



Committee of the Whole Report

For the Meeting of February 6, 2020

To: Committee of the Whole **Date:** January 30, 2020
From: Thomas Soulliere, Director of Parks, Recreation and Facilities
Subject: Project Update: Crystal Pool and Wellness Centre Replacement Project – Site Information

RECOMMENDATION

That Council receive this report for information.

EXECUTIVE SUMMARY

At the January 9, 2020 Committee of the Whole meeting, Council approved new direction relating to the Crystal Pool and Wellness Centre Replacement Project. The first action instructed staff to report back with the site selection information that the project team compiled over the past two years.

The project team assessed a total of six potential locations which had the potential to accommodate the program for the new facility, in the neighbourhoods of North Park and Fernwood. This included three sites within Central Park, as well as the parking lot at 940 Caledonia Avenue, the parking lot next to the City arena at 1952 Quadra Street, and the field at Central Middle School. Staff have provided the information gathered on these potential site options and have outlined the high-level advantages and disadvantages of each.

Council's current direction is focused on the "*previously developed design*" for the facility, which staff understand as the programs outlined in the facility designs presented to Council in the fall of 2018, following extensive public engagement. The actual design of the building will be dependent on the final location selected, and a summary of the previously developed design has been included in this report to ensure clarity about the key programmatic elements that are supported.

In the time since the direction given to staff on January 9, a new opportunity has been presented, which Council will be considering prior to considering this report.

Once a preferred option has been identified, staff will develop an updated scope, timeline, and budget to complete the next phase of work.

PURPOSE

The purpose of this report is to provide Council with site selection information to assist with a decision relating to the preferred location for the new recreation facility.

BACKGROUND

On January 9, 2020 staff presented an updated project plan in response to previous Council direction intended to develop the program and siting options, an updated concept design, and cost estimate to construct the new facility. Council decided against this approach and provided staff with the following new direction:

1. *Report back at the February 6, 2020 Committee of the Whole Meeting with all existing site selection information for the new swimming pool and fitness centre, including information on the technical feasibility of siting the previously developed design for the new swimming pool and fitness centre at 940 Caledonia Avenue.*
2. *Convene a Community Meeting through the Community Association Land Use Committee (CALUC) process once the preferred location is confirmed, to gauge public input on the siting of the new pool and fitness centre at that location.*
3. *Report back to Council with the results of the Community Meeting and recommendations on next steps to secure funding for the project.*

The purpose of this report is the response to Action #1.

ISSUES & ANALYSIS

In November 2018, Council directed the project team to wrap up design development work on the plan for the new facility on the SW Central Park Site (Project A). This report includes all relevant siting information developed for Project A, which outlines the design progress made based on public consultation and technical analysis, as noted in the attached documents.

Council's current direction is specific to the previously developed design for the facility, which consists of programs outlined in the facility designs presented to Council in the fall of 2018.

Program and Design

The building footprint is expected to be approximately 4,800 square metres (52,000 square feet). In addition, there are additional considerations such as parking, loading zones, service areas that support the functionality of the facility, as well as zoning, bylaw, and planning and urban design standards which must be met.

The aquatic program configuration includes the following major components; a 20 metre wide and 50 metre long main pool tank, with two bulkheads and a movable floor; a leisure pool with "lazy river", and three 25 metre warm water lanes; two hot pools; steam and sauna rooms; "wet" room for aquatic training and events; and an outdoor patio.

The non-aquatic ("dryland") program consists of 4-5 multi-purpose rooms to accommodate a wide range of social, art, sport, and recreation programs and services; a fitness studio; and a half-size gymnasium.

The facility is being designed as a leading example for accessibility and inclusivity. All features of the building interior and site are being considered through a lens that prioritizes access and a welcoming environment for patrons representing the entire community. The project team has embraced the expertise of project partners, key stakeholders and the general public to inform such considerations throughout the project.

