

RE: PROPOSED SWANGARD STADIUM EXPANSION

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommenadtion of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1990 MAY 09
FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 10.333

SUBJECT: PROPOSED SWANGARD STADIUM EXPANSION

PURPOSE: To more specifically address the parking requirements and a number of other issues raised relating to a proposal to erect 3,000 temporary seats at Swangard Stadium.

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RECOMMENDATION

1. THAT this report be received for information.

R E P O R T

1.0 BACKGROUND

Council at its meeting of 1990 April 30 received a report from the Director Recreation & Cultural Services on a proposal by the Swangard Stadium Society to increase the seating capacity of Swangard Stadium by 3,000 temporary seats. The Municipal Council tabled consideration of that report in order for staff to address the parking requirements and a number of other questions raised. The purpose of this report is to provide Council with the requested information.

2.0 ISSUE DISCUSSION

2.1 How much parking is required?

Parking regulations in the Municipality are governed by the Burnaby Zoning Bylaw. For a stadium the bylaw requires 1 parking space for every 10 seats. Therefore for the existing 4800 seat stadium the parking requirement is 500 spaces. Assuming the entire inventory of off-street parking (i.e. 550 spaces) in Central Park is used for stadium parking there is hypothetically an excess of 50 spaces within the park. For an 8,000 seat stadium 800 parking spaces would be required or an additional 250 spaces above the existing inventory. To accommodate this parking about 2.5 acres of parkland would be required.

The above assumption of the availability of parking within the park in relation to the Bylaw requirements can be questioned in that the off-street parking distributed throughout the park is required to serve a multitude of park users (eg. pitch and putt, tennis, picnickers, joggers, pool, Variety Club Park, etc.) who may wish to pursue these activities concurrent with a stadium event. For the 1990 86'ers schedule nine games are on week-nights and seven on Sundays (excluding play-off games).

2.2 With temporary seating do Zoning Bylaw requirements still have to be met?

Yes. The Zoning Bylaw does not provide any exemption or reduction for "temporary uses".

2.3 Can parking at B.C. Telephone or any other off-site facility be utilized including the use of shuttle buses?

Under the Bylaw, credit for off-site parking applies only if the parking is within 400 feet of the facility and the spaces are excess to their own Bylaw requirements. B.C. Telephone requires 828 parking spaces under their Comprehensive Development Plan. They have provided 867 spaces. Therefore there is a surplus of 39 spaces which could be designated to help offset the additional parking spaces required in the Park.

Shuttle buses can certainly be utilized to transport patrons from off-site parking facilities to the Stadium. However, for these parking spaces to be credited, the criteria as outlined in the preceding paragraph apply. We have discussed the Swangard Stadium Society's transit proposal with B.C. Transit. It is their view that the maximum use of public transit under a program as suggested would be in the range of 25-35% if free parking was not available. For an 8,000 seat stadium that will still leave 5,200-6,000 patrons using private automobiles. This would result in a vehicle occupancy factor of 6.5 to 7.5 persons if the 800 spaces required by the Bylaw were the only ones available. As such a high vehicle occupancy factor is unlikely, the expectation is that off-site parking will continue to be sought by patrons to Swangard.

Should Council wish to approve of the additional 3,000 seats and consider alternate off-site parking locations the following are possible options:

- a) Central Park including Swangard Stadium is presently zoned P3 (Park and Public Use). A rezoning to CD (P3) would be required to address any reduction in parking standards from those that presently exist in the Burnaby Zoning Bylaw. In that the land is owned by the Provincial Government, their approval to any rezoning would need to be sought.
- b) Should B.C. Telephone wish to designate more than their 39 spaces for use by Swangard Stadium their Comprehensive Development plan would require amendment. In other words, B.C. Telephone would be required to submit a rezoning application to amend their existing CD plan.

In both the above instances the normal rezoning process including public hearings would be required.

- c) Amend the parking regulations in the Burnaby Zoning Bylaw to liberalize parking criteria relative to off-site parking. An appropriate bylaw would have to be prepared for Council consideration. A public hearing would also be a required part of the process.

The 86'ers schedule of nine games on weeknights and seven on Sundays could have an impact on what off-site facilities would be available.

