



assessment of key factors relating to access, design and neighbourhood impacts led to the current planned location, an evaluation of costs and benefits comparing this site to other properties was not previously undertaken.

The analysis requested has been a subject of focus with the project managers in recent weeks, to consider the potential scope, timeframe and resourcing that may be involved. The representatives from Turnbull Construction Project Managers have advised that a comprehensive cost analysis, which provides the level of detail that might offer Council a basis through which to explore opportunities for siting the building, should include engineering, architectural, real estate, and financial resources and would likely take between six and eight months to complete. Within this report, staff offer Council a summary of the factors that were taken into account in the past year, leading to the proposed siting in the south-west corner of Central Park, as well as a high-level look at potential considerations relating to the new options approved by Council in October.

Over the past several months, the project team has been working through an intensive period of activity to accomplish milestones previously discussed with Council. Much of the recent effort has been on a review of funding options, including collection of information relating to the major federal/provincial infrastructure grant program. In order for the City to submit an application for the initial intake due in January, staff must ensure key questions and requirements are addressed with Council by the end of the year. If Council wishes to explore alternative siting options at this stage, it does not appear feasible to also meet the deliverables planned within the current project schedule. Therefore, staff wish to check-in with Council to ensure that desired objectives and priority activities are clear, in advance of updating the project plan.

## **PURPOSE**

The purpose of this report is to advise Council of the outcome of an initial review of elements of the recently adopted motion concerning Central Park and the Crystal Pool and Wellness Centre project, and seek clarity on the preferred next steps.

## **BACKGROUND**

In February 2017, following the presentation of a Feasibility Study on community needs and the future of Crystal Pool, Council decided on the replacement of the current recreation facility in a new location, rather than renovating or rebuilding on the existing site. At the time, councillors acknowledged the dire condition of the existing facility, and prioritized continuity of service for citizens who rely on the programs and services provided at the centre. In addition, Councillors noted the financial assessment (including Net Present Value calculation), which demonstrated that the new build option was likely the most cost effective investment over the long term amongst the three options under consideration. Council and staff also discussed the anticipated impacts to the park, particularly the disruption during construction, and highlighted the need to include residents in planning changes to the park following demolition of the current facility.

Throughout 2017 and 2018, the project team progressed through key deliverables including; development of a formal project plan, schedule, budget, and risk management framework; refinement of conceptual designs into more detailed plans for the facility and immediate surroundings; extensive public engagement (surveys, Open Houses, numerous stakeholder sessions); partnerships with funding agencies, and quarterly progress updates to Council.

Over the past year, the City has been conducting due diligence investigations on the proposed building site in the south-west corner of Central Park. This work has consisted of soil/environmental

studies, geotechnical analyses, a tree condition study, traffic assessments, public engagement and site design work. In addition, an initial evaluation of temporary options for addressing the impact to certain park amenities during the construction period was reviewed with residents this year.

At the October 4, 2018 Committee of the Whole meeting, Council approved a multi-point motion relating to the Crystal Pool and Wellness Centre Replacement Project and future renewal planning for Central Park. The motion directs staff to;

1. *Work in partnership with the community to co-develop a plan for a consultation process for Central Park including mitigation of the impacts of pool construction on park users, plans for the future of Central Park, and land use issues related to the new pool and that this consultation planning take place this fall as staff are out in the neighbourhood engaging on parking options.*
2. *Revive conversations with the community to co-design park disruption and park improvements planning and enter into a Community Benefit Agreement between the NPNA and the City of Victoria with the United Way or other third party acting as convener.*
3. *Report back to Council, within two months of this motion, with*
  - a. *An analysis comparing costs and benefits of siting the new facility:*
    - (1) *as proposed, in the south-west corner of Central Park;*
    - (2) *on the City-owned parking lot at 1952 Quadra St*
    - (3) *on the City-owned parking lot at 940 Caledonia Avenue;*
    - (4) *on the location of the current facility in the north-west corner of Central Park.*
  - b. *A proposal for how engagement and park improvement planning will be prioritized in the 2019 operating budget and workplans of relevant departments.*
4. *Amend the 20-year capital plan to commit the City to a minimum, timely capital investment for each of the a) temporary relocation of park assets, and b) reinstatement of the park's assets and/or other new park improvements at Central Park.*
5. *That the previously approved allocated up to 1% of the Crystal Pool project budget for public art and designate this public art funding to be incorporated into the Central Park improvement plan and its corresponding budget.*
6. *A minimum of one month prior to submitting the City's funding application for the Crystal Pool, direct staff to*
  - a. *disclose a detailed pool design budget and to work with the community to find opportunities for savings and "value engineering" in the Crystal Pool facility for which to fund the important community benefits being sought (underground parking, park improvements, community centre-like amenities).*
  - b. *report back to Council on the eligibility and feasibility of including capital costs for underground parking, park improvement, and community-centre like amenities as a component of the Crystal Pool application to the Province for Infrastructure Canada's Community Culture and Recreation grant funding.*

The primary focus of this report is regarding the direction outlined in point "3a)", and the associated options and implications.

## **ISSUES & ANALYSIS**

As noted above, the proposed building site was identified as the preferred location by the project team, through a process of design exploration that considered a number of qualitative factors. These factors included prioritization of; the connection between the facility and park setting and

related amenities/assets; accessibility and availability of multiple modes of transportation for patrons; and integrating within the neighbourhood while limiting negative impacts.