The City's Climate Leadership Plan has also provided important direction on the program for the new facility. With the current facility accounting for approximately 40% of the City's total building GHG emissions, replacement of this facility is critical in achieving the Plan's targets. A project specific framework has been created to guide sustainability strategies and building performance targets for the project, which would include the following:

- Energy and carbon
- Water and storm water management
- Materials
- Solid waste management
- Transportation
- Site development
- Indoor environmental quality

Another major program consideration that arose during the design development work in 2018, related to options for meeting the anticipated parking needs of patrons using the new facility. In response to the requirement for *no net loss of greenspace*, the project team investigated a range of potential approaches and cost implications, as shown in Attachment 5 – Parking and Transportation Impact Assessment.

Site Options

The project team assessed six locations which had the potential to accommodate the program for the new facility, in the neighbourhoods of North Park and Fernwood. This list includes three sites within Central Park, the parking lot at 940 Caledonia Avenue, the parking lot next to the City arena at 1952 Quadra Street, and the field at Central Middle School.



FIGURE 1: Site Options

The project team applied several criteria to the assessment of potential locations, which were reviewed with Council, in 2017-2018. The criteria included the following factors:

- Area to accommodate the program requirements
- Proximity to transportation options
- Proximity to other amenities
- Impacts to existing stakeholders
- Impacts to trees and no net loss of greenspace
- Proximity to central area of the City

Central Park

As the home of the community recreation centre for the past 50 years, Central Park was identified during the 2016 Feasibility Study as a highly desirable location for the future facility, due to the programming synergies that users of both the centre and the park have experienced over the past several decades. Three potential locations were assessed within the park for the new building.

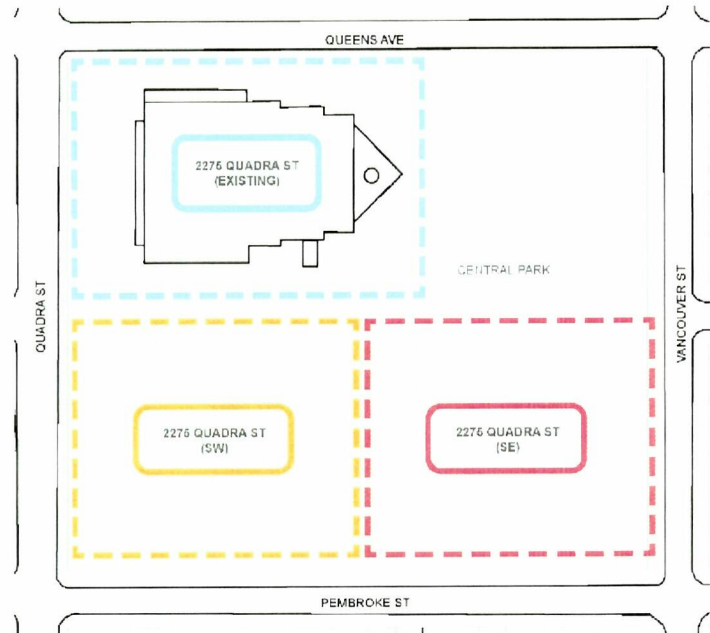


FIGURE 2: 2275 Quadra Street Site Configurations

The southwest corner of Central Park received the highest degree of analysis of any prospective location and was the site identified consistently through the initial two-year period of public engagement and technical analysis.

From the outset, it was acknowledged that some of the existing outdoor amenities would be displaced as a result of siting the facility in this location, and that a park plan would be required to collaborate with citizens on the future opportunities for the park, after the existing building was decommissioned.

