

Date: September 9, 2010 (Revised September 21, 2010)



**TO: Board Members – Vancouver Park Board**  
**FROM: General Manager – Parks and Recreation**  
**SUBJECT: Major Recreation Facility Renewal Priorities**

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## RECOMMENDATION

- A. THAT the Board authorise the commissioning of four feasibility studies for the renewal of Dunbar, Hastings and Marpole Community Centres, and Kensington Hall, with funding to be allocated from the 2010 Capital Budget;***
- B. THAT the Board authorise staff to prepare a consolidated Major Recreation Facilities Renewal Study subject to funding provided in the next Capital Plan.***

***The following amendments were adopted at the September 20, 2010 Board meeting:***

- C. THAT staff work with Tennis BC to acquire a feasibility study in 2010/2011 that will explore demand, business model and opportunities for partnerships for indoor tennis in Vancouver and report back to the Board so that the findings may be considered for inclusion in the 2012-2014 Capital Plan;***
- D. THAT staff proceed with the Pool Assessment Study in 2010/2011 in order to review and evaluate data for the existing pools in the Park Board system.***

## POLICY

The Board approves major project development priorities.

At its meeting of February 26, 2001, the Board approved the Capital Projects Process Review report, including the recommendation “that a Long Range Capital Plan be created, which will guide the development of future Three Year Capital Plans.”

On March 12, 2001, the Board received the Ice Rink Policy Review consultant study as a reference document for long range capital planning purposes.

On February 25, 2002, the Board approved the Community Centre Renewal Plan created in November 2001, as a framework for future Capital Plans.

On March 11, 2002, Park Board approved the Aquatic Services Review report as the framework for capital decision-making related to Capital Plan and other major funding opportunities.

On July 8, 2010 a draft of this report was presented to the Planning and Environment Committee.

## **BACKGROUND**

The long range renewal plans formulated in the early 2000s have enabled the Park Board to organise the renewal of its major recreational facilities in a systematic and orderly fashion through Capital Plans and external funding, leading to significant progress in rejuvenating ageing community infrastructure. Appendix A summarizes major facility investments made since 1997.

The Community Centre Renewal Plan identified three large scale projects as high priority (Riley Park, Sunset and Trout Lake Community Centres) and three large scale projects that were considered medium priority (Hastings, Marpole-Oakridge, West Point Grey Community Centres). Intermediate scale projects that were considered high priority were Dunbar, Strathcona Community Centre and Kerrisdale gym upgrade. The three large scale high priority projects have been completed (Sunset CC) or are underway, expected to be completed in 2011 (Riley Park and Trout Lake CCs).

It is therefore time to advance the next projects in the queue, selecting from the three large scale projects (complete replacement) that were considered medium priority: Hastings, Marpole-Oakridge and West Point Grey Community Centres; and/or from the three intermediate scale projects (partial replacement) that were considered high priority: Dunbar Community Centre, Strathcona Community Centre and Kerrisdale gym upgrade.

The Aquatic Renewal Strategy identified three projects for a Phase One, all of which have been completed: one neighbourhood pool at Renfrew, one larger community pool at Killarney, and a large scale city pool at Riley Park oriented towards family recreation and leisure. The Aquatic Strategy recommended that, once the Phase One facilities were operational, an assessment of usage should be done prior to implementation of Phase Two to confirm or modify priorities and objectives. We are now at that assessment stage.

In terms of outdoor pools, it is recognized that they require significant Capital funding and long time operational subsidies for a short season of use (approximately 3.5 months). For increased efficiency, co-location of any potential new outdoor pools with indoor pools may allow sharing of pool infrastructure, thus reducing expenditures. For this reason, staff recommend that the provision and location of outdoor pools be re-evaluated as part of the review of the Aquatic Strategy mentioned above, and integrated into a proposed Consolidated Major Recreation Facility Renewal Study.

The Ice Rink Policy Review evaluated the condition of the seven Park Board rinks, putting the four oldest rinks in the lowest condition category: Kerrisdale, Killarney, Riley Park and Trout Lake Rinks. Two rinks, Killarney and Trout Lake, have since been replaced, and a third replacement project, Riley Park, is underway, expected to be completed in 2011.

