

RE: PROVISION OF 3,000 TEMPORARY SEATS AT SWANGARD STADIUM

ACTING MUNICIPAL MANAGER'S RECOMMENDATION:

1. The recommendation of the Director Recreation & Cultural Services makes reference to the need for suitable parking arrangements for the additional temporary seating being proposed at Swangard Stadium.

In view of this matter, which requires examination and comment, and the other issues referred to in the material submitted with this report, Council may wish to table this report until the issues have been addressed and the necessary reports have been received by Council.

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TO : MUNICIPAL MANAGER 1990 APRIL 24

FROM : DIRECTOR RECREATION & CULTURAL SERVICES

RE : PROVISION OF 3,000 TEMPORARY SEATS AT SWANGARD STADIUM

PURPOSE: To obtain approval 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.

RECOMMENDATION

1. THAT approval in principle be given to 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 approval of suitable parking arrangements to accommodate the additional patrons.

REPORT

In 1989 November the Parks and Recreation Commission received a delegation from the Swangard Society representing the present major users of Swangard Stadium consisting of:

The B.C. Soccer Association
Rugby B.C.
Vancouver 86'ers
B.C. Youth Soccer Association
Pacific Coast Soccer League
Achilles Track and Field Society
B.C. Track and Field Association
Wesburn Canadians Senior Soccer
C.S.A. West

The Society asked the Commission to consider allowing the installation of 3,000 temporary bleacher seats at Swangard Stadium. The purchase of the seats would be funded by a grant from the Provincial Government.

A Second Phase expansion was also proposed which called for the "twinning" of the existing seating, an increase of 5,000 permanent seats.

The Commission requested that staff report on the feasibility of these requests for expansion including identification of potential problem areas.

This report was received and discussed by the Commission on 1990 February 21 and 1990 April 04.

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Subsequently the Swangard Society withdrew its request for the 5,000 seat permanent facility expansion.

On 1990 April 18 the Commission again considered the report along with some additional information relating to usage of the stadium and estimated costs for maintaining the temporary seating and providing portable toilets and concessions.

A copy of this report is attached (attachment #1).

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Council will note in the report that the Director Planning & Building Inspection has indicated that the addition of temporary seats will necessitate additional parking to conform with existing parking by-law requirements.

The Swangard Society has proposed that the additional parking could be accommodated without expanding the parking area within the park site. The use of B.C. Telephone parking and the encouragement of public transport use has been suggested.

After consideration of the various reports received from staff the Parks and Recreation Commission made and approved the following motion:

1. 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 and further, that the Parks & Recreation Commission actively investigate the feasibility of an alternative facility for outdoor sporting events in range of 15,000 seats in either Burnaby or another Lower Mainland location.



DENNIS GAUNT
DIRECTOR RECREATION &
CULTURAL SERVICES

PAL:tc
Attach.

cc: Director Planning & Building Inspection
Director Engineering
Director Environmental Health

For Council's information, the Parks and Recreation Commission when dealing with this matter received in Committee 5 internal documents as background information. The Planning and Building Inspection document forms part of this report. The other documents are:

1. Position of the Health Department
 2. Position of the Engineering Department.
 3. A brief history of Swangard Stadium.
 4. A commentary on changing Swangard Stadium usage.
- A set is available for review in the Aldermen's Office or a set can be obtained from the Parks and Recreation Department Office.

RE: EXPANSION OF SWANGARD STADIUM SEATING

RECOMMENDATION:

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1. THAT this report be received for information purposes.

REPORT

At its meeting of 1989 November 15 the Commission received a delegation requesting approval for the addition of temporary seating at Swangard Stadium. The Commission requested a preliminary staff report with a more extended report to be called for if required following that date.

On 1990 February 21 the Commission received the preliminary report and referred it for discussion in Committee. The Committee discussion took place on 1990 April 04, following which the Committee asked that the report (attached) be referred back to the next regular Commission agenda.

