



## Nanaimo South End Community Centre (SECC) Feasibility Study

January 13, 2025

P1701-2104913874-36 (3.0)



Project  
Leaders

## ACKNOWLEDGEMENTS

### Client:

City of Nanaimo  
Richard Harding, General Manager Community Services & Deputy CAO

### Project Team:

Colliers Project Leaders Inc.  
Evan Woolley, Director, Infrastructure Advisory  
Annemarie Middleton, Senior Manager, Infrastructure Advisory  
Santiago Pinzon, Senior Associate, Infrastructure Advisory



Kasian Architecture Interior Design and Planning Ltd.  
Greg Wooster



Urban Arts Architecture Inc.  
Armen Mamourian



---

Colliers Project Leaders Inc.  
1175 Douglas Street, 11th Floor | Victoria, BC V8W 2E1 | Canada

# TABLE OF CONTENTS

1.0	Executive Summary.....	1
1.1	Context and Background.....	1
1.2	Governance and Best Practices.....	1
1.3	Future Community Needs & Demands.....	2
1.4	Site Options.....	3
1.5	Functional Program and Conceptual Design.....	3
1.6	Capital and Operating Cost Projections.....	4
2.0	Project Overview & Background.....	6
3.0	Approach & Methodology.....	8
4.0	Governance & Best Practices.....	10
4.1	Environmental Scan.....	10
4.2	Best Practices from Environmental Scan.....	12
4.3	Recommended Joint-Use Agreement Operating Model.....	12
5.0	Future Community Needs & Demands.....	15
5.1	Engagement with the Steering Committee.....	15
5.2	Internal Engagement Across City Departments.....	16
5.3	Engagement with Partner Organizations.....	16
5.4	Engagement with Snuneymuxw First Nation.....	17
5.5	Key Themes Emerging from Stakeholder Engagement.....	17
6.0	Site Options & Analysis.....	19
6.1	Site Selection Process.....	19
6.2	Site Assessment Criteria Matrix.....	21
6.3	Preferred Site Options.....	26
7.0	Functional Program & Conceptual Designs.....	29
7.1	Outline Functional Program.....	29
7.2	Program Areas, Adjacencies & Relationships.....	31
7.3	Facility Sizing.....	31
7.4	Conceptual Design Options.....	32
8.0	Capital & Operating Cost Projections.....	39
8.1	Rough Order of Magnitude Cost Estimates (+/- 25-30%).....	39
8.2	Projected Operating Costs 2027-2036.....	40
9.0	Conclusions.....	43
10.0	Limitations.....	44
Appendix 1	Site Options Summary.....	45
Appendix 2	Site Assessment Criteria Matrix.....	46
Appendix 3	Adjacency Diagram.....	47

Nanaimo South End Community Centre (SECC) Feasibility Study

Appendix 4	Preferred Site Option Concept Design .....	48
Appendix 5	Secondary Site Option Concept Designs.....	49
Appendix 6	Rough Order of Magnitude Cost Estimate .....	50
Appendix 7	Operating Cost Projections.....	51
Appendix 8	Timeline of Events.....	52

# 1.0 Executive Summary

## 1.1 Context and Background

In early 2022, Colliers Project Leaders (Colliers), along with our architectural partners, Kasian Architecture and Urban Arts Architecture, were engaged by the City of Nanaimo (the “City”) to develop a feasibility study for a proposed South End Community Centre.

Understanding that the south end of Nanaimo has long been underserved with community amenities, Nanaimo’s City Council identified this need as one of their top three priorities and committed to exploring the feasibility of a new South End Community Centre (SECC) located south of 10<sup>th</sup> Street. The requirements and plans for such a facility need to align with the goals of City Plan: Nanaimo Reimagined, which is intended to act as Nanaimo’s Official Community Plan (OCP) and guide the City’s growth and development to 2046 and beyond.

While a preliminary site adjacent to the Chase River Elementary School had already been identified, and a Memorandum of Understanding (MOU) had been established between the City of Nanaimo and Nanaimo Ladysmith Public Schools (NLPS), it was incumbent upon the City to fully explore all site options available and ensure that the proposed community centre would serve residents of the south end in the most fulsome manner possible.

