



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: January 16 2007
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RTS No.: 6368
VanRIMS No.: 11-2000-14
Meeting Date: February 1, 2007

TO: Standing Committee on City Services and Budgets
FROM: Director of Planning, and General Manager of Engineering Services
SUBJECT: Central Waterfront Hub and Whitecaps Stadium Issues Integration

RECOMMENDATION

- A. THAT Council endorse the revised Terms of Reference for the Central Waterfront Hub Study contained within Appendix A.
- B. THAT the City accept funding from the Whitecaps in the amount of \$25,000 towards the Central Waterfront Hub Study in order to cover the costs to the City of integrating the preliminary review of the proposed new stadium site.
- C. THAT Council approve an increase to the Central Waterfront Hub Study budget of \$40,000, as described in this report, noting that there is funding available to cover the costs.

GENERAL MANAGER'S COMMENTS

The General Managers of Community Services and Engineering Services recommend approval of A, B and C.

CITY MANAGER'S COMMENTS

The City Manager recommends approval of A, B and C.

COUNCIL POLICY

Central Waterfront Official Development Plan (1979)
Central Area Plan (1991)
Central Waterfront Port Lands Policies (1994)
City of Vancouver Transportation Plan (1997)
Downtown Transportation Plan (2002)
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)

PURPOSE & SUMMARY

The purpose of this report is to seek City Council's approval of a program to resolve the fundamental issues related to the Whitecaps stadium proposal on the Central Waterfront, in parallel with the previously approved Central Waterfront Hub & Rail Yards Study (referred to hereafter as the Hub Study).

In April 2006, Council approved the Hub Study Terms of Reference and a \$750,000 budget to create a detailed Urban Design and Transportation Plan for the Hub area north of Waterfront Station and a Preliminary Structure Plan for the CP Rail yards, east to Main Street.

In July 2006, after four nights of special meetings, Council passed a resolution related to the Whitecaps Stadium Initial Review that endorsed the desirability of such a stadium in Vancouver, provided that five fundamental issues are resolved, in conjunction with work on the Hub Study, prior to any rezoning application being made.

Following the July 2006 Council meetings the Whitecaps held discussions with the Vancouver Port Authority regarding the potential to reconfigure the stadium site with the aim of resolving these issues. In December staff were informed that the Whitecaps and the Port had established an agreement in principle which would enable the Whitecaps to pursue the use of an alternative site for the stadium located north of waterfront station, to the west and north of the previous site (see Figure 2). In addition, the Whitecaps notified staff that they would not be pursuing development above the CP Rail lands east of the Hub Study area (from Cambie Street to Main Street) in the foreseeable future.

While a significant amount of technical work and consultation will still be needed to determine if the alternative site has the potential to resolve or mitigate the five fundamental issues identified in the Initial Review, staff's initial response is that it is very promising.

The alternative stadium site and the Whitecaps' stated intention not to pursue development above the rail tracks east of Cambie Street have significant implications for the Hub Study work program. This report sets out a revised program which enables preliminary stadium concept design and assessment of the new location to proceed in parallel with the Hub Study. The report also recommends omitting the Preliminary Structure Plan for the rail yards from the Hub Study program in recognition of the Whitecaps' stated intention to retain the rail tracks east of the Hub area for the Port's operational purposes and not to develop above this area for the foreseeable future.

The revised work schedule indicates that within seven months staff could make a recommendation to Council on whether the stadium proposal shows sufficient promise to proceed to a separate rezoning process. The Hub Study program as a whole is expected to take a total of 16-18 months, which is the same as its original duration.

The proposed public consultation uses a number of different methods to engage a range of interests at different points, noting that it will be important to avoid allowing the intense public interest in the stadium to overwhelm the necessary dialogue on the Hub.

As a result of the added complexity associated with integrating the preliminary stadium planning and issues resolution work, staff recommend that a contribution of \$25,000 be accepted from the Whitecaps for the Hub Study to cover additional program costs.

In addition, refinement of the scope of work and budget indicates that further City funding of \$40,000 is required to cover staff and consulting costs for the Hub Study. Funding is available for this increase without impacting the City's operating budget.

Finally, at its July meeting Council deferred voting on a motion suggesting that the City and Whitecaps jointly undertake a study to identify alternative stadium sites, and asked staff to report back on the cost of this. The proposed new stadium location potentially removes the need for this study. In any case, staff estimate the cost of such an effort, which would need to be a consultant study, at about \$70,000.

BACKGROUND

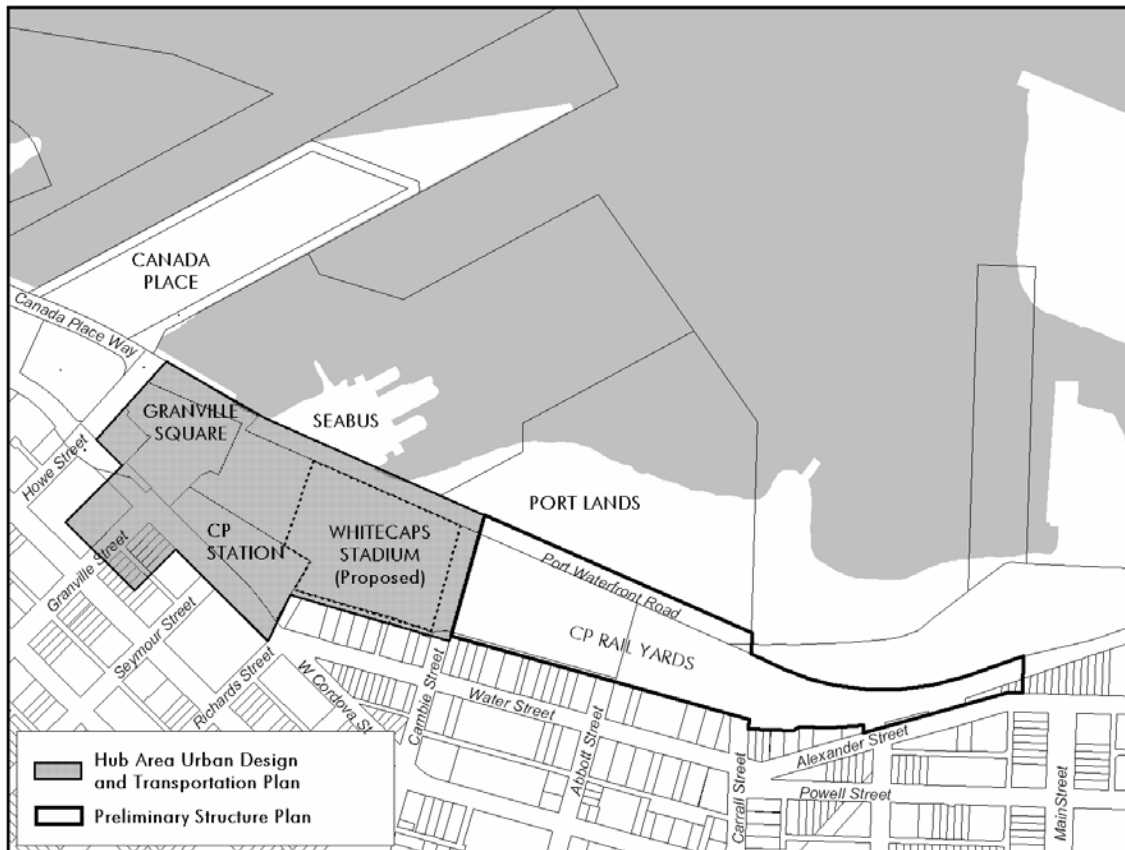
1. April 2006 Central Waterfront Hub & Rail Lands Study Approval