In that report the Commission will note that each of the items examined by the various staff departments have resulted in a negative conclusion and therefore there are grave reservations on the part of staff as to the desirability of proceeding with this large seat increase.

In addition, we find that in recent months we have been turning away applicants for the use of Swangard Stadium. These applicants fall into each of the two classes of:

- a) semi-professional/international events (so called large events); and
- b) youth/amateur sport.

This would indicate first that amateur sport is not getting all the space that it requires (also that sometimes the space it does get is non-prime time) and secondly, that there is a larger clientele out there for large events and with the increased seating this could result in substantially increased pressure for the use of the Stadium for the large events.

The following additional information is provided on estimated costs:

- A. Total 3,000 seats (all seats within existing stadium fence)
 - 1,500 fixed bleacher style seats on east side
 - installed on concrete footings on grass slope between track and fence
 - these would not be portable
 - estimated cost installed \$92,500.
- 1,500 portable bleacher style seats
 - located on flat area at north end of stadium between the track and fence
 - portables could be 250 seat units
 - estimated cost installed \$68,500.

These prices are based on bleachers made of steel frames and wood benches. For approximately an additional \$67,500 the wooden benches would have fibreglass covers. This option produces a more durable, attractive bench which ultimately reduces annual maintenance costs.

Therefore total cost of bleachers installed is:

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- option a) Wooden benches \$161,000
- option b) Fibreglass covered wooden benches \$228,500

Note: Delivery time for seats is 6-8 weeks, plus 1-2 weeks for installation.

B. Annual Maintenance costs - \$15,000

- additional clean-up based on average of 25 events utilizing extra seating, bench repairs, painting and renumbering.

C. Portable toilets to service bleacher audiences - Cost \$9,000

- calculated on \$1,800/month for 5 months.

D. Portable food concessions

- provided by event sponsors on a per event basis
- revenue shared with Corporation
- for 1990, the 86'ers will provide additional food concession and pay \$250.00 per event as revenue share for portable concession.

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Appropriate permanent washrooms and concessions will be required if the additional seating was considered on a permanent or long-term basis.

DG:seo/ps
Attach.

RE: EXPANSION OF SWANGARD STADIUM

REPORT

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In reviewing the material which staff have gathered from the various concerned departments, it would appear that the Commission should base its decision on whether to proceed on the sub-section to do with 'Purpose of the Stadium and Effects on Users'. Clearly the current mandate is to support "all types of amateur sports and which priority will be given to high school and amateur athletes under 21 years of age except in the case of track and field and that the Stadium's primary function is to serve these young people".

The current use by the Vancouver 86'ers is clearly a temporary condition as approved by the Commission. If a change in the philosophy of use is approved, then it would be appropriate to proceed with the more in-depth review called for with respect to the physical constraints.

A SUMMARY OF INFORMATION FROM AFFECTED DEPARTMENTS ON THE SUBJECT OF A POTENTIAL EXPANSION OF SWANGARD STADIUM SEATING

1. NOISE

(a) Health Department

The noise impact to the neighborhood would be significant, resulting from increased vehicle and pedestrian traffic, increased crowd noise and increased public address systems. The noise may also be further amplified by placing a mirror image grandstand, i.e. echo effect. Actual noise impact can best be forecast through the contracting of a professional acoustical engineer. This would be recommended before proceeding with the project.

(b) Parks and Recreation Department

The probable noise levels would create a disturbance to the activities and users of the adjacent Variety Park, swimming pool, horseshoe pitch, lawn bowling and picnic areas. This noise can be obtrusive on those individuals seeking a quiet, contemplative setting and activities.

It is our experience to date that events on occasion cause noise problems that cause complaints from the neighboring residences.

The noise factor from increased traffic, spectators and sound systems may be a detriment to the enjoyment of the park and a disturbance to the neighborhood. Further acoustical analysis is necessary to accurately project the impact.