The recent direction to complete an assessment of costs and benefits for multiple potential locations is an undertaking that will require an adjustment in terms of City resources and work plans. This information is provided in the following section for Council’s consideration. In advance of a more comprehensive analysis, a high-level review of key variables relative to the four locations is shown in the table below.

Table 1.0  
**High-Level Comparison of Sites**

<b>Location</b>	<b>Encumbrance(s)</b>	<b>Potential Benefits</b>	<b>Potential Risks</b>
<b>1) SW Corner of Central Park (proposed)</b>	Central Park Bylaw, restricts to use for “recreational purposes”	Connection to park space and related amenities; Access to multiple modes of transportation; Analysis complete on underground, environmental conditions; Desirable setting within treed area	Impacts to existing park assets during construction; Replacement of park amenities (~3 years)
<b>2) NW Corner of Central Park (existing Crystal Pool site)</b>	Central Park Bylaw, restricts to use for “recreational purposes”	Connection to park space and related amenities; Access to multiple modes of transportation	Disruption of service due to closure for 2.5-3 years;
<b>3) 940 Caledonia Ave (Royal Athletic Park parking lot)</b>	Preliminary review indicates potential accommodation requirement related to HarbourCats agreement/RAP agreement	Level site with few trees or other existing assets; Adjacent to stadium/field	Impacts to existing lot users (temporary, long-term); Unknown geotechnical conditions; Unknown environmental condition; Potential future development site for other City priority investments; Parking would be required under the facility (high cost/poor experience)
<b>4) 1952 Quadra St (Save-on-Foods Memorial Centre parking lot)</b>	Long-term contract with arena operator in place; Space insufficient to accommodate existing program (unless curling club removed)	Connection to arena, curling club; Access to multiple modes of transportation	Contractual obligations; Impacts to arena visitors and other parking lot users during construction

Any of the four locations may be technically viable for the new facility. However, if Council were seeking a more informed perspective for the sake of reconsidering the proposed site, then a comprehensive analysis of the relevant costs and opportunities associated with each would be necessary.

## OPTIONS & IMPLICATIONS

The following are presented for Council consideration.

### **Option 1 – Prioritize the completion of a comprehensive analysis comparing the costs and benefits of siting the new facility in one of the four locations, and amend the project plan and funding accordingly**

The completion of a fulsome analysis of potential costs and benefits associated with four potential locations will require appropriate resources and time to ensure a quality outcome. Based on initial estimates with members of the project team, this work is expected to require input of engineering, architectural, environmental, real estate, and financial professionals, and may take up to eight months to complete. This exercise would result in a thorough comparative evaluation of the four locations as potential locations to meet the program plan for the new facility.

To carry out the analysis, staff recommends Council approve up to \$200,000 from the Buildings and Infrastructure Reserve, for the necessary professional expertise. The project budget did not contemplate this work and it is in addition to the scope already approved. If Council wishes to proceed with this Option, staff will revise the project schedule accordingly, to focus immediately and exclusively on the cost-benefit analysis.

### **Option 2 – Prioritize the completion of current project work plans associated with the proposed site (south-west corner of Central Park)**

If Council would like to proceed with this Option and forego further analysis of siting options, staff will progress with the original work plan, as well as process other approved directives.

The project team is planning to present a progress report to Council in December. This report will include the results of recent design refinement exercises, analysis of new parking options, and an updated funding strategy, which considers the Investing in Canada grant program timelines and requirements.

## **Financial Impacts**

As discussed previously with Council, the project schedule contemplated funding confirmation by the end of 2018, and the commencement of construction in early 2019. Previously, the City identified the bi-lateral Investing in Canada grant program, announced last year, as a high-value funding opportunity for the project. The Province of B.C. opened the intake for applications to the Community Recreation Infrastructure program stream in September 2018, with a deadline of January 23, 2019. While decisions for this grant are expected later in 2019, the application requires identification of the new facility site, amongst other mandatory criteria for submission.

Staff are presently preparing information based on the assumption that Council desires to proceed with an application for the initial intake. However, if Council wishes to allow additional time to complete further analysis, such as described in Option 1, staff may be directed to apply for a future intake for the ten-year funding program.

The City will have invested approximately \$2 million on the replacement project by the end of 2018. Based on the outcome of this report, staff will prepare recommendations for Council consideration concerning future investment requirements and deliverables for this project.

### Accessibility Considerations

The new facility is being designed as a leading example for accessibility and inclusivity. All features of the building interior and exterior are considered through a lens that prioritizes access for patrons of all ages and abilities. The project team will continue to rely on the expertise of project partners and key stakeholders to ensure potential barriers are identified and addressed through the assessment of design options.

### CONCLUSIONS

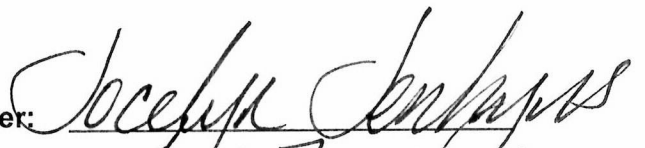
Staff and members of the project team have undertaken an ambitious and structured approach in pursuit of the City's desire for a replacement facility for Crystal Pool. This infrastructure project is one of the City's largest, and clarifying Council direction on the key points above will allow staff to ensure action plans are aligned to mitigate risks and achieve successful outcomes.

Respectfully submitted,



Thomas Soulliere  
Director  
Parks, Recreation and Facilities

Report accepted and recommended by the City Manager:

  
Date: Nov 7, 2018