add or take away from the greenspace in the area?**

Because the stadium is a private field and stands built over railroad tracks, there would be no significant impacts on greenspace in the area. The proponent has suggested that the stadium grounds would be publicly accessible during non-event periods but this would need to be further explored in terms of accessibility to local residents (including low-income residents). The City should negotiate the use of the stadium for public use for a certain amount of time per year

**F 3. What are the impacts on the environment, ecology and users of Crab Park, and the human load on intended park design? Will local users get pushed out by fans?**

Based on experience with Andy Livingstone Park and GM Place, staff do not expect that there will be significant impacts on CRAB park. This is compounded by the difficulty in accessing CRAB Park from the stadium due to the railroad tracks.

**G. Public Benefits**

**G 1. What level of public benefits demands and contributions might be generated through this project for adjacent communities, with emphasis on inclusivity of access for local low income Downtown Eastside residents?**

As with other major developments in the area such as GM Place or Edgewater Casino (at the Plaza of Nations), there would be an expectation of community benefits from the proposed stadium. These benefits would include local hiring practises both during construction and operations, and a number of community amenity days where local groups would have significantly reduced or no cost access to the stadium for events or fundraisers. Both of these key benefits would require legal agreements to ensure they are provided in perpetuity.

Other potential benefits include local purchasing practises for stadium food and services from local businesses, a negotiated number of annual free tickets for low income residents and local schools, and reduced cost for participation of local residents in youth soccer programs.

**H. Social Impacts**

**H 1. Examine the social impact on low income Downtown Eastside residents (For example, will soccer fans who have been drinking alcohol in local establishments respect the low income homeless, mentally ill and addicted people in the Downtown Eastside? Will local businesses catering to stadium customers put on more pressure to push out local residents and their services, and to limit panhandling?)**

There are a number of factors that lead staff to expect some degree of social disruption from the proposed stadium. These include: noise and crowd impacts on the 1,521 non-market rental units and 2,017 SRA units within a 5-10 minute walk (700m) of the stadium site; the concentration of events at the proposed stadium during summer months and the disruption to the community from road closures and large crowds approximately every four days; and the potential "culture clash" between a large population of vulnerable residents (low-income, mentally ill and addicted) and attendees who will be largely from suburban communities.

The experience of GM Place suggests that most crime resulting from events at the stadium tends to be petty mischief and car break-ins. Crowd- and alcohol-related issues are generally dealt with inside the stadium through ejections and early custody of problem attendees before leaving the premises. In general, the history at GM Place is that most of the crowd egresses from the site in an orderly manner.

Where staff and the VPD do see a potential problem with crime and with attendee behaviour is the large distance between the stadium exits and parking lots used by attendees. There is a concern that crowds travelling these longer distances on crowded streets will have a higher propensity for potential trouble, which may exacerbate some of the alcohol-related incidents and the potential for clashes with local, vulnerable populations.



In the event that attendees go out for more evening entertainment following events at the proposed stadium, staff feel that many event attendees will travel to either Gastown or the Granville Street Entertainment District. There is some concern that the large number of bar seats in each of these areas is already close to capacity. This increases the likelihood that patrons may spill out into the streets with associated behavioural problems and clashes with local residents.

Most of the services for local residents (for example, community centres and social service providers) are further east of the stadium site so there is not an expectation that the local services will be impacted by the proposed stadium.

In terms of potential social benefit, there is a possibility that some of the employment generated by the stadium could be provided to local residents. Future planning should ensure that these positions provide a secure, living wage for local residents.

## **I. Housing**

### **I 1. Examine the impact of the stadium on the Downtown Eastside Housing Plan.**

**&**

### **J. Gentrification and Rental Rates**

#### **J 1. Examine the impact of the stadium on gentrification and room rental rates.**

Staff do not expect that the proposed stadium would directly increase current rental rates in the area; nor would it act as a direct force of gentrification. The stadium will impact the livability of housing and could deter investment in residential development. Therefore, the impact would either be neutral or slightly negative on housing prices and rental rates. This is particularly true in the western portion of the DTES and Victory Square where the stadium is proposed and where City policy seeks additional market and non-market housing, which may be hindered by these livability concerns.

The Downtown Eastside Housing Plan, adopted by Council in 2005, calls for the retention of 10,000 low income housing units and the near-doubling of market housing units from 2,100 to 4,000 units by 2014. It is expected that most of the market housing units will be developed in the western portion of the Downtown Eastside both due to market demand, and the influence of planning programs such as the Chinatown Community Plan and the Heritage Incentive Program.

There are approximately 3,500 existing or in-development residential units of market, non-market and SRA hotels within five minutes walking distance (up to 350m) from the proposed, open-air stadium. The main impact expected of the proposed stadium on market housing, non-market housing and SROs is livability concerns around noise and crowds during events.