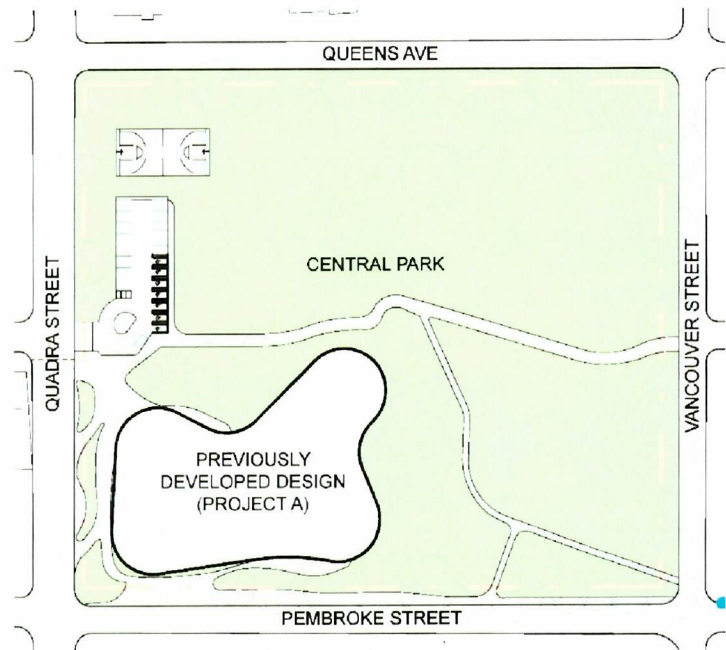


FIGURE 3: SW Corner of 2275 Quadra Street 'Project A' Site configuration

The two other park locations that were explored at a high level include the site of the current centre, in the northwest corner of the park, along with the area occupied by the sport fields adjacent to the residential area in the southeast corner of the park.

940 Caledonia Avenue

The City's parking lot located across from Royal Athletic Park was also given a preliminary assessment as a potential site for the new recreation centre. The large, level property is sufficient to accommodate the program footprint, although complications may arise depending on the approach to accommodating the existing parking demand as well as the requirements for the facility patrons. The location is directly adjacent to the Vancouver Street cycle route and within walking distance to transit stops, providing multiple transportation options.

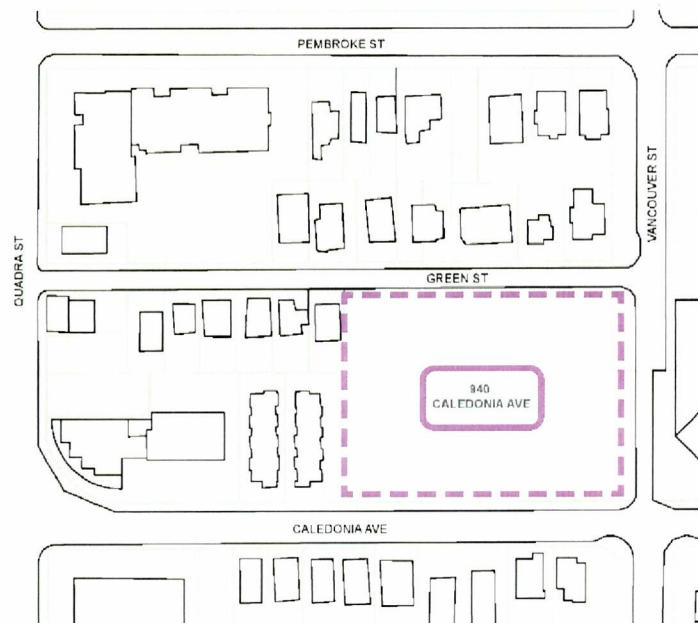


FIGURE 4: 940 Caledonia Avenue
Preliminary Concept Site Configuration

1952 Quadra Street

Preliminary site analysis was conducted to identify whether the new facility program could be accommodated in the parking lot which serves the Save-On-Foods Memorial Centre, and under contract with the operators of the arena. It was determined that the facility could not be accommodated on the site, without use of the land currently occupied by the existing curling club. This location was also assessed for its potential to host a modular parking structure that might serve the increased demand resulting from placement of the recreation centre at one of the other locations in the area.

