



TO: ACTING CITY MANAGER **DATE:** 2021 August 25

FROM: MAJOR CIVIC BUILDING PROJECT **FILE:** 4230 08
COORDINATION COMMITTEE *Reference: Confederation Park CC*

**SUBJECT: CONFEDERATION PARK COMMUNITY CENTRE PROJECT
APPROVAL OF SCHEMATIC DESIGN AND FUNDING REQUEST**

PURPOSE: To seek Council approval of the final schematic design and request the use of the Community Benefit Bonus Reserve to finance the second phase of work for the Confederation Park Community Centre project.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to approve the final schematic design, and advance the Confederation Park Community Centre project into detailed design as outlined in this report.
2. **THAT** Council authorize the use of the Community Benefit Bonus Reserve in the amount of \$14,750,000 to finance detailed design, City development approvals, tender documents, and preliminary site servicing and offsite costs for Confederation Park Community Centre project, as outlined in this report.
3. **THAT** a copy of this report be forwarded to the Parks, Recreation and Culture Commission and the Burnaby Public Library Board for information.

R E P O R T

1.0 INTRODUCTION

The development of a new community centre within Confederation Park has been identified as a priority community amenity project. The proposed community centre at Confederation Park will supplement the existing civic facilities located in Confederation Park, and help meet the current and projected future demand for community services in the City's Northwest Quadrant.

Confederation Park has three large community amenity buildings; the Burnaby Public Library McGill Branch (constructed 2001), Eileen Dailly Leisure Pool and Fitness Centre (constructed 1992), and the Confederation Community Centre for Seniors (constructed 1988). The existing facilities were built over different decades on different ground planes, and illustrate varying architectural expression. The complex is no longer adequate to serve the growing community of the Northwest Quadrant of Burnaby. The abundance of asphalt surface parking between the facilities is the dominant feature.

To: *Acting City Manager*
From: *Major Civic Building Project Coordination Committee*
Re: *Confederation Park Community Centre Project – Approval of Schematic Design and Funding Request*
2021 August 25..... Page 2

On 2019 July 29, Council approved the use of the Community Benefit Bonus Reserve to retain Revery Architecture to undertake the first phase of work for the project. This first phase of work, which included the development of the Functional Program, the development of a Schematic Design and preliminary costing, is now complete.

This report seeks Council approval of the final schematic design, and funding for the Phase Two scope of work, which includes detailed design, City development approvals, and preparation of tender documents and preliminary site servicing and offsite costs. Ordinarily, this funding request would be presented to the Financial Management Committee (FMC) for consideration and further referral to Council. Recognizing that the next FMC meeting is on 2021 September 07 and the City’s desire to expedite project approvals where possible, this report is being presented directly to Council.

The 2021 – 2025 Financial Plan provides funding for the Confederation Park Community Centre and Library project in the amount of \$121,157,000.

2.0 POLICY SECTION

The advancement of this project aligns with the following Council-adopted policies: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Economic Development Strategy (2007), Social Sustainability Strategy (2011) and the Environmental Sustainability Strategy (2016).

3.0 SCHEMATIC DESIGN REPORT SUMMARY

3.1 *The Site*

Confederation Park is approximately 105 acres and is located at 250 Willingdon Avenue and is bounded by Penzance Drive to the north, Willingdon Avenue to the west, Albert Street to the south, and Alpha and Beta Avenues to the east (see Sketch #1, *attached*). Within the wider context, the site is within the Burnaby Heights neighbourhood, with Hastings Urban Village to the south, and Burrard Inlet to the north.

Confederation Park’s three existing major community amenity buildings; the Burnaby Public Library McGill Branch (constructed 2001), Eileen Dailly Leisure Pool and Fitness Centre (constructed 1992), and the Confederation Community Centre for Seniors (constructed in 1971 and expanded in 1988) are in the southwest corner of the site. The Summit Youth Centre is also in the park, located just north of Eileen Dailly Pool.

Confederation Park itself is a very well-attended park containing a very popular community running/walking track, picnic areas, ball diamonds, playing fields, lawn bowling, splash pad, playground, tennis courts, and a skatepark. To the north of the park is the model steam railway operated by the British Columbia Society of Model Engineers.

3.2 Vision and Guiding Principles

The Confederation Park Community Centre redevelopment project was initiated in 2019. At the commencement of the project, the design team in consultation with staff and project key stakeholders, developed the following vision statement and guiding principles to help guide the development of the schematic design:

Vision Statement

Vision Statement:

The Confederation Park Community Centre will be a unifying gateway—a place to be.

The following guiding principles were developed:

- There will be a positive emotional experience that connects people to the site and the building; making you want to return and stay, encouraging stewardship and participation.
- CPCC will facilitate, support and foster human connection.
- The building’s location and form will act as a gateway – to the park, to nature and to recreation.
- CPCC will accommodate large volume activities, primarily active and community-based gathering programs in a multi-generational and inclusive way.

3.3 Building Program

The Burnaby Northwest Quadrant Community Space Needs Assessment (November 2019) was undertaken to inform potential community space development in the northwest quadrant. The result of the Space Needs Assessment forms the basis of the development of the building program.

This initial round of public engagement included a public survey and open houses to generate ideas on the types of facilities that the public would like to see included in the entire northwest quadrant of Burnaby.

As part of the analysis in the Needs Assessment, review of the existing facilities showed that:

- The northwest quadrant currently has 0.39 sq. ft of net usable community centre space per resident. This is the lowest of any quadrant in Burnaby.
- The following high-priority recreation opportunities should be considered for enhanced provision in the NW Quadrant:
 - Social gatherings
 - Low to medium-intensity fitness
 - Creative arts programs
 - Youth and teens activities and programs
 - Performing arts programs

To: Acting City Manager
From: Major Civic Building Project Coordination Committee
Re: Confederation Park Community Centre Project – Approval of Schematic Design and Funding Request
2021 August 25..... Page 4

High intensity fitness, children’s play, seniors focused programming ranked as medium-priority recreation opportunities.

In light of these findings, the new facility program is proposed to include a variety of multi-purpose rooms of various sizes, a gymnasium, a fitness center, seniors lounge and games room, youth lounge, indoor play area, childminding room, community/teaching kitchen, cafe and sufficient open lobby social space to permit social gatherings, small group visits, relaxing and quiet reflection.

Should the project progress to detailed design, the building program and size of individual components will continue to be refined through design review and input from the working group and public and stakeholder input.

3.4 Architecture and Urban Design

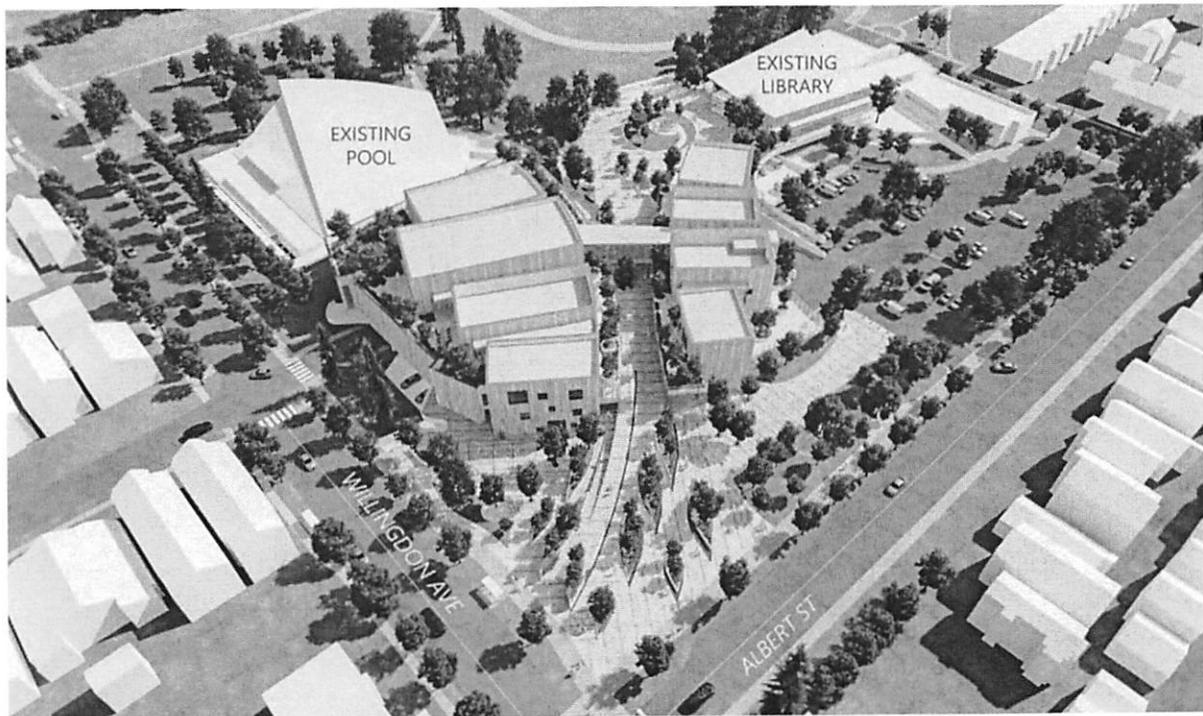
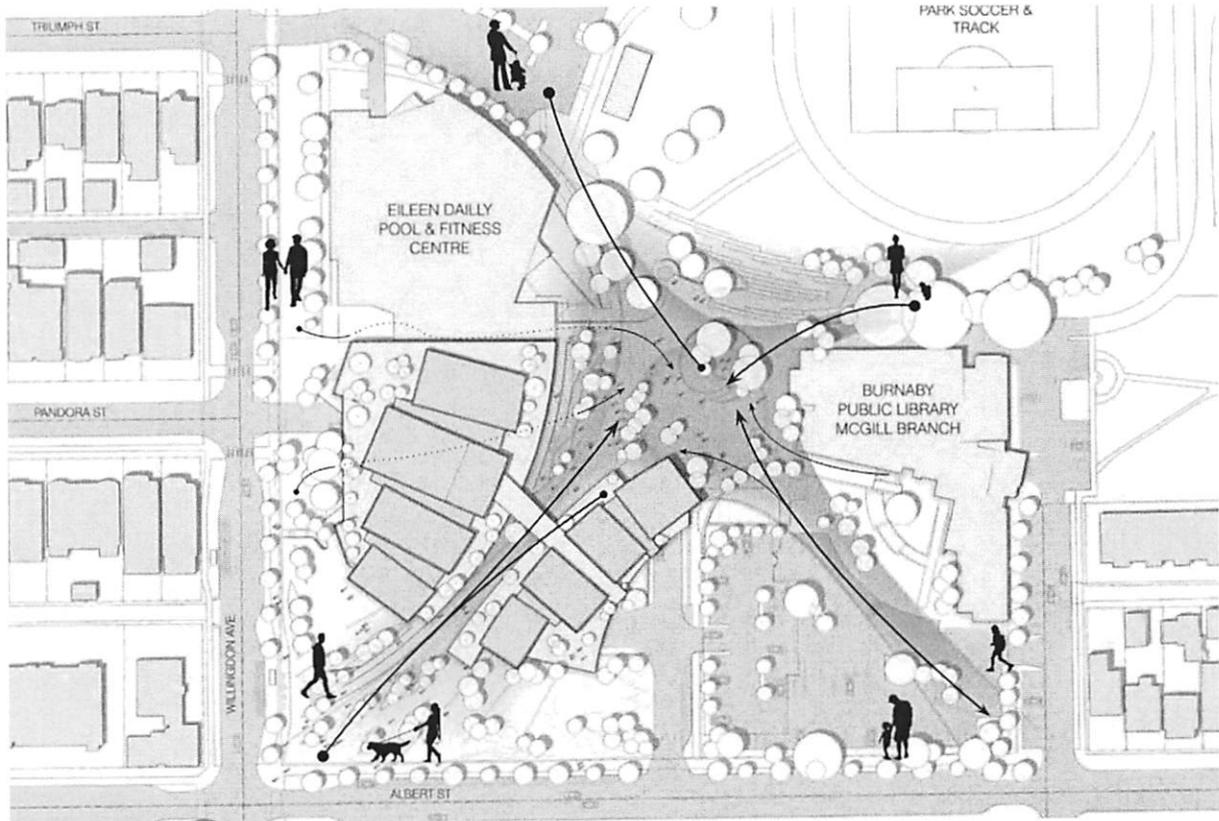
In response to the functional program, the vision and the site, the following guiding principles were developed to inform the massing and drive the schematic design for the project:

- Mask the parking
- Create a new exterior ground plane
- Use the building as a gateway to the park, nature and recreation
- Establish connections: connect Eileen Dailly Pool and establish one control point between these two integrated buildings
- Have a massing that responds to the scale of its immediate and surrounding context
- Consider how future and additional structures can be accommodated and tie into a cohesive community campus.

In response to the scale of its immediate surroundings (the neighboring single and two-family residential context), the building’s mass is intentionally broken down into separate programmatic volumes by placing lower height circulation ‘fingers’ between the volumes. These volumes have parapets which step up and down providing articulation and animation. CPCC is also set back from the corner of Willingdon Avenue and Albert Street to respect the scale and building typology of its surrounding context.

The schematic design of CPCC offers a strong connection to the park and a rich experience for the community. CPCC links the existing facilities (Eileen Dailly Leisure Pool, McGill Library) and the new building with the surrounding neighborhood and the park. An arc-shaped exterior promenade bisects the building, beginning as a gateway plaza to become an elevated central plaza, providing a continuous outdoor public space from the access point at the northeast corner of Willingdon Avenue and Albert Street to the existing outdoor amenities of Confederation Park. CPCC’s level one spans from east to west under this arched outdoor promenade, providing a sheltered and alternate route to the central plaza and the park from the building’s main entrance. The buildings’ second level separates into distinct east and west wings to come together again at the third level where it becomes a bridge spanning over the exterior walkway and connecting the two sides.

To: Acting City Manager
From: Major Civic Building Project Coordination Committee
Re: Confederation Park Community Centre Project – Approval of Schematic Design and Funding Request
2021 August 25..... Page 5



The section below describes the spaces within each of these three components at each level of the building.

Community Center

The community center will house the following recreational facilities:

Level 1

- Main entrance and reception area serving both CPCC and Eileen Dailly Pool
- Entrance to Eileen Dailly Pool
- Lobby with indoor seating
- Public universal washrooms
- Café with outdoor patio seating
- Gymnasium and locker rooms/change rooms
- Childminding
- Indoor play area
- Youth lounge
- Dedicated seniors lounge with snooker room

Level 2

- Fitness center with weights and cardio equipment area
- Multi-purpose rooms
- Public washrooms
- Community center administration with bookable meeting room

Level 3

- Multipurpose rooms of varying sizes, with a community kitchen
- Public washrooms

Subject to Council approval to advance the project to detailed design, staff will initiate a further touchpoint with the public and stakeholders to present the findings of the schematic design report, and seek input on the proposed building and site design.

3.5 Landscaping and Public Art

Landscape and architecture are integrated at CPCC: the public space serves to bring people into various levels of the building, allowing views between the outdoor and the indoor. A dramatic linear “gateway” plaza leads people from the entry point at the southwest corner of the site into the rest of the park. The entry plaza welcomes people up and into the park. This plaza features a borrowed forest landscape inspired by the deciduous forest that connects the north end of Confederation Park to Burrard inlet. As people travel between the two wings of the building, they will enter a larger open plaza, creating a focal point which allows for event space.

Activities within the building are served by landscape spaces just outside, such as café tables and chairs or activities for seniors or youth. The building is designed to accommodate landscape on slab, including ample soil volume for trees at the plaza and rooftop levels.

The central plaza and the gateway plaza serve as gathering spaces and major focal points of the development, providing active and energetic spaces where the community can come together. The design incorporates a series of related public art pieces at both these plazas. A Request for Expression of Interest for Public Art was posted on BC Bid, and finalization of the public art design is pending this funding report.

3.6 Connection to Eileen Dailly Leisure Pool

The new CPCC makes an interior connection to the existing Eileen Dailly Leisure Pool facility at ED Pool’s south end where the fitness centre is currently located. This connection triggers the need for only one control point between the two integrated buildings. The existing control point will be removed and a new one will be located at the main reception counter in CPCC’s main lobby. ED Pool’s main entrance will become solely an exit with access to ED Pool occurring through CPCC’s entrance points. This physical connection between the two buildings supports the vision of an integrated community campus and allows efficiency in operations and staffing. Minor renovations to the south portion of ED Pool are triggered in making this connection to enhance its aesthetic relationship to CPCC and improve support spaces for the aquatic functions. ED Pool’s existing fitness center will be converted into the interior connection to CPCC and into a new Multipurpose Room, primarily used for pool training. The existing childminding space in ED Pool will be converted into a wet multipurpose room for pool birthday parties. Other minor renovations to ED Pool will also be completed to improve the functionality of spaces and to avoid duplication of functions contained in CPCC.

3.7 Sustainability

In accordance with the City’s Environmental Sustainability Strategy (ESS), Climate Action Framework and bylaws, the design team proposed opportunities to achieve sustainability targets where feasible. The sustainability efforts are focused on a reduced energy use in the building, a high-performance and thermally-efficient envelope, and elimination of greenhouse gas associated with the building’s energy use.

Energy Efficiency and GHG Reduction

- Investigate the feasibility of Net Zero
- Evaluate a range of Energy Efficiencies
- Minimize Embodied Carbon

The total energy use intensity – a measurement based on the performance of engineering systems such as lighting, equipment, HVAC, domestic hot water, etc. is in line with BC Energy Step Code Level 3. The Thermal Energy Demand Intensity-a measurement based on the building envelope and ventilation

To: *Acting City Manager*
From: *Major Civic Building Project Coordination Committee*
Re: *Confederation Park Community Centre Project – Approval of Schematic Design and Funding Request*
2021 August 25..... Page 8

is in line with BC Energy Step Code Level 4. All of CPCC’s energy use is based on electricity from BC Hydro, resulting in achieving a very low GHGI of 0.8 kg/CO2/m2/y.

Other sustainable features included in the Schematic Design include:

- High performing building envelope.
- Natural ventilation.
- Indirect daylighting to take advantage of natural light.
- Mitigation of thermal migration between rooms with varied temperature control setpoints, with circulation ‘fingers’ between multi-purpose rooms to create a thermal buffer between rooms.
- Prioritize durability and maintenance when specifying materials and finishes.
- Infrastructure for 20 designated parking stalls with EV charging stations to encourage the use of electric vehicles and reduce transportation emissions.
- Include long and short-term bicycle storage in areas with high visibility.
- Upgrade roads around the site to improve pedestrian and cyclist access.
- LED light fixtures, zone-switched light fixtures, occupancy sensors and time-based controls.
- Low-flow plumbing fixtures, capture, storage and possible reuse of greywater for irrigation.
- Use of drought-resistant and native plant species.
- Use of renewable, locally sourced materials, and materials with high recycled content.

Subject to Council’s approval of the detailed design phase, the design team will confirm the proposed sustainability strategies described above.

3.8 Class D Project Costing

A Class D total project cost estimate has been developed based on the schematic design. Class D estimates are typically +/- 20-30% in accuracy with many variables influencing the final construction price, including most importantly the final design, specifications, market activity at the time of construction, and contractor bid proposals. Based on the schematic design to-date, a total project cost of \$127,000,000 has been estimated, which includes all construction costs including offsite improvements, contingencies, professional and consulting fees, connection fees and permits, furnishings fixtures and equipment, and excludes land costs and general sales tax. This cost estimate was completed June 2021 during a period of unprecedented construction cost escalation due to the COVID-19 pandemic. Further cost estimates will be conducted as the design progresses and market conditions change.

3.9 Project Schedule

An updated project schedule has been produced based on the schematic design developed to-date, and is summarized below:

To: Acting City Manager
 From: Major Civic Building Project Coordination Committee
 Re: Confederation Park Community Centre Project – Approval of Schematic Design and Funding Request
 2021 August 25..... Page 9

Milestone	Date
Council Approval of Phase One Work and Phase Two Funding	August 31, 2021
Detailed Design, Rezoning and Permitting, and Tender Documents	August 2021 – Q1 2023
Council Approval of Detailed Design and Construction Funding	Q1 2023
Tendering	Q1 2023 – Q2 2023
Construction and Commissioning	Q2 2023 – Q2 2025

4.0 PROJECT BUDGET / FINANCING

Phase Two of the CPCC project (BAX.0019) is included in the 2021 – 2025 Financial Plan and sufficient Community Benefit Bonus Reserve funding is available to finance the capital project outlined in this report. Based on work completed in Phase 1, the Class D estimated total cost of the project is \$127,000,000 over 5 years, and this project estimate will be included in the 2022 – 2026 Financial Plan. The following is a cost summary of the funding request for the Phase Two work program, which is comprised of consulting services, project management fees, and permitting and development fees.

Phase Two Cost Estimate Summary:

Design Consulting Fees	\$ 11,000,000
Specialty Consulting, Project Management Fees and Project Contingency	\$ 1,250,000
Permitting and Development Fees	\$ 2,500,000
Total:	\$ 14,750,000

In total, \$14,750,000 of the Community Benefit Bonus Reserve is being requested in order to complete the Phase Two work program for the CCCL project, which will be undertaken over the course of 2021 – 2023.

5.0 RECOMMENDATIONS

The Phase One - Schematic Design scope of work for the CPCC project is complete. In order to advance the project into detailed design, and fund City development approvals, tender documents, and offsite servicing design costs, it is recommended that Council authorize the advancement of the CPCC project into detailed design, and authorize the use of the Community Bonus Benefit Reserve in the amount of \$14,750,000. Subject to Council approval of Phase Two funding, a second report will be advanced to Council, recommending an award of contract for consulting services for the Phase Two scope of work.

At the completion of the Phase Two scope of work, which includes all work up until tendering of the project for construction, a further report will be advanced to Committee and Council for approval of the detailed design, as well as funding approval for construction.



PLANNING & BUILDING DEPARTMENT



DATE:
NOV 20 2018

SCALE:
1:5,000

DRAWN BY:
AY

250 WILLINGDON AVENUE

Sketch #1