2. ENVIRONMENT

(a) Planning and Building Inspection Department

The forested area of Central Park is of regional, as well as municipal significance. Any encroachment on the forest will adversely affect this natural resource.

The protection of the forest is an overriding parks management objective. There are concerns resulting from the potential effects resulting from a change in land use and pressures from increased pedestrian pressure on Central Park.

Forest would be displaced to facilitate the loss of parking on the east side of the Stadium, plus the additional spaces needed to accommodate the increased spectators.

(b) Parks and Recreation Department

The potential parking requirement would be an additional 1,300 spaces. Approximately 7.7 acres of park land would have to be converted to asphalt, resulting in a loss of forest cover and open green space. **136**

The massive grandstand would have effects on ground water conditions. Changes in ground water will contribute to the decline in tree health. Further study would be needed on this effect before proceeding with development.

3. **EFFECTS ON NEIGHBORHOOD PARKING AND TRAFFIC**

In addition to the already noted noise impact on the neighborhood, automobiles and parking are a major concern.

(a) Engineering Department

A larger facility would require additional parking on site (include makeup of current deficit). Anticipate increased congestion and given the projected levels of Metrotown road usage relative to capacity, may make the expansion of the Stadium impractical.

A thorough transportation engineering study would be required to accurately determine the impact.

(b) Planning and Building Inspection Department

Our staff spoke to Vancouver staff who indicated there are no changes planned for the neighboring residential area. Parking is restricted to residents only. Vancouver receives constant complaints from residents when events are held. Traffic and parking are the issues. Vancouver would like an opportunity to review the proposal before proceeding too far.

Burnaby streets do not have restricted parking north and south of the park. The impact on the local streets would be considerable and on-site parking would have to be provided.

(c) Widening of Boundary Road

Towards the end of 1987, Parks and Recreation staff were doing some exploratory work leading towards the suggestion that additional parking should be provided in Central Park to support current uses.

At that time, the response of both the Engineering and the Planning and Building Inspection Departments was that any substantial increase in parking could lead to a need to widen Boundary Road. The matter was dropped at that time. Any current review would include a re-opening of this question.

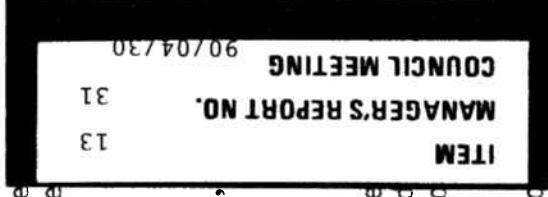
4. **PURPOSE OF STADIUM AND EFFECTS ON USERS**

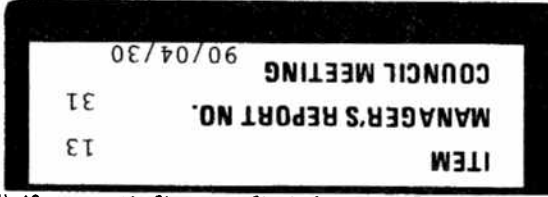
The Junior Amateur Stadium Society in 1964 proposed the development of a Junior Amateur Sports Stadium. On 1964 November 26 the following resolution was passed by the Central Park Committee.

"That this Committee accept Mr. Swangard's Junior Amateur Sports Stadium Society intention, when it uses the term Junior Amateur Sports Stadium, is, namely, a stadium which will be used for all types of Amateur Sports and which priority will be given to High School and Amateur Athletes under 21 years of age, except in the case of Track and Field and that the stadium's primary function is to serve these young people.

Carried"

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The priority use has remained as originally designated, with the exception of one time events and the 86'ers Soccer Program that was approved on a temporary basis only in 1987.

The fact that Swangard is the only large stadium in the area now has resulted in the facility being used to capacity on occasion at the expense of the junior amateur events.