The 2009-2011 Capital Plan included \$200,000 for community centre feasibility studies in preparation for the next Capital Plan.

## **DISCUSSION**

Significant progress has been made over the last ten years in advancing the long term renewal of the Park Board's recreational facilities. With the completion of three new indoor pools and, by 2011, three new ice rinks, staff are proposing to monitor participation rates in preparation for the development of a Consolidated Major Recreation Facility Renewal Study. The study will look at condition, usage and distribution of facilities across the city, evaluate population growth patterns, integrate recreation demand and trend analyses, and align with long term Park Board and City strategic plans. Funding for this work will be sought in the next Capital Plan.

The 2001 Community Centre Renewal Plan, approved by Board in 2002, evaluated existing community centre buildings based on facility condition, programmability and operating functionality. An extensive engineering study done by Gage-Babcock, 1999 reviewed the building condition, code compliance and long term maintenance needs of the Park Board's oldest indoor recreation facilities. Based on this study, of all the community centres requiring complete renewal, Marpole-Oakridge Community Centre (1) is in the worst condition, followed by Hastings (2) and West Point Grey Community Centres (3). Of the centres targeted for partial renewal, Strathcona (4), Kerrisdale gym (5) and Dunbar Community Centres (6) are next in line for consideration. In addition, recent structural issues regarding Kensington Hall (7) have pulled that project to the front.

### **1. Marpole-Oakridge Community Centre**

Built at the same time as Sunset and Kitsilano, Marpole-Oakridge is one of the City's oldest community centres. The centre is located on a medium-sized park half way between the apartment zoned area of Marpole and the commercial/high density residential area around Oakridge Mall. After evaluating a number of options regarding community centre service in South Vancouver, staff recommend that the location of the new centre remain in Oak Park, with the precise location to be determined through the proposed feasibility study.

The original building has been expanded and upgraded over the years, including the addition of a fitness centre and racquet courts and the installation of an elevator, new roof and steel cladding.

The principal building deficits are:

- The building has floors on four levels, but only the main and upper floor are served by the building elevator, neither the fitness centre nor preschool areas are accessible.
- Ageing mechanical systems and extremely poor access to systems for maintenance purposes.
- Control/reception points — one for the centre as a whole and one for the fitness & racquet courts — at opposite ends of the building.
- Outdated and limited program spaces, particularly the auditorium and kitchen.

The service area for the Marpole-Oakridge Community Centre is expected to undergo significant population growth in the next decades due to numerous planning and development projects. The feasibility study will have to take these emerging demographics into consideration.

## **2. Hastings Community Centre**

Hastings CC was built in three phases, with the oldest part of the complex dating to the mid 1930s, and subsequent additions in 1956 and 1966. Major renovations in the mid 1980s helped to integrate these latter phases and added further program space. This history of piecemeal development has resulted in compromised mechanical systems and, even after the 1980s improvements, poor internal circulation. Some parts of the complex, for example, cannot be reached inside from the main reception desk. Building supervision and control are further challenged by the overall rambling layout. Seismic code deficiencies also need to be addressed.

Staff do not consider repair of the existing building to be cost effective, and favour a complete replacement. The preferred location for a new building is on the same site north of the existing facility, at the corner of Hastings and Renfrew Streets, close to public transit and across from the entrance to Hastings Park, as referenced in the recent Hastings Park Master Plan.

## **3. West Point Grey Community Centre**

The facility is located at the margin of its service area, providing programming in a number of separate buildings, and compensating for its edge location in part with extensive satellite programming at Jericho Hill. It would be desirable to consolidate services in a more central location. In the past, the Jericho Lands have been considered as a potential location; however, the long term tenure of those properties is uncertain. Some discussion has taken place with the Vancouver School Board about co-locating a new community centre with the Queen Mary Elementary School in an arrangement that would see shared use of both school and park land. Park Board staff will continue to discuss this possibility with VSB and explore possible site options for the future community centre location.

