

TO: Park Board Chair and Commissioners

FROM: General Manager – Vancouver Board of Parks and Recreation

SUBJECT: Marpole Community Centre Renewal - Outdoor Pool & Oak Park

Schematic Master Plan

RECOMMENDATION

A. THAT the Vancouver Park Board approve the proposed Schematic Park Master Plan for Oak Park as shown in Appendix C, which includes the location of the renewed Marpole Community Centre and a new full-sized outdoor pool.

B. THAT the Vancouver Park Board direct staff to proceed with detailed planning and design of the community centre and outdoor pool, in collaboration with City staff.

REPORT SUMMARY

The Marpole-Oakridge Community Centre, built in 1949, is the Park Board's oldest community centre. Due to its inability to meet current and future programming demands and aging building systems, the building is in need of renewal. This report provides an overview of the Marpole Community Centre Renewal process to date, including planning for the new community centre building and outdoor pool at Oak Park, and describes the Oak Park schematic master plan process that was undertaken to understand the best fit for the new facilities while optimizing important park uses.

With Board approval, detailed planning and design for the new building and outdoor pool will begin, with a full master plan for Oak Park developed concurrently. The master plan will be brought to the Board for consideration once completed.

BOARD AUTHORITY / POLICY / PREVIOUS DECISIONS

As per the <u>Vancouver Charter</u>, the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks.

The development of the renewed Marpole Community Centre, new outdoor pool, and Oak Park schematic master plan support principles outlined within the following Park Board policies:

- VanPlay Parks and Recreation Services Master Plan (October 2019) provides a comprehensive understanding of recreation needs at a citywide scale, new park and recreation provision standards, and level of service targets (e.g. quantity, accessibility, connectivity and/or quality) for parks and recreation amenities;
- VanSplash Aquatics Strategy (October 2019) includes recommendations for a new colocated pool in South Vancouver.

In addition, the plan aligns with the following City policy documents:

- Resilient City Strategy (2019) goals for "Safe, Adaptive Buildings and Infrastructure":
 - 3.1 Improve building performance to protect lives, decrease displacement, and accelerate recovery following an earthquake;
 - 3.2 Plan, design and upgrade civic facilities to serve the current and future needs of our diverse communities and ever-changing environmental conditions;
- Healthy City Strategy (2017) provides 13 long-term goals for the well-being of the city and its people;
- Greenest City Action Plan (2010 / 2015)
 - Goal 3: Green Buildings target for all buildings constructed by 2020 onwards to be carbon neutral;
 - Goal 6: Access to Nature targets 150,000 trees and 5-min walk to greenspace;
- <u>Transportation 2040 (2012)</u> provides policy to guide active transportation including cycling, walking, and transit.
- <u>Marpole Community Plan</u> (2014) integrates policy on land use, housing, transportation, parks and open space, local economy, arts, culture and the environment, and an associated Public Benefits Strategy (PBS).

In June 2016, the Park Board approved a motion titled "Marpole-Oakridge Community Centre Renewal", which recommended moving forward with consultation and planning for the renewal of the Marpole-Oakridge Community Centre at Oak Park, and to consider co-location or inclusion of complementary services (such as a rink or pool) as determined through the public consultation process.

In January 2018, when considering the <u>VanSplash Aquatics Strategy recommendations</u>, the Park Board approved Oak Park as the location for a new full-sized outdoor pool in South Vancouver, to be co-located with the renewed Marpole Community Centre.

In July 2018, the Park Board approved the <u>Park Board 2019-2022 Capital Plan</u> (subsequently approved by Council), which included:

- \$38.6M of funding for a new Marpole Community Centre (~40,000sqft, excluding childcare space*);
- \$15M of funding for a "full-sized outdoor pool".

*Note: The Capital Plan includes additional separate capital funding for 69-space childcare and 30 space out-of-school care, to be integrated into the community centre design.

BACKGROUND

Marpole, the Marpole-Oakridge Community Centre, and Oak Park

The area now known as Marpole has been inhabited since time immemorial by the Musqueam people. The ancestral Musqueam village site, cesna?em, is generally located within the current Marpole neighbourhood. Marpole's current form began to take shape in the 1860s. The

population of Marpole has grown considerably in recent decades, with 43% growth from 1981 to 2011, in keeping with Vancouver's overall growth. It is currently home to roughly 25,000 residents, with an expected population increase of 52% (12,500 residents) by 2041. Marpole has a higher proportion of rental households (including some of the most affordable rental housing in the city), families with children, seniors, low income residents, and Chinese speaking residents, than other neighbourhoods in the City.