In addition to exploring and assessing all possible site options, the work of the feasibility study also included:

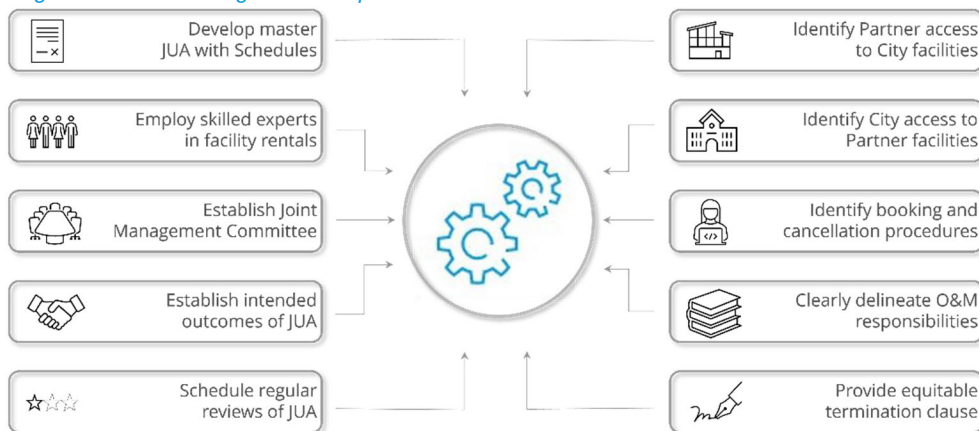
- A review of governance and best practices.
- Engagement with Chase River Community Association (CRCA), the City, First Nations and potential partner organizations.
- Development of an outline functional program and conceptual designs.
- Development of capital and operating cost projections.

## 1.2 Governance and Best Practices

As part of the work around governance and best practices, Colliers conducted an environmental scan of six (6) organizations that have experience managing joint-use facilities. Of those six (6) organizations, four (4) provided direct input, while two (2) did not respond; however, research into the scope of the non-responsive organizations nonetheless provided valuable insights into shared services.

As a direct result of the interviews and investigations conducted, Colliers was able to develop recommended inputs for a joint use agreement (JUA) as follows:

Figure 1 - Joint Use Agreement Inputs



\* O&M is "Operations and Maintenance"

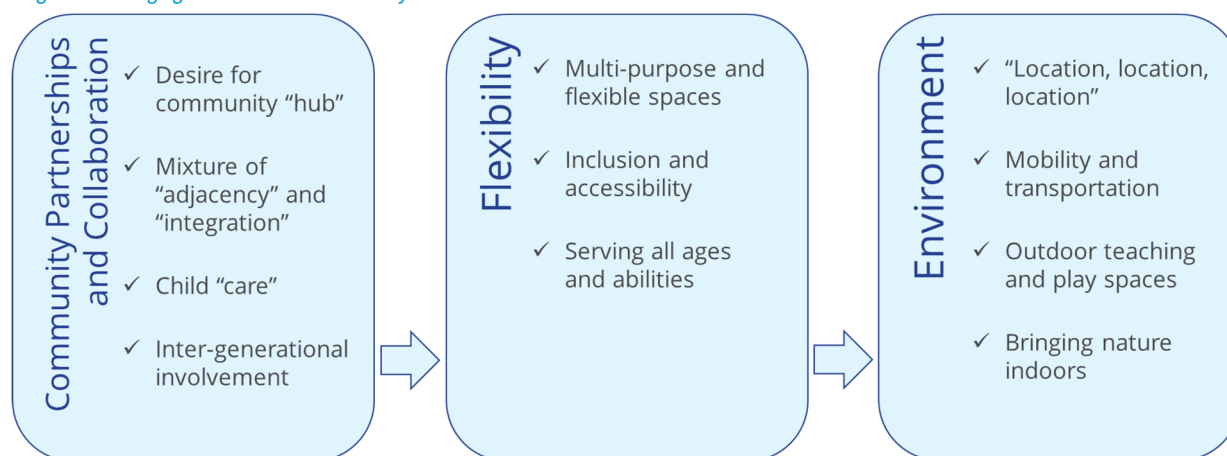
### 1.3 Future Community Needs & Demands

A comprehensive engagement process was conducted with multiple interested parties, including:

- ✓ City of Nanaimo Parks, Recreation & Culture
- ✓ City of Nanaimo Community Development Programming
- ✓ City of Nanaimo Development Services
- ✓ Vancouver Island Regional Library (VIRL)
- ✓ BGC Central Vancouver Island
- ✓ RCMP
- ✓ City of Nanaimo Emergency Services
- ✓ City of Nanaimo Facilities, Engineering & Transportation
- ✓ Island Health (IH)
- ✓ Snuneymuxw First Nation
- ✓ Nanaimo Ladysmith Public Schools (NLPS)
- ✓ Chase River Elementary School

From the engagement process, three key themes emerged that helped shape the preliminary, conceptual design and operation of SECC.