## **4. Strathcona Community Centre**

This smaller community centre is located in a building owned by the Vancouver School Board (VSB) as part of Strathcona Elementary School. VSB is planning a multi-year renovation of the entire school compound with multiple heritage buildings. Renewal of the community centre should wait for completion of VSB's project, and be integrated into the proposed Major Recreation Facility Study.

## **5. Kerrisdale Community Centre gymnasium**

The centre is an older facility that received an extensive addition in the 1980's, and a major upgrade in 1999 addressing many condition and programming deficits inherent

with the old building. The remaining work required is a seismic rebuild of the gymnasium, expected to be addressed at a later date.

## **6. Dunbar Community Centre**

Dating from the late 1950s, Dunbar is one of Vancouver's 'first generation' community centres. It was upgraded and expanded in the mid 1980s and has had smaller scale updating since then. The floor area and number of program spaces are extensive.

The area of concern in terms of future upgrading is the centre's old wing, which remains essentially 'as built.' This area is high priority for seismic and other code upgrading. Some major maintenance should be undertaken at the same time.

Dunbar Community Centre is considered an intermediate scale project in the Community Centre Renewal Plan because only the old wing was targeted for replacement. However, the Dunbar Community Association has now advanced a case that the scope of a renewal project should encompass the whole building. The contemplated feasibility study would be tasked to evaluate both options.

## **7. Kensington Hall**

The Kensington Old Hall situated adjacent to the new Community Centre is about 50 years old. The building has been subject to some settlement of the foundation, which has been monitored for a number of years.

In 2004, G.S. Sayers Engineering was retained to assess the settlement issue. The report concluded that there was inadequate foundation bearing capacity in the subsurface soils. The 2004 recommendations included the installation of new specialized piles and a new perimeter grade beam connecting the new piles to the existing foundation system, in the south and east walls. The basic structural repairs were estimated to be in the \$60,000 - \$80,000 range. Additional costs would be incurred for collateral improvements.

In light of financial resources at the time and the age and utility of the building, it was concluded that further investments in this building should be kept to an absolute minimum. Instead the settlement was carefully monitored on an annual basis. Monitoring since that time has indicated a slow but fairly constant rate of settlement.

Early this year, the settlement condition had deteriorated in the south-east corner of the building more than what was expected. The Park Board subsequently retained Glotman Simpson Sayers Engineering to provide an updated structural review of the building with recommendations. The report, finalized in June 2010, recommended that remedial vertical and lateral support be added at the south east corner of the brick wall and foundation of the building. This work was completed and reviewed by engineers on September 3.

Staff propose that the building should be considered for complete replacement in the next Capital Plan.

## **Other Indoor Recreation Services**

Over the last years, members of the public have advocated for a variety of other indoor recreation services. These include, for example, the idea of a seniors centre to be located at Killarney Community Centre, the idea of an indoor skateboard or youth oriented sport facility, and the idea of indoor tennis. While seniors' services are part of the programming of many community centres, indoor skateboarding or indoor tennis would be new services.

The Board has in the past asked for a report back on the cost of including an indoor tennis component to the community centre feasibility studies. It is estimated that the cost of added scope would be in the range of \$10,000 per feasibility study.

Given the extraordinary financial pressures facing the City of Vancouver (and governments across North America), that are likely to extend well into the next Capital Plan, staff see little hope for Capital Plan funding for new services, and caution against compromising the feasibility studies by including large new components. Instead, staff suggest that consideration of indoor tennis and other new indoor recreation services be integrated into the proposed Major Recreation Facility Study. See Appendix B for the updated list of upcoming projects.

## **Feasibility Studies**

The four proposed feasibility Studies will provide a solid understanding of the new building and site requirements, review and development of the building program, provide a full understanding of different stakeholder needs as well as a sound budget estimate that will guide us in securing the funds in the next capital plan.

Park Board staff have had initial discussions with City staff about the co-location of licensed childcare facilities with these community centre renewals; more discussions will be necessary but there is agreement to include investigating the feasibility of joint projects with joint Capital Plan requests. Park Board staff have also discussed the possibility of a branch library with Vancouver Public Library staff in regards to the Dunbar project.