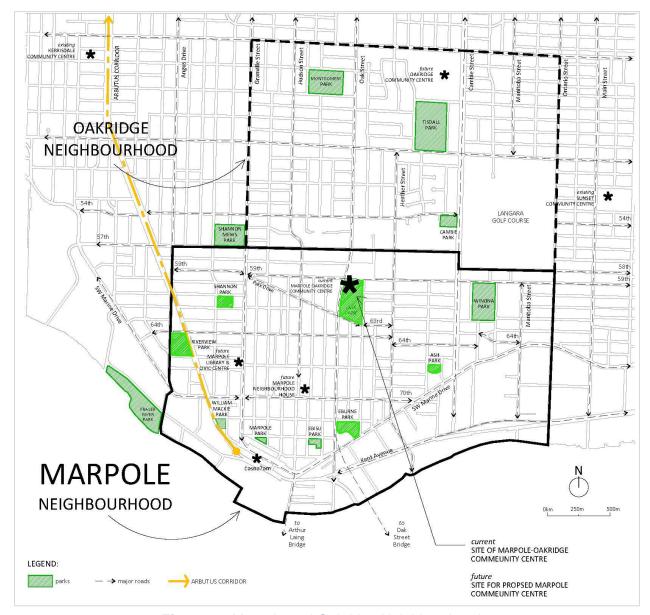


Figure 1: Marpole and Oakridge Neighbourhoods

The Marpole-Oakridge Community Centre, located in Oak Park at Oak Street and 59th Avenue (see Figure 1 above), was built in 1949 and has served as Marpole's community hub for 70 years. The building is functionally outdated and undersized, given the population it currently serves, and anticipated population growth will add pressure on the current facilities. Both the Marpole Community Plan (2014) and the Park Board Facilities Renewal Plan (2009) identified the need for renewal of the Marpole-Oakridge Community Centre.

Oak Park is a permanent park, 5.25 hectares in size. It features two ball diamonds, two t-ball diamonds, two tennis courts, a children's playspace and spray park, a lit gravel field, and two grass fields used for soccer. The park also features walking paths, mature shade trees, and a grove of sequoia trees unique to Vancouver. Neighbourhood families are the most active users of the park, and children from the South Vancouver area are the most heavily represented within the sports groups using the fields and diamonds.

DISCUSSION

Marpole Community Centre Renewal - Needs Assessment Study

In late 2017, Park Board staff began a Needs Assessment Study for a renewed Marpole Community Centre. The renewed community centre will primarily serve residents of the Marpole neighbourhood as the new community centre planned as part of the Oakridge Redevelopment will address service needs for that neighbourhood (see Figure 1 above).

A Park Board-led project team was assembled with additional support from City of Vancouver Real Estate & Facilities Management (REFM) staff and consultants Carscadden Stokes McDonald (architecture) and Lees + Associates (engagement & landscape architecture). Robust public engagement was undertaken, which is described in more detail in the "Engagement" section of this report.

At the Board meeting held on January 28, 2019, staff provided a Marpole Community Centre Renewal Update, which included an overview of the process and outcomes of the Needs Assessment Study. The Needs Assessment Study identified key priorities for the renewed community centre, along with a preliminary building program definition that includes room definitions, interrelationships, and sizes. The study also validated Oak Park as the preferred site for the new community centre based on public engagement results and a site fit review of other potential locations in Marpole.

Key Findings – Needs Assessment Study

Four key priorities emerged for the Marpole Community Centre, with associated building program features:

- Active Lifestyle encourage active lifestyles and physical literacy:
- All Age Support support for seniors, youth and families;
- Social Gathering be a social meeting space and community hub; and
- Arts and Culture provide a wide range of arts and cultural programming.

The preliminary building program definition completed as part of the study was developed through the engagement process, study of current conditions and best practices, and by determining the following three factors:

- expressed demand (by public, staff and stakeholders);
- growth demand (due to future population growth and change); and
- context (consideration demand in the Marpole community of existing and proposed recreation space in surrounding area).