## Appendix B: Summary of Public Consultation

The extensive public consultation for the study is summarized in the consultant's report "High-Level Review of the Whitecaps Stadium Proposal: Community Consultation Report" which is available at [www.vancouver.ca/whitecaps](http://www.vancouver.ca/whitecaps).

The following narrative summarizes the consultant report on the public consultation activities that consisted of:

1. Interviews with property owners in the immediate vicinity of the proposed stadium site;
2. Interviews with organizations representing businesses in the Gastown, Chinatown, and Strathcona neighbourhoods and groups representing broader, city-wide business interests;
3. Small group meetings with community-based organizations in the immediate vicinity (Gastown, Carnegie, Strathcona) of the proposed stadium site; and
4. Four separate public open houses.

The public consultation was intended to understand and gauge the scope of the issues rather than bring the groups to any consensus.

Based on the outcome of the consultation process, there are two main perspectives on the Whitecaps proposal for a new downtown stadium, which are the city-wide perspective and the local perspective. Not surprisingly, these two perspectives are fundamentally different and are determined primarily by where people stand when they look at the proposal.

### *City-Wide Perspective*

Viewed from the distance of a non-downtown home or a city-wide viewpoint on economic development, the idea of a downtown soccer stadium is appealing and enjoys strong support. Looked at from this perspective, the proposed Stadium site is well served by public transit, covers a rail yard and in so doing makes use of an underutilized waterfront location, adds to Vancouver's visitor appeal, creates jobs, and adds an exciting new open-roofed venue for sports and entertainment events. This is the perspective of most of the citizens who attended open houses and of many whose business orientation is city-wide or regional. These groups understand that there are concerns or impacts that will have to be addressed if the proposal goes ahead, such as traffic, noise, effects on Gastown's heritage character and business vitality, and views. But these appear to be regarded as concerns that should influence siting, design, or operations (i.e. how the Stadium proceeds), not concerns that lead to questioning whether the Stadium is an appropriate project in this location.

### *Local Perspective*

Viewed from a much closer vantage point -- that of a neighbourhood resident, business owner, or property owner in the immediate vicinity of the proposed site -- the Stadium proposal is a more challenging and complex issue. From this perspective, the Stadium raises concerns about whether the traffic, pedestrian congestion, noise, light, behaviour of event attendees, impacts on heritage, and effects on local businesses might be severe enough to warrant deciding that this is not a good location for the proposed facility. People very familiar with the site and its immediate surroundings also care whether this proposed use

creates a strong relationship between Gastown and the waterfront or a strong relationship between future waterfront development on the Port's lands and the rest of the City. Some of these concerns could be addressed by Stadium siting, design, or operations, but some members of the community are concerned that these issues cannot be addressed sufficiently well to make the Stadium an appropriate use in this location. Many of these people are also uncomfortable with having to evaluate the proposal on a stand-alone basis, without the ability to take a comprehensive approach to planning the whole waterfront, Gastown, and the Downtown Eastside area. In a similar vein, these people do not think it is appropriate to make a major decision about part of the rail yard without knowing the plan for the entire property.

Most people offering input in the consultation process support the Stadium in principle in this location. A smaller group, which tends to be the group that has the greatest familiarity with, and highest stake in, the immediate area is less convinced. This group sees more challenges than opportunities because of the complexity of the site, the nature of the local community, the strong potential for negative impacts, and the consequences of failure to take advantage of this site's unique ability to link the waterfront to Gastown and the rest of downtown.

The two groups will have trouble seeing eye-to-eye. One will not understand how anyone could object to the idea of an exciting, transit-served, sports/entertainment venue on waterfront land that is not being well-used anyway in a location that would benefit from more visitors. The other will not understand how someone could downplay the potential significant, possibly unacceptable, impacts on the immediate vicinity or not see the risk of missing an extraordinary opportunity to build better connections among Gastown, the waterfront, and the rest of downtown.

### Written Comments to the City

The City also received numerous letters and emails from citizens. The following summarizes the letters and emails received until Friday May 19, 2006.

#### *Comments by Email*

Area	Total emails	Pro-Stadium	Anti-Stadium
Immediate Vicinity	89	26 (29%)	63 (70%)
Elsewhere in Vancouver	96	94 (97%)	2 (2%)
Elsewhere in GVRD	103	100 (97%)	3 (3%)
Outside GVRD	8	8 (100%)	0
No Address Given	17	16 (94%)	1 (6%)
	<b>313</b>	<b>244</b>	<b>69</b>

#### *Immediate Vicinity*

A majority of those that live within the immediate vicinity of the area are against the stadium proposal as they feel it has significant impacts on the liveability and residential quality of the neighbourhood. Common issues raised were the poor relation of the stadium to the scale of the surrounding heritage buildings, the conflict of the stadium with the development of the small scale residential neighbourhood, the inability of the small scale streets in Gastown to handle the capacity of large crowds.