Sufficient funds for these feasibility studies are available in the 2010 Capital Budget, supplemented by contributions from the Dunbar and Kensington Community Associations.

## **SUMMARY**

Staff recommend that the Board authorise commissioning of four feasibility studies for the renewal of Dunbar, Hastings and Marpole Community Centers, and renewal of Kensington Hall, with funding to be allocated from the Capital Budget 2010.

Staff further recommend that the Board authorise the preparation of a Consolidated Major Recreation Facility Renewal Study subject to funding provided in the next Capital Plan.

Prepared by:  
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Vancouver, BC

TD/DD

**APPENDIX A**

**Community Centre Investments in Millions of Dollars  
1997 to Present (2010)**

<b>Completed</b>		
False Creek	Expansion	\$1.9
Kensington	Expansion	\$1.2
Kerrisdale	Renovation (3 x)	\$1.95
Kitsilano	Renovation / Expansion	\$2.4
Killarney	Replacement	\$5.8
Marpole	Renovation (2 x)	\$0.3
Thunderbird	Expansion	\$1.1
Dunbar	Renovation	\$0.16
Ray-Cam	Expansion	\$1.3
West End	Expansion / Renovation	\$0.55
Champlain Heights	Expansion	\$1.7
Roundhouse	New	\$8.0
Coal Harbour	New	\$5.0
Sunset	New	\$12.2
Mount Pleasant – Kingsway#1	Replacement	\$24.0
Creekside SEFC	New	\$34.6
False Creek CC	Expansion	\$1.9
Kensington CC	Expansion	\$1.2
Kerrisdale CC	Renovation	\$2.0
Kitsilano CC	Expansion/Renovation	\$2.4
Killarney CC	New	\$5.8
Marpole-Oakridge CC	Renovation	\$0.3
Thunderbird CC	Expansion	\$1.1
Dunbar CC	Renovation	\$0.2
Ray-Cam CC	Expansion	\$1.3
West End CC	Expansion/Renovation	\$0.6



Champlain Heights CC	Expansion	\$1.7
Roundhouse CC	New	\$8.0
Coal Harbour CC	New	\$5.0
Sunset CC	New	\$12.2
Mount Pleasant CC	New	\$24.0
Creekside CC	New	\$34.6
Renfrew Pool	Renovation	\$4.6
Killarney Pool	New	\$10.7
Hillcrest Pool	New	\$34.8
Killarney Rink	New	\$14.9
Trout Lake Rink	New	\$15.9
<b>Subtotal</b>		<b>\$285.36 M</b>

<b>Under Construction</b>		
Hillcrest Riley Park	Replacement	\$20.0
Trout Lake	Replacement	\$21.3
Hillcrest CC+Rink+Curling	New	\$43.0
Trout Lake CC	New	\$21.3
<b>Subtotal</b>		<b>\$105.60 M</b>
<b>TOTAL (in millions)</b>		<b>\$390.96 M</b>

## APPENDIX B

### Updated List of Future Major Renewals

Priority	Community Centres	Indoor Pools	Ice Rinks	New Projects (not prioritised)
<i>Immediate</i>	<ul style="list-style-type: none"> <li>• Dunbar</li> <li>• Hastings</li> <li>• Marpole-Oakridge</li> </ul>			<ul style="list-style-type: none"> <li>• Killarney Seniors Wing</li> <li>• Indoor Tennis</li> <li>• Indoor Skateboard</li> </ul>
<i>Medium to Long term</i>	<ul style="list-style-type: none"> <li>• Strathcona</li> <li>• Kerrisdale Gym (seismic)</li> <li>• WPG</li> <li>• Douglas Park</li> <li>• West End</li> </ul>	<ul style="list-style-type: none"> <li>• Vancouver Aquatic Centre</li> <li>• Kerrisdale</li> <li>• Templeton</li> <li>• Byng</li> </ul>	<ul style="list-style-type: none"> <li>• Kerrisdale Arena</li> <li>• Sunset</li> </ul>	<ul style="list-style-type: none"> <li>• Mt. Pleasant outdoor pool</li> </ul>