On April 18, 2006 City Council approved the Terms of Reference, staffing and other resources for the Central Waterfront Hub & Rail Lands Study (Hub Study)
www.vancouver.ca/ctyclerk/cclerk/20060418/documents/p1.pdf.

At the time, two main work components were envisaged for this Study:

- Creation of 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 (see Figure 1) that will achieve better linkages among the transit modes that converge in this area: Expo, Millennium and Canada Lines; Seabus; Westcoast Express; Helijet; streetcar, and various bus routes; and
- Creation of 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 feasible.

Figure 1: April 2006 Central Waterfront Hub & Rail Lands Study Areas



This Study was to be City-led, undertaken jointly by the Planning and Engineering Departments, City funded to a total of \$750,000 and planned to take up to 18 months, including a contingency factor.

It would involve participation by all the key landowners and agencies within the Hub area (including Cadillac Fairview, Federal Government, Whitecaps Football Club, Port of Vancouver, C.P. Rail, C.L.C.O., and Translink) as well as nearby residents, businesses and landowners.

At the time the Hub Terms of Reference were approved, the report noted that the Whitecaps Stadium Initial Review was underway and due to be reported to Council later in the Spring 2006. It noted that that report would influence how the proposed Whitecaps site should be handled in the context of Hub area planning, and specifically that "...if pursuing the stadium further is supported [by City Council], the manner in which further work on the stadium can occur either as part of, or parallel with, the Hub study will need to be further detailed..."

Because of this significant unknown, the hiring of staff and other start-up activity for the Hub study was deferred until the conclusion of the Whitecaps Stadium Initial Review.

2. Whitecap Stadium Initial Review Report Back

In June 2005 the Whitecaps Football Club purchased the CP rail yard from approximately Granville Square to Main Street from Fairmont Properties. They proposed to locate a new 15,000 seat (expandable to 30,000 seats) open-air soccer stadium on a 30 ft. high podium over the rail yards just east of the Waterfront Station and north of Gastown.

Because of the unusual and challenging nature of the location, in October 2005 City Council approved undertaking an initial high-level review of the proposal to determine whether it had a reasonable chance of being successful in meeting City planning objectives and having sufficient public support.

The report back on the Initial Review was released in June 2006, and considered by City Council at four special evening meetings in June and July www.vancouver.ca/ctyclerk/cclerk/20060627/documents/sc1.pdf. Approximately 80 delegations spoke as individuals or on behalf of groups and organizations, and opinion was mixed.

On July 11, 2006 City Council approved a multi-part motion. It stated that a mid-sized stadium is a highly desired amenity for the City, with potential to provide a venue for major sporting, cultural and community events; and that Council supports the efforts of the Whitecaps to build such a stadium in the City.

On the other hand, the motion also directed that any future rezoning for the stadium in the Central Waterfront area should only be considered when Council is satisfied that five fundamental issues identified by the Initial Review are resolvable, and that these should be addressed in conjunction with the approved Central Waterfront Hub and Rail Lands Study. The five issues are as follows:

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

Council also directed that staff report back to Council quarterly, and provide advice as to the resources required to make the stadium a priority project.

Lastly, a motion was made to direct staff to work with the Whitecaps organization and undertake a comprehensive and systematic parallel process to identify alternative stadium locations in the city. Instead of being adopted or defeated, this motion was referred to the requested future staff report back (i.e. this report), and staff was instructed to include a costing of the work required for such a parallel process.

3. Steps since July 2006

Following Council's direction in July 2006, staff investigated how to undertake the work needed to address the stadium issues in parallel with work on the Hub study. A basic process

framework and possible schedule were developed and staff positions were classified and posted.

At the same time the Whitecaps organisation began discussions with the Vancouver Port Authority regarding the potential to reconfigure the stadium site involving Port land. The Whitecaps subsequently approached staff to discuss a possible new site for the stadium located north of waterfront station, to the west and north of the previous site (See Figure 2). In December, the Vancouver Port Authority Board gave its staff authority to work with the Whitecaps towards a legal and financial arrangement which would enable the Whitecaps to pursue the use of this site for the stadium. While the Whitecaps and the Port have an agreement in principle to pursue the aforementioned site, the work and discussions between the parties are ongoing and the specific details of the agreement are not yet concluded.