The preliminary program definition calls for a new Marpole Community Centre at a base size of 40,000 gross square feet (GSF), which is roughly 40% larger than 29,000 GSF existing building, and a 10,700GSF childcare centre with 69 spaces. This base building size aligns with the approved 2019-2022 capital funding. Appendix A, "Community Centre Proposed Room Interrelationships", shows the relationships between and relative sizes of the rooms in the new community centre. Appendix B, "Rooms and Size Considerations", shows sizes for the required rooms relative to those in the existing Marpole-Oakridge Community Centre.

Marpole Community Centre Renewal and Outdoor Pool - Oak Park Schematic Plan

In the spring of 2019, the Oak Park Schematic Master Plan process was initiated. The purpose of this work was to find the best facility location possible while balancing existing park uses, and also to properly site the outdoor pool to have a strong relationship to the building. A goal throughout was that service to the community would not be interrupted for the construction of a new community centre; therefore a new building location within the park was needed. Because much of Oak Park's area is currently used by existing recreation features (such as sports fields, a playground and a spray park), consultation was needed to gauge community support for the potential site trade-offs necessary to fit an outdoor pool into the park.

Key Findings - Oak Park Schematic Plan Process

Following are the key ideas expressed during the public engagement process:

- Keep Open Space: maintain open green space within Oak Park with the primary objectives of protecting trees, ecological functioning and casual park uses;
- Make it Safe: ensure safe pedestrian crossings across Oak Street;
- Make it Accessible: ensure the new community centre is accessible to transit and safe walking routes and is not difficult to walk to;
- *Minimize Noise*: reduce the noise from Oak Street in the park and within the community centre:
- *Minimize Parking in the Park*: consider underground parking so that valuable park space is not lost to surface parking lots;
- Have a Presence: ensure the building is more visible to the public from surrounding streets;
- Build an Outdoor Pool: majority of respondents felt that the benefits of an outdoor pool
 are worth the trade-offs necessary within the park, which include the loss of one t-ball
 field and the loss of one grass soccer field;
- Retain Existing Features: maintain a lit soccer field and two ball diamonds;
- *Improve Play*: expand the playground and splash park and locate them near the building and pool.

Based on public consultation and staff input on three schematic plan options for Oak Park (see Appendix C), a preferred schematic plan was developed (see Appendix D). The plans illustrate park elements at a diagrammatic level, in enough detail to determine what features can fit where. The preferred plan shows the best combined locations for new elements (community centre and outdoor pool), as well as existing elements (sports fields, green space, courts, play area and spray park).

Key Features - Preferred Schematic Oak Park Master Plan

Public and staff feedback, policy, and technical requirements informed the preferred schematic park master plan (see Appendix E), which includes the following key features:

- Building Location: closer for residents south of 70th Avenue and closer to existing transit stops;
- Co-location: building & pool co-located to maximize design, operational, and staff efficiencies:
 - outdoor pool and spray park locations maximize efficiencies with change rooms, parking, access control, and mechanical operations;
 - playground located near the community centre for convenient access;
- Vehicular Access: access from Park Drive helps to reduce vehicle traffic on 59th Avenue, which is the North Arm Trail Greenway (8km bikeway/greenway that primarily runs along 59th Ave); no additional traffic on Fremlin Street;
- *Underground Parking*: accommodated below the community centre in two levels with some surface parking for loading and disabled access;
- *Tree Canopy Retention*: southeast corner of the site has mature trees that provide shade in the summer months for playground and spray park users;
- All Weather Field: current lit gravel field converted to a lit all-weather field to accommodate
 more use and offset loss of grass soccer field (site of new centre); existing ball fields remain
 in current locations; adjacent north t-ball field is refurbished;
- Relocated Tennis/Pickleball Courts: upon completion of new community centre, existing building will be removed and replaced with two tennis/pickle ball courts;
- Habitat & Greenspace: current parking lot will be restored to a habitat/open greenspace area, supported by an existing stand of mature trees;
- Refurbished T-Ball Field: one t-ball field will be lost to accommodate the new outdoor pool, but remaining refurbished t-ball field addresses demand.

ENGAGEMENT

Staff conducted extensive engagement throughout the Marpole Community Centre Renewal planning process. Phase One of engagement took place during the Needs Assessment Study and Phase Two during the Oak Park Schematic Master Plan process.

