Report to Council

Date: February 7, 2022

To: Council

From: City Manager

Subject: Kelowna Community Campus (Redevelopment of the Parkinson Recreation Centre) – Building Location Workshop

Department: Parks and Buildings Planning

Recommendation:
THAT Council receives, for information, this report from Parks and Building Planning, dated February 7, 2022, for the Kelowna Community Campus (redevelopment of the Parkinson Recreation Centre) – Building Location Workshop

Purpose:
For Council to consider the location of the Kelowna Community Campus (redevelopment of the Parkinson Recreation Centre) within the overall site to inform both the Schematic Design process and discussions with School District 23.

Background:
The 46-acre Parkinson Recreation Park is a jewel in Kelowna and irreplaceably unique to its urban context. It has been identified as the future site of a 12,700 m^2 redeveloped recreation center, a flagship recreation facility to support the growth, health, and well-being of our city.

The City continues to work with the School District 23 (SD23) regarding their plans to build a future school on their adjacent site to the northwest. It is a project priority to collaborate with the SD23 to optimize as many mutual benefits of adjacency as possible while allowing the flexibility to design and build on different timelines.

The Redevelopment of Parkinson Recreation Centre (PRC) – Project Framework report presented to Council on January 17 laid out the Guiding Principles and the Functional Space Plan for the project, articulating both the vision and the specific space needs for the project.

This workshop will consider two proposed building location plans for the redevelopment of the PRC, now referred to by the working title of 'Kelowna Community Campus (KCC).' Determining the location of the new facility is necessary to provide a basis for the land exchange, schematic design process and collaborative discussions with SD23.

This workshop intends to explore with Council building location options considering the rich complexities of this urban site, centrally located in the heart of our city, adjacent to a school and outdoor sport facilities, surrounded by high-density housing, commercial retail, busy transportation networks, and bisected by Mill Creek. Each of these features offers opportunities and challenges that need to be thoughtfully considered. This workshop seeks to:

- Understand Council's perspective on the benefits and trade-offs of the building location models.
- Recognize what inspires and excites Council about this project.

Building location models:
To inform the discussion, building location options have been developed as a 'test fit' based on the approved Functional Space Program. This work evaluated options available, considered their merits, identified any potential roadblocks to success, and developed a rationale for selecting a preferred location. The aim has been to provide the City assurance that all potential options have been examined and assessed based on sound knowledge, best practices, reasonable costs and community needs. To conclude this phase of the project, staff will return to Council with a recommendation for the preferred location, in order to provide clear direction for the SD23 discussions, land exchange agreement, and schematic design. It does not replace the consultation and design process, which will commence with Schematic Design once the full design team is appointed.

Through this analysis, the following planning priorities were identified:

1- The existing PRC should remain operational during construction.
2- Both KCC and the school have flexibility of independent construction timelines.
3- KCC minimizes the detrimental impacts on transportation networks.
4- KCC should embrace the benefits of the recreation park setting and creek adjacency, while being built out of the 200-year floodplain.
5- We optimize opportunities created by the adjacency of the new school and KCC.
6- The majority of parking should be within a 2.5-minute walk of the KCC entrance.
7- The extent of site work, including parking modifications, field realignment, and trails, will be based on operational benefits and cost balance.

Two building location options emerged. The KCC can either be placed south of Mill Creek, adjacent to the Parkinson Activity Centre (PAC), across the park from the future school or north of Mill Creek, grouped with the existing Apple Bowl and future school. These two approaches are referred to as the 'Separate Sites model' and the 'Co-located Campus model,' respectively.

Separate Sites model:

In this model, the KCC will be located south of Mill Creek adjacent to Harvey Ave. in the existing PRC parking lot. This location is highly visible and benefits from proximity to the existing PAC building, yet it is bound on two sides by the highway to the south and a parking lot to the north.