2.4 What is the feasibility for a 15,000 capacity stadium being constructed in the Lower Mainland in the near future?

Staff is unaware of any proposal to construct a 15,000 seat stadium in the Lower Mainland. The Parks and Recreation Commission has recognized this and has passed a motion that it actively investigate the feasibility of an alternate facility for outdoor sporting events in the range of 15,000 seats in either Burnaby or another Lower Mainland location. This matter is under review by staff.

2.5 What is the potential longevity of use by the Vancouver 86'ers for the Stadium?

On 1990 April 18, the Parks and Recreation Commission approved a motion that approval be given in principle for temporary bleacher seating at Swangard Stadium up to a maximum of 3,000 seats, on a year to year basis up to a maximum of 5 years, subject to Council approval of suitable parking arrangements to accommodate the additional patrons.

At the Council meeting of 1990 May 07, Mr. Loland, President of the Swangard Stadium Society indicated concurrence with the above time frame.

Council had a number of questions relating to operational aspects of an expanded Swangard Stadium. These questions are addressed by the Parks and Recreation Department in Sections 2.6 to 2.9 inclusive.

2.6 Will the amount of the requested Provincial grant (\$148,000) fully cover the costs associated with purchasing and installing the temporary seating?

The Swangard Stadium Society has estimated the cost for the 3,000 temporary seats to be \$158,000. It is our understanding that the Swangard Society has corporate sponsors who will provide \$10,000, which added to the Provincial grant will cover the cost of purchase and installation of the seating.

2.7 Are there increased costs to Burnaby resulting from the addition of the seating?

Annual operating costs will increase by approximately \$30,500. Sixty percent of these costs would be recovered through additional concession sales, leaving a yearly subsidy by the Municipality of \$12,200.

2.8 If the Friends of Swangard Society receive a Provincial grant, will this affect the Municipality's chances of obtaining grants?

There is no Provincial formula which limits the grant dollars in any geographical area. However, it is probably fair to say that since any Provincial program covers the entire Province, an equitable distribution of funds to all areas would be a consideration whether the project is Municipally or privately sponsored.

2.9 What impact will increased use of the Stadium by large events in prime hours have on amateur bookings?

This is a difficult topic to pin down and trends over a period of time must be considered. Attachment 1 itemizes some of the things that staff have noticed. The question of set up and take down time and ground protection for major events is a significant one. For example, when the New Zealand All Blacks came to Swangard in 1989, by agreement, no field sports were held on Swangard field for one week prior to the All Blacks game.

This immediately precludes some dates for some other organizations. One of our concerns is that if the number of large events increases, the number of days so blocked out will also increase.

Another point worth noting is that previously Swangard had a two month summer shut down which was enough time to repair most damage incurred through the previous playing months and thus larger numbers of games were allowed in each month. The summer shut down has been reduced considerably because of the 86'ers games to the point where it is difficult to isolate the major maintenance growing time needed for repair work. To help this problem, we have restricted the number of field games to 16 per month with the exception of March, October and November, which are restricted to 11 per month. These influences are all subtle but are nonetheless influences and accumulative.

On the plus side, it is also noted that with the new track opening in Richmond, and track and field in Coquitlam, and the improvements to the Norwegian Seamen's Centre, some relief is being felt by Swangard. The effect of this relief will be hard to judge for some time.

2.10 Metrotown/Environmental/Neighbourhood

In the Director Recreation and Cultural Services report to Council, the expansion of Swangard Stadium was examined in the context of our Official Community Plan, Metrotown, the neighbourhood, traffic and environmental considerations. Staff have re-examined the 3,000 temporary seat option against those factors and still have serious concerns with respect to its adverse effect on Central Park and the surrounding neighbourhood. In summary, these concerns relate to:

- a) The location of a more regional stadium in Metrotown. A location outside of Metrotown is considered more consistent with our land use framework.
- b) The growth of Metrotown and the role of Central Park to provide for the related recreational and park needs.
- c) The impact of increased traffic on local streets and competition for parking on residential streets in both Vancouver and Burnaby during events. This recognizes the point of the 86'ers that the stadium is presently being used, occasionally, beyond its capacity and hence beyond the parking provision, resulting in pressures on street parking in the area abutting, in Vancouver as well as in Burnaby. The existing situation is already a source of resident complaints in both Vancouver and Burnaby.

