

CITY OF HAMILTON

PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Tourism Division

Report to: Mayor and Members Committee of the Whole	Submitted by: Tim McCabe General Manager Planning and Economic Development Department
Date: January 5, 2009	Prepared by: David Adames (905) 546-4132

**SUBJECT: International Event Opportunities – 2015 Pan Am Games Bid Update
(PED08091(b)) (City Wide)**

RECOMMENDATION:

- (a) That the following sport venues, in the following order of priority, be approved as Hamilton's formal requested venues to be submitted to the Ontario 2015 Pan Am Games Bid Corporation (BIDCO):
 - (i) Stadium
 - (ii) 50 metre (10 lanes) aquatics pool
 - (iii) Copps Coliseum
 - (iv) Permanent Velodrome

- (b) That the short list of potential stadium precincts, in no particular order of priority, be endorsed as follows:
 - (i) Precinct 1: West Harbourfront
 - (ii) Precinct 2: East-end Gateway: Confederation Park
 - (iii) Precinct 3: Downtown Hamilton
 - (iv) Precinct 4: Airport lands

- (c) That Council support staff continuing to investigate the details of the four (4) potential stadium precincts listed in recommendation (b) and report back to Committee of the Whole in February 2009 on the feasibility and vision of each location using a triple bottom line analysis.

Tim McCabe
General Manager
Planning and Economic Development Department

EXECUTIVE SUMMARY:

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The key purpose of this report is to obtain Council's input and direction on moving forward with Hamilton's sport venue request of the BIDCO and to update Council on the work undertaken to date with respect to venue locations. With Council's direction, staff will complete additional work on the venue plan, link the venues with the City's new Strategic Plan as well as other City priorities, review the financial implications and report back to Council in February, 2009.

At its meeting of April 8, 2008, Council approved Report PED08091, "International Event Opportunities". The Report provided, in principle, support for the City's participation in the Greater Golden Horseshoe 2015 Pan Am Games bid, the formation of a Community Advisory Committee and the creation of an internal staff committee. At its meeting of November 10, 2008, Council approved Report PED08091(a), "International Event Opportunities – 2015 Pan Am Games Bid Update". The Report authorized the secondment of staff to work on Hamilton's contribution to the bid and the appointment of Council representatives on the Hamilton Pan Am Games Bid Partnership Committee.

The Pan Am Games provides Hamilton with an opportunity to leverage senior levels of government funding to enhance, replace and/or build new sport and recreation facilities. In doing so, Hamilton can also address many other policy goals, including community renewal, economic development, tourism development, active living, enhancements to the public realm, transportation improvements as well as image and civic pride enhancements. In other words, Hamilton's participation in the 2015 Pan Am Games bid can achieve more than simply constructing a new stadium and pool. These new facilities must be viewed in the context of community renewal and their ability to leverage additional public and private investments.

In the summer of 2008, the BIDCO completed a business plan for the 2015 Games. The budget for the Games was earmarked at approximately \$1.8 billion to pay for capital and operating expenses associated with hosting the Games. As part of any international sport event hosted in Canada, there is a funding formula that involves the Federal, Provincial and municipal governments as well as private sector partners. The funding formula sees the Federal and Provincial governments provide 35% each toward the overall event budget, with municipalities and local private partners providing the remaining 30%. Discussions are underway about how the operating and capital costs will be shared and administered for the 2015 Pan American Games. Staff will provide an update to Council in the next report about the funding allocation. The number of sport venues and their locations will affect the costs of the facilities, both the upfront capital costs as well as their on-going operating costs.

To date, the Hamilton Pan Am Games Bid Partnership Committee and staff have positioned, for discussion purposes, Hamilton's sport venue interests with the BIDCO. In the spring and summer of 2008, staff submitted a list of sport venue possibilities for Hamilton to the BIDCO. That list comprised existing venues as well as possible new facilities. McMaster University also provided information about its athletic facilities. In the coming weeks, the BIDCO will confirm the full sport venue plan in preparation of completing the international bid book.

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As identified during Hamilton’s bids for the Commonwealth Games, (see Appendix A) as well as in reviews of facilities, there is a need to replace Ivor Wynne Stadium. Hamilton’s aquatic facilities are also in need of renewal. The Games provide an opportunity to use and showcase Copps Coliseum and to possibly build Canada’s only international calibre track cycling venue (velodrome).

Hamilton’s sport venue interests:

Venue	Sport Use for Pan Am Games	Sport Use post Games
New Stadium	Track and field	Football, Soccer, Rugby
New 50m pool	Training pool, swimming	Swimming
Copps Coliseum	Volleyball	
Velodrome	Track Cycling	Cycling, court sports

Following Council direction on this report, staff will undertake more detailed work on the financial implications for the City. The stadium is the largest budget item of Hamilton’s venue interests. As part of the financial report for Council, staff will assess financial contribution opportunities including the sale of the current Ivor Wynne Stadium site, donation of land value, City funding and partner(s)’ investments/contributions. For the aquatics pool, at the time of preparing this report, McMaster University is considering options to construct and contribute to the new 50m pool at the University’s campus, as part of the new David Braley Athletic Centre. Should McMaster University decide not to fund the pool, staff will present Council with options for locating the pool as part of a new recreation centre that addresses needs as outlined in the Recreation Division’s review of recreation facilities, “Use, Renovation and Replacement Study of Hamilton Recreation and Public-Use Facilities” Report (ECS07068). The National Cycling Centre Hamilton is completing a feasibility study for a permanent velodrome and staff need to review venue specifications and financials to report to Council on potential cost implications.

BACKGROUND:

Sport Venues:

Should Canada’s bid for the 2015 Pan Am Games be successful, there will be over 30 sports played at more than 16 venues across Southern Ontario. In preparation of those Games, there will be three to four major new venues constructed in addition to smaller facilities. One showpiece venue will be a stadium that will house track and field and a second venue, should the decision be made to build a permanent facility, will be a velodrome. The other significant facilities will be an aquatic centre and a high-performance sport institute.

New Stadium:

A new stadium in Hamilton would be used for track and field during the Pan Am Games. Track and field is one of the premier events for the Games and would attract athletes from virtually all participating countries. Planning for a stadium needs to incorporate consideration of both Games use and post-Games use of the stadium, which can

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present very different needs. For example, planning for Games use would entail meeting the requirements of the Pan American Sport Organization (PASO) and the Games Organizing Committee, including security considerations for an international sport event, athlete zones as well as media and spectator access. Post-Games use of the stadium would need to align with City goals as well as addressing Provincial and national sport and recreation agendas. This planning would entail multiple purposes, ranging from community recreational uses to competitive sport to entertainment uses. Sport uses would include track and field, football, soccer and rugby. The stadium would also provide the best track and field venue in Eastern Canada. The stadium would provide a new home to the Hamilton Tiger-Cats and would create new opportunities to host Provincial, national and international sport events, including the Grey Cup game.