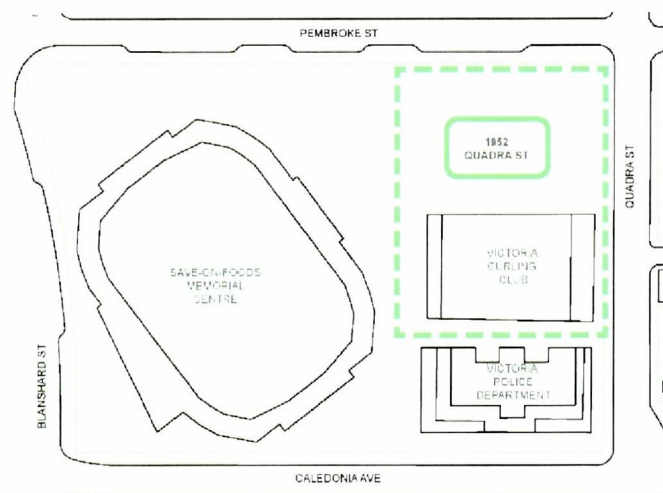


FIGURE 5: 1952 Caledonia Avenue
Preliminary Concept Site Configuration

Central Middle School

The final location that the project team assessed was the open field to the west of Central Middle School. The large, level space provides access to a range of transportation options and presents interesting programming opportunities through a potential partnership with School District 61. This site is within Fernwood and, therefore, located outside the new geographic parameters set by Council in June 2019.

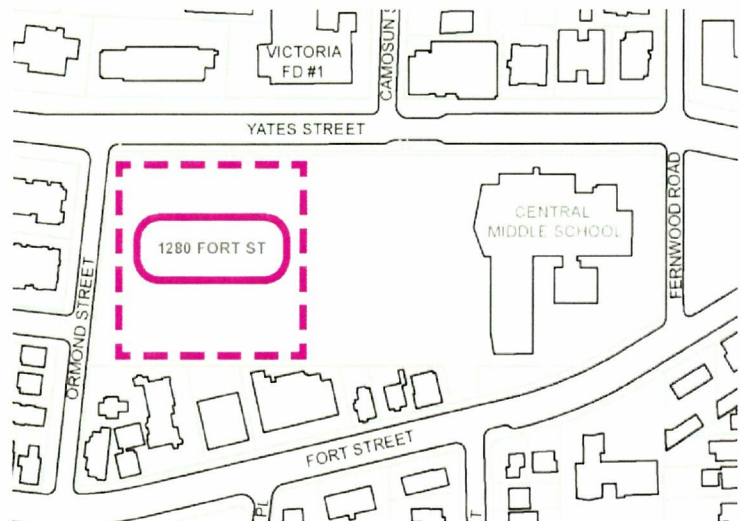


FIGURE 6: 1280 Fort Street
Preliminary Concept Site Configuration

Comparative Summary of Site Options

The table below provides a summary of the high-level advantages and disadvantages of the siting options investigated in 2018-2019.

Site	Advantages	Disadvantages
SW Corner of Central Park (original proposed location)	<ul style="list-style-type: none"> • Connection to park space and related amenities • Located between an arterial road and AAA cycle route on Vancouver St, and multi-modal transportation access (transit, cycling) • Detailed site analysis and facility design has been completed 	<ul style="list-style-type: none"> • Temporary impacts to existing park assets during construction (playground, sport courts, outdoor fitness) • Removal and replacement of approximately 20-26 trees • To achieve no net loss of green space, underground or offsite parking solutions are required
SE Corner of Central Park	<ul style="list-style-type: none"> • Footprint sufficient to accommodate program, with redesign • Connection to park space and related amenities • Located adjacent to AAA cycle route on Vancouver St, and multi-modal transportation access nearby (transit, cycling) 	<ul style="list-style-type: none"> • Unknown geotechnical conditions • Impacts to existing park amenities during construction (sport fields) • Impacts to trees • To achieve no net loss of green space, underground or offsite parking solutions are required
NW Corner of Central Park	<ul style="list-style-type: none"> • Footprint sufficient to accommodate program, with redesign • Connection to park space and related amenities 	<ul style="list-style-type: none"> • Service disruption to existing facility during 2-3 year construction period

