

To: SPECIAL COUNCIL (STATUTORY PUBLIC MEETING)

Meeting Date: 5/31/2021

Subject: Recreation Complex – Joint-Use Campus Update

Submitted By: Lesley Head, Director of Recreation and Culture

Prepared By: Shane Taylor, Project Lead – Recreation Services

Report No.: 22-071-CD

File No.: C1101

Wards Affected: Ward 7

RECOMMENDATION(S):

THAT Report 22-071-CD Recreation Complex – Joint Use Campus Update be received;

AND THAT Council direct City staff to continue to coordinate with Idea Exchange, Waterloo Regional District School Board and Waterloo Catholic District School Board to achieve project outcomes consistent with the approved Concept Four: One Campus, Two Separate Facilities;

AND THAT Council direct City staff to work with the design consultants to identify the optimal location for a park amenity space within the Joint-Use Campus lands, to be presented for approval as part of detailed design at a future Council meeting;

AND FURTHER THAT Council approve the revised property boundary between the School Boards' and City lands, while maintaining previously agreed upon land area quantities.

EXECUTIVE SUMMARY:

Purpose

- Update Council on the status of the School Boards' current design;
- Update Council on the current status of the impending Agreement of Purchase and Sale between City and Boards for the disposal of City lands to the Boards for construction of a future Waterloo Regional District School Board (WRDSC) and Waterloo Catholic District School Board (WCDSB) joint-school and daycare facility;

- Update Council on the status of drafting Joint-Use Agreements between the project partners and City;
- Notify Council of recent design discussions between City and School Board staff that may result in implications to the City's future site design;
- To ensure transparency with Council and the public throughout the design development process as staff carry out Council direction to invest in creating new community recreational assets in coordination with Idea Exchange, WRDSB and WCDSB.

Key Findings

- School Board joint-building and site design is progressing quickly and expedient City decisions are necessary for the boards to remain on schedule;
- Site grading constraints identified by the boards may result in impacts to the Joint-Use Campus design program as approved by Council;
- Request for approval of revised shared property boundaries to be reflected in a Registered Plan and on the impending Agreement of Purchase and Sale.

Financial Implications

- Following Council direction, City staff will work with School Board staff to finalize the Agreement of Purchase and Sale for the Board lands, to be approved by Council at a future meeting.

STRATEGIC ALIGNMENT:

- ☒ Strategic Action; or
☐ Core Service

Objective(s): WELLBEING - Connect people to services that support individual and community wellbeing

Strategic Action: Provide age-friendly services that are accessible to all

Program: Community Development

Core Service: Recreation, Fitness & Leisure

An open and transparent approach to site design will result in higher quality outcomes for project partners and the community.

BACKGROUND:

Council Endorsement of the Joint-Use Campus Concept

The concept of a Joint-Use Campus has been developing for several years. The creation of a partnership between City, Idea Exchange, WRDSB and WCDSB resulted in a focused vision on delivering a centralized community hub of education, recreation and culture. In report 20-032-CRS – *Recreation Complex and Library Capital Project*, Council directed staff to enter into negotiations with both the school boards and to report back to Council on opportunities for a joint-use facility. A Memorandum of Understanding between the partners was created in June 2020 to jointly fund and complete the Joint-Use Campus Feasibility Study (JUCFS). Following completion of the JUCFS, report 21-038-CD – *Recreation Complex – Joint Use Campus Opportunities* was submitted and on February 19, 2021 CS&P Architects presented Council with the Study findings and recommendations for next steps.

On February 19, 2021 Council endorsed Concept Four: One Campus, Two Separate Facilities which included the following guiding principles:

- Create a vibrant, inviting and multi-generational community hub;
- Leverage sharing opportunities to maximize program synergies, to encourage the best utilization of space, and to reduce capital and operating costs for all parties;
- Showcase the main building activities, animating the streetscape and creating a distinct identity for each partner;
- Provide a safe and secure design, both indoors and out, that allows for both separation and sharing;
- Allow for flexibility of use and potential to grow and change over time;
- Maximize the use and amenity of open and green space on the site;
- Encourage active transportation by creating safe and inviting green space on the site;
- Incorporate sustainable initiatives that foster environmental responsibility; improve building performance and energy efficiency; and contribute to the health and well-being of the users.

Council provided direction for City staff to work with Idea Exchange, WRDSB and WCDSB on a Joint-Use Campus in alignment with endorsed Concept Four design, and to develop Joint-Use Campus operating agreements between all project partners. Subsequently on February 22, 2021 CS&P presented the Joint Use Campus Feasibility Study (JUCFS) to the WRDSB Board of Trustees and to the WCDSB Board of Trustees.

One of the main advantages with the Concept Four design is the flexibility this option affords to the project partners to be able to progress independently of each other, as per individual scheduling and budgetary needs.