Further expansion will result in a greater reduction in time for the community junior events. High profile events require greater resources and greater time for set-up, take-down and typically place greater demands on the turf.

There is a need for an 8,000 to 10,000 seat stadium, in addition to Swangard, to replace the services of Empire Stadium, meet current demands and to protect the junior amateur needs of the Lower Mainland.

5. COSTS OF OPERATING AN EXPANDED STADIUM

The addition of 3,000 or 5,000 seats, plus support facilities such as washrooms and concessions, would incur an increased annual operating cost. Preliminary estimates are:

- 3,000 bleacher seats plus support facilities \$40,500 per year
- 5,000 extra grandstand seats, plus support facilities \$57,500 per year

It is reasonable to assume that 60% of these added costs would be recovered from event revenues, leaving 40% subsidy per year--\$16,200 to \$23,000.

6. ALTERNATIVES - VEHICLE TRANSPORT TO EVENTS

These alternatives have not been reported as they are uncertain and given current public habits and expectations, we assume the private vehicle would have to be recognized as the principal means of access. Given the current land use in the area and the parking demands of Metrotown, alternate parking locations have not been considered.

7. ALTERNATIVES TO SWANGARD STADIUM

It is staff's consensus that an alternate site for a major stadium should be seriously considered. The impact of the proposed expansion on the park, forest, surrounding streets and neighbors would be detrimental and compromising to the park users and amateur athletes.

The region is clearly in need of a major outdoor stadium. The pressure to host major amateur and professional events at Swangard has surpassed its capacity. All indications are that this need will continue to grow.

8. CONCLUSION

The expansion of Swangard Stadium to 8,000 - 10,000 seats has major extenuating effects on the community. The preliminary research suggests an alternative be considered. Also, should the Swangard option be more seriously considered, then extensive analysis should be evaluated by consultants on the impacts on the community from traffic, noise, and environmental impacts on the park and forest.

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THE CORPORATION OF THE DISTRICT OF BURNABY

INTER-OFFICE COMMUNICATION

1990 FEBRUARY 09 138

TO: DIRECTOR RECREATION &
CULTURAL SERVICES
(Attn: N. Dockendorff)

FROM: DIRECTOR PLANNING &
BUILDING INSPECTION

SUBJECT: SWANGARD STADIUM - EXPANSION

1.0 THE PROJECT

It is our understanding that this very preliminary proposal from the Swangard Stadium Society involves increasing the seating capacity of Swangard Stadium from 5,000 to 8,000 - 10,000 seats. It has been suggested that this additional seating be constructed on the east side of Swangard Stadium. Following our meeting, it was agreed that Engineering, Environmental Health and Planning & Building Inspection would provide comments from their perspective to you regarding this proposal. The purpose of this memo is to provide you with our comments.

2.0 REVIEW

2.1 Context

Burnaby's Official Community Plan and the Parks & Recreation Master Plan recognizes the development of recreational facilities that meet neighbourhood, district and municipal and regional needs. Municipal and regional facilities are intended to serve Burnaby residents as well as residents in adjacent areas, in the case of regional facilities.

From the perspective of stadiums, Swangard Stadium is a facility that serves Burnaby residents as well as residents of the Region. Burnaby has, in the past, considered the implications of locating stadiums of different sizes in the Municipality. Present plans do not make provision for a major regional stadium in the Municipality. However, the plans for the Burnaby Lake Sports Complex area do make provision for a sports facility of up to 20,000 seats. The enlargement of Swangard to assume a more major regional role would in our opinion be inconsistent with the present framework. Notwithstanding this overriding consideration, the following assesses the expansion of Swangard against an additional number of more specific planning considerations.

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2.2 Metrotown

Metrotown is the designated and developing primary urban centre for Burnaby. At present, the population of Metrotown is approximately 17,500 persons with a projected population of 27,000 within 15,200 dwelling units by 2001. Commercial floorspace presently totals about 242,090 square metres (2,605,920 sq. ft.) and by 2001 is projected to reach 420,000 square metres (4.5 million sq. ft.)

