

Staff Report to Council

Engineering Department

FILE: 02-0890-03/22

REPORT DATE: June 01, 2022

MEETING DATE:

June 07, 2022

TO: Mayor and Council

FROM: Justin Hart, Manager of Major Projects

SUBJECT: Recommended Site for the Art Gallery and Conceptual Design for the Washblock

CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:



RECOMMENDATION(S):

THAT Council:

- A. Approve Site P-1a (New structure south of Heritage Site / north of Akasaka Japanese Restaurant), without a temporary option, as the preferred permanent location for the new Art Gallery; AND
 - B. Approve Option 2 (Gender Neutral Washroom) as the preferred conceptual design for the washblock; AND
 - C. Approve \$992,000 for the Art Gallery relocation project to be funded from the Major Buildings Reserve; AND
 - D. Approve \$1,800,000 for the washblock project to be funded from the Major Buildings Reserve; AND
 - E. Direct staff to proceed with the detailed design of the washblock based on Option 2 and to proceed with the conceptual design of the Art Gallery located at Site P-1a; OR
 - F. Other.
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PURPOSE

To obtain approval from Council for the preferred site of the new Art Gallery and conceptual design for the new washblock at Harris Park.

☐ Information Report

☒ Decision Report

☐ Direction Report

DISCUSSION

Background:

March 2021	Art Gallery / Athletic Building site selected as the preferred site for the new autonomous RCMP detachment. As part of this site selection, additional projects are required to be completed, including relocation of the Art Gallery and replacement of the washrooms lost due to the demolition of the Athletic Building;
November 2021	The updated Parks, Recreation, and Culture Master Plan (PRC Master Plan) was adopted by Council, which contained recommendations pertinent to the additional projects;
November 2021	Through a competitive procurement process, KMBR Architects Planners Inc. were retained to provide consulting services for the RCMP detachment project, as well as, the relocation of the Art Gallery and replacement of the washroom at Harris Park (Washblock);
May 2022	At an Engagement and Priorities Committee (EPC) meeting, staff presented the Washblock conceptual designs and the findings of the Art Gallery site feasibility study to obtain feedback.

Art Gallery Site:

Permanent and Temporary Site Options

Staff and KMBR identified and evaluated five permanent options at four locations, and six temporary options at four locations within the City as shown below and in Figure 1.

- Permanent Site Options:
 - P-1 – South of Heritage Site / north of Akasaka Japanese Restaurant
 - P-1a – Construct a new structure
 - P-1b – Relocate and upgrade the existing structure
 - P-2 – South Bonson Community Centre (SBCC) – Activity Room 1
 - P-3 – Existing Community Police Office (CPO)
 - P-4 – Existing Daycare at Pitt Meadows Family Recreation Centre (PMFRC)

- Temporary Site Options:
 - T-1 – Gravel Lot north of Annex Building
 - T-1a – Relocation of the existing structure
 - T-1b – Temporary trailers
 - T-2 – Parking Lot north of PMFRC / CPO
 - T-2a – Relocation of the existing structure
 - T-2b – Temporary Trailers
 - T-3 – Rental space adjacent to Waves Coffee House
 - T-4 – SBCC – Activity Room 1