As one of the most important Games venues, the stadium would have a primary role in shaping the image of the City that is broadcast to the world and the impression made by the City on those attending the Games. The impact of broadcasting will be felt not only during the Games but also afterwards as the stadium is used for events well into the future. Therefore the quality of the stadium as a facility is a significant consideration. However, an even greater symbolic impact could be achieved if the construction of the stadium itself were part of a larger story about the transformation of Hamilton.

A stadium worthy of hosting track and field for the Pan Am Games, as well as one that makes sense as a legacy to Hamilton and Southern Ontario would entail the following key features:

- 24,000-27,000 permanent seats
- Scaleable seating for possible additional temporary seats
- 400m track
- adjoining 400m warm up track
- media facilities
- possible new home for the Canadian Football Hall of Fame and Museum
- Adequate staging space (for events)
- Retail space
- Training facilities

As part of the planning process for the stadium, staff has re-visited the work that was undertaken in 2003 and 2005 for Hamilton's previous bids for the Commonwealth Games. That work included the development of evaluation criteria to assess possible precincts for a new stadium and review of 20 possible sites. In 2003, Council, through Report CM03015, "City of Hamilton Support for the 2010 Commonwealth Games Bid" received and approved the report entitled, "Hamilton 2010 Commonwealth Games Stadium Land Use Review, Final Report", attached as Appendix "A". That report provided rationale for a short-list of three preferred precincts for a new stadium. In order of priority, the sites were:

- (i) Precinct 1: West Harbourfront
- (ii) Precinct 2: East End Gateway – Confederation Park

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- (iii) Precinct 3: Greenfield Precinct – Nash Neighbourhood/East Stoney Creek Mountain

Urban Strategies Inc. worked with staff in 2003 on the initial review and has been re-engaged to update the 2003 report. Key changes and opportunities that have arisen since the Commonwealth Games bids include Provincial initiatives such as Places to Grow, Metrolinx and Active 2010 as well as new transport infrastructure including the opening of the Red Hill Parkway. These policies, along with consideration of the City's new Strategic Plan and the development of the new Official Plan will be taken into account in preparation of the next report to Council.

The report provides an updated evaluation criteria and short-listed possible precincts for the stadium. The evaluation criteria include:

- Size: stadium size and required footprint for a new stadium
- Land-use compatibility: between the stadium and surrounding area
- Consistency with Provincial and Municipal Planning Policy
- Legacy to the City of Hamilton and symbolic value: for sports and entertainment and associated programs
- Clustering Potential: potential to site the stadium, velodrome, and pool in close proximity
- Regeneration Impact: for the surrounding area
- Servicing: water, sewer, communications
- Accessibility: access by multiple modes of transport; provision of parking
- Private Financing Potential – potential to attract partnerships
- Risk and Complexity: for developing stadium on a particular location
- Cost: site implications on cost
- Overall feasibility

Based on initial work, and the revised evaluation criteria, staff is recommending the following four precincts for Council's consideration as possible stadium sites. For the purposes of the bid process, the City will be required to choose one preferred site for submission to the BIDCO for inclusion in the international bid book. However, these sites are being recommended with the full understanding that the final selection of a stadium site will only follow the award of the 2015 Pan American Games and that a full and thorough public consultation process and more detailed analytical work would be undertaken on Council's approved site. This approach is consistent with complying with the Government of Canada's hosting policy for International Sport Events. This policy requires an Environmental Assessment Plan that includes public consultation for any sport venues used as part of an international sport event. The four suggested precincts, in no particular priority order are:

- (i) Precinct 1: West Harbourfront
(ii) Precinct 2: East-end Gateway: Confederation Park
(iii) Precinct 3: Downtown Hamilton
(iv) Precinct 4: Airport lands

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A New Future for Ivor Wynne Stadium Precinct:

Report CM03015 provided a rationale for constructing a new stadium and not upgrading Ivor Wynne Stadium. The construction of a new stadium provides a unique community development opportunity to re-purpose and re-design the Ivor Wynne Stadium precinct. The public school board is constructing a new Prince of Wales school at the corner of Cannon Street and Melrose Avenue; the precinct is on the route for the proposed east-west "B-line" for the City's Metrolinx plan; and the footprint of the Ivor Wynne block provides an exciting opportunity for the City to plan a new development that includes open space and recreational amenities. The development will also provide the City with revenues and tax assessment to off-set the costs of new sport venues related to the Pan Am Games.

New 50 metre pool:

Aquatics is a significant part of the Pan American Games. A new major aquatic centre will be constructed to host the Games. In addition, a number of associated pools, including 50m competitive pools will be constructed in Southern Ontario. Today, there is a lack of quality aquatic facilities in Southern Ontario. The Games provide an opportunity to rectify that situation. Hamilton has a rich tradition in aquatics, and similar to other municipalities, does not have a 50m pool. As well, a number of the City's pools require substantial capital repair in the short-term, while some areas of the City have been identified as being under-served by pools.

The BIDCO has earmarked a 50m pool for Hamilton, to be used for training during the Games. McMaster University is assessing building the pool as part of the new David Braley Athletic Centre on the University campus. This would link athletics, high performance sport, rehabilitation as well as community recreation use. If the pool were located at the University, a community access agreement would be put in place to ensure community use of the facility.

Should McMaster University not pursue the 50m pool, staff is recommending that options, including potential locations, be brought back to Council for construction of a 50m pool facility in the city. The facility would address both community recreation uses as well as competitive aquatics and sport tourism opportunities.

Use of Copps Coliseum:

Staff has recommended that Copps Coliseum be used during the Games as the venue for court volleyball, becoming the focal point for one of the key Pan Am Games sports. Volleyball has an avid following by spectators and will draw well for television and on-line viewers. Although no capital dollars have been budgeted for volleyball at Copps by BIDCO, there will be substantial operating funds provided through the Games budget for the venue, particularly to meet venue fit-out requirements.

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New Permanent Velodrome:

The BIDCO is contemplating whether to construct a permanent velodrome or a temporary facility for the Games. There is a substantial cost differential between the options. However, only a permanent velodrome would provide a sport legacy. No final determination has yet been made on the location of the velodrome as well.

Prior to the bid for the Pan Am Games, the National Cycling Centre Hamilton began the process of creating a feasibility study for a permanent, international-calibre velodrome. The Centre would like to build the velodrome in Hamilton. There are several reasons cited by the Centre for this: Hamilton's cycling legacy from hosting the Road World Cycling Championships in 2003; the City's cycling tradition; the Centre's connection with the University; and the Centre being located in Hamilton. The Centre is finalizing a feasibility study now, having engaged some of the best consultants in the world for velodromes. Staff need time to review the final feasibility study to report back to Council on the venue and its opportunities and implications for the City.

Recognizing that there is no international calibre velodrome in Canada at this time and the importance of conceiving a velodrome for both high-performance sport and community recreation use, the Centre is developing a velodrome based on best practices from velodromes in the United States, Australia and Britain. In particular, the velodrome built in Manchester for the 2002 Commonwealth Games has been identified as a facility that has provided a national legacy for Britain (British track cyclists now dominate track cycling internationally because of the training at the venue) and a community legacy for Manchester for health and wellness.