Central Park is one of six major parks in Burnaby and plays a key role in the overall open space/pedestrian network for Metrotown. With the above growth that is projected for Metrotown, Central Park assumes an even greater role in providing for the future recreational and park needs of the area. Every effort must be made to protect the natural amenities and forested character of Central Park. Loss of the forested nature of the park to allow for the expansion of Swangard Stadium would in our view not be of direct benefit to Metrotown. Furthermore, it would detract from the livability of Metrotown and be contrary to the objectives of the town centre.

2.3 Neighbourhood

Discussions with City of Vancouver staff indicate that no changes to the single family residential nature of the area west of Swangard is proposed. Currently the street parking in this area is restricted to resident parking only. City staff have advised that even with these restrictions, they receive constant complaints from residents when events occur at Swangard. Given the impact on the neighbourhood of increased traffic and demand for parking, City staff are adverse to any proposal to enlarge Swangard that would compound these problems. They have further requested that because of the sensitivity of the matter they be given the opportunity to review the matter and to report to their Council if any further consideration is given to the possible expansion of Swangard.

The increase in demand for on-street parking as more particularly described in Section 2.5 will also have an impact on Burnaby's residential areas - particularly in the area north of Swangard, and to a somewhat lesser degree in the areas south and east of Central Park. Burnaby does not have a resident parking only regulation in these areas. Increased traffic on local streets and competition for parking within Burnaby's residential areas adjacent to Central Park can be expected from the proposed increase in size to Swangard.

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2.4 Burnaby Zoning Bylaw

For a stadium, the Burnaby Zoning Bylaw requires 1 parking space for every 10 seats. The requirements are therefore as follows:

- 10,000 seat stadium - 1,000 cars (approx. 10 acres required)
- 8,000 seat stadium - 800 cars (approx. 8 acres required)

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The potential impact of this is that with the loss of the present parking area east of the stadium to accommodate the extra seats, 146 parking spaces would be lost. Therefore, for the 10,000 seat stadium, 596 new parking spaces would be required in the park. This equates to a land requirement of approximately 6.0 acres.

2.5 Traffic

Attachment 1 outlines parking demand, existing off-street parking and parking usage as it pertains to an 8,000 and a 10,000 seat stadium.

If the available off-street parking remains at the current level, then the potential impacts are as follows:

- (i) With the current 5,000 seat stadium, the demand for 1,300 - 1,500 parking spaces is accommodated by approximately 850 off-street spaces and approximately 450 - 650 on-street spaces. Expansion of the stadium would increase the demand for on-street spaces to up to 1,250 - 1,650 for the 8,000 seat stadium and 1,750 - 2,150 for the 10,000 seat stadium. The impact of parking requirements on adjoining neighbourhoods would be 2 to 3 times the current situation.
- (ii) Under the 10,000 seat stadium option, up to 1,400 - 1,800 on-street parking spaces would be required in the area west of Boundary Road. Assuming 20 parking spaces available per block face, approximately 70 - 90 block faces could be affected in the City of Vancouver. This would be reduced to 45 - 65 block faces under the 8,000 seat stadium option. Given Vancouver's existing resident parking only policy and the problems they are already experiencing during Swangard events it is our view that these additional parking requirements would result in an untenable situation.
- (iii) The Central Park area is served by a number of major streets including Kingsway, Boundary Road and Imperial Street. Expansion of the stadium will increase traffic queuing in the area.

With the construction of parking in Central Park to meet bylaw requirements (i.e. 1,000 spaces) the potential impacts on neighbouring areas and on-street parking is still considerable. For the 8,000 seat option, 750 - 1,150 on-street spaces are required and for the 10,000 seat option, 900 - 1300 spaces would be required.