DISCUSSION

Introduction

While a significant amount of technical work and consultation will be required to come to a definitive conclusion, staff's initial response is that the alternative stadium site has much better potential to resolve or mitigate the five fundamental issues identified in the Initial Review than the previous site. Some of the reasons for the site holding greater promise include:

- The opportunity to create an adequate road and public space system to enable access to the stadium and ensure better crowd marshalling and dispersal.
- Relocation of the stadium away from the rail yards could mitigate the risks / liability associated with dangerous goods on the tracks.
- Relocation of the stadium away from Gastown enables a better urban design 'fit' with this heritage area and mitigation of impacts on the liveability of residential units.
- The opportunity to draw people and activity to the waterfront, including the extension of a public walkway from the west.

The potential alternative stadium site and the Whitecaps' stated intention not to pursue development over the rail tracks east of the Hub Study area have major implications for the Central Waterfront Hub work program. These are briefly discussed below and reflected in the revised program and schedule discussed in the remainder of this report.

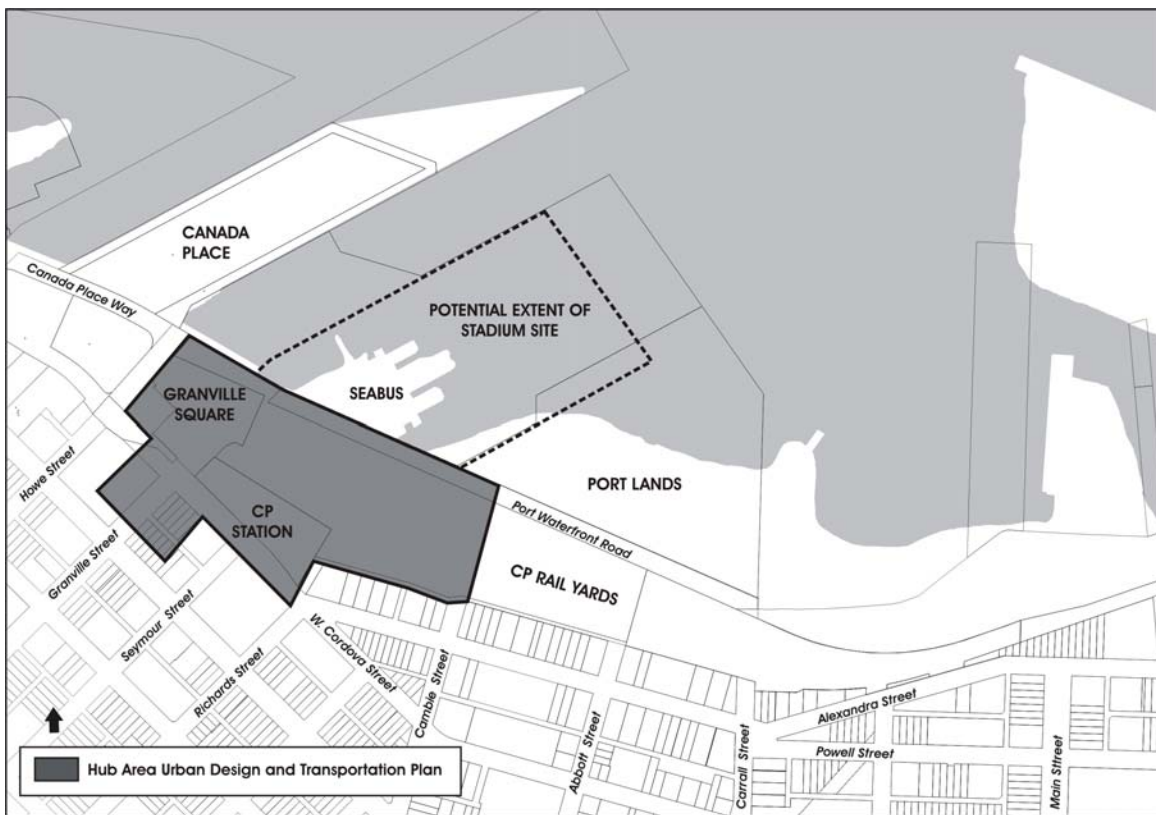
Alternative Stadium Site

The proposed alternative stadium site should enable the creation of an appropriate road network and provides the opportunity for much better links between the stadium and transit. However, it requires a closer and more complex integration of the stadium with the urban design and transportation planning for the Hub. Some of the many issues which will need to be explored include the impact on the existing Seabus terminal, the integration of an adequate road network and crowd marshalling areas within the Hub, and the relationship between future Hub property development and the stadium. As a result there is a need to accelerate the physical and transportation planning work for the Hub in order to be able to assess its implications for the stadium proposal and vice versa.

Rail Lands East of Hub Study Area

The original Hub program included the preparation of a Preliminary Structure Plan over the rail yards east of the Hub Study area to Main Street to determine what access and linkages could be created and to forecast whether future development over the rail tracks is feasible. The Whitecaps have stated their intention to retain the rail tracks east of the Hub Study area for the Port's operational purposes and not to develop over this area in the foreseeable future. Staff consider that it is not necessary or useful to undertake the Preliminary Structure Plan until such time as the rail yards' removal is imminent. Staff therefore recommend omitting the Preliminary Structure Plan for the rail lands from the revised Hub Study Terms of Reference.

Figure 2: Revised Central Waterfront Hub Study Area and Potential Stadium site



Revised Work Program

This section outlines the revisions to the Hub Study work program recommended to reflect the changes brought about by the proposed new stadium location. Figure 3 identifies the work components which are the responsibility of the Whitecaps, those which will be undertaken by the City, and the relationships between them.

The program includes two key decision points for City Council. At the first one, Council will receive the staff update and recommendations related to the results of the Whitecaps' work components, and will decide whether the stadium issues can be resolved sufficiently to proceed to a separate rezoning process. Council will also receive the results of the Hub

planning work up to this point. At the second decision point Council will be asked to endorse the final Hub Urban Design and Transportation Plan.