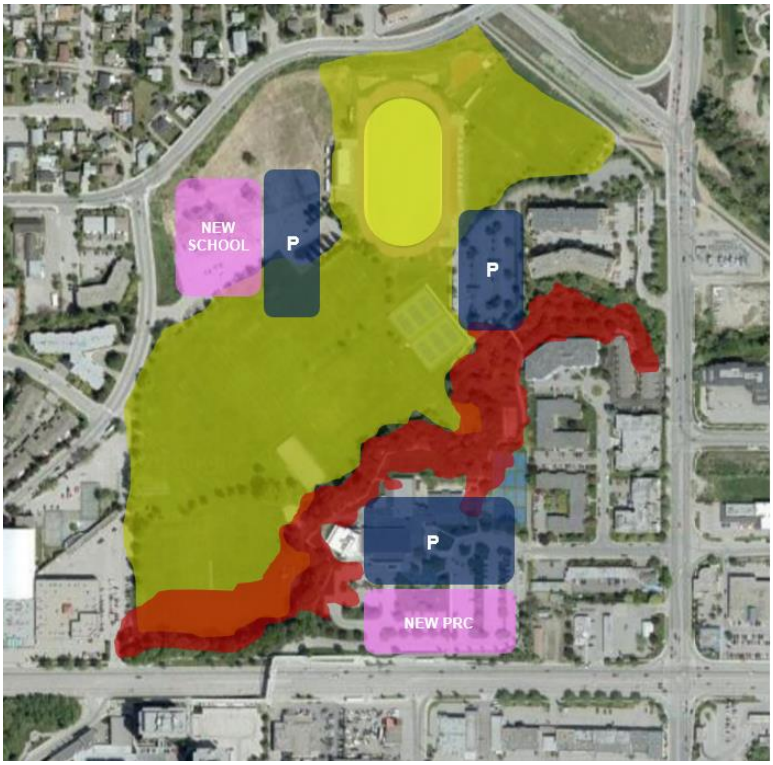

Figure 1- Separate Sites

This model responds to the seven site features and constraints as follows:

1- The PRC and the existing fields and tennis courts can remain operational during construction. However, KCC will be built directly on top of the existing parking lot, and a temporary parking solution will be required during construction. This site is further compromised during construction, as there is insufficient adjacent laydown area for receipt, temporary storage, and assembly of construction equipment and other supplies. The laydown area will likely be located north of Mill Creek, adding complexity and cost to the construction process.

2- The KCC and future school can be constructed independently.

3- The KCC will be primarily served by the enlarged southeast parking lot, with access points off Parkinson Way and Harvey Ave. This adds more traffic pressure onto the Spall/Harvey intersection in the site's southeast corner. This model benefits from being immediately adjacent to the RapidBus stops on Harvey Ave, which will support users to rely on transit to access the site.

4- KCC will be located outside of the 200-year floodplain. However, KCC will be surrounded by paved surfaces and not enhanced by proximity to the recreation fields or Mill Creek. There will be limited room for future expansion of the facility, or for programming to spill out onto adjacent park spaces.

5- The KCC and future school will be on opposite sides of the site. This physical separation will change the opportunity for collaboration and partnership.
6- A traffic study has shown that 650 stalls are required to meet the peak demand of the KCC, which occurs weekday evenings. Approximately 60% of parking is within a 1-minute walk of the facility entrance, and 70% within a 2.5-minute walk. Due to distance, shared parking on the SD23 site is not as attractive for recreation centre users but remains of use to field users.
7- Impacts to the site are minimized through retaining amenities, infrastructure, and site works. The fields and tennis courts will be retained, probably in their current orientation, with minimal upgrades required; however, more construction of parking facilities will be needed to compensate for the parking displaced by KCC's location. The pickleball courts and bocci are replaced with parking and would need to be relocated.

Co-located Campus Model:

The Co-located Campus model creates a shared campus of buildings: KCC, the existing Apple Bowl, and the new school, grouped around a shared typical plaza or multi-use green space. This solution benefits from close proximity to shared amenities and a shared design process with SD23. The new facility will use the existing northeast parking lot, prioritizing drop-off, parking for the disabled, young families, and the elderly. The proposed school is located on their existing site with a modified boundary.

The Co-located Campus model results in greater reorientation of fields, which is beneficial, and requires less reconfiguring of existing parking lots. As a result, site costs for both models are similar.

