

Report to Council



Date: March 21, 2022
To: Council
From: City Manager
Subject: Kelowna Community Campus Indicative Building Site Location
Department: Parks and Building Planning

Recommendation:

THAT Council receives, for information this report from Parks and Buildings Planning, dated March 21, 2022, for the Kelowna Community Campus at Parkinson Recreation Park;

AND THAT Council directs Staff to commence the design process for the Kelowna Community Campus at Parkinson Recreation Park based on the indicative Co-located Campus model.

Purpose:

For Council to endorse a preferred building location for the Kelowna Community Campus and to direct Staff on next steps.

Background:

Located in a 48-acre park in a dense urban setting, the future Kelowna Community Campus (KCC) is recognized as a unique opportunity for delivering a landmark facility that will help shape the future of Kelowna. The site features the Apple Bowl, is bisected by Mill Creek, and is adjacent to the site of a future school.

Since the start of the year, the following has occurred:

- Jan 17, 2022 - The functional program and the guiding principles were approved by Council.
- Feb 7, 2022 - A Council workshop considered the building location, outlining the opportunities and constraints of the site and giving an overview of two proposed building locations that were developed as 'test fits'. These two approaches are referred to as the 'Separate Sites model' and the 'Co-located Campus model,' respectively.
- Feb 24 & 25, 2022- Council toured existing community recreation centres in the Lower Mainland to inform the design of the KCC within the Parkinson Recreation Park (PRP). Aspirational objectives were identified.

This report will summarize the two approaches to building location being considered along with benefits and concerns unique to each model.

Staff recommend that the Co-located Campus option be pursued as the preferred model for the project. This model is better suited to achieve the guiding principles as well as the aspirational goals identified by Council. The Co-located Campus model is supported by SD23 (Attachment 1), and is the preferred option when discussed with the Ministry of Transportation and Infrastructure (MoTI) (Attachment 2). If approved the Co-located Campus model will be the basis for the ongoing discussions with the School District 23 (SD23) and the development of necessary subsidiary agreements. The building location and a Land Exchange Agreement will be the starting point for the Schematic Design process.

Previous Council Resolution

Resolution	Date
THAT Council approves in principle, the Guiding Principles and Functional Program that will steer the design of the redevelopment of the PRC.	January 17, 2022

Summary of Options

Separate Sites model:

In this model, the KCC building will be located south of Mill Creek adjacent to the Highway in the existing PRC parking lot. It will be primarily served by the enlarged southeast parking lot, with access points off Parkinson Way and Harvey Avenue.