Pan Am Games:

The Pan Am Games is a multi-sport event for countries in the Americas, and is held every four years. The Pan American Sports Organization (PASO) is the international governing body for the Games, and represents 42 National Olympic Committees of the Americas. The last Pan Am Games was held in 2007 in Rio de Janeiro, Brazil, in which 5,634 athletes competed in 38 sports during 332 events and at 16 venues. The next Games will be held in Guadalajara, Mexico in 2011. The last North American city to host the Games was Winnipeg in 1999. Current known bidders for the 2015 Games are: Lima, Peru and Bogota, Columbia.

Province of Ontario:

The Province has taken a leadership role in coordinating the Golden Horseshoe Pan Am Games Bid. This effort has included forming a Pan Am Games Bid Secretariat, paying for the costs of the bid, committing \$621 million toward the Games budget and assuming responsibility as guarantor for any Games' deficit. One of the key questions that remains is what the cost implications will be for Golden Horseshoe municipalities involved in hosting the Games, should the bid be successful.

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Hamilton's connection to multi-sport Games:

Hamilton was the first Canadian city to experience the legacy of a multi-sport international games. As the host of the inaugural British Empire Games (now the Commonwealth Games) in 1930, Hamilton built a number of new sport facilities. Those included what is now Jimmy Thompson Memorial Pool and Ivor Wynne Stadium. Hamilton has also invested in recent bids for the Commonwealth Games and previous bids in the 1970s and 1980s for events such as the Pan Am Games.

What are the benefits from bidding and hosting international events?

There are a variety of benefits that municipalities can realize from bidding and hosting international sport events, including:

- Image and profile enhancement: events can raise a city's profile domestically and internationally and expose the city and its assets to a global audience. For Manchester, England, hosting the 2002 Commonwealth Games changed its image both nationally and internationally.
- Leveraging investment: events attract funding only available as part of an international sport event from senior levels of government and the private sector that leverage a city's own contribution.
- New facilities: events result in new facilities being constructed and these facilities, when planned properly, remain as viable legacies for the host community.
- International ties: events have natural linkages with international communities.
- Urban regeneration: events can bring focus to urban development plans and fast-track development while linking to broader plans (ex. Regional transportation plans, land-use plans, and regional economic development).
- Tourism development: hosting events offers an opportunity to welcome visitors and showcase a city, while opening up tourism development opportunities (ex. New airline routes, attraction growth, sport tourism and cultural tourism development).
- Healthy lifestyles and sport development: sport events can showcase sport and recreation as key components of healthy and active living.
- Community engagement and civic pride: events offer job and volunteer opportunities for local residents.
- Economic and cultural impacts: events have direct economic impact that results from pre-event construction and use of facilities, event spending and visitor spending in the community as well as cultural impacts such as exchanges, cultural exhibitions and special events.

ANALYSIS/RATIONALE:

Pan Am Games:

The 2015 Pan Am Games bid provides Hamilton with an opportunity to be part of a larger bid for an international, multi-sport event, in which the City can share both risks and rewards with neighbouring municipalities, the private sector, the Canadian Olympic Committee, the Province and the Federal government. This bid scenario is a unique

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situation in that previous bids in Canada have typically been launched by one municipality, albeit with some support from other cities (ex. Hamilton's bids for the 2010 and 2014 Commonwealth Games and Toronto's bid for the 2008 Olympic Summer Games).

The Province has made the bid a high policy priority. This effort has included establishing a Secretariat, headed by former Premier David Peterson and led by Jagoda Pike. The Province has also committed to funding the bid costs and contributing significantly to the Games costs, including providing the deficit guarantee.

The Canadian Olympic Committee (COC), the rights-holder for the Pan American Games in Canada, has also invested itself in the effort to pursue the Games. Hosting the Games links with the COC's sport development agenda, particularly for summer sports. Being associated with these Games and the COC will enable Hamilton to build a strong working relationship with the COC that will establish Hamilton as a host city for other national and international events using new facilities in the City leading up to and after the 2015 Games.

One of the reasons that Hamilton bid for the 2010 and 2014 Commonwealth Games was to renew its aging sport and recreation facilities. A Pan Am Games would offer Hamilton the opportunity to develop new facilities and refurbish existing venues. It is well documented that Ivor Wynne Stadium is in need of major capital expenditures in the next few years and could be replaced as part of a Games bid. A new stadium could be used to revitalize a brownfield site or other underdeveloped precinct in the City and act as a catalyst to develop a centre of excellence in one or more sports while at the same time providing renewed recreation space for local residents. The Games could bring funds to help revitalize Copps Coliseum and provide an opportunity to showcase other sport venues in Hamilton such as the new sport facilities at McMaster University's David Braley Athletic Centre and Ronald V. Joyce Stadium.

Bidding for the Pan Am Games supports the objectives of Tourism Hamilton's Sport Tourism Action Plan and the City's Strategic Plan. Securing an event on the scale of a Pan Am Games will enable Hamilton to pursue other events both leading up to and after the Games. New and refurbished facilities will attract events, providing tangible tourism and economic impacts from competitors and spectators. Tourism Hamilton's staff also has experience with international bids and hosting that can be used to facilitate a Pan Am Games bid.

Being part of hosting an international event and constructing new sport facilities will build partnerships, enhance Hamilton's image and further develop Hamilton's quality of life quotient. Moving forward, "quality of life" attributes of a city will increase in importance as a competitive advantage for economic development in North America. New sport facilities and the prestige of being part of hosting an international event will help position Hamilton as a city of choice for existing and new businesses, providing a quality of life and supporting healthy living for current residents and potential new residents.

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ALTERNATIVES FOR CONSIDERATION:

Option A:

Council could approve submitting fewer venue requests to the BIDCO. There are four venues recommended in this report: stadium, 50 metre pool, Copps Coliseum and velodrome. Council could direct staff to narrow the follow up work for the next report and focus on one, two or three venues. As part of the follow up report, anticipated for February, 2009, Council would then approve the final venue request list.

Should the stadium be chosen as one of the facilities not to pursue, there are significant implications associated with that decision. The City's existing stadium, Ivor Wynne Stadium, is past its natural usefulness and is in need of substantial upgrades. Funding upgrades to the existing stadium, as outlined in Report CM03015, would be an ineffective use of scarce capital dollars. Funding a new stadium, outside of a partnership-based Games model, would prove to be difficult and may result in the City funding 100% of a new stadium. In addition, should Council decide not to pursue a stadium, another municipality will most certainly pursue the opportunity.

Option B:

Council could approve a smaller list of options at this time for stadium site precincts, to narrow the scope of work for follow up. This report recommends four short-listed precincts. These precincts are: West Harbourfront, Confederation Park, Downtown Hamilton and Airport lands.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial:

Current planning/bid phase:

Council, through Report PED08091(a), "International Event Opportunities – 2015 Pan Am Games Bid Update" approved \$225,000 to fund seconded staff and associated overhead to prepare the required planning documents for Council's consideration.

Future Games phase:

Staff will report back to Council on the financial implications of the venue plan in February 2009. The intention of this report is to obtain Council input and direction on the venue plan which will affect financial implications. Based on the current funding formula proposal, the City and local partners would be required to contribute to the capital costs associated with sport facilities. The City would become the owners of any new sport facilities constructed in Hamilton, with the exception being any facility(ies) built at post-secondary institutions.