(location of existing facility)	<ul style="list-style-type: none"> • Limited impacts to trees and greenspace • Limited impacts with neighbouring properties • Located between an arterial road and AAA cycle route on Vancouver St, and multi-modal transportation access (transit, cycling) 	<ul style="list-style-type: none"> • To achieve no net loss of green space, underground or offsite parking solutions are required
940 Caledonia Avenue (Parking Lot)	<ul style="list-style-type: none"> • Footprint sufficient to accommodate program, with redesign • Unencumbered property, City-owned and operated • Close proximity to Vancouver St AAA cycle route, Royal Athletic Park and Central Park • Central location, close to downtown neighbourhoods • Low risk of impacts to existing trees on neighbouring properties • No impacts to park amenities 	<ul style="list-style-type: none"> • No direct access to transit • Unknown geotechnical and environmental conditions • Potential displacement of current parking customers, may require more underground parking
1952 Quadra Street (Parking Lot)	<ul style="list-style-type: none"> • Transportation connections, located between an arterial road and AAA cycle route on Vancouver St, and multi-modal transportation access (transit, cycling) • Potential for energy exchange between arena and aquatic facility 	<ul style="list-style-type: none"> • Contractual obligations due to property lease • Footprint insufficient to accommodate program without relocation of curling club • Unknown geotechnical conditions • Impacts to arena parking during construction
1280 Fort Street Central Middle School	<ul style="list-style-type: none"> • Footprint sufficient to accommodate program, with redesign, and the topography of the site is compatible with underground parking • Co-location potential with the school (ie large gymnasium, program space, outdoor playground and green space, summer camp program space) • Close proximity to Victoria High School and other neighbourhood amenities such as Art Gallery • Few potential impacts with neighbouring properties or existing trees • Located between two arterial roads with multi-modal transportation access 	<ul style="list-style-type: none"> • Property owned by School District (requires agreement) • Unknown geotechnical conditions • Construction may impact the school operation • Reduction in greenspace next to the school

Of note, variables that would be common to all options, such as offsite infrastructure improvements required to support the facility (e.g. transportation infrastructure improvements) and impacts to

neighbouring properties, as well as development application processes, have been excluded from the table above.

OPTIONS & IMPLICATIONS

The project team has outlined the advantages and disadvantages of six potential locations for the new recreation centre. Once a preferred site has been identified, staff recommend updating the project plan in order to develop a concept design adapted to fit the site. This plan may require preliminary site analysis to identify and manage risks, including but not limited to, site surveys, environmental testing, and geotechnical engineering.

CONCLUSIONS

The Crystal Pool recreation centre is a highly valued asset, which has served generations of residents. The building is nearing the end of its useful life and a replacement facility will ensure that critical social, health and wellness programs and services are available to more members of the community for decades to come.

Respectfully submitted,

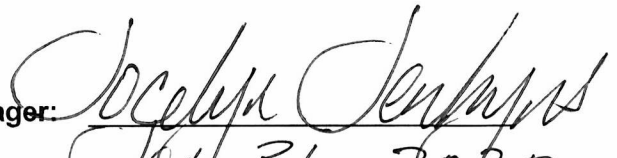


Derrick Newman
Assistant Director
Construction and Facilities Management



Thomas Soulliere
Director
Parks, Recreation and Facilities

Report accepted and recommended by the City Manager:


Date: Jan 31, 2020

List of Attachments:

- Attachment 1 – Engagement Summary
- Attachment 2 – Design Development Report
- Attachment 3 – Sustainability Framework
- Attachment 4 – Arboriculture Report
- Attachment 5 – Parking and Transportation Impact Assessment
- Attachment 6 – Geotechnical Analysis
- Attachment 7 – Environmental Phase II
- Attachment 8 – 940 Caledonia Preliminary Concept Design
- Attachment 9 – 1280 Fort Preliminary Concept Design