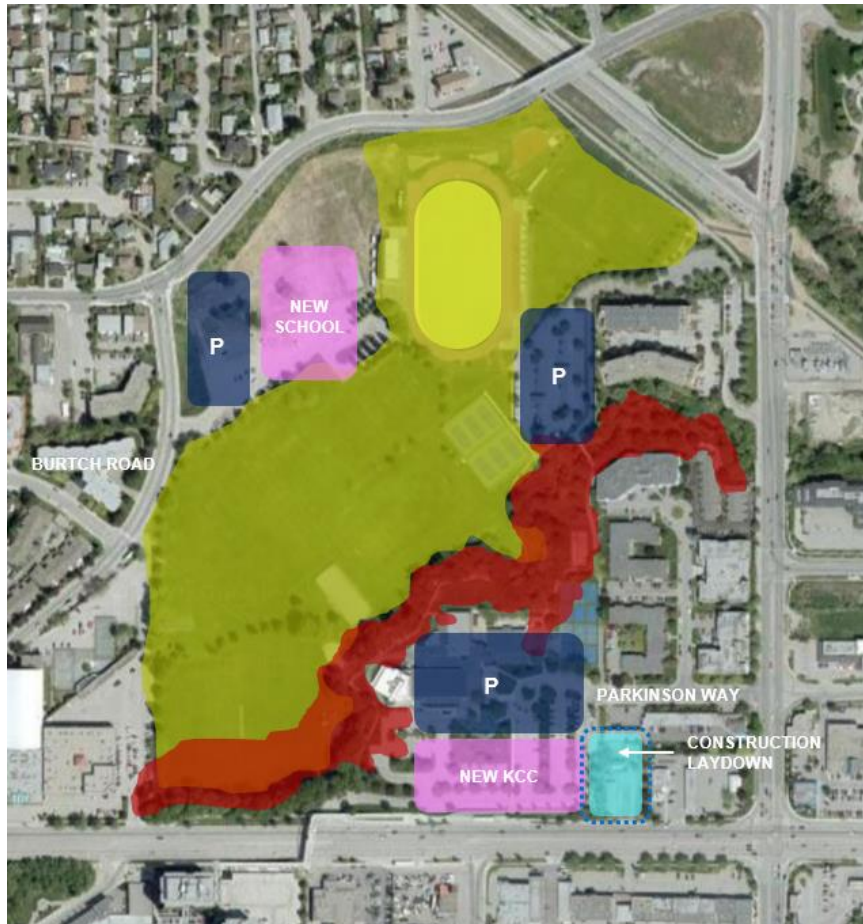


Figure 1- Separate Sites (areas circled in blue have been added since Feb 7 workshop)

Benefits

- Highly visible from Harvey Avenue
- Located adjacent to the Parkinson Activity Centre
- Proximal to the RapidBus stops on Harvey Avenue
- Approximately 45 percent of parking is within a 1-minute walk of the facility entrance, and 60 percent 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.
- Impacts to the site are minimized through retaining amenities, infrastructure, and site works. The fields and tennis courts will be retained, with less upgrades necessary.

Concerns

- Lay down space and access during construction will be restricted and disruptive to programming at the existing PRC. User parking adjacent to PRC and PAC will be very limited during this time.
- Primarily served by the enlarged southeast parking lot, with access points off Parkinson Way and Harvey Avenue. This adds more traffic pressure onto the Spall/Harvey intersection in the site's southeast corner.

- Ministry of Transportation and Infrastructure (MoTI) has expressed concern with this model as it adds additional traffic to Harvey Avenue by positioning the building in the southeast corner of the site. The network already experiences heavy congestion in this area at peak times of the day.
- As the new building will be built directly on top of the existing parking lot, a temporary parking solution that is not proximal to the existing PRC will be required during construction.
- Additional parking will be required to compensate for the parking displaced by the new building's location.
- Building is surrounded by paved surfaces and does not benefit from being adjacent to sports fields and courts or Mill Creek. This limits the ability for programming to spill out onto outdoor spaces or change rooms to service field use.
- Very little scope for future expansion of the facility.
- The KCC building and future school will be on opposite sides of the site. This physical separation will change the opportunities for collaboration.
- The KCC building and the Apple Bowl will be on opposite sides of the site reducing the synergies between the two.

Potential options

- The construction laydown area could be located on the vacant property adjacent to the building site if the property owner agrees to this.

Co-located Campus Model:

The Co-located Campus model creates a shared campus of buildings within Parkinson Recreation Park, north of Mill Creek including the Kelowna Community Campus building, the existing Apple Bowl, and the new school, grouped around a shared public space. This solution benefits from close proximity to shared amenities.

The new facility is more centrally located with main entrances off Burtch Road and Spall Road. Parking is provided on both the east and west sides of the KCC building.



Figure 2: Co-located Campus Model (areas circled in blue have been added since February 7th workshop)

Benefits

- The location of the KCC building north of the Creek allows the existing PRC operations and parking to continue uninterrupted during construction.
- Ample laydown area on the adjacent SD23 property and independent access from Burtch Road improves safety, benefits the construction process, and hence reduces costs.
- Distributes the parking demand between three parking lots. The greatest increase in traffic will be to the northwest parking lot on the SD23 site from Burtch Road.
- MoTI has provided a preliminary review of this model and is supportive of this scheme because it distributes the traffic load around the site and away from the Harvey Avenue and Spall Road intersection, which improves the overall functionality of the network.
- Embraces the benefits of the park setting and creek adjacency, by maximizing the adjacency with sports fields, courts, and other park amenities. This in turn enhances the quality of the indoor spaces.