Staff has started the process of examining funding implications and long-term cost implications for the facilities in anticipation of preparing a full report for Council's

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consideration. Some of the funding options that staff will bring forward will include: the sale proceeds from the sale of Ivor Wynne stadium precinct, private sector investment and capital budget contributions.

Staffing: Council authorized Tourism Hamilton to lead the City's participation in the Pan Am Games bid through Report PED08091, "International Event Opportunities". Council authorized the secondment of staff through Report PED08091(a), "International Event Opportunities – 2015 Pan Am Games Bid Update.

Legal: N/A

POLICIES AFFECTING PROPOSAL:

Government of Canada Hosting Policy for International Sport Events

RELEVANT CONSULTATION:

Internal:

Planning and Economic Development
Corporate Services, Budgets and Finance Division
Community Services, Recreation Division
Public Works

External:

Province of Ontario, Ministry of Health Promotion, Pan Am Games Secretariat
Hamilton Pan Am Games Bid Partnership Committee

CITY STRATEGIC COMMITMENT:

By evaluating the "**Triple Bottom Line**", (community, environment, economic implications) we can make choices that create value across all three bottom lines, moving us closer to our vision for a sustainable community, and Provincial interests.

The Pan Am Games is identified in the City's Strategic Plan, specifically Focus Area 4, Growing Our Economy, and Desired End Result 4.8.3, "Participate in Golden Horseshoe Bid for the 2015 Pan Am Games".

Community Well-Being is enhanced. Yes No

Community Impact:

In terms of community impact, there is an opportunity in event bids and in hosting events, of transforming the City's consultation processes, making them more inclusive and accessible to youth, seniors, women, lower income persons and persons with disabilities in Hamilton. Community consultation will ensure that the legacy from events respond to the needs of these communities, both as a result of accessible community

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facilities being made available to serve the needs of these communities, and through creating a connection to the City of Hamilton addressing inclusion and participation. Specific programs will be in place to encourage participation from these communities as employees, volunteers, members of boards and committees, and as spectators. Models will be created for community engagement of and for making major events accessible for persons with disabilities, seniors, youth, persons with low incomes and women, which will be a model the City can follow for future programs and events.

Cultural Impact:

In addition to celebrating the cultural diversity of Hamilton in the various festivals and events that will be planned, major events provide an opportunity to connect with the Aboriginal community, racialized communities and newcomers through new approaches. Members of these communities will be invited to participate in being members on the events' committees, and in participation in various ways, following consultation with these communities. Community consultation will take place to identify ideas for the Games and the ways they would like to participate. In addition to being involved in planning for the games, consultation and engagement will identify community needs to be addressed through the legacy of the events, and programs will encourage involvement of members of these communities in possible business opportunities, and as employees, volunteers, and spectators. Models will be created for community engagement of and for inclusive decision-making with members of the Aboriginal community, of racialized communities and for newcomers.

Events create an opportunity to bring more diverse community groups together and to establish healthy relationships for ongoing community collaboration. They will enhance the contribution that members of the Aboriginal community, racialized communities and newcomers can make to our City through changing the way we encourage participation of these community members. The City will be transformed by eliminating barriers to the full participation of our diverse community members in all aspects of our community.

Environmental Well-Being is enhanced. Yes No

Remediation of brownfields would be a key part of the events' facility development plans. As part of any potential international bid preparations, an environmental assessment study would be completed.

Economic Well-Being is enhanced. Yes No

Investment in Hamilton is enhanced and supported. International events provide substantial economic impact to Hamilton and the Province. Events also offer the City the chance to create national and international ties, for cultural and economic exchanges. Events will also be a catalyst for advancing the tourism strategy for Hamilton. New jobs will be created in a number of sectors, both short and long-term.

Does the option you are recommending create value across all three bottom lines?
 Yes No

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Do the options you are recommending make Hamilton a City of choice for high performance public servants? Yes No

DA:mw

Attach. (1)

Hamilton 2010 Commonwealth Games Stadium Land Use Review

Final Report

April 2003

Prepared by:



URBAN STRATEGIES INC.

Urban Strategies Inc.

Introduction

The City of Hamilton is currently one of the final two cities bidding to host the 2010 Commonwealth Games. If the Games are awarded to Hamilton, it will require the investment of millions of dollars to provide the facilities and services which an event of this scale requires. One of the most expensive and publicly visible of such facilities is the main Commonwealth Games stadium, which would likely host the opening and closing ceremonies as well as events such as athletics or soccer. This report presents the results of a land use review process which has been conducted with respect to the Commonwealth Games stadium.

For the Games to be held in Hamilton, the City faces a basic choice about this stadium. The first option, and the one which was presented as a part of Hamilton's domestic bid book, is to renovate and expand Ivor Wynne Stadium to serve the Commonwealth Games. The second option would be to construct a new stadium designed specifically for the Games. Ivor Wynne Stadium has the apparent advantage of being an existing facility. However, Ivor Wynne Stadium would require substantial investment in order to be usable for the Games. Initially it was estimated that this renovation would cost \$75 million, but subsequent analysis has revealed that even this amount would not be enough to bring the facility up to the standard required for the Commonwealth Games. Given this cost, and also given the other negative attributes of Ivor Wynne Stadium (such as limited parking and accessibility and the close proximity of the surrounding neighbourhood), the idea of building a new stadium is much more attractive. Indeed, electing to renovate Ivor Wynne Stadium (even if it were technically and financially feasible) could mean that the City forgoes many of the other benefits which the construction of a new stadium could confer to the community.

The purpose of this report is to answer the following basic question – if a new stadium were to be constructed for the Commonwealth Games, where should this stadium be located? The evaluation team has followed a methodical process over the previous two months to determine the best options available to the City for the location of a new stadium. This report examines some precedents and key principles which should guide the location of a stadium, describes the evaluation process, discusses the relative advantages of a short list of potential stadium sites and concludes by recommending three specific precincts within which viable stadium sites could be located for Council to consider. This report does not mark the end of the site selection process. Rather, this report presents the community with some reasoned choices for discussion. Furthermore, if Hamilton were to be awarded the 2010 Games in November of this year, the City would launch another, much more detailed site analysis process which would be open to full public consultation. Only then would the final stadium site be selected.

The Significance of a Stadium for Hamilton

In thinking about the possibility of a new stadium, it is critical that the City focus on projecting a positive image to the rest of the world. As one of the most important Games venues, the main stadium would have a primary role in shaping the image of the City that is broadcast to the world and the impression made by the City on those attending the Games. The stadium must also meet the highest international standards as a venue for athletic competition. Therefore, the quality of the stadium as a facility is a significant consideration.