Figure 2 - Engagement Sessions – Key Themes



## 1.4 Site Options

A rigorous site options analysis and assessment was conducted to explore all potential locations. Nine (9) preliminary sites options were identified and filtered down to five (5) feasible locations through use of “must-have criteria”. This was followed by development of weighted criteria to transform qualitative assessments into quantitative analysis. Using a criteria matrix, each of the five (5) candidate sites was thoroughly assessed and ranked according to the following weighted criteria:

*Table 1 - Weighted Criteria for Site Selection*

Weighted Criteria for Site Selection		
No.	Weighted Criteria	Description
1	Community Partnerships	Are community partnerships viable? (e.g. NLPS, BGC, VIRL)
2	Political/Public Support	Is the site supported by Council and the public?
3	Neighbourhood Impact	Will development of a community centre on the site positively impact the community/neighbourhood?
4	Site Acquisition	Can adjacent properties be purchased or expropriated as required?
5	Development Costs	What the are potential costs to make the site viable? (e.g. site grading, infrastructure)
6	Adjacent Land Uses	Do neighbouring uses compliment this facility?

Based on the results of the site assessment criteria matrix, the candidate sites were ranked in order of preference as follows:

1. 98/104 Twelfth Street and part of 100 Eleventh Street (adjacent to AgeCare Malaspina Care Home)
2. 1503 Cranberry Avenue (Chase River Elementary School)
3. 1401 & 1337 Wexford Road (with proximity to the South Gate Urban Centre)
4. 140 Tenth Street (west side)
5. 1631 Naylor Crescent (Elaine Hamilton Park)

## 1.5 Functional Program and Conceptual Design

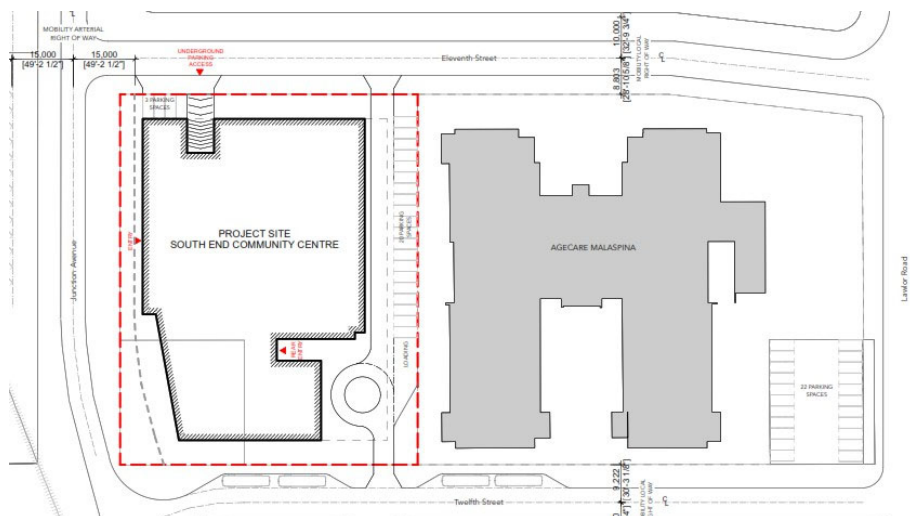
Leveraging the work of the comprehensive engagement sessions, and concurrently with the site options evaluations, Colliers and its architectural partners developed an outline functional program, followed by development of a conceptual plan for the preferred site at 98/104 Twelfth Street, adjacent to the AgeCare Malaspina Care Home.

The following is a summary of the preferred outline functional program and conceptual site plan for the preferred location:

*Table 2 - Preferred Outline Functional Program*

Preferred Outline Functional Program		
Space Type	m <sup>2</sup>	ft <sup>2</sup>
Enhanced Recreation, Culture & Wellness	+/- 4,380	+/- 47,150
Primary Health Care	+/- 180	+/- 1,900
Childcare and/or Performance Space	+/- 450	+/- 4,800
VIRL	+/- 470	+/- 5,000
Community Safety	+/- 120	+/- 1,300
Total	+/- 5,600	+/- 60,300

Figure 3 - Conceptual Site Plan for Preferred Site



While there may be opportunities to lease land from the Island Corridor Foundation for parking needs, proximity to an urban centre often means that there is less opportunity to develop surface parking. For this reason, one level of underground parking (U/G) was considered for this site for a total of 4,293 m<sup>2</sup> (46,210 ft<sup>2</sup>).

Additionally, two levels of housing above the SECC was also considered, with preliminary concept designs identifying the possibility of 18-1 bedroom and 12-2 bedroom units.

## 1.6 Capital and Operating Cost Projections

Rough Order of Magnitude (ROM) cost estimates were prepared for three (3) possible scenarios at the preferred site. ROM calculations have an accuracy range of +/- 25-30%.