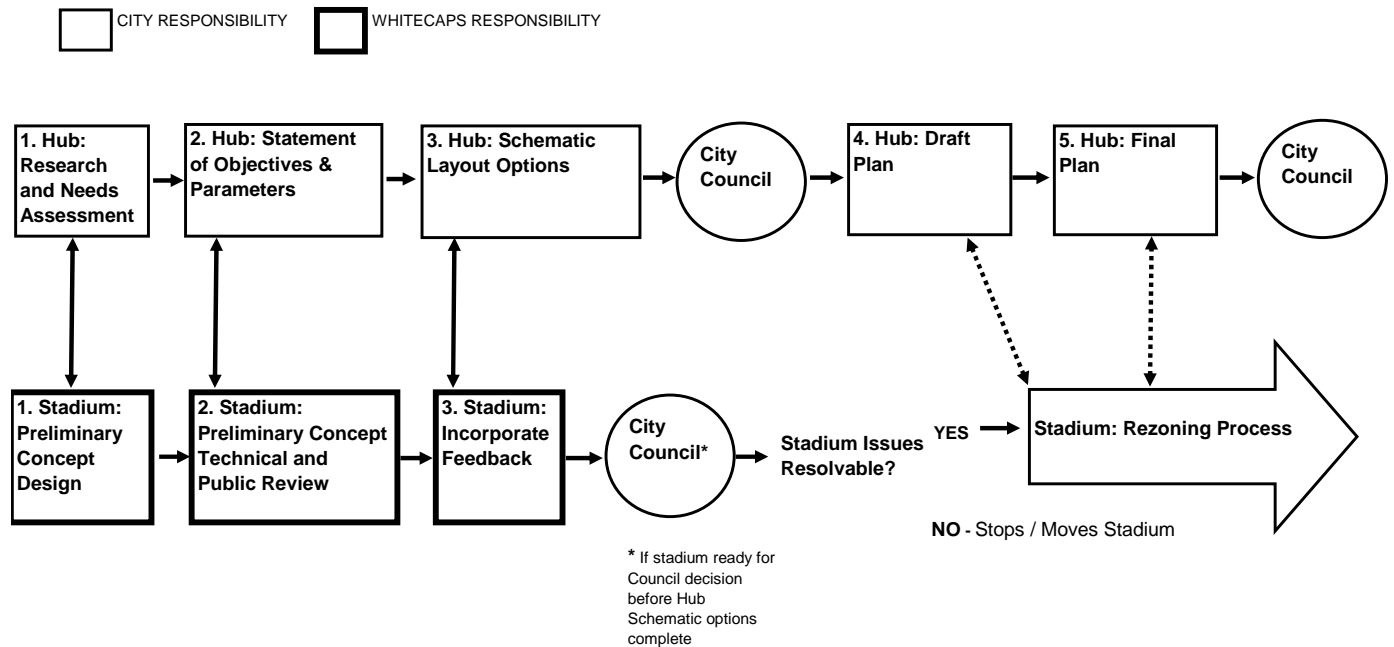
1. Work Components to Address Key Stadium Issues

The Whitecaps Stadium Initial Review identified the following five key issues that needed to be addressed for the stadium to be considered in a Central Waterfront location:

- a. provision of an adequate street network;
- b. resolution of the risks and liability associated with dangerous good in the rail lands;
- c. reconfiguration of the stadium structure and site to ensure a better “fit” with Gastown;
- d. resolution of impacts on the liveability of residential uses in areas south of the rail lands; and
- e. resolution of impacts on future Port Lands development

Staff have identified work components which the Whitecaps organization needs to undertake to determine whether the alternative stadium site enables these issues to be resolved.

Figure 3 Work Component Interrelationships



a. Preliminary Stadium Concept Design

The proposed new stadium site presents a promising opportunity to resolve or mitigate the five issues identified in the Initial Review. However, in order for staff and the community to be satisfied that the proposal could proceed to rezoning, the Whitecaps will need to undertake sufficient planning and design work to investigate the new site and demonstrate how the issues can be resolved. The work, although preliminary and conceptual, would

provide enough information in the form of drawings, data and operational proposals to enable assessment of matters such as built form and massing, views, liveability, pedestrian and vehicular access and circulation, waterfront access, parking, servicing, dangerous goods movement and liability, etc.

Staff will need to work closely with the Whitecaps to assist their team with advice on these issues and ensure that the stadium and Hub planning work are well integrated.

In addition to the five fundamental issues, a number of potential social and economic planning items resulting from the stadium were identified in the Initial Review and emphasized by some individuals and community groups. These included:

- the potential impact on vulnerable populations of the nearby areas from crowds attending events and after-event bars or clubs;
- the potential impact on the viability of existing entertainment or restaurant venues due to the substantial amount of similar uses proposed within the stadium; and
- the viability of new retail in Gastown that is oriented at local residents (rather than tourists) could be affected by the stadium tipping the balance of commercial activity too far in the entertainment direction, and their customers could be discouraged by the crowds and street closures associated with stadium events.

As part of the process the Whitecaps will provide information applicable to the proposed new stadium location. The preliminary proposal will need to include information relating to crowd circulation, stadium related commercial uses and other relevant data in order to allow the social and economic issues to be scoped out and discussed with the public. This will enable staff and key community groups to assess the degree to which these issues continue to apply to the alternative stadium site. Should the process lead to Council's approval to proceed with a rezoning, the measures required to mitigate any social and economic impacts will be fully vetted within that subsequent, comprehensive process.

b. Preliminary Stadium Concept Technical and Public Review

The intense public interest in the stadium proposal requires that the Whitecaps publicly articulate their response to the five issues identified in the Initial Review, as well the information relating to potential social and economic impacts. This should be done through meetings with community groups and other stakeholders during the preliminary design stage and Open Houses which communicate the proposal to the wider community and provide an opportunity for feedback. These consultations would be organised and led by the Whitecaps with City staff in attendance to gauge public reaction.

In parallel with the public review staff would carry out a technical review of the preliminary stadium concept in order to come to a recommendation on whether the fundamental issues are resolvable.

c. Incorporate Feedback

Depending on the feedback received from the public and technical reviews, there will likely need to be adjustments to the preliminary concept design for the stadium before it goes forward to Council for decision on whether the five key issues are resolvable.

2. Hub Work Components

As Figure 3 illustrates, there is a close relationship between the preliminary stadium concept design / issues resolution and the initial stages of work on the Hub Urban Design and Transportation Plan. Both streams of work will influence each other and need to be closely co-ordinated.