Groups engaged included the Marpole-Oakridge Community Association (MOCA), public, stakeholders, and staff. An External Advisory Group had representation from MOCA, Marpole Residents Coalition, the Marpole Business Association, Marpole Neighbourhood House, Marpole Oakridge Family Place, and community residents. The extended project Working Group included staff from the Park Board, Real Estate & Facilities Management, Planning Urban Design & Sustainability, and Arts, Culture & Community Services, as well as representatives from MOCA.

Public consultation included two online surveys, stakeholder workshops, two open houses, and two pop-up events. Participation was as follows:

- over 1000 survey responses were gathered;

- over 220 people attended open houses;
- over 100 people participated in focus groups, including youth, seniors, and ESL learners;
- 15 stakeholders were interviewed, including members of the MOCA Board and the External Advisory Group.

FIRST NATIONS CONSIDERATIONS

The renewal of the Marpole Community Centre, the outdoor pool, and the Oak Park Master Plan present an opportunity to acknowledge that they are located on unceded Musqueam, Squamish, and Tsleil-Waututh Nations territory, as well as being near cesna?em. This acknowledgement could be made through a combination of elements such as architecture, landscape treatment, art, and signage. A formal update of the Marpole Community Centre renewal project was submitted to the Musqueam, Squamish and Tsleil-Waututh in early 2019. Ongoing engagement with the Nations is planned for the detailed design of the Marpole Community Centre, which will be coordinated with engagement related to the Marpole Civic Centre development at Granville Street and in the context of broader discussions with the Nations. Staff will update the Board with further developments in this regard as they unfold.

FINANCIAL CONSIDERATIONS

Capital Plan and Budget

The financial capacity available to advance this project to the next phases (detailed design, permitting, and construction) are included in the 2019-2022 Capital Plan totalling \$53.6 million. Existing Approved Multi-Year Project Budgets are already in place to advance design work.

Project	2019 – 2022 Capital Plan Funding	Approved Multi-Year Project Budget	
Marpole Community Centre Renewal	\$38.6 million	\$2.4 million (planning & design)	
Outdoor Pool at Oak Park	\$15.0 million	\$0.8 million (planning & design)	

Upon completion of the detailed design phase, more definitive cost estimates will be available to determine the financial capacity to begin construction. An approved project budget will be determined as part of a future Annual Capital Budget cycle.

The 2019-2022 Capital Plan also includes separate funding not mentioned above to support the noted childcare components of this renewal.

Operating Budget

The community centre will be increasing in size by approximately 10,000sf and a new outdoor pool will be added to the aquatics network. Cost implications of this increased service capacity will need to be considered at the time of the construction award to determine the impact on future Annual Operating Budgets.

NEXT STEPS

Subject to Board approval of the recommendations outlined in this report, Park Board staff will work closely with REFM on the detailed planning, design, and construction of the renewed

community centre, the outdoor pool, and associated park elements. As shown in the Project Timeline (see Figure 2 below), construction is anticipated to be completed in 2024/25.

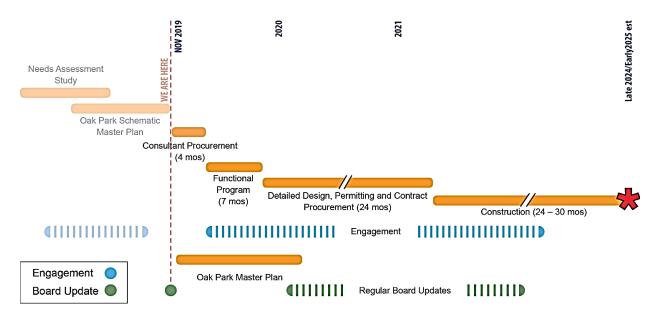


Figure 2: Project Timeline

Concurrent with the above work, and based on the Schematic Master Plan, Park Board staff will develop a full Oak Park Master Plan that will include further public engagement. Staff will be reporting back to the Board at key milestones as the project proceeds.