Table 3 - Rough Order of Magnitude Cost Estimates

Rough Order of Magnitude Cost Estimates (ROM)				
Category		Preferred Site Scenario A Care Home site Full Concept Plan	Preferred Site Scenario B Care Home site Reduced concept plan	Preferred Site Scenario C Care Home site Further reduced concept plan
Above ground square footage (approximate)	m <sup>2</sup>	6,175	5,290	4,550
	ft <sup>2</sup>	66,467	56,941	48,976
Underground Parking square footage (approximate)	m <sup>2</sup>	4,293	4,293	4,293
	ft <sup>2</sup>	46,209	46,209	46,209
Rough Order of Magnitude Cost Estimate (+/- 25-30%) *		\$123,560,402	\$108,757,227	\$96,379,431

Projected operating costs were developed across a 10-year horizon, with the expectation that the new facility would begin operations in 2027. Basis of the projections was the 2023 operating budget for Oliver Woods Community Centre (OWCC), and included costs associated with operations and maintenance, grounds maintenance, and recreation support services. Projected costs were extrapolated by comparing the square footage of OWCC with the proposed square footage of SECC (full concept plan) and applying inflation for each consecutive year. The following is a summary of the projected operating costs for SECC.

*Table 4 - SECC Projected Operating Costs*

SECC Projected Operating Expenditures Breakdown (in 000's) *										
Cost Centre	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Operating & Maintenance	\$668	\$682	\$695	\$709	\$724	\$738	\$753	\$768	\$783	\$799
Grounds Maintenance	\$55	\$56	\$57	\$58	\$59	\$61	\$62	\$63	\$64	\$66
Rec Support Services	\$514	\$525	\$536	\$547	\$558	\$569	\$580	\$592	\$603	\$616
Totals	\$1,238	\$1,263	\$1,288	\$1,314	\$1,340	\$1,367	\$1,395	\$1,423	\$1,451	\$1,480

## 2.0 Project Overview & Background

### Identifying the Need for a Community Centre



Maffeo Sutton Accessible Playground with art by Noel Brown, Snuneymuxw First Nation

The City of Nanaimo's South End has long been identified as lacking sufficient community amenities, a challenge that has been highlighted in several city planning documents over the past two (2) decades, and has been identified as one of Council's top three (3) priorities. In response to this need, a feasibility study was begun in early 2022 that sought to identify a preferred site, review governance and operating model best practices, develop a conceptual plan, and complete a financial analysis for a new South End Community Centre (the "SECC") to be located south of 10th Street. This facility is envisioned as a central hub that will serve the growing needs of local residents by providing access to much-needed community services and spaces for recreation, education, and wellness activities.

Quality of life surveys, conducted by the City of Nanaimo in the Chase River neighbourhood, and more broadly in South Nanaimo, further highlighted this need. According to the Chase River neighbourhood survey, 43% of respondents indicated that they are "somewhat dissatisfied" with the number of recreation and cultural facilities in their area, while 34% expressed dissatisfaction with the quality of these facilities.

These findings highlight the community's demand for improved access to modern, versatile spaces that support a wide range of activities from fitness and wellness programs to cultural events and childcare services.

#### Aligning with "City Plan: Nanaimo Reimagined"

The award-winning *City Plan: Nanaimo Reimagined* ("City Plan") was adopted in July 2022 and is intended to guide the City's growth and development to 2046 and beyond. While City Plan speaks to many aspects of the City's future, one of the target elements addressed is Parks, Recreation, Culture and Wellness, both from a city structure perspective and from a policy perspective.



*"Continue to provide recreational facilities, services, programs, and infrastructure to meet the demands of the community..."*

*Policy C3.6.1*

Through City Plan, five (5) goals were developed, two (2) of which directly relate to the importance of developing a new community centre for the under-served South End:

- Goal #2            A Connected Nanaimo: Equitable Access & Mobility
- Goal #3            A Healthy Nanaimo: Community Wellbeing & Liveability

In creating a shared-use facility that will benefit the entire community, SECC is envisioned as a key component in realizing the goals of City Plan, among other strategic documents.

Select engagement activities have played a crucial role in shaping the project's scope. Key community priorities were revealed, which included the need for a gymnasium, childcare facilities, and multipurpose rooms, among other recreational needs. Additionally, there is potential for the SECC to include a library, space for primary health care services, and possibly community safety and performing arts spaces. The proposed facility will range between approximately 51,000 and 61,000 square feet, with Oliver Woods Community Centre (OWCC) serving as a model for the types of services and amenities it could provide, such as a children's area, gymnasiums, and multi-functional rooms.

#### Site Selection and Feasibility:

Through multi-criteria analysis, informed by feedback from the stakeholder engagement process, a