The Hub program begins with research and assessment of the needs of the various transit operations and landowners and a review of the City's key objectives for the area. This work will be synthesized into a Statement of Objectives and Parameters for the Hub. Given the close integration of the Hub with the emerging proposals for the stadium, the first phase of the Hub program will also need to generate some schematic site layout options to explore a range of scenarios for transit integration, public realm, place-making, street network, building form and placement, etc. These Schematic Layout Options will be used to test the emerging stadium proposals for compatibility with the Hub objectives. They will also be reviewed with the public to obtain feedback.

Once the Hub Objectives and Parameters and the Schematic Layout Options have been completed and reviewed with the public they will be presented to Council. If possible this will be done at the same time as the results of the preliminary stadium concept design and issues resolution work. However, if for some reason the Hub work is delayed, then the stadium work can be reported separately so as not to unduly delay the decision on whether the stadium can proceed to rezoning. In any event, at this decision point Council will be asked to endorse the Hub Objectives and Parameters and to decide whether the stadium proposal shows sufficient promise to proceed to a separate rezoning process (the resource implications of a stadium rezoning process would be determined by staff and reported to Council at that time).

The Hub program would then proceed into more detailed work to select a preferred plan from the schematic options, carry out technical reviews and plan refinement, obtain further feedback from the public, and ultimately present the final Hub Urban Design and Transportation Plan to Council for approval.

A more detailed program for the Hub work elements is contained within Appendix A.

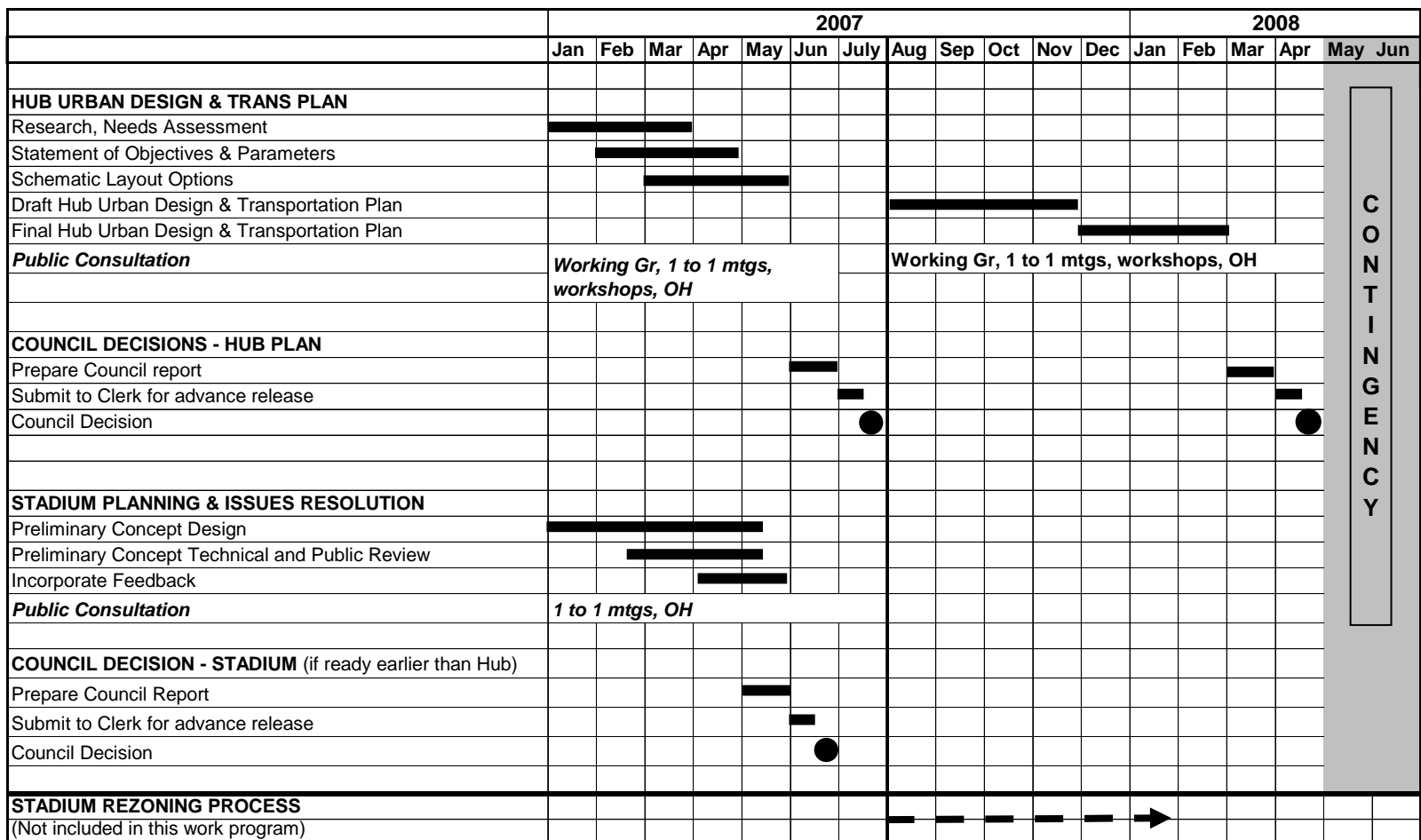
3. Schedule and Timing

The original Terms of Reference for the Hub Study anticipated quite a contained program that would take about 16 months, with 2 months added for contingency, for a total of 18 months.

The need to undertake the Hub work in parallel with the stadium work components introduces additional complexity and public interest. This will mean that additional resources are required to integrate the stadium with the Hub work in order to maintain the original 16 (plus 2 contingency) month schedule for the Hub study.

Figure 4 shows a simplified schedule for the project beginning in January 2007. The schedule indicates that if Council determines that the fundamental issues are resolvable the stadium proposal could spin off into a separately resourced rezoning process at about seven months.

Figure 4 Simplified Schedule



CONTINGENCY

4. Public Consultation

The original Hub Terms of Reference outlined a public consultation strategy that addressed both the key stakeholders (i.e. landowners and agencies directly affected by the Hub, including representatives of Gastown residents, owners, and businesses) and the broader public (i.e. individuals and groups not immediately in and around the Hub). It contemplated the use of various techniques:

- one-to-one meetings with owners, agencies and community groups;
- a formal Working Group to participate once initial fact-finding steps were complete; and
- broader outreach (Open Houses, mailings, website).