2.6 Environmental

Central Park is a significant part of Burnaby's park system and an important resource to the Municipality. Native forest is the dominant feature of the park; 150 acres of the 219 acre park are maintained as forest. Protection and enhancement of the forest is an overriding park management objective. The park also provides a variety of passive and active recreational opportunities on its periphery.

Native forest protected in an urban park and the accessibility of this forest to area residents is relatively rare in the Lower Mainland. Thus, the forested area of Central Park is of regional as well as municipal significance. Any development or modification of the park which encroaches on the forest will adversely affect this valuable natural resource.

Environmental Concerns

Potential environmental concerns related to the proposed expansion of Swangard Stadium from 5,000 to 8,000 - 10,000 seats fall into two categories:

- o environmental effects resulting from potential changes in land use; and
- o environmental effects resulting from increased pedestrian pressure on Central Park.

Land Use

It has been proposed that the 5,000 proposed new seats at the stadium would be built on the site of the existing parking lot on the east side of the stadium. Because the new seating would be located in an area that has already been altered from park land, the direct environmental effects of the new seating would be expected to be minimal.

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The elimination of an existing parking lot adjacent to the stadium will require new parking in the vicinity of the stadium. As previously outlined approximately 146 parking spaces requiring the use of about 6.0 acres of land will be needed to provide necessary parking for the expanded stadium. Environmental impacts would be related to the loss of park land for parking lot construction. Specific impacts could range from the displacement of forested land to the displacement of land presently used for active and passive recreational activities. It is our view that the replacement of these resources or activities by parking would be inconsistent with the park management objectives.

Pedestrian Pressure

Expansion of seating at the stadium would bring up to 5,000 additional people to Swangard Stadium during sports events. These people would be park users while coming and going from the stadium, and some might choose to arrive early or leave late in order to spend time in Central Park. The presence of up to 10,000 people in the park at selected times would result in increased user pressure on the park and related environmental impacts. These 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.

3.0 CONCLUSION

Swangard Stadium presently serves as a community based facility. It is our view that the increase of the Stadium to 10,000 seats would result in a regional facility where community use would be considerably diminished. This type of regional facility would be more appropriately located in the Burnaby Lake Sports Complex area. It is also our view that when assessing the implications of the proposed expansion against the objectives of the developing Metrotown area; and neighbourhood, traffic and environmental considerations, the expansion of Swangard is unacceptable to this department.


A.L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

BLS/jp

cc: Transportation Planner
Environmental Planner

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Attachment 1

SWANGARD STADIUM TRAFFIC STATISTICS

1. PARKING DEMAND

(i) 10,000 seat stadium

Additional 5,000 seats

at full stadium capacity travel demand should break down as follows:

5,000 additional trips

80 - 90% by private vehicle = 4,000 - 4,500 persons

10 - 20% by transit = 500 - 1,000 persons

at vehicle occupancy rate of 3 persons/vehicle

Additional parking demand for additional 5,000 seats = 1,300 - 1,500

TOTAL PARKING DEMAND = 2,600 - 3,000 spaces

(ii) 8,000 seat stadium

at full stadium capacity travel demand is calculated as follows:

3,000 additional trips

Same assumptions as above

Total required additional parking spaces = 800 - 1,000

TOTAL PARKING DEMAND = 2,100 - 2,500 spaces

2. AVAILABLE PARKING WITHIN BURNABY

a) off-street in Central Park = 550 spaces

b) off-street at BC Telephone = 300 spaces

c) on-street in Burnaby = 350 spaces

TOTAL = 1,200 available spaces

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3. PARKING USAGE

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(i) 10,000 seat stadium

Demand = 2,600 - 3,000 spaces
Available in Burnaby = 1,200 spaces
Difference = 1,400 - 1,800 spaces

(ii) 8,000 seat stadium

Demand = 2,100 - 2,500 spaces
Available in Burnaby - 1,200 spaces
Difference = 900 - 1,300 spaces