CONCLUSION

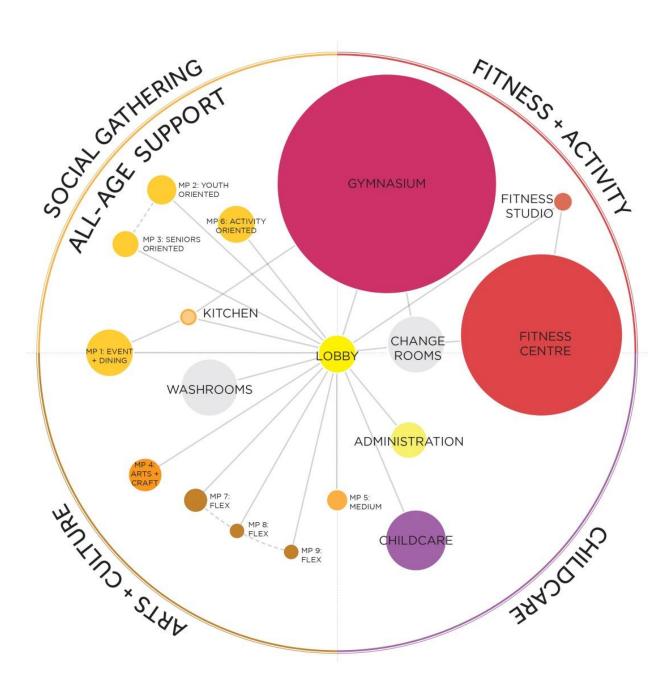
As outlined in VanPlay, the Parks and Recreation Services Master Plan, providing facilities that are home to responsive, equitable and accessible services that meet the needs of a growing and increasingly densifying Marpole neighbourhood is a key Park Board goal. Re-designing parks to accommodate more intensive use and new facilities while preserving green space is also a key goal. The new Marpole Community Centre and outdoor pool within a reconfigured Oak Park will help meet both these goals, and approval of the recommendations outlined in this report will enable staff to proceed with the next steps of design and construction in a timely manner.

General Manager's Office Vancouver Board of Parks and Recreation Vancouver, BC

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ss/ds/clc



Rooms and Size Considerations

Room / Use	Size Adjustment (comparison of current to proposed)		
Multipurpose Room1 - Large Event and Dining	Moderate Increase		
Multipurpose Room 2 - Youth Oriented	Significant Increase		
Multipurpose Room 3 - Seniors Oriented	Significant Increase		
Multipurpose Room 4 - Arts & Crafts Oriented	Moderate Increase		
Multipurpose Room 5 - Medium Flex	New Room		
Multipurpose Room 6 - Activity Oriented	Moderate Increase		
Small Flex Room 7	Same Approximate Size		
Small Flex Room 8	Same Approximate Size		
Small Flex Room 9	Same Approximate Size		
Gymnasium	Moderate Increase		
Fitness Centre	Significant Increase		
Fitness/Stretch Studio	Moderate Increase		
Licensed Childcare	Significant Increase		
Kitchen	Moderate increase		
Lobby	Significant Increase		
Administration	Significant Increase		
Washroom/Changerooms	Moderate Increase		