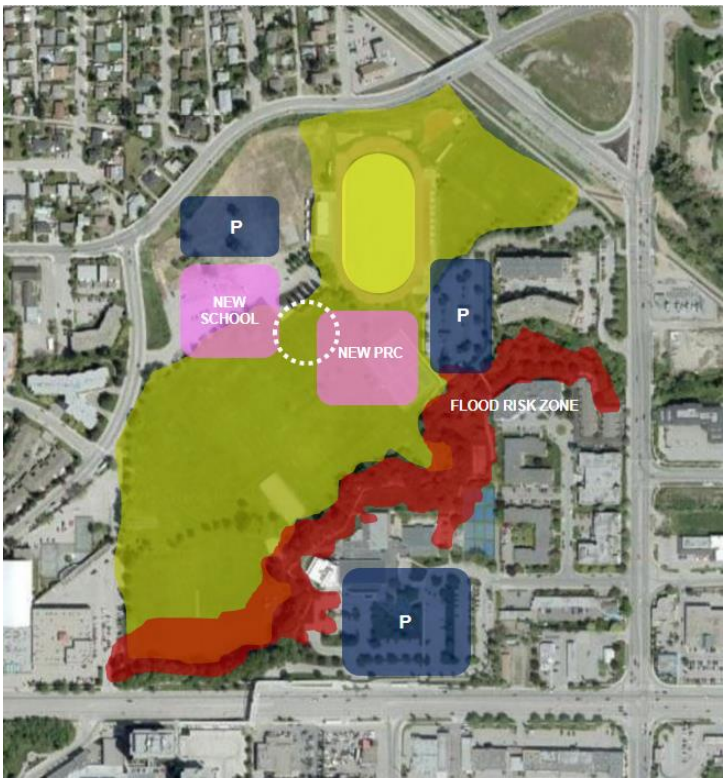

Figure 2: Co-located Campus Model

This model responds to the seven site features and constraints in the following ways:

1- The location of KCC north of the Creek allows the existing PRC operations and parking to continue uninterrupted. Ample laydown area on the adjacent SD23 property with independent access from Burtch is beneficial to the construction process and greatly improves safety.
2- The KCC and future school can be constructed independently.
3- The Co-located Campus model distributes the parking demand between the three parking lots. The northeast and southeast parking lots remain the same size with some increase in the northwest. The greatest increase in traffic will be to the northwest parking lot on the SD23 site from Burtch. This location is further from the RapidBus stops on Harvey Ave, but it positions the facility closer to transit stops connecting to Glenmore, UBCO and downtown as well as to the Okanagan Rail Trail.
4- The new building will be located outside of the 200-year floodplain. Importantly, this model embraces the benefits of the park setting and creek adjacent, thereby enhancing the quality of space – both the indoor and outdoor experience. This model allows for programming to expand out into the rec park and provides the potential for future facility expansion.
5- The KCC and future school will be built in close proximity to one another and the existing Apple Bowl, creating a safe, pedestrian-focused campus. This will create direct opportunities for shared use of fields, gymnasiums and other amenities between the two facilities, which will enhance reciprocal programming opportunities and community access. Both parties will need to collaborate as to how these opportunities are to be managed.
6- Of the 650 stalls required for the KCC at peak, approximately 30% will be within a 1-minute walk. The school site can provide interim parking nearby, and once constructed; school parking will be available for public use for the evening and weekend peak demands. The full requirement of 650 stalls will be within a 2.5-minute walk.
7- This model will require some fields to be realigned, and the tennis courts and lacrosse relocated. Conversely, most of the existing parking infrastructure and all pickleball courts will be retained.

The following table summarizes how each model responds to the features and planning constraints:

Features and Planning Constraints Benefits fully realized ✓, partially realized (✓), and concerns ✗.		Separate Sites Model	Co-located Campus Model
1	The existing PRC should remain operational during construction.	(✓)	✓
2	Both KCC and the school have flexibility of independent construction timelines.	✓	✓
3	KCC minimizes the detrimental impacts on transportation networks.	(✓)	(✓)
4	KCC should embrace the benefits of the recreation park setting and creek adjacency, while being built out of the 200-year floodplain.	(✓)	✓
5	We optimize opportunities created by the adjacency of the new school and KCC.	(✓)	✓
6	The majority of parking needs to be within a 2.5-minute walk of the KCC entrance.	✓	✓
7	The extent of site work, including parking modifications, field realignment, and trails, will be based on operational benefits and cost balance.	✓	✓

Transportation:
Transportation issues will be a critical factor to be resolved through the design of this site and therefore given initial consideration in this workshop. Due to the proximity of the site to a highway, this project will require approval from BC Ministry of Transportation and Infrastructure (MoTI). Staff have intiated discussions with MoTI; however, necessary improvements to the traffic network will not be confirmed until a schematic design is developed.