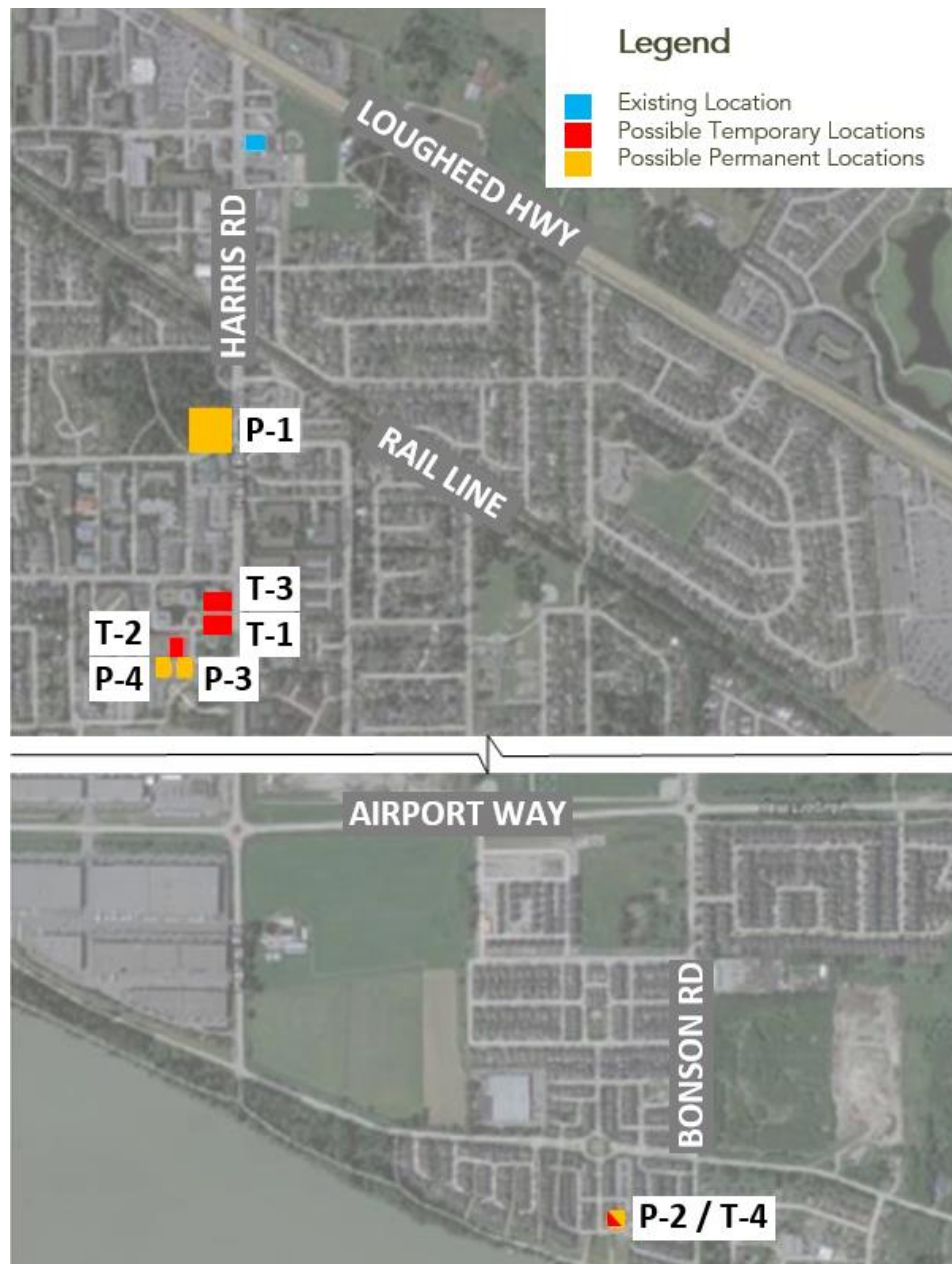


Figure 1 – Permanent and Temporary Site Options Considered for the Art Gallery

Feedback Received

During and after the Engagement and Priorities Committee (EPC) meeting held on May 17, 2022, staff received feedback from Council, members of the community, and other stakeholders regarding the preferred site for the new Art Gallery. A high-level summary of the feedback received is included below. All feedback received was considered and used to inform staff's recommendation:

- SBCC – Activity Room 1 (Options P-2 and T-4):
 - A majority of pedestrian and vehicular traffic in this area may not necessarily translate to visitors to the Art Gallery;
 - A previous attempt to locate a community operated art gallery in the South Bonson area was unsuccessful;
 - Consuming Activity Room 1 for the Art Gallery results in a loss of programmable space;
 - The large floor to ceiling windows in Activity Room 1 allows a large amount of natural light to enter the space, which is not ideal for displaying art;
- South of Heritage Site / north of Akasaka Japanese Restaurant (Options P-1a and P-1b):
 - Building of a new purpose-built Art Gallery is preferred compared to relocation and upgrading the existing structure;
 - Visibility from Harris Road should be considered;
 - Site accessibility, walkability and integration into the Heritage Site should be considered;
 - Impact of the future underpass should be considered;
 - A 3-6 month service gap may be acceptable if a new purpose-built Art Gallery is constructed;
- Civic Centre including the CPO (Option P-3) and Daycare at PMFRC (Option P-4):
 - High pedestrian traffic and central location are positives;
 - The Daycare at PMFRC is less visible than the CPO, therefore the CPO is a preferable location;
 - The Annex building should be considered as a permanent location for the Art Gallery;
 - Any relocation to the Civic Centre should consider potential future projects, staff relocation and capacity, and programming expansions in an attempt to eliminate the need for a future relocation of the Art Gallery;
 - Age of certain structures within the Civic Centre is a concern.