Option 1: Building North

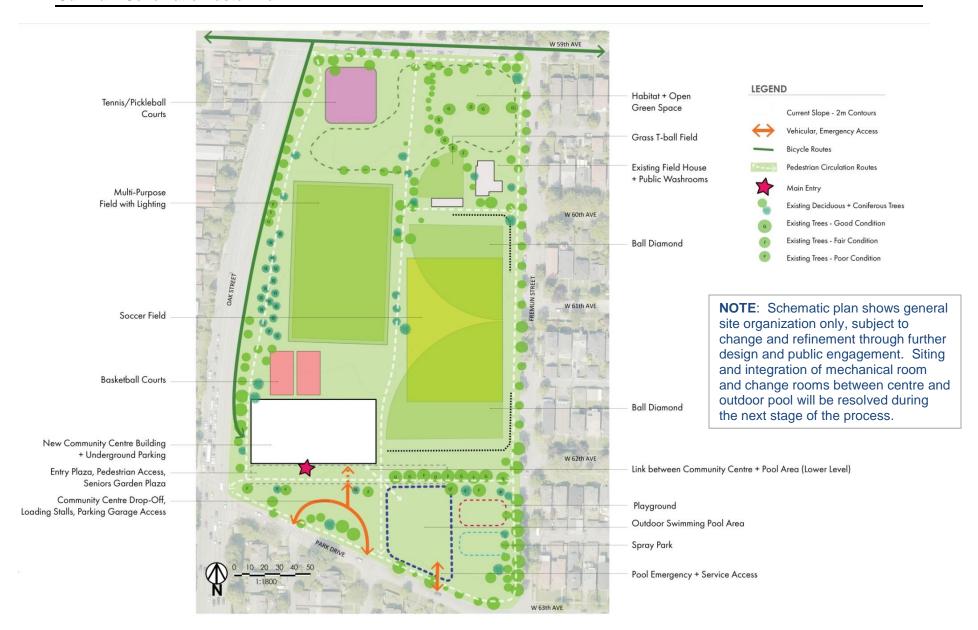
Option 2: Building South

Option 3: Building East



APPENDIX D

Oak Park Schematic Master Plan - PREFERRED PLAN



Oak Park Schematic Master Plan - KEY DESIGN DECISIONS

This section summarizes how feedback from the engagement and relevant past plans affected the preferred Oak Park Schematic Master Plan

Layout Element	What We Heard	Plans + Decisions	Technical	What We Did (Schematic Master Plan)
ACCESS TO PARK + COMMUNITY CENTRE	 Walking is the most popular way to get to Oak Park Accessibility from walking routes, bike routes, and public transit is important Fremlin is popular school route Crossing Oak St. feels unsafe as pedestrian The Oak and Park Dr. intersection feels unsafe for cars and pedestrians 	 Transportation 2040 Cambie Corridor Plan (8.1) Marpole Community Plan (10.8) Vancouver Greenways Plan Marpole Community Plan (principle 5, 9.1, 14.4) 	Should avoid additional traffic impacts on 59th St (North Arm Trail City Greenway)	 Service and emergency access to pool is from Park Drive Vehicle access to Community Centre drop off and parking is from Park Drive Additional traffic is minimized on 59th St. and Fremlin Dr. Recommended addition of southbound left turning lane on Oak St. & pedestrian improvements (COV Transportation) Community Centre connection to 59th St. bikeway by separated path along Oak St.
BUILDING LOCATION IN OAK PARK	Desire for a visible and inviting community centre Proximity to schools to north of park is important (Laurier Elementary, Ideal Mini School, Churchill Secondary) Interest in minimizing effects of traffic noise from Oak St. on building Take advantage of the relationship between the building and park Location should preserve park green space and program space Interest in avoiding extra traffic and negative effects to residents on Fremlin St. Interest in minimizing the distance users need to walk up hill	 Marpole Community Plan (9.1, 10.8, 4.4) Healthy City Strategy Cambie Corridor Plan (8.1) 	Should avoid additional traffic to 59th St. bike route, making location on 59th unfeasible	 Building placed near Oak St. + Park Dr., in SW corner of park Suggested addition of southbound left turn lane on Oak St. at Park Dr. Suggested addition of pedestrian improvements at Oak St. and Park Dr.
VEHICLE PARKING	More parking is desired (currently there are 33 stalls) Parking should be underground to avoid loss of other park amenities	 Building bylaw provides guidelines on parking 	Traffic Study recommends 150 to 180 stalls	 Underground parking garage (Approximately 150 stalls) Space for approx. 10 surface level drop off spots
OUTDOOR POOL	61% of survey respondents found the trade-offs needed to make space for the pool to be acceptable Maximizing shoulder season pool use is important Pool should be located near parking Pool area should have access to both sun and shade Pool should be sheltered from wind There are significant operational efficiencies if pool is connected to community centre building	 Park Board Direction (2018) Draft VanSplash Aquatic Strategy (p63) Draft VanSplash Aquatic Strategy Advisory Group 	Pool should minimize exposure to leaf litter Pool requires emergency and service access Indoor pools are preferable to outdoor pools in terms of operations efficiency and the energy-use benefits of colocation with buildings. They also provide year-round use, rather than seasonal use.	 In alignment with the Draft VanSplash Strategy, an outdoor pool is recommended Outdoor pool located adjacent to building Outdoor pool located in south of Oak Park Universally accessible pathway along west side of pool area provides safe pedestrian access to park and community centre entry while sheltering the pool from wind and traffic
TREES CANOPY + ECOLOGICAL FUNCTION	 Retaining tree canopy & ecological function is a top priority for the park (survey, youth engagement) 	Greenest City Strategy Marpole Community Plan (10.4, 10.5) VanPlay Biodiversity Strategy Urban Forest Strategy Cambie Corridor Plan (12.1) Integrated Rainwater Management Plan		 Arrangement of facilities and amenities allows preservation of greatest number of established trees Space is allowed for potential rainwater infiltration, pollinator and native planting
OPEN GREEN SPACE	 Maximizing green space for casual uses is a top priority (survey, youth engagement, senior engagement) Casual use is most popular current use of Oak Park (survey) Open space and areas for kids should be sheltered from Oak St noise & pollution 	 Greenest City Strategy Marpole Community Plan (10.1, 14.3) Cambie Corridor Plan (12.1) 		 Open spaces and areas for children and youth are primarily located on the east side of the park (away from Oak St.) Building is used to buffer Oak Street noise and pollution Northeast corner of park dedicated to unprogrammed green space for casual uses, trees and ecological function