A smaller portion of business owners and residents in the area that felt the stadium would be a positive contribution and that the increased pedestrian and diversity of events would help to revitalize Gastown.

*Elsewhere in Vancouver/GVRD, outside the GVRD*

The majority of emails supporting the stadium were received from residents and businesses within the remaining Greater Vancouver area, the GVRD and outside the GVRD. Of these, most shared the opinion that the stadium would be a positive development in the revitalization of Gastown and for the game of soccer in the lower mainland. The predominate view was that a downtown stadium would contribute to Vancouver becoming a "world class" city and that the concerns of Gastown residents and businesses should not stop the development of the stadium as the issues they raise can be mitigated.

*No Address Given*

Of the 313 emails received, 18 did not specify an address. 17 of these supported the stadium, 1 did not.

*Comments by Letter*

Comments received by letter essentially echo the issues outlined above. Out of a total of 31 received, 23 were in support of the stadium development while 8 were against.

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Appendix C: Response From the Whitecaps Organisation

April 26, 2006

Mr. Kevin McNaney  
Central Area Planning  
City of Vancouver  
406 - 515 W 10 Ave  
Vancouver, BC V5Z 4A8



Via e-mail: [kevin.mcnaney@vancouver.ca](mailto:kevin.mcnaney@vancouver.ca)  
Original to follow by mail

Dear Kevin,

**Re: Proposed Whitecaps Stadium – Response to City documents entitled *Fundamental Issues and Preliminary Findings – Benefits, Issues and Potential Solutions* and Consultant reports entitled *Policy and Technical Analysis and Community Consultation***

Thank you for the opportunity to comment on the City's and the Consultants' initial finding with respect to the proposed Whitecaps Waterfront Stadium High Level Review. We are well aware of the complex technical issues to be resolved. Many of these were specifically beyond the scope of the initial scenario that was selected as the reference material for this High Level Review process. However, we are very pleased with positive nature of the overall findings, in particular the following:

- **Overwhelming public support for the proposed stadium and location**  
A random Mustel Survey conducted by the Whitecaps last October showed 71% of Vancouverites were supportive of the project. By comparison, the open house results (non-random sample) show virtually equally strong support for the project, with 67% of respondents strongly supporting the project in the proposed location.
- **Overwhelming public support for the proposed event types**  
There was strong support (over 60% of respondents) for each of the respective event types proposed for the stadium from sporting events to music/concerts to community and ethnic festivals. Over 80% of respondents strongly support the stadium hosting Whitecaps games and international sporting events. As stated in the conclusions to the Consultants document *Policy and Technical Analysis*,  
  
"The idea of a downtown, waterfront, open-air stadium on a site with a high level of public transit service is exciting, offers potential for an outstanding and high profile building that will enhance the City's profile, creates a new kind of venue that expands the City's ability to draw events, supports a sport that has enormous community support and participation, and could help achieve the City's goals for enhancing Gastown and the surrounding area by drawing in visitors."
- **Due to technical advances, noise and light will not be significant issues**  
As stated in the Consultants' document *Policy and Technical Analysis*, "Typical crowd noise associated with sporting events can be controlled and is not likely to be a significant problem". As

well, “modern sport lighting is now so well controlled that it would not be possible to read a book 15 metres from a fully lighted field.”

- **Connectivity to the waterfront**

The stadium has the potential to reconnect and create community access to the waterfront from Gastown. As stated in the conclusions to the Consultants document *Policy and Technical Analysis*,

“Assuming the rail yards will remain for the long term, the idea of decking over the rail yards creates an exciting opportunity to build a bridge over the barrier that separates Gastown from the waterfront and that separates the large potential waterfront development on the Port lands from the rest of Downtown.”

- **Sustainability**

According to the City’s preliminary findings, the stadium performs highly in terms of sustainability, a key City objective. It not only provides “opportunities for innovation in materials, storm water management, and energy efficiency” but also is an “excellent location for public transit.”

In addition, as both the Consultants and the City note, the stadium will be a significant contribution to the City and the community and will have considerable economic, social and public benefits.

With respect to the issues outlined in the City’s documents *Fundamental Issues* and *Preliminary Findings – Benefits, Issues and Potential Solutions* our response has been broken into three areas:

1. Initial response to the fundamental questions posed at our meeting on April 19, 2006
2. Technical and policy inaccuracies (Appendix A)
3. City statements which are contrary to the findings outlined in the Consultants’ reports (Appendix A)

## 1. Fundamental Questions

### Access, Connectivity & Emergency Services

- The Whitecaps are willing to look at solutions to improve access to the stadium site and connectivity to the waterfront, Port Lands and surrounding area. In addition to our ideas for improving the functionality of the Stadium with respect to these issues, we know that there are other stakeholders’ interests involved. We look forward to dialogue with the City to better understand the City’s potential objectives and how the City may be able to contribute to the implementation of these solutions.