While these techniques remain appropriate, the integration of the stadium work into the Hub study brings additional complexity. Public interest in the stadium needs to be accommodated, but at the same time it carries the risk of overwhelming the dialogue necessary to generate a Hub plan which captures the public's imagination. It will be important to provide clear structures and ground rules for consultation.

The revised Terms of Reference in Appendix A identifies the various groups that will need to participate in the Hub / Stadium work components and the proposed consultation mechanisms. The consultation on the Hub components will be the responsibility of the City, while consultation on the stadium work components will be the responsibility of the Whitecaps, noting that City staff will be available to provide advice and gauge public reaction. When timing permits, joint workshops and Open Houses may be appropriate. The Port may also be involved in communicating matters relating to operational issues to the public.

The research and needs assessment step of the Hub study will involve one-to-one meetings with landowners, agencies and community, business and residents' groups. The Whitecaps will also be encouraged to engage with these groups during their preliminary design work.

As part of the first steps a joint Hub / stadium workshop will be held to bring all of the interested parties together to discuss the Hub objectives and the emerging stadium proposals.

The first steps will also see the recruitment of a Working Group comprising representatives of the landowners and agencies as well as community, business and residents' groups. The Working Group will have ongoing involvement in both the Hub and stadium workstreams.

Following the workshop the Whitecaps will hold public Open Houses to obtain feedback from the wider community on the Preliminary Stadium Concept. The City will also hold Open Houses on the Hub Objectives and Parameters and the Schematic Layout Options once these have been formulated. The results of these consultations will feed into the report(s) to Council on the Hub Objectives and Parameters and Schematic Layout Options and the resolvability of the stadium issues.

If at this point Council decides that the key stadium issues are resolvable, the stadium would embark on a separate rezoning process, which would have its own consultation component.

The subsequent development of the draft and final Hub plans would be informed by similar consultation mechanisms as the earlier steps - one-to-one meetings, Working Group sessions and public Open Houses.

5. Resources

The new work components related to the stadium issues are primarily the responsibility of the Whitecaps. However, additional resources beyond what were originally approved for the Hub Study will also be needed by the City. These will be:

- additional senior planner time for management due to the greater complexity of the project;
- additional technical staff time to assist with needed information and review the preliminary stadium concept;
- additional staff and consultant work due to the larger number of Hub options that need to be considered;
- additional funding for public consultation, given the more extensive and intensive consultation needed; and
- staff legal work to assess the City's risk / liability associated with dangerous goods on the rail yards.

Most of the additional work will be resourced by the omission of the Preliminary Structure Plan for the rail lands from the work program. However, staff recommend that \$25,000 in added consultant and process costs be recovered by the City from the Whitecaps organization (Recommendation B).

In addition, a further \$40,000 in City funding (Recommendation C), over and above the \$750,000 budget previously approved, will be required to cover:

- work by staff from Legal Services to examine the City's risk / liability associated with development over the rail tracks where dangerous goods are transported; and
- a consultant study to model pedestrian volumes and movements associated with the Hub.

Staff note that funding is available for these additional City costs without impacting the City's operating budget.

A revised budget for the Hub Study of \$815,000 is therefore recommended. If the timeline or scope of work changes substantially from this estimate staff will report back to Council on the resource implications.

6. Alternative Site Study

At the July 11, 2006 Council meeting, Council deferred a motion requesting staff to undertake, with the Whitecaps, a process to identify alternative stadium locations in the city, and instructed staff to report back on this, with information on costs.

The proposed new site for the stadium potentially removes the need for this study. However, in order to fulfil Council's instruction, staff asked a local consultant what such a study would cost, based on certain assumptions, and confirmed an estimate of about \$70,000.

Site review processes of this kind are normally undertaken by consultants at the request of a project's proponent. It is staff's view that commissioning such an alternative site study would be best left to the Whitecaps, if they feel it would be beneficial to their project. City staff would provide any information needed by the Whitecaps' consultants. For staff to undertake this type of study on behalf of the Whitecaps would be inappropriate and inefficient, since the City cannot adequately know or judge the needs, desires, and business plans of the Whitecaps.

FINANCIAL IMPLICATIONS

The original Central Waterfront Hub & Rail Lands Study funding has already been approved by Council. The additional staff and other City resources needed to accommodate the added complexity associated with resolving Whitecaps stadium issues in parallel with the Hub work have been estimated, and are proposed to be cost recovered from the Whitecaps.

In addition, refinement of the scope of work and budget indicates that a further \$40,000 is required to cover staff and consulting costs for the Hub Study. Funding is available for this increase without impacting the City's operating budget.

CONCLUSION

The approach outlined in this report enables exploration of the proposed new stadium location and a conclusion on whether the five key issues can be resolved at the same time as progress is made on the Central Waterfront Hub Study. The City staff team would be responsible for the Hub Study work components, while the Whitecaps would be responsible for preliminary stadium concept design and resolution of the key issues. These parallel work programs will be synchronised together with public consultation.

The overall program means more complexity and public involvement than originally anticipated for the Hub Study, and it is proposed that additional funding of \$25,000 be contributed by the Whitecaps to cover this. In addition, refinement of the scope of work and budget indicates that a further \$40,000 is required to cover staff and consulting costs for the Hub Study. Funding is available for this increase without impacting the City's operating budget. A revised budget for the Hub Study of \$815,000 is therefore recommended.

CENTRAL WATERFRONT HUB STUDY TERMS OF REFERENCE

1.0 PURPOSE

The purpose of this Study is 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 Cambie Streetend (see Figure A).

The study will be done in close communication with the major landowners and relevant agencies in the area, including Cadillac Fairview, Whitecaps Football Club, Federal Government (Sinclair Centre), Port of Vancouver, TransLink, RAVCO, and adjacent Gastown owners. Broader public consultation will involve input from residents, owners, and community groups of nearby communities including the downtown CBD, Gastown and Downtown Eastside, and transit riders.