The existing road network around the site currently experiences high congestion levels at peak times. The recently endorsed Regional Transportation Plan and Kelowna's 2040 Transportation Master Plan acknowledged this project and include improvements along Burtch Rd. Adding both the KCC and future school will increase traffic pressure on the surrounding network. There are, however, several mitigating factors to consider:

- Due to the site's central location, proximity to high-density housing, commerce, retail and a major school, the average trip length to the facility will be shorter, which will help minimize the impact of both facilities on the broader transportation network.
- Similarly, due to the central location, there are many options for alternate modes of transport. There are several major bus routes adjacent to the site, including the Rapidbus. Five separate existing or planned Active Transportation Corridors converge at the Parkinson site and a proposed pedestrian linear park along Mill Creek.

- While the school experiences a large spike in traffic during the drop-off and pick-up windows, the highest demand for KCC and the recreation fields occurs on weekday evenings, followed by weekends. This diversity of use will moderate the peaks and allow greater shared parking.
- Finally, Traffic Demand Management will be used to further reduce vehicle trips.

The distinction between the two models is the location of the site accesses and the resulting assignment of trips to the road network.

Separate Sites model: Over half of the parking is accessed from the two access points in the southeast, close to the busy Spall/Highway 97 intersection, which will be challenging. The existing northeast parking lot would provide secondary parking. Gravel parking in the interim and subsequently after-hours school parking will be available on the school site. However, due to the walking distance, approximately 5 mins, parking on the school site demand from rec centre users is anticipated to be lower, but still desirable for field users. All future school access would be from Burtch Road.

Co-located Campus model: Priority for drop-off, badge holders, young families, and the elderly would be given at the northeast parking lot. The balance of parking would be split between the school site, either interim gravel or after-hours school parking, and the existing southeast parking lot. Thus the model spreads demand between the three parking areas and four access points more evenly.

Although the schematic design and detailed traffic study have not commenced, it is reasonable to consider that for both models, all four site access points may ultimately become right-in/right-out only. This includes the access on the Highway. which may be a requirement from MoTI. The direction of travel and destination to fields, KCC, or PAC will distribute demand to the different parking lots. Current developments in parking apps and live signage will avoid unnecessary circling between lots.

For either model, some transportation improvements to support the KCC will be necessary, both within and off the site. The anticipated improvements are relatively small for just the KCC on opening day, but increase with the addition of a school and city growth projections into the future. Through the schematic design process, the consultant team will determine the scale and scope of the improvements. This work will be supported by technical analysis and any transportation related improvements will require MoTI approval.

Next steps:

Following this workshop and and further study of comparable facilities, staff will return to Council with a recommended preferred building location model. This will inform SD23 discussions, the land exchange agreement, and the schematic design.

Internal circulation:

Partnerships & Investments
Active Living & Culture
Financial Services
Communications
Transportation
Operations
Infrastructure Delivery

Existing Policy:
Imagine Kelowna called to create great public spaces and opportunities for people of all ages, abilities and identities, grow vibrant urban centres and limit sprawl, build healthy neighbourhoods for all, nurture entrepreneurship and collaboration, support innovation, and take action in the face of climate change.

Council Priorities 2019-2022 identified measures to transform this vision into action. Specifically, relevant to this report:

- Vibrant neighbourhoods, by pro-actively planning key sites.
- Vibrant neighbourhoods, through developing accessible and multipurpose amenities.
- Economic resiliency, through the reduction of the infrastructure deficit.

The accompanying Corporate Priorities also identify:

- Clear direction, encouraging and supporting innovation.
- Community Climate Action Plan.
- Corporate Energy and GHG Emissions plan.

The newly adopted Transportation Master Plan identifiers improvement s on roads adjacent to this site.

Considerations not applicable to this report:
Legal/Statutory Authority:
Legal/Statutory Procedural Requirements:
Financial/Budgetary Considerations:
External Agency/Public Comments:
Communications Comments:

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