In undertaking research for our original report, contact was made with City of Vancouver staff. As a neighbour to Swangard Stadium, and because of the potential sensitivity residents and their Council have to the impact of increased vehicular traffic, they had previously requested an opportunity to report to their Council if any further consideration is given to the possible expansion of Swangard.

d) Environmental effects resulting from more intensive use by large numbers of people attending mass events within Central Park. Impacts could include compaction of soil and resulting habitat degradation in areas of high pedestrian traffic, increased littering, and possibly damage to plants and animals in the park due to vandalism and rowdiness. These impacts would likely be concentrated in the vicinity of Swangard Stadium and could, in our opinion, place many of these natural resources at risk. Should the required 2.5 acres of parking be proposed to be provided in Central Park, the specific impacts could range from the displacement of forested land to the displacement of land used for active and passive recreational activities.

e) Noise impact to the neighbourhood. The Chief Public Health Inspector has indicated that noise impact would be significant resulting from:

- i) increased vehicle and pedestrian traffic before and after events,
- ii) increased crowd noise, and
- iii) the increased use of public address systems to service the portable bleachers.

3.0 CONCLUSION

It is our view that there is a regional demand for a stadium in excess of 5,000 seats. Burnaby may well be the most appropriate location for such a facility. However, it is our view that Central Park and Swangard is not the most appropriate location when assessing the expansion against the Burnaby Zoning Bylaw parking requirements, the nature of the park, the developing population base in the Metrotown area, the surrounding neighbourhood both in Burnaby and Vancouver, traffic, and environmental considerations.

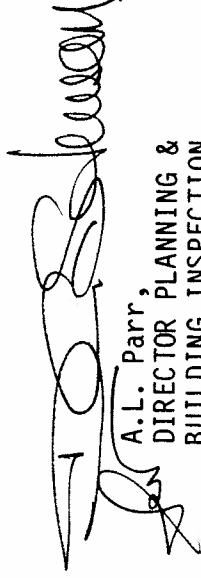
Specifically with regard to a relaxation of the parking requirements for the additional 3,000 temporary seats, the Municipality has no provision to do so. In view of the Bylaw requirements, a relaxation can occur only through either rezoning of the applicable properties or amending the Zoning Bylaw with respect to parking regulations.

This report is for the information of Council.

BLS/jp

Attachment

cc: Director Recreation & Cultural Services
Director Engineering
Chief Public Health Inspector
Municipal Solicitor



A.L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

ITEM

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MANAGER'S REPORT NO.

35

COUNCIL MEETING 90/05/14

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ATTACHMENT #1

IMPACT OF LARGE EVENTS ON AMATEUR BOOKINGS AT SWANGARD STADIUM

Major spectator events held at Swangard Stadium have impacted amateur sports groups in the following ways:

1. The majority of large spectator events are booked during the prime time hours (i.e. weekends). The recent increase in the number of large spectator events has resulted in a decrease in the prime time booking times available to amateur sports groups, consequently most amateur events are now taking place during the less desirable non-prime time hours (i.e. week nights).
Groups that have been negatively impacted by this change include: St. Thomas Moore Football; Burnaby Central Football; Pacific Coast Soccer; B.C. Athletics Track and Field meets and S.F.U. Soccer.
2. Since the 86'ers began playing at Swangard Stadium in 1987, we have reduced the total number of youth and adult amateur events being held at the Stadium because of the need to accommodate the additional large spectator events and to ensure the best possible playing conditions for the large higher profile spectator events. Examples of amateur events that have been denied use of the Stadium for this reason include: The Annual South Burnaby Men's Club soccer tournament formerly held each Spring, Burnaby Central and St. Thomas Moore football games, Renfrew Trojans football plus several Pacific Coast soccer games each of the past three years.
3. The greatest impact on amateur sport groups has been the Stadium booking restrictions that greatly limit the hours during which their events take place. These restrictions have occurred as a result of the extra set up, clean-up and take down that are a necessary part of hosting large spectator events. For example, groups wanting to hold day time school track and field meets on dates when evening spectator events are booked, must complete their event much earlier than they would normally, so as to allow sufficient time to prepare for the next event.
Also, events booked on the day after major spectator events are being restricted to later start times. Both of these use restrictions have posed problems with event organizers and several events that were regularly being held at Swangard Stadium have either relocated elsewhere or have been reduced in scope.
Examples of groups that have been negatively affected because of these use restrictions include: B.C. Athletics, Metro Team Track and most Lower Mainland school track and field programs.