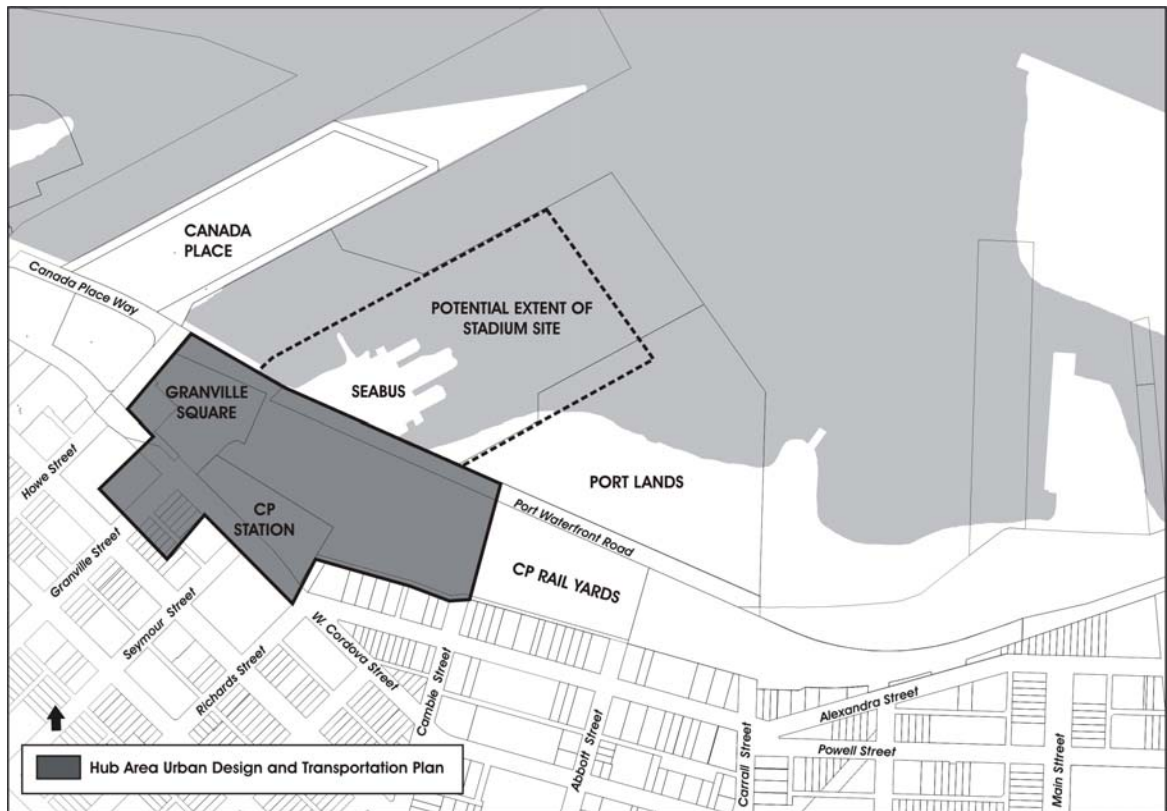
2.0 BACKGROUND

2.1 Current Opportunities and Challenges

There are a number of opportunities and challenges that make it timely to undertake this Study.

- A number of transit modes converge in the Granville/Cordova area: the Expo Line, new Canada Line, West Coast Express, SeaBus, and various bus services. The cruise ship terminal, seaplanes, and Helijet port are also nearby. Many of the intermodal transfers occur through the heritage designated CPR station. A transportation Hub that would accommodate more volume and ease transfers among these modes has long been called for but never planned.
- There are also a number of potential development sites in the Hub area, including the area over the rail tracks immediately north of the CPR station, the parking lot east of the CPR station, and the site at the south east corner of Cordova and Granville. The appropriate scale of development and role that these could play in the creation of the Hub needs to be detailed.
- In July 2006 Council endorsed the conclusions of an initial staff review of a proposed new Whitecaps soccer stadium to be constructed over the rail lands between the CPR station and the end of Cambie Street. The review identified five key issues that would need to be resolved before the stadium could proceed to rezoning. The Whitecaps subsequently agreed with the Vancouver Port Authority to explore the use of an alternative site for the stadium located north of waterfront station. Preliminary design work on this site and resolution of the five key issues needs to be closely integrated with the Hub planning.

Figure A. Central Waterfront Hub Study Area and Potential Stadium Site



2.2 Previous Planning

The Central Waterfront Official Development Plan (CWODP) which covers the area between Burrard and Gore Streets (excluding the Central Waterfront Port Lands: see below) was originally adopted in 1979. Most of sub-area 3, between Burrard and the foot of Seymour, has been developed (Granville Square, Canada Place, Fairmont Waterfront Hotel and office building). For sub-area 4, east of Seymour, the CWODP stipulated that "no major urban development will be anticipated until such rail facilities are relocated." Given Port growth and the need for sustainable freight and passenger movement, it is now not anticipated that the rail yards will leave in the foreseeable future.

In 1994, after a joint City/Port planning process, the Central Waterfront Port Lands Policies (CWPLP) were adopted for the Port lands north of the Waterfront Road, from Canada Place to the overpass at the foot of Main Street. The policies envision up to 2.6 million sq. ft. of various uses: transportation (especially port-related), tourism, commercial, community, and compatible residential. The Port has not yet approached the City to enter into the more detailed planning that would be needed to further development plans.

Around the same time, the City obtained a right-of-way for a road over the tracks connecting Cordova Street to the extension of Canada Place Way.

In the late 90's, extensive planning was done for a convention centre to be located north of the Port Road on the east side of Canada Place. While this project was eventually abandoned, the preparatory planning further investigated road alignments and development podium levels.

In early 2005, a technical feasibility study of three options for the extension of Granville north of Cordova was completed for the City by Read Jones Christoffersen Ltd. The mid-level option best meets the City's objectives, but this Study will need to investigate this further, in particular as it affects Granville Square.

3.0 SCOPE AND PRODUCTS

The Study will result in a detailed Hub Area Urban Design and Transportation Plan which will include land uses; locations, elevations, dimensions of future streets and other linkages for automobiles, trucking, transit, pedestrians, and bikes, and utilities; building form and massing; parking and loading; floor space; and a public realm concept. This Plan will be adopted as Council policy.