The stadium has an even greater significance for Hamilton, however, if the construction of the stadium itself is thought of as one out of many strategic initiatives which strive to transform the City of Hamilton into a more economically vibrant and imageable city. Hamilton could use the Commonwealth Games to mark a turning point in the community's history, and if properly located and planned, a new stadium could serve as a catalytic investment to kick-start this revitalization process. Therefore, it is essential that a new stadium be thought of as more than simply a sporting facility, but also as a keystone in a broader strategy to secure a better future for Hamilton and its residents. Finally, the consideration of a new stadium must look well beyond the 2010 Games. The legacy of the stadium and the Games to the City will persist well beyond the Games themselves, so any evaluation process must consider how a new stadium would fit with the 2010 Games but also with the community in the years following the Games.

Manchester, England – An Important Precedent

It is worth considering what the City of Manchester, England was able to achieve when it hosted the 2002 Commonwealth Games. Those Games were a great success, achieving ticket sales and economic benefits comparable to an Olympic Games, substantially "raising the bar" above the achievements of previous Commonwealth Games. In addition to the Games themselves, however, Manchester put the event at the core of a much broader strategy to repair and revitalize substantial portions of the city. Detailed studies following the Manchester Games found that among the direct and indirect economic benefits of the Games to city were the following:

- job creation
- enhancements in the public realm (streets, squares, open spaces, etc.)
- clean up of contaminated properties
- transportation and other infrastructure improvements
- the creation of new economic opportunities for local businesses
- enhancement of civic pride and involvement in the community
- raising the international profile of the city

The new stadium which was built in Manchester to serve the Commonwealth Games was an outstanding facility during the event, and will now be put to use as the home field of the Premier League Manchester City Football Club. But in addition to this use, the stadium is also being made available to the community to use for no fewer than 100 days every year. The stadium is actually only a part of the “SportCity” that was created – a 146 acre site encompassing a number of different athletic facilities – which will serve as one of the key centres for high level sports training in the United Kingdom. Securing this sports legacy was a key goal in Manchester. Beyond the sports legacy, it is also important to note that the entire SportCity site was one of the most contaminated, difficult to develop precincts on the east side of the city. Achieving the clean up and regeneration of that precinct was also a core goal of the Games concept, and has been a remarkable success. The key in Manchester, therefore, was to build a top-quality facility for the Games, but also to use the Games to improve the city.

The Land Use Review Process

If Hamilton is, in fact, given the honour of hosting the Games, a whole host of critical decisions will have to be made to make the Games a success. One of these decisions will be whether or not to go ahead with the construction of a new stadium to serve the Commonwealth Games. If the City elects to build a new stadium, the next obvious question is where that stadium should go. The answer to that question will have a profound impact on the benefits the City is able to achieve by building the stadium. In fact, it may well be the case that the location which provides the greatest long term benefits to the City presents a greater degree of complexity and cost in the short term. There are some broad categories of potential sites which the City could consider for a new stadium. These might include:

- waterfront sites – sites on or near the harbour or Lake Ontario
- downtown sites – sites in close proximity to the downtown
- brownfield sites – sites with environmental contamination
- greenfield sites – sites on undeveloped land, likely in the suburbs

Because of their general characteristics, each of these categories of sites have certain attributes which could make them attractive as potential locations for a new stadium. For instance, a greenfield site would likely be the least complex to develop since there are no existing uses to compete with and there would be plenty of room to “fit” a new stadium. However, a greenfield site would also likely be the most expensive to provide services to and would be the least likely to achieve the many other collateral benefits described in this report. By contrast, brownfield sites can be very complex to develop but offer tremendous opportunities to enhance parts of the city which need help the most and to maximize the collateral benefits. It is often only an initiative of the scale of a new stadium that allows major brownfields to be successfully redeveloped.

This current evaluation study began in February 2003. Members of the project team, including City staff, began to brainstorm to identify sites that fit into the categories noted above and which had certain characteristics which might make them suitable for a new stadium. For the purposes of this study, it was assumed that a new stadium was in fact going to be built. The renovation of Ivor Wynne Stadium was not directly considered. The initial work of the team resulted in a “long list” of approximately 20 sites in the City of Hamilton with the potential to accommodate a new stadium. A list of key principles and evaluation criteria were also discussed and agreed upon at this point. On the basis of these principles and criteria, several sites from the initial list of potential sites were eliminated from consideration. As a result, a short list of eight potential sites or “precincts” was selected.

This short list of sites and the key criteria used to arrive at them was included in a City staff report (CM03006/PD03068) dated March 7, 2003. These sites and criteria are discussed at greater length in this report. City Council approved this short list of sites for more thorough evaluation and also endorsed the key criteria and principles which the report had identified. The eight precincts noted in this report were:

- Pier 8
- West Harbourfront Precinct
- Bayfront Precinct
- East End Gateway
- Downtown Precinct
- Airport Precinct
- West End Gateway
- Greenfield Precincts

The map which accompanied the March staff report indicated the approximate boundaries of those precincts. These precincts were not identified more specifically because of the need to maintain the confidentiality of Council’s opinions on a property matter. Subsequent to Council’s endorsement of that report, this study has continued by looking at these eight precincts in greater detail, and this report summarizes the results of that work. In spite of this work, it should still be noted that the conclusions drawn here are based on a certain level of generality. Detailed feasibility studies would be required to construct a new stadium in any location, but such studies (which would include a significant public consultation component) would only take place following the award of the Games to the City of Hamilton.

Evaluation Criteria

The identification of a new stadium site is a process of elimination. Once a list of potential sites is identified, agreed upon principles and criteria should be used to

assess the suitability of different sites and to eliminate unsuitable sites from further consideration. The use of these criteria quickly allows the best sites to rise to the top of the list of potential sites. However, these criteria also rely on qualitative information and careful judgement. Therefore, the final determination of a new stadium site will require debate, the weighing of options, and a selection among alternatives with different costs and benefits. The key criteria which have been used in the course of this study are based on the project team's expertise in land use planning, familiarity with other stadiums and similar facilities, and understanding of Hamilton's local context. These criteria are:

- size – the size of the property and the fit of a new stadium
- land use compatibility – the compatibility of the stadium with the surrounding area
- legacy to the city – the legacy of a new sports and entertainment facility and associated programs
- symbolic value – the value to the city of the symbolic image of an iconic building
- regeneration impact – the regeneration impact on an area of a major new development
- servicing – the ability to provide the necessary services (water, sewer, communications, etc.)
- accessibility – the ease of access by transit, car, foot and the provision of parking
- risk and complexity – the risk and complexity of developing a stadium at that location

There are some basic principles which should be followed in the application of these criteria. For example, a stadium location should generally be chosen to minimize the degree of conflict with surrounding land uses, particularly existing residential areas. Ideally, the stadium location chosen would have a great symbolic significance in the city and would leave the best possible legacy of investment in the years following the Commonwealth Games.

Complexity & Risk

Various potential sites present greater or lesser degrees of complexity in developing them. However, there may be advantages to selecting a more complex site if the benefits conferred by that site to the City are correspondingly greater than the alternatives. Part of this complexity could stem from the ownership of the land in public or private hands, the degree of environmental contamination of the site or the amount of demolition and reconstruction required by the stadium development. It is worth noting that because of their substantial cost and scale, stadiums can present a unique opportunity to remediate a contaminated property or resolve long standing land use conflicts.