Oak Park Schematic Master Plan - KEY DESIGN DECISIONS

Layout Element	What We Heard	Plans + Decisions	Technical	What We Did (Schematic Master Plan)
PATHWAYS	Walking loop around park is desired (with lighting, seating, planting) Universal accessibility of paths and spaces is important Oak Street sidewalk feels unsafe to walk on	 Healthy City Strategy Greenest City Action Plan Marpole Community Plan (10.1.2) 		Central pathway between playing fields is maintained Central pathway can be linked with western pathway to create walking loop Additional tree planting on west side of park is suggested to buffer western pathways from Oak St.
PLAYING FIELDS	 Oak Park fields are used primarily for soccer, baseball and softball Maximizing space for organized sport usage is a lower priority amongst survey respondents, youth workshop participants Soccer and Little League use playing field to near capacity North t-ball diamond has bad drainage and is in need of an upgrade Interest in washroom near playing fields 	Healthy City Strategy Transportation 2040 Greenest City Action Plan Field Sports Federation CIP Submission 2015-2017 VanPlay Parks + Recreation Master Plan	Outdoor field lighting needs to be maintained	New: Suggested multi-purpose field with lighting Retained: 2 ball diamonds; 1 t-ball diamond; 1 soccer field Removed: 1 gravel field; 1 t-ball diamond Field house is being retained to maintain washrooms closer to fields Recommendation to consider low outfield fencing and extensions of backstop to minimize risk of balls impinging on adjacent areas
PLAYGROUND	Playground use is a top reasons to visit Oak Park Playground should be near the Community Centre building Playground should be near the splash pad Playground should be sheltered from Oak Street noise & pollution Playground should include trees & tree canopy Playground should be universally accessible	VanPlay Vancouver Assessment of Playspaces Marpole Community Plan (10.1)		Playground is located in southeast corner of park, near community centre and buffered from Oak St. noise & pollution Childcare playground included on roof level of building, south of childcare facility Playground has shaded and sunny areas Playground is adjacent to spray park
SPRAY PARK	 Current spray park is a well-loved, important neighbourhood amenity Many youths are interested in more adventurous spray park features geared to older kids Spray park should be located adjacent to the playground 	 Draft VanSplash Aquatic Strategy (p67) Marpole Community Plan (10.1, 14.3.2) 	Spray park and pool should be adjacent for mechanical efficiencies Spray park needs close washroom, drinking fountain	 Spray park is included in southeast corner of park Spray park is adjacent to playground Spray park is south-facing and downhill from playground
OTHER SPACES	Entry plaza is important Desire for "outdoor living room" for seniors adjacent to community centre that is buffered from kid-focused spaces Basketball courts adjacent to the building and youth room are desired Some community interest in off-leash dog area Strong interest in multi-use spaces Court for tennis and tai chi Mixed support for inclusion of pickleball on tennis court	Marpole Community Plan (10.2) Cambie Corridor Plan (14.3, 14.4) People, Parks & Dogs: A Strategy for Sharing Vancouver's Parks (2.1)	Marpole has a need for additional dog areas	Entry plaza is included Multi-use court for tennis and tai chi with flexibility to host pickleball is included Space for outdoor living room for seniors is recommended south of building Off-leash dog area is not currently suggested due to lack of space