Joint-Use Campus Coordination Committee

The Joint-Use Campus Coordination Committee was assembled to ensure coordination

throughout the planning and design process, and to provide the means for swift resolution on project challenges. The committee is comprised of City project staff; Idea Exchange CEO and Director of Public and Digital Services; WRDSB Manager of Planning and Project Coordinator; and the WCDSB Manager of Planning and Construction and Renovations Supervisor. To date the committee has worked together to complete deliverables including the Memorandum of Understanding and the JUCFS, and is now working on a cost-sharing agreement, joint-use agreements and the draft Agreement of Purchase and Sale (APS). The committee meets on a regular basis to maintain the partnership through discussion of items pertaining to the project partners including agreements, site design, project progress updates, and other related project matters. The committee began meeting together in late 2019 and is expected to continue until all joint-use matters affecting the respective projects are resolved.

School Boards' Design Progress

The School Boards have procured an architectural design team and progressed their site design in late summer and fall 2021. A Site Plan pre-consultation submission has been received by City planning staff. The School Boards have received funding approval from the Ministry of Education and are working on an aggressive schedule to begin construction as soon as possible following the planning approvals process. The Boards intend to initiate a formal planning approvals process as soon as is feasible.

City and Idea Exchange Design Progress

Colliers Project Leaders (Colliers) were contracted and began work as the project management consultants in December 2021. Following Council direction received at the May 17, 2022 meeting through report *22-046-CD Recreation Complex and Idea Exchange – Conceptual Design and Updates*, an RFQ to procure the design architects is currently out for bids. Draft terms of reference for joint use agreements with boards and with Idea Exchange is underway, being led by Colliers. A draft Reference Plan outlining the proposed land division plan has been completed however has not yet been deposited – should Council direct staff through this report, revised property boundaries will be surveyed and the draft Reference Plan will be updated and deposited with the Ontario Land Registry Office.

The Green and Inclusive Community Buildings grant application is still under review, and a decision is anticipated to be communicated at any time.

ANALYSIS:

Concept Four: One Campus, Two Separate Facilities

The WRDSB and WCDSB boards have jointly proceeded with the design of their site to incorporate two schools and a daycare in one building on lands that will be included in an imminent APS. The school is being designed in a manner that provides equal access, surveillance and overall functionality for each of the boards and the proposed

daycare, while also meeting various Board policies. School Board project staff are working to incorporate the guiding principles of the JUCFS into their site design process to ensure alignment wherever feasible within the approved Concept 4, however the Boards' site design proposes changes that pertain to site circulation, building footprint and parking lot area. In addition, detailed grading decisions have been made that have the potential to affect the feasibility of providing a shared park amenity between the school and recreation complex building. In consultation with, and at the request of City planning and project staff, the boards have made several adjustments to their site design to improve overall site functionality. It is City staff's understanding the School Boards intend to commence a formal planning approvals process at their earliest opportunity, following direction from today's Council meeting.

Key Design Principles from Concept Four: One Campus, Two Separate Facilities

A number of key design principles were identified in the Feasibility Study specific to the approved Concept Four design.

- Two separate buildings: City/Idea Exchange and School Boards/Daycare;
- The developable site can be severed according to the ownership ratios determined between the City and School Boards;
- Outdoor plan and amenity areas continue to be shared between all users on an agreed schedule;
- Fully separated parking and drop-off for School Board(s) and City components, which may be shared as per agreement;
- Community park located between the two buildings maximizes visibility and access to the playground and outdoor open space from the street;
- Entrance to City facilities creates a "main street" highlighting all key City activities;
- A compact and efficient plan reduces the combined schools' gross floor area;
- School circulation is clearly separated for each School Board.

Board staff are working to incorporate as many Key Design Principles into their site design as feasible.

Site Grading Constraints

One issue that has become apparent through the detailed design process is that the existing grades within the site represent a challenge to the design team. The boards' design team have determined the most appropriate grading within the board property to accommodate their programming would require a cut & fill exercise that would sit the school building low within the site. The main area of concern raised by the City Project Team is that the proposed grading of the school site may impact the feasibility of

installing the jointly-owned community park as shown in the Concept Four design between the Rec Complex building and the joint-school building, which would have implications to site circulation patterns and the sense of visual connectivity between the two buildings. Based on grading design and analysis performed by the Boards' civil engineering consultant, it is anticipated the grading design proposed by the boards will result in an estimated grade differential of 3.5 to 4.0 metres between the school building Finished Floor Elevation (FFE) and the Recreation Complex FFE. The land located between the two buildings, identified in Concept Four as a community park (and one of the Key Design Principles of Concept Four), would have grades that would most likely impact the City's ability to install a park that meets standard accessibility (AODA) requirements. Relocating or designing the recreation complex building to absorb the grade changes in a manner to support the installation of an accessible park may also prove to be infeasible.