Functionality

The stadium location should offer a high degree of functionality, both for the users of the stadium (athletes, media, etc.) and spectators. In other words, it should be reasonably easy to get to, have adequate servicing, and so on. For example, because access to the stadium by all modes of transportation is a desirable objective, the stadium can be used as a catalyst for enhancements to the community's transportation systems, including roads, bus networks or other transit improvements such as light rail lines. In addition to the stadium itself, the facilities built or enhanced to serve the Commonwealth Games can and should be used to meet other needs in the community, such as the provision of affordable housing, community meeting places, or new facilities to serve the athletic and recreational needs of individuals and groups who may be underserved by existing facilities.

Long-term Use

The long term use of a new stadium should be considered in addition to its suitability as a venue for the Commonwealth Games. It is expected that the Hamilton Tiger Cats football team will make use of the new stadium if one were to be built. However, this would not provide a high degree of use of the facility throughout the year. Therefore, other potential uses for the stadium must be sought out and the location of the stadium should be carefully chosen to maximize the potential use of the facility *after* the Commonwealth Games have been held. An obvious post-Games use would be by other athletic users who could benefit from training or playing in a top quality facility. Another, less obvious, long term use of the stadium would be as a venue for community events and celebrations, concerts, and similar events. Whatever the post-Games program chosen for the stadium, the economic costs and benefits of the stadium should be evaluated by the City carefully and strategically.

Catalytic Impact

The stadium can serve as a catalyst for additional development in the surrounding area. The investments made in infrastructure and the public realm to benefit the stadium also enhance the development potential of properties in the surrounding area. If the development of the stadium involves the cleanup of environmental contamination, these spin-off benefits are even greater. Indeed, Hamilton could use the Commonwealth Games as an initiative to clean up even more land than is strictly required for a new stadium, thereby opening up the opportunities to additional development even further. For instance, cleaning up the Barton/Tiffany industrial precinct for the Commonwealth Games could also help to unlock the City's waterfront by virtue of that precinct's current condition and extraordinary location between the downtown and the bay.

Beneficial Effects

There are a number of land uses which are potentially compatible with a stadium, including commercial, entertainment, or even residential uses. These could be developed in concert with the new stadium. Other benefits of a new stadium could include the provision of parking in a location where it is required, or improvements to the City's open space system. Mixed use development in the neighbourhood of a stadium can serve to animate the area and allow it to function as a regular part of the city, rather than simply as an event precinct that is devoid of activity except when the stadium is in use. This additional development again underlines the fact that the legacy of the Games to the City of Hamilton can be much greater than simply the construction of a new stadium.

Minimizing Neighbourhood Impacts

Clearly, any stadium has some negative impacts on the surrounding area, no matter where it is located or how well designed it is. Stadiums can be difficult neighbours within an urban context. By definition, stadiums bring crowds and traffic to an area, and can create noise while an event is on-going. The fact remains however, that many of these impacts are very occasional in nature and can be mitigated through good planning and design. Decision makers in Hamilton should simply remain aware of the impacts that a stadium can have on a neighbourhood, be sensitive to those concerns, and select a prospective location which maximizes the benefits to the City as a whole while minimizing the detrimental impacts of the stadium on the immediate area.

Stadium Requirements

Regardless of the site chosen for a new stadium, there are certain minimum requirements which the stadium would have to meet. These requirements, which affect the design parameters for the stadium and its site, include:

- from 25,000 to 27,000 permanent seats
- approximately 42,000 total seats during the Commonwealth Games
- if athletics is to be held at the stadium, room for a full-size track within the stadium and space for a full-size warm-up track adjacent to the stadium
- segregated areas of access for athletes, officials and media, and spectators
- the ability to establish a secure perimeter.

These features would characterize the stadium no matter which location was ultimately chosen.

Evaluation of the Potential Stadium Sites

Given this understanding of the key criteria and principles which should be applied to the evaluation of potential stadium sites, this section of the report turns to the list of eight specific precincts in the City of Hamilton and applies those criteria to each of the sites in turn. The report then concludes by recommending the best three sites on this list for a new stadium for the consideration of Council. The ultimate selection of a single stadium site would only occur following the award of the Games to the City of Hamilton and would be the responsibility of City Council in consultation with members of the public and the Hamilton 2010 Commonwealth Games Bid Corporation.

Pier 8

Pier 8 is located on the City of Hamilton's waterfront around the northern end of James Street. An 8.1-acre portion of the Pier 8 site is to be developed for the Canadian Marine Discovery Centre, a project sponsored by the Federal government. The land here is in public ownership.

As a part of the City's West Harbour Planning Area Study, Urban Strategies has conducted a detailed analysis of the feasibility of locating a new stadium on Pier 8. This analysis revealed that Pier 8 was not suitable as a stadium site because the property was too small – not only would the stadium footprint not fit, but there would not be enough room to fit the other functions required in addition to the stadium itself such as parking or crowd space.

The existing water servicing at Pier 8 is inadequate to serve a new stadium and would require a substantial degree of upgrading. The location of the site at the periphery of the existing waterworks system complicates the upgrading of water services to this site. Sanitary and storm sewer capacity is also limited given the location of the site below the level of the existing system.

Access to the Pier 8 site is less than optimal. Significant expansions of the streets leading to Pier 8 would be required in order to provide access to a stadium – something which runs counter to most of the City's current planning objectives for the area. On the other hand, the location of Pier 8 is relatively close to the downtown area and the other Commonwealth Games venues. The waterfront location is an appealing and highly symbolic feature.

The City is currently conducting an environmental assessment and planning process for this part of the City's waterfront. Although the process is not complete yet, what is clear is that constructing a stadium on Pier 8 would have a very high "opportunity cost." In other words, development on Pier 8 would have many more benefits for the City if it included uses other than a stadium, uses which would bring more residents, more activity and enhanced public access to a precious piece of the city's waterfront. The regeneration of Pier 8 is likely, even

without the construction of a new stadium. The legacy to the City of redeveloping Pier 8 for a stadium would therefore represent a lost opportunity.

West Harbourfront Precinct

The West Harbourfront Precinct is centred on the industrial lands at the west end of Barton Street, between North Queen Street and Tiffany Street. Land ownership is generally private, although there are some significant parcels owned by the City which could greatly facilitate the redevelopment of the area. Preliminary studies by the project team indicate that it would be possible to fit a stadium in this location, although it would require the reconfiguration of some of the streets and blocks in the area.

Although there are existing residential uses in the area, the land use conflicts presented by a new stadium are relatively low – especially in comparison with the existing industrial land uses in the area. Indeed, developing a stadium in this location offers an outstanding opportunity to the City of Hamilton to remove the lingering industrial uses which blight the neighbourhood and use a new stadium to spur the revitalization of the area and to establish new connections between the City and the nearby waterfront.

It is suspected that there is some degree of environmental contamination through much of this area. However, this contamination is unlikely to be cleaned up without significant public investment. A new stadium would present just such an opportunity, and could tell a powerful symbolic story about the transformation of the City through the Games.