- Allows programming to expand into the recreation park. Facilities such as changerooms and event support space can be accessed from the indoors and outdoors, supporting various tournaments, track meets, and festivals.
- The KCC building 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, gymnasias and other amenities between the three facilities, which will enhance reciprocal programming opportunities and community access. The City and the SD23 will collaboratively determine how these opportunities are to be managed through future subsidiary agreements.
- School site can provide interim parking nearby, and once constructed, school parking will be available for public use during the peak demand weekday evenings and weekends.
- Most of the existing parking infrastructure and all the sports courts in the southeast will be retained.
- The model provides space for the potential future expansion of the recreation centre.

Concerns

- Is further from the RapidBus stops on Harvey Ave, but it positions the facility closer to transit stops connecting to Glenmore, UBCO and downtown, and the Okanagan Rail Trail.
- Will require some fields to be realigned.
- Not enough parking located immediately adjacent to the KCC.
- Access off Spall Rd is narrow and meandering around a multi-family complex.
- Access off Spall Road is right-in, right-out only making access more difficult
- Successful implementation of this option will require cooperation and participation of SD23.

Potential options

- The existing field irrigation is past its' service life and in need of replacement regardless of the option selected. This is the greatest cost associated with field realignment.
- There is sufficient space to enhance the northeast entrance with boulevard trees, rec. centre signage and/or artwork to enhance the sense of arrival. The access road can also be widened and straightened.
- Parking could be added to the east of the Apple Bowl to increase parking in the northeast lot. Parking could also be added off Burtch Road and could be located in close proximity to an entrance. With the additional parking added, approximately 35 percent of parking is within a 1-minute walk of the facility entrance, and 90 percent is within a 2.5-minute walk.
- Similarly, the entrance off Burtch Road and Spall Road could have an enhanced sense of arrival on par with the Spall Rd entrance. The northwest parking could be brought closer to the centre.
- A through-road option connecting the northeast and southeast parking lots would increase internal site circulation and improve access/egress options. This would require the construction of a bridge over Mill Creek and the removal of the existing pickleball courts and green space.

Conclusion:

The Co-located Campus model creates a pedestrian first design and a strong park setting for the new facility. This model works with the complexities of the urban setting and the multiple network connections it offers. This model has greater potential to meet the guiding principles set out for the project.

The Co-located Campus model is also better placed to meet many of the aspirational goals and observations raised by Council following the study tour. By being embedded in the park, the programming of the KCC can thrive and expand both inside and outside the facility. This site offers valuable opportunities for health and wellness by optimizing proximity to the park's natural beauty and Mill Creek. At this central location, there are also multiple opportunities for expanded programming by leveraging the existing green space and Apple Bowl amenities.

The Co-located Campus model is supported by both SD23 and MoTI. Located close to the school encourages the greater potential for sharing fields, gymnasiums, parking and other amenities. This building location distributes traffic around the project site thus minimizing the impacts to the overall traffic network.

The options considered demonstrate the concerns raised can be satisfactorily resolved, and these will be explored and developed as the Schematic Design evolves.

Finally, this model is easier and safer to construct with fewer impacts on existing operations.

Next steps:

Staff will engage a design team to commence Schematic Design and commence engagement with First Nations, key stakeholders, neighbours, potential partners as well as the broader public. The Schematic Design Report cost estimate will then inform the borrowing process. In parallel staff will engage with SD23 and MoTI based on the approved site model.

Internal Circulation:

Partnerships & Investments
Active Living & Culture
Planning & Development Services
Infrastructure
Financial Services
Communications

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:

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- 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.

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Financial/Budgetary Considerations:

External Agency/Public Comments:

Communications Comments:

Submitted by: R. Parlane, Parks & Buildings Planning Manager

Approved for inclusion: D. Edstrom, Divisional Director, Partnerships & Investments