Shortlisted Permanent and Temporary Site Options

Considering the feedback received, staff shortlisted two permanent options for further evaluation:

- P-1a – Construct a new structure south of Heritage Site / north of Akasaka Japanese Restaurant
- P-3 – Civic Centre – Integration into the existing Community Police Office (CPO) space or the Annex building

The cost of Option P-1a is estimated at \$992k and can be implemented without a temporary option, while the cost of Option P-3 ranges from \$606k to \$983k depending on the temporary option selected.

Option P-1a Considerations

After further evaluation, staff have determined that the primary concerns associated with site P-1a, including visibility from Harris Road, potential impacts from the proposed future Harris Road Underpass (Underpass), and site walkability can be either mitigated, or have already been mitigated by project planning associated with the Underpass.

Visibility was mentioned as a concern due to existing trees on site, as well as, the proposed setback of the structure from Harris Road. By altering the configuration and placement of the new structure, the Art Gallery located on site P-1a can be clearly visible from Harris Road, including from the new multi-use path associated with the Underpass. This is shown in Figure 2 below.

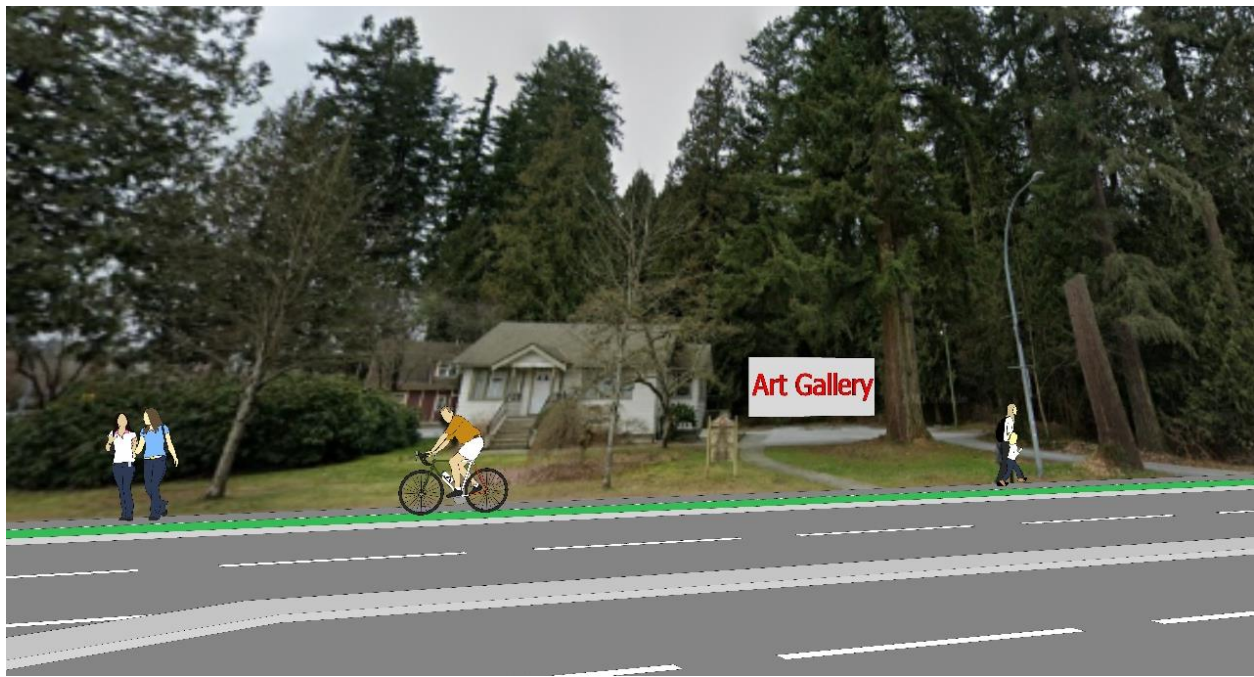


Figure 2 – Potential Location and Configuration of the Art Gallery at Site P-1a with Increased Visibility