After the Study, the adopted Hub Area Urban Design Plan will form the basis for either a single city-initiated CD-1 zoning or for a number of privately initiated rezonings that will replace the CWODP in this area (the rezoning work is not included in this Terms of Reference).

The first stage of Hub planning will also include a report to Council on whether the proposed new Whitecaps stadium site shows sufficient promise to proceed to a separate rezoning process.

4.0 KEY ASSUMPTIONS

The following key policies or studies will inform the Study.

- The key civic objectives that underlie the current CWODP will continue to be City objectives in this Study.
- The Central Waterfront Port Lands Policy Statement (adopted 1994) sets out policies for the Port lands north of the Port road. The Policies lay out maximum floor areas for a range of uses: residential, commercial, port-related such as a cruise ship terminal. Some basic aspects of form, such as general heights, are also addressed. A wide range of development options are possible. Continued active and noisy uses of the Port lands and water area (e.g. heliport, seaplanes etc) must be assumed.
- The CPR rail yard will remain in its current footprint, and its usage for freight and passenger rail will increase. The 2005 Lower Mainland Rail Infrastructure Study projected high growth in rail demands related to Port activity. In May 2006 the Greater Vancouver Gateway Council completed a more detailed study

of rail operations and configuration in the Waterfront and False Creek Flats and the Port of Vancouver is now carrying out further analysis.

5.0 STEPS AND SCHEDULE

The following are the major steps in the Study as currently conceived. Based on previous planning programs, it is anticipated the Study will take about 18 months. It should be noted that this is a general and preliminary schedule. When the work commences, the study team will be responsible for doing a more detailed work program.

Major Phases and Tasks	Approximate Time
<p>A. Start-up, Research, Needs Assessment, Objectives and Parameters</p> <ul style="list-style-type: none"> • Set up contact lists, website • Research and document existing situation: base drawings/maps, policy and regs, legal agreements, previous studies, technical info, etc • Define consultancy needs • One-to-one meetings with key landowners, agencies, community/business groups • Urban design analysis • Transportation needs assessment • Investigate dangerous goods issues • Liaise with Whitecaps on preliminary stadium concept design • Hold joint Hub / stadium workshop with key landowners, agencies, community/business groups - initiate Working Group • Prepare statement of Hub objectives and parameters 	3 months
<p>B. Schematic Options</p> <ul style="list-style-type: none"> • Prepare schematic layout options for Hub • Technical review of emerging stadium concept • Review schematic options with Working Group • Amend options if required prior to public review • Conduct 1st public review: preparation, open houses, documentation of feedback • Prepare Council report(s) on stadium concept review and Hub schematic options • Present report(s) to Council 	4 months
<p>C. Draft Plan</p> <ul style="list-style-type: none"> • Technical review of schematic layout options (feasibility, costs, advantages, capacity, etc) • Develop mitigation strategy for risks associated with dangerous goods • Selection of preferred option as basis for draft plan • Review selected option with Working Group 	4 months

<ul style="list-style-type: none"> • Conduct 2nd public review: preparation, open houses, documentation of feedback 	
D. Final Plan <ul style="list-style-type: none"> • Based on input, refine draft plan • Further technical review if needed • Prepare draft final plan documents • Review with Working Group • Amend and complete final plan documents • Prepare report to Council for endorsement of final plan • Departmental concurrences • Present report to Council for endorsement 	5 months
TOTAL	16 months + 2 months contingency = 18 months

6.0 LANDOWNER AND PUBLIC INVOLVEMENT

The consultation program will include a range of activities to allow:

- extensive work with directly-affected landowners and agencies;
- review and input at key steps from business, community and residents' groups in the communities around the Study Area, and;
- opportunities for review and feedback from the general public at key stages.

6.1 Directly Affected Landowners and Agencies

Who:

representatives of: Whitecaps Football Club, Fairmont, Cadillac Fairview (Ontrea), Granco Holdings, Federal Government (re: Sinclair Centre), Port of Vancouver, CP Rail, C.L.CO, TransLink; representatives of adjacent Gastown land and strata owners. In Step A of the Study, staff will identify other directly affected interests that may need to be added to this list, e.g. transit operators, YVR, Helijet terminal operator.

Role:

- reps of landowning companies and agencies to speak on behalf of their companies or agencies. Representatives of Gastown owners to speak as well as possible for their fellow owners (but check back with other strata owners by staff will be needed).
- to come as close to agreement on the selected plan as possible, noting that City Council will be making the ultimate decision

How:

- as part of a Working Group, through structured meetings throughout the course of the Study
- as individual landowners, through small meetings with staff when necessary
- mailings and staff meetings with other strata owners

6.2 Surrounding Business, Community and Residents' Groups

Who:

- business, community and residents' groups in the communities around the Study Area including nearby Downtown, Gastown and Downtown Eastside areas

Role:

- to be informed, to provide input on the plan as it emerges

How:

- representatives included within the Working Group
- meetings with key community groups
- open houses (advertised and mailed updates/invitations)
- project web-site to provide access to information on an on-going basis

6.3 General Public

Who:

- general public

Role:

- to be informed, to provide input on the plan at key stages

How:

- open houses (advertised and mailed updates/invitations)
- project web-site to provide access to information on an on-going basis

7.0 STAFF AND CONSULTANT ROLES

The bulk of the work on the study will be done by a team of Planning and Engineering Department staff, supplemented by consultants.

The core staff team will be responsible for study management, consultant management, creating, reviewing and refining the Plans, organizing and undertaking consultation, reports and communication with Council and City managers, and writing of the Plans.

Other City staff will be involved in a Technical Team providing input. The core team will also be liaising with City staff involved in related planning projects including the ongoing rail studies and the Canada Line.

The Study will be the joint responsibility of the Director of Current Planning and the General Manager of Engineering, with management resting with an experienced

Planner III and Civil Engineer III. The City's Major Projects Steering Committee, which includes senior staff from a range of departments, will also provide guidance on substantive policy decisions at key points.

Consultants will be used as determined by the staff team for tasks such as documentation of the existing situation, engineering, urban design, costing, and economic analysis.