The existing servicing in this location is inadequate and would require a significant degree of upgrading of watermains. The location of the site at the extremity of the existing waterworks system complicates the upgrading of water services to this site. There is some capacity available in the existing sanitary and storm water systems, although more detailed analysis will be required (particularly in the case of sanitary sewerage). This precinct is well-located with respect to Hamilton's downtown and the other Commonwealth Games venues but has somewhat limited street access. Constructing a new stadium here would require careful investment in infrastructure but also a pursuit of innovative solutions to the questions of access and circulation.

In short, the West Harbourfront precinct represents one of the highest degrees of complexity to the City, but also a very great potential for benefits which go well beyond the new stadium facility itself to extend to the transformation of a key piece of Hamilton's neighbourhood and waterfront fabric.

Bayfront Precinct

The Bayfront Precinct includes several potential sites on existing industrial or brownfield properties in the district north of Barton Street and between Wellington Street and Sherman Avenue. Many of these properties are either currently in industrial use or were previously so, with a mix of public and private ownership. Depending on the precise location of a stadium in this precinct the potential for land use conflicts is small, since most of the existing land uses are industrial. However, this also means that the potential spin-off benefits of a stadium development would be lost since industrial development would not benefit from the proximity of a stadium.

It is worth noting that the development of a stadium in this precinct would be in conflict with the recently adopted land use plan of the Hamilton Port Authority, which has targeted most of these properties for continued or expanded industrial activities. Indeed, developing a stadium in this precinct could hurt the City by restricting the development of new industries in one of the few areas which is well-suited for and targeted to industrial development. These factors would restrict the regeneration impact and legacy value of a stadium in this location.

Size is generally not a concern, depending on the precise location chosen for a new stadium. Road accessibility is generally good thanks to the facilities on Burlington, Victoria and Wentworth Streets, but otherwise is somewhat difficult. The existing water servicing in this area is generally good and there is likely adequate capacity to serve a stadium because of the infrastructure previously built to service industries in the area. If the stadium were to be located on existing industrial lands sanitary and storm sewer capacity would not likely be a severe constraint. Some degree of environmental contamination could be expected here, raising the complexity of developing a stadium here.

East End Gateway

The East End Gateway district includes the areas in the vicinity of the QEW between Windermere Basin and Centennial Parkway, including Confederation Park. A chief advantage of this area, particularly Confederation Park, is that there is more than enough room to accommodate a stadium and its associated facilities.

This location clearly has excellent highway access by virtue of the proximity of the QEW. However, the location is far removed much of the City and the other Commonwealth Games venues. This precinct would tend to require more auto-based access than some of the other locations discussed here.

This location has the advantage of having minimal land use conflicts, given the existing uses in the area. Moreover, a stadium here would have a very high degree of visibility from the QEW, potentially enhancing the profile of the Games

in the local region. There is also a certain attractiveness to having the stadium on a waterfront location where spectators could enjoy views of the lake and surrounding park areas. On the other hand, the quality of this location as a sporting venue may be limited by the odours and dust generated by nearby port activities, as well as the noise of the highway nearby.

The adequacy of the existing water servicing in this precinct depends on the precise location chosen for the stadium. For instance, there is substantial water capacity available along Burlington Street but limited capacity south of the QEW to Centennial Parkway. Crossing the QEW corridor would require additional upgrading. There are very few existing sanitary or storm sewers present in this area of the city, meaning that a significant degree of infrastructure investment would be required.

In short, this location represents a relatively uncomplicated option for the City that has greater potential benefits than some of the other potential locations, particularly a high degree of visibility and highway access and low land use conflicts. This site may not offer the best environment for athletics and has limited legacy value to the City.

Downtown Precinct

Within the Downtown Precinct the construction of a new stadium would occur on some of the vacant or under-developed city blocks in the vicinity of intersections such as York Boulevard and Bay Street or Rebecca and John Streets. The size of parcels in this area is a significant constraint to the development of a new stadium in this area. The size of the stadium and the required accessory facilities would require the closure of some of the streets in the area, the assembly of separate properties and the consolidation of a new stadium site.

The location of a stadium in this precinct would have a high degree of visibility. The downtown area has a fairly high level of accessibility and the existing transportation system is already suited to bringing people into the downtown area. Extensive parking facilities already exist in the area. Of the short list of potential sites, this one is closest to the other Games venues and facilities. A stadium could piggyback on existing servicing in the area to some extent, but the spare capacity is limited at present. Water servicing is a moderate constraint in this location. Sanitary and storm sewer facilities do exist, but the spare capacity of those systems is unknown at present.

The legacy of a stadium in this location would be highly dependent on the ability of the facility to catalyze other development. However, a new stadium may not represent the best means of achieving the goal of redevelopment. Developing a stadium here would be complex, particularly given the need for land assembly and road closures. Concerns about land use compatibility would have to be very carefully examined here.

The downtown area would be a convenient location for a stadium in some respects. However, there is a key consideration which argues against the construction of a new stadium here – the lost opportunities for other development to occur. Over the past several years the City has devoted significant time and money to creating a downtown revitalization strategy. The recently adopted downtown Secondary Plan envisions the development of new housing and new commercial uses in the areas adjacent to downtown. These new uses would bring a degree of vitality to the downtown area that would be impossible for a stadium to achieve. In addition, a stadium is a very large, often blank-walled structure which is quite demanding in terms of servicing and security – not the best immediate neighbour for a downtown area. In short, Hamilton's downtown needs new homes, new businesses, and more activity – all of which are better secured through types of development other than a new stadium.

Airport Precinct

The Airport Precinct refers to the undeveloped lands immediately to the north of the John C. Munro Hamilton International Airport. Given their undeveloped nature, there is more than adequate room to develop a new stadium here.

There is no spare capacity in the existing water system, but in the future capacity to serve a stadium may become available due to planned investments in infrastructure in the area. Devoting some of this planned capacity to a stadium could limit the capacity available to new industries in the area, potentially limiting the amount of new industrial or commercial development. There are no existing sanitary or storm sewers in this area today. The airport precinct is far removed from most of the City of Hamilton and the other anticipated Commonwealth Games facilities. Access to the stadium would generally require driving and would not be well suited to the development of a dedicated transit route.

Size would not be a constraint at all to the development of a stadium in this precinct. However, developing this site has a low symbolic value and no regeneration impact at all. Land use compatibility would be something of a concern in that the active airport uses would detract from the quality of the stadium as an athletic or event venue. Moreover, the development of a stadium would preclude the development of business and industrial uses which are planned for the airport area – functions which would actually depend on proximity to the airport. The real benefit of developing a stadium in this location would be that it would allow the City to use the Commonwealth Games to catalyze infrastructure investments which would enhance the long term viability and competitiveness of the airport and the businesses in the surrounding area. However, there is a definite possibility that such investments would still occur absent the Commonwealth Games.

West End Gateway

The West End Gateway refers to the area in the vicinity of the Chedoke Civic Golf Club and the west end of Aberdeen Avenue. One advantage of the Chedoke area is that there is a substantial amount of publicly owned land in the golf course there. The location is generally good, with easy access from Highway 403. Both the downtown area and the McMaster University campus (with many of the other Commonwealth Games facilities) are close by. The area would be relatively easy to serve by public transit.