### Whitecaps Land East of Cambie Street

- We note with interest the Terms of Reference for the Central Waterfront Hub & Rail Lands study which were recently adopted by Council. The Whitecaps purchased the lands from Fairmont Development as a parcel with the intention to build a stadium. As major landowners in the area, we look forward to working as active partners with the City of Vancouver through the Waterfront Hub & Rail Lands study as we understand that through this process we will mutually determine the potential for future development. We also understand that once the guidelines for development are determined through the Hub Study any future development would be governed by a City process.

### Partnerships

- The Whitecaps recognize the need to work with a number of partners to ensure the success of the stadium development. These include the Port, CP, the City of Vancouver and other major land owners in the area, namely Cadillac Fairview. It is significant to note that the Whitecaps already have partnerships with CP and the Port. As CP’s landowners we are mutually governed by the Front Yard Agreement which has a legal obligation for CP to organize its track layout to

accommodate structures required for development above. The Port and the Whitecaps are both owners of Waterfront Road as outlined in the 5-Party Agreement. We continue to engage in meaningful dialogue with all of these groups, and as the project moves forward so will the scope of these partnerships.

The Whitecaps are encouraged by the initial findings of the High Level Review and the continued strong public support. We acknowledge that there are issues which still need to be addressed as we anticipate the formal rezoning phase. We look forward to partnering with the City, the community and our neighbours to arrive at creative solutions.

If you have any questions, require further comment or clarification on any of the items above please do not hesitate to contact me.

Kind Regards,

A handwritten signature in blue ink that reads "R. Lewis". The signature is written in a cursive, flowing style.

Rachel Lewis  
Director, Stadium Development

c.c. Larry Beasley  
Trish French  
Greg Kerfoot  
Graham McGarva  
John Rocha  
J.P. Thornton  
Nathan Vanstone

## APPENDIX A (of the Whitecaps' Response Letter)

### Technical and Policy Inaccuracies

#### Urban Design: Grades, Decking and "Fit"

- Bullet Point 1 - Current Port development specifics are as yet unknown and were excluded from the scope. Currently there is no connection between Gastown and potential Port development. Partnership could resolve issues. Reword from "*Lack of continuity of grade and pedestrians levels with Gastown and the Port development*" to say "*Continuity of grade and pedestrian levels with Gastown and the Port development need to be resolved.*"
- Bullet Point 5 - We have not yet "designed" the building fabric or aesthetics. Reword to say "*Current scenario **barely** fits the site, scale and character of Gastown need to be addressed.*"

#### Access, Connectivity and Emergency Services

- Bullet Point 6 – Based on the minutes from our April 19, 2006 meeting, "CP informs us that generally the risks relating to dangerous goods are minimal." This should be reworded from "*Dangerous goods are present and are a risk*" to say "*City required to evaluate liability and the potential of banning dangerous goods from this location.*"

#### Effect on Future Development of Port Lands.

- As noted in our response to the consultants report, the Port development currently indicates residential development to the North East and **not** adjacent to stadium. The current Port proposals also indicate the continuation of the heliport and other transport functions which will have large impact on where residential development can be entertained. In addition, through our dialogue with the Port we understand that they are potentially looking to expand the cruise ship terminal – any expansion would need to be in close proximity to the existing terminal, directly to the north of the stadium site. As well, the Sea Bus terminal will need to remain proximate to the expanded waterfront Hub. Regarding the shadowing, the consultants report shows very little implication other than at the Winter Solstice and does not show the current situation.

#### Land Use and Policy

- Although not specifically noted, the current policy indicates "**public-oriented commercial use should be the major component of the future waterfront. The objective being to transform the waterfront to a primarily urban use and to draw people and to provide for activity beyond the 9-5 office work day.**" Further it notes for **entertainment/cultural facilities, a much needed activity node** and to "**create an exciting mixed environment.**" The Central Waterfront Policy Statement also identifies the area adjacent to the stadium as an area that should **become a pre-eminent civic destination... characterized by intensity, diversity, vibrancy.** This seems at odds with the note that office and/or hotel uses would be closer to City objectives.

### City Statements Contrary to Consultant Findings

#### Urban Design: Grades, Decking and "Fit"

- Bullet Point 4 - There are no street end view impediments. This is noted within the Consultants' report.

#### Impacts on Adjacent Residential

- Bullet Point 1 - Consultants report notes that "Typical crowd noise associated with sporting events can be controlled and is not likely to be a significant problem."
- Bullet Point 3 - As noted above the stadium would not impact any public views of the water.