Alternative Opportunities for Community Park within Recreation Complex Lands

The Project Team believes that, due to the challenging site grading, the best location for the community park within the Joint-Use Campus lands may be in a location that is not between the two buildings. However, the Project Team also believes that exciting outcomes can be achieved and that the Joint-Use Campus can be successfully delivered in concert with a new site layout design. After the City's design consultants are in place, concept designs will look at grading and site design options to propose the most logical location for a community park space that is accessible to all users, and that provides the most community benefit. The design process will include public consultation. Conceptual designs outlining site and building, including the park space, are expected to be shared with Council in Q1 2023 for approval to proceed into detailed design. The Project Team believes that exciting outcomes, high-quality community recreational outdoor park spaces, and accessible pathways connecting both buildings can be achieved even if the community park space is different what was contemplated in the Concept Four design that was endorsed by Council.

Revised Property Boundary Request

In consideration of the site design work that has been completed to date, and in alignment with the Guiding Principal "to allow for flexibility of use and potential to grow and change over time", the Project Team is recommending a revised and simplified shared site boundary between the City lands and the School Board lands. City and School Board staff have collaborated on the revised boundary limits that will result in more traditional property shapes and will provide better flexibility for future development on each site, should future needs or opportunities arise. Refer to Appendix A for proposed new property boundaries. For consistency with previous Council direction, and to remain consistent with cost-sharing agreements, the overall areas proposed to

be owned by each party remain unchanged from the previous approved boundary alignment; the only change is that the shapes have been simplified. Following Council direction, a Reference Plan will be deposited with the Ontario Land Registry office that will form a component of the APS with the School Boards.

Agreement of Purchase and Sale

Following direction from Council, staff will push to finalize the APS for the disposal of City-owned lands that will be sold to the School Boards. Draft APS documents have been circulated to Board staff and legal team for comment. It is anticipated that a final APS will be presented to Council for approval in the coming weeks.

Joint-Use Agreements

Joint-use agreements are currently in the early stages of development between City and Idea Exchange, and between City and both School Boards. Colliers has been retained to assist the City with the process of assembling Terms of Reference and negotiating the agreements. Board staff have reiterated to City staff their desire to pursue finalized joint-use agreements that benefit all project partners where applicable for overall project benefit. The timing and relationship between the APS and the Joint Use agreements will be determined and discussed in future reports to Council.

EXISTING POLICY / BY-LAW(S):

There is no existing policy/by-law.-

FINANCIAL IMPACT:

There is no financial impact at this time. An APS outlining the disposal of City lands to the School Boards is expected to be brought to Council for approval in the coming weeks.

PUBLIC VALUE:

Collaboration:

Collaboration will involve working in partnership with Idea Exchange, Waterloo Region District School Board and Waterloo Catholic School Board as the project is developed. The end result will be a Joint-Use Campus that allows the partners and community to access facilities that would otherwise be infeasible to provide in one centralized location, improving public educational, recreational and cultural infrastructure for a wide variety of users.

ADVISORY COMMITTEE INPUT:**Advisory Committees Consulted:**

Not Applicable.

PUBLIC INPUT:

Posted publicly as part of the report process.

INTERNAL / EXTERNAL CONSULTATION:

- Joint Use Campus Coordination Committee
- Project Steering Committee
- Project Team

CONCLUSION:

The Joint-Use Campus designs are currently progressing, with each partner following separate schedules according to their unique needs. Coordination between City, Idea Exchange, WRDSB and WCDSB is ongoing through the Joint-Use Campus Coordination Committee and will continue through to completion of all outstanding agreements. Site grading constraints, identified during detailed design of the School Board site, may result in changes to the approved Concept Four design including the location of the community park, however the Project Team is confident that exciting outcomes, high-quality community recreational outdoor park spaces, and accessible pathways connecting both buildings will be successfully delivered. City staff are moving as quickly as possible towards procuring design consultants to complete site conceptual design work on the recreation complex lands. Concept plans will be presented to Council for approval prior to proceeding into detailed design.

REPORT IMPACTS:

Agreement: **No**

By-law: **No**

Budget Amendment: **No**

Policy: **No**

APPROVALS:

This report has gone through the appropriate workflow and has been reviewed and or approved by the Director, Deputy City Manager, Chief Financial Officer, City Solicitor and City Manager.

ATTACHMENTS:

1. 22-071-CD Appendix A – Revised Property Boundary
2. 22-071-CD Appendix B – Joint-Use Campus Feasibility Study and Appendices
3. 22-071-CD Appendix C – View Looking East from Catholic School
4. 22-071-CD Appendix D – View Looking North from Faith Street