Below the escarpment there is water servicing capacity available in the vicinity of the Chedoke Golf Course. Various upgrades, extensions, and boosting would likely be required depending on the precise location of a stadium in order to ensure an adequate level of service. There is no sanitary sewer service at present for the Chedoke Golf Course but a storm trunk sewer does exist. The determination of available capacity and route alternatives here would require extensive investigation.

By virtue of the stable existing land uses in the area, a new stadium in this precinct would have rather limited catalytic impact, unless the entire golf course were to be redeveloped with new land uses (an unlikely scenario given the scale and costs involved). Depending on the precise location of the stadium, land use conflicts could be something of a concern given the existing residential areas in the vicinity.

The redevelopment of this site for a stadium would represent a serious compromise of the City's economic development goals for the area. Short of redeveloping the entire golf course with new land uses in addition to the stadium, a new facility here would have a very limited beneficial impact for the city. Moreover, our opinion is that it would be unwise to undermine the existing healthy business operations in the area by relocating them to accommodate a new stadium here. In short, other potential locations offer greater benefits than could be conferred by development in this location.

Greenfield Precincts

The report of March 7, 2003 which City Council considered indicated several potential greenfield precincts which might accommodate a new stadium. These included the following:

- Eastern Stoney Creek, around Fifty Road and the QEW
- Nash Neighbourhood/East Stoney Creek Mountain, north of Green Mountain Road and west of Centennial Parkway
- East Stoney Creek Mountain, around Mud Street and Paramount Drive
- Glanbrook Industrial Park
- Clappison's Corners Industrial Park in Flamborough

The chief advantage of these greenfield sites is that fact that they are relatively unconstrained in comparison to the other potential stadium sites. They are less likely to present land use conflicts and they are very unlikely to be contaminated. However, also by virtue of their undeveloped nature, there is less likelihood that the development of a stadium on one of these sites could catalyze additional development and confer greater benefits to the city as a whole. They represent a lower risk, lower complexity but also lower benefit option.

By virtue of their location on the periphery of the city, greenfield sites are generally have uncomplicated patterns of access. They are well served by arterial roads or highways, but are more difficult to serve via public transit. Pedestrian access to these sites is essentially impossible. All sites are sufficiently large to accommodate the stadium and all required facilities in addition to parking. The legacy to the City of developing a stadium on one of the greenfield sites is likely limited, but is difficult to determine in advance. In this case, the legacy of a stadium development could be focused around recreation, or the “sport legacy” rather than a legacy of urban regeneration. Such a goal is a valid one, but represents a lesser long term opportunity to the City in our opinion.

The various sites within the greenfield precinct category vary substantially in their available water servicing capacity. Some sites are very well served by virtue of their location along trunk lines with available capacity while other locations have no existing service or are on an extremity of the existing system meaning they would require a substantial degree of investment in order to ensure their adequacy for a stadium. Generally speaking, none of the greenfield sites are currently served by either sanitary or storm sewers.

The five greenfield precincts identified above are not interchangeable. When considered in light of the evaluation criteria discussed in this report, the Nash Neighbourhood site northwest of the intersection of Green Mountain Road and Highway 20, is the most suited to the development of a new stadium. This site has all of the positive attributes of most greenfield sites – adequate size, no contamination, and so on.

A particular advantage of the Nash Neighbourhood site is the fact that the stadium would be a suitable land use adjacent to the landfill located immediately to the south. Other types of development, particularly residential, would be difficult to bring onto the market in this location. Furthermore, there is an opportunity for the stadium to act as a complimentary facility to the sports park which is currently planned for the lands immediately to the west.

Unlike some of the other greenfield sites, the Nash Neighbourhood site actually possesses a high degree of symbolic value by virtue of its location immediately above the escarpment and its remarkable view of the rest of the city from the site. The site is large enough to accommodate the new stadium easily, in addition

to parking to serve the stadium and other accessory development. Access from Centennial Parkway is good, but the site is somewhat remote from the other Commonwealth Games venues and the rest of the city.

The Nash Neighbourhood site has substantial pumping capacity available at the Greenhill pumping station and the site is generally better suited to water servicing than most of the other greenfield sites. However, use of this site would require the construction of new trunk watermains and distribution mains as well as local boosting to ensure adequate water pressure for fire and service use. New sewers would have to be built.

Conclusion and Recommendation – The Final Short List of Potential Sites

In conclusion, there are a number of potential benefits which the Commonwealth Games in general, and a new stadium specifically, could bring to the City of Hamilton in the event that Hamilton is awarded the 2010 Games. Even if it were technically feasible to renovate Ivor Wynne Stadium to serve as a Games venue, doing so would mean foregoing most of these potential benefits. Although the up-front cost may be higher, the construction of a new stadium has the potential to achieve much greater benefits for the City. These benefits may include neighbourhood revitalization, site remediation, improvements to the City's transportation and other infrastructure, and the provision of the best possible venue to serve the operational needs of the Commonwealth Games. Those guiding the preparation of the Commonwealth Games bid should bear these benefits in mind and consider the ways that the Commonwealth Games and the selection of a new Commonwealth Games stadium site can optimize the economic and community benefits to the City of Hamilton.

Each of the potential sites discussed in this report have certain features which would make them attractive as stadium sites. However, some of the sites are clearly better than others. It is the intention of this report to present the City of Hamilton with choices rather than a single recommended solution. The focus here is on the land use impacts of various stadium locations. There are other considerations which should guide the decision to construct a new stadium, most notably the business plan for the operation of the stadium both during and after the Commonwealth Games. Should Hamilton be awarded the 2010 Commonwealth Games and should Council choose to construct a new stadium to serve those Games, the final selection of the location for the new stadium should be made in the context of a dialogue with the residents of the City of Hamilton, and should proceed through an Environmental Assessment process.

Given the requirements of a new Commonwealth Games stadium, and given the information that is currently available on the characteristics of the potential stadium sites, our team recommends that City Council approve the following short list of potential stadium sites for consideration:

West Harbourfront Precinct

Advantages:

- maximizes the regeneration and legacy benefits to the City
- opportunity to revitalize the neighbourhood and connect the downtown and the waterfront
- relatively good accessibility and existing servicing
- adequate size
- major environmental clean up opportunity
- high symbolic value

Disadvantages:

- high degree of complexity
- expropriation and road closures required
- neighbourhood sensitivity

East End Gateway – Confederation Park

Advantages:

- more than adequate size
- minimal land use conflicts
- excellent highway access and visibility
- attractive waterfront location

Disadvantages:

- removes existing park space
- may not be optimal for athletes
- requires significant new infrastructure
- limited regeneration and legacy impact

Greenfield Precinct – Nash Neighbourhood/East Stoney Creek Mountain (north of Green Mountain Road, west of Highway 20)

Advantages:

- low complexity
- adequate size
- potentially positive symbolic location
- a good alternative use given surrounding land uses

Disadvantages:

- location remote from downtown and other venues
- very limited regeneration and legacy impact
- requires significant new infrastructure