The roadway and multi-use path associated with the Underpass isn't expected to impact site P-1a in any significant fashion. Upon completion, the elevation difference between site P-1a and Harris Road immediately adjacent to site P-1a is expected to be minimal, as the majority of the

grade change associated with the Underpass is expected to occur north of the site. Therefore, construction of the Underpass will not result in any impactful reduction of visibility to site P-1a from Harris Road compared to conditions that exist today.

One component of the scope of works for the Underpass includes the relocation of the General Store and the Hoffmann and Son Machine Shop. Although determination of exact building locations and other details have yet to be finalized, generally the intent is to establish a Heritage Site on the west side of Harris Road. This will include the General Store, Hoffmann and Son Machine Shop, and a walkable streetscape that extends from the parking lot adjacent to Akasaka Japanese Restaurant to Advent Road. Constructing a new Art Gallery at site P-1a could take advantage of this newly formed streetscape, integrate seamlessly adjacent to the Heritage Site, and possibly contribute to the attraction of further visitors to the area. Refer to Figure 3 below.

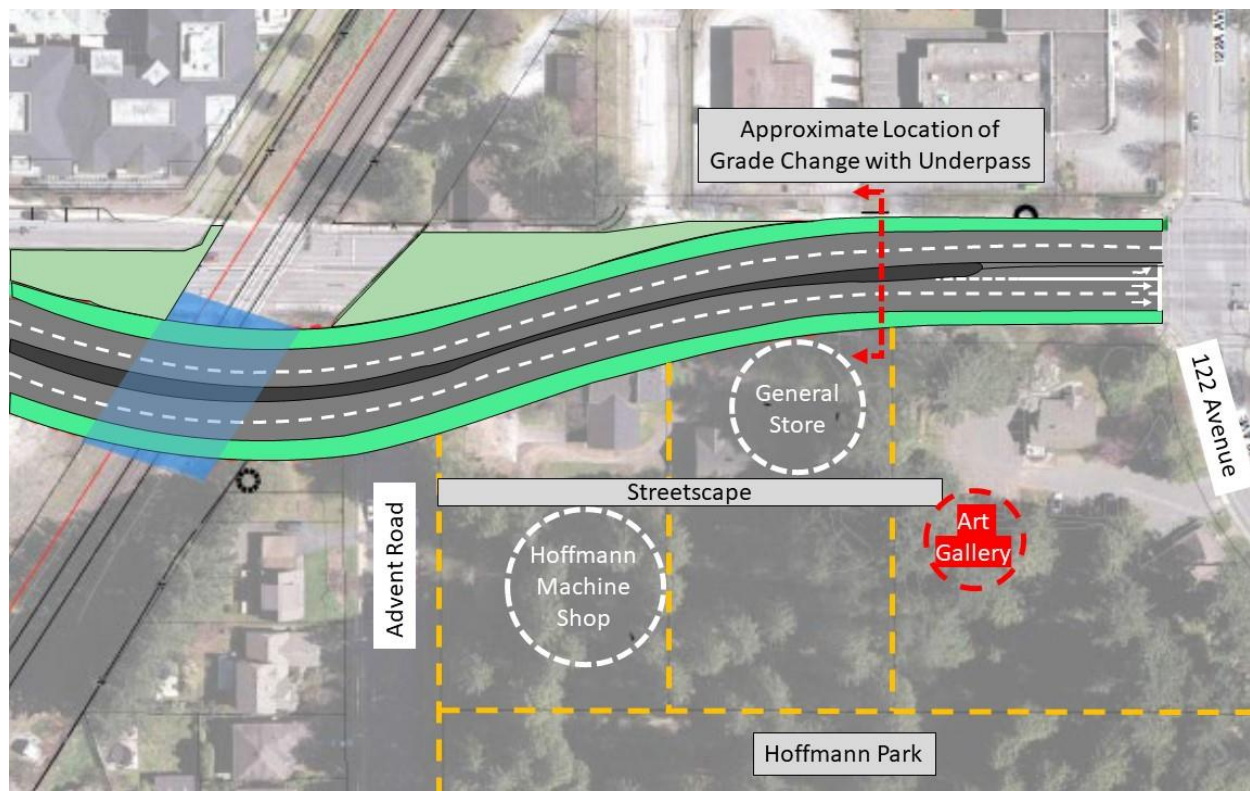


Figure 3 – High-level Visual Representation of the Underpass and Future Heritage Site in Relation to Site P-1a

Civic Centre Considerations – Options P-3 and Annex

During the EPC meeting, the Annex building was noted as a possible location for the Art Gallery that should be considered. The Annex building currently houses City staff, a daycare facility, and BC Emergency Health Services (BCEHS). The original construction of the building dates back to the 1980s, with renovations occurring in 2012. After evaluation, staff have determined that the

Annex building should not be considered for relocation of the Art Gallery for the following reasons:

- The Annex building is nearing the end of its effective service life. Therefore, if relocated to the Annex, the Art Gallery would be required to move again or be temporarily disturbed in the future;
- Both the rental space for BCEHS (61m²) and the daycare (104m²) at the Annex building have a smaller floor space than the existing Art Gallery (116m²);
- Similar to the daycare at PMFRC, the west side of the Annex building is less visible than the CPO;
- Current tenants of the Annex building have leases that are not set to expire until late 2023 and mid 2025;
- Currently, City Hall and the Annex building are at capacity, and space for staff is a concern both presently and in the future.

With respect to Option P-3, there are positives associated with this option, including proximity to the Civic Centre, parks, and community amenities, as well as a high visibility to pedestrians. However, there are also concerns associated with this option, many of which either cannot be alleviated, or sufficient details are not known at this time to determine if the concerns can be alleviated, including:

- Integration into an existing space such as the CPO has limitations, compared to a purpose built facility;
- A long-term temporary option is required for this option, which adds cost ranging between \$139k-\$517k, depending on the temporary option chosen ;
- Capacity at PMFRC has been reached, and expansion of area to accommodate the demand for programmable space is required. Consuming a portion of the CPO to relocate the Art Gallery reduces the ability for PMFRC to expand recreation services, which could limit program offerings in the future;
- With the expected Civic Centre revitalization forthcoming due to the Annex building and City Hall reaching the end of their respective service lives, as well as, the need for additional space, there is uncertainty if the Art Gallery could remain in the CPO long-term. It is possible that staff would be displaced during the Civic Centre revitalization and would need to be housed at a temporary location;
- Integration into the CPO space is dependent on the RCMP vacating the CPO. If there is an unexpected delay associated with design or construction of the new RCMP detachment, or relocating from the CPO to the new detachment takes longer than expected, the Art Gallery would have to remain in a temporary location for a longer duration than anticipated, leading to accumulation of unexpected costs.

Recommended Site Option

After reviewing all site options identified, considering feedback received during and after the EPC, and completing further evaluation of the short-listed site options for the Art Gallery, staff recommend constructing a new structure south of Heritage Site / north of Akasaka Japanese Restaurant (Option P-1a), without a temporary option, as the preferred site option. A high-level summary of the reasoning for this recommendation is provided below:

- A purpose-built Art Gallery would provide the most functional facility, rather than fitting into an existing space with possible limitations;
- The total estimated construction cost of \$992k (including 20% construction contingency and 10% escalation) is generally similar to the available options in the Civic Centre (ranging from \$606k to \$983k), with the entire cost allocated to serving the long-term service needs of the community, rather than allocating a significant percentage to a short-term temporary option;
- The combination of a new build, not needing to wait for existing tenants to vacate, and not requiring to establish a long-term temporary option means that the permanent Art Gallery can be established sooner than other options considered;
- Reduced risk due to independence from other projects;
- Supports the PRC Master Plan recommendation of creating an arts and culture hub within the community, as arts and culture services can encompass many components, including performing arts, visual arts, heritage preservations, museum services, interactive workshops, and artist talks;
- Integration adjacent to the Heritage Site would allow for large a walkable site, while having the potential to take advantage of the overlap of visitors for both for the Heritage Site and the Art Gallery;
- Direct proximity to Harris Road and active transportation facilities, and with proper placement and configuration of the structure, adequate vehicle and active transportation visibility;
- Proximity to City facilities including parks and community amenities;
- Good value for money; and
- Established parking at the vicinity of the site.

Recommended Site Option with a Temporary Option

Although staff would endeavor to minimize service disruption as much as possible, selection of Site P-1a will result in an approximate 3-6 month service gap for the Art Gallery. If it is determined that a temporary solution is required to fill this service gap, staff could review the opportunity to implement temporary pop-up exhibits within existing civic facilities or public spaces; however, it should be noted that there will be an impact to visitation during that time. Staff estimate that

the cost associated with the implementation of pop-up exhibits during the 3-6 month service gap to range between \$20k-\$30k.

Another short-term temporary solution that could fill the service gap would be to temporarily relocate the Art Gallery to Activity Room 1 at SBCC, which would allow for a more stable programmable space for the Art Gallery in the interim. To be efficient with costs, upgrades could be limited to painting and purchase of assorted exhibit furniture and movable walls to display artwork, which could then be relocated to the recommended site upon construction completion. Temporarily locating the Art Gallery at SBCC for a short duration of time could serve as a trial run for an arts and culture hub within the community. Although a previous community lead volunteer collective art gallery was not successful in this area, staff believe that combining City arts and culture programming may provide a unique opportunity. Staff already coordinate and offer an open arts studio, artist talks, and workshops at this location; combining that with a consistently open, volunteer run Art Gallery would provide a unique synergy that was not realized in the previous gallery within Osprey Village. Staff estimate that the costs associated with the implementation of a temporary location at Activity Room 1 at SBCC during the 3-6 month service gap, including very minimal upgrades, to range between \$50k-\$100k.

it should be noted that both temporary options listed above, although intended to fill the 3-6 month service gap, would not meet the level of service that exists currently or will exist after the implementation of the new Art Gallery at Site P-1a.

Next Steps

Due to the substantial difference in the two shortlisted permanent options, the next steps and project schedule will vary depending on the preferred site selected.

If Site P-1a is selected as the preferred site for Art Gallery, general next steps are anticipated to include:

- Q3 2022 – Preparation of the conceptual design;
- Q3 2022 – Provide an update to Council on the conceptual design, as needed, and proceed with the detailed design;
- Q4 2022 / Q1 2023 – Tender construction work;
- Q1 2023 – Award of contract and start of construction; and
- Q2 / Q3 2023 – Estimated construction completion.

If Site P-3 is selected as the preferred site for the Art Gallery, general next steps are anticipated to include:

- Q2 / Q3 2022 – Proceed with the detailed design for temporary option;
- Q1 2023 – Implementation of temporary option; and
- 2025 – Proceed with the detailed design for permanent option, tender construction work, award of contract, and construction.

Washblock Conceptual Designs:

Gendered Washrooms (Option 1):

This option consists of separate gendered washrooms and a standalone accessible washroom. It also incorporates adequate storage, as well as, a concession that is similar in size to the former concession located in the Athletic Building. It will also be equipped with appropriate commercial appliances to accommodate on-site cooking. Exterior features will include concrete block walls, which could be painted and incorporate public art, a sloped metal roof, and canopies sheltering the concession areas. A water fountain, pet fountain, and bottle re-filling station will also be provided on the exterior of the building. One of the primary objectives for the design of the washblock was that both the interior and exterior of the structure should be as vandalism-proof as possible.

Gender Neutral Washroom (Option 2):

This option is generally similar to Option 1, except that this option incorporates a gender-neutral washroom along with three standalone accessible washrooms. Unlike Option 1, the walls of the gender-neutral stalls will be full height (i.e. floor to ceiling).

There is also an opportunity to substitute a curved roof in place of the pitched roof or the V-shaped roof associated with Options 1 and 2. Implementing this curved roof to either Option 1 or 2 would add \$25k, plus contingencies and escalation, to the overall project cost.

Feedback Received

During and after the EPC meeting held on May 17, 2022, staff received feedback from Council, members of the community, and other stakeholders regarding conceptual design for the washblock. A high-level summary of the feedback received is included below. All feedback received was considered and used to inform staff's recommendation:

- The gender-neutral option is more inclusive and would allow families to use the washrooms with ease;
- Consideration should be given to adding change rooms or implementation of components into the standalone washrooms to allow them to be used as change rooms;
- Total privacy should be provided in the gender-neutral option;
- The curved roof design is the preferred roof design;
- Anti-graffiti measures should be implemented to reduce risk of vandalism.

Washblock Considerations

- **Change Rooms:** The addition of standalone change rooms is not practical due to costs and space requirements. However, additional components including clothing hooks and foldable benches could be incorporated into the standalone washrooms to allow them to be used as change rooms;

- **Privacy:** Option 2 includes floor-to-ceiling walls and lockable doors at each individual stall to provide total privacy for washroom users. Option 1 includes typical stall walls and doors with gaps at the top and bottom. Figure 4 below shows an example of a gender neutral washroom at the University of British Columbia.



Figure 4 – Example of a Gender Neutral Washroom with Full Height Walls and Lockable Doors

Recommended Conceptual Design Option

Upon further review of the conceptual design options and taking into consideration the provided feedback, staff recommend proceeding with the gender-neutral washroom (Option 2) with a curved roof design for a total estimated cost of \$1.800M. A high-level summary of the reasoning is provided below:

- Greater inclusivity;
- Easier for parents to accompany their children to the washroom;
- Generally aligns with recent decisions regarding recreation facility and park washroom projects in the lower mainland;
- Cost per unit area is lower; and
- Cost per washroom stall is lower.

Next Steps

Following selection of the preferred conceptual design option, staff will work with KMBR to begin the detailed design process. The anticipated washblock project timeline is provided below:

- Q2 / Q3 2022 – Progression of the detailed design;

- Q3 2022 – Tender construction work;
- Q4 2022 – Award of contract and start of construction; and
- Q2 2023 – Estimated construction completion.

COUNCIL STRATEGIC PLAN ALIGNMENT

- ☐ Principled Governance ☐ Balanced Economic Prosperity ☐ Corporate Excellence
☒ Community Spirit & Wellbeing ☒ Transportation & Infrastructure Initiatives
☐ Not Applicable

FINANCIAL IMPLICATIONS

- ☐ None ☐ Budget Previously Approved ☐ Referral to Business Planning
☒ Other

The recommended site for the Art Gallery relocation, P-1a without a temporary option, is estimated to have a total project cost of \$992,000, while the estimated total cost for the washblock is approximately \$1,800,000, including contingency and escalation.

Staff's recommended funding source for the washblock and Art Gallery relocation is the Facilities & Fixtures Reserve Fund - Major Buildings Reserve.

Although the recommended Art Gallery site, P-1a, excludes a short-term temporary Art Gallery, two temporary Art Gallery options were identified and evaluated. These two options ranged in costs between \$20,000 and \$100,000.

If determined that a temporary Art Gallery is required, staff's recommended funding source to implement a temporary Art Gallery is the Facilities & Fixtures Reserve Fund – Major Buildings Reserve.

PUBLIC PARTICIPATION

- ☒ Inform ☒ Consult ☐ Involve ☐ Collaborate ☐ Empower

The Art Gallery site feasibility study and washblock conceptual designs was presented to Council and the public during the May 17, 2022 EPC meeting.

The recommended site for the Art Gallery and the conceptual design for the washblock will be presented to Council and the public during the June 7, 2022 Council meeting.

KATZIE FIRST NATION CONSIDERATIONS

Referral ☐ Yes ☒ No

SIGN-OFFS

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ATTACHMENT(S):

- A. Art Gallery Site Feasibility Study
- B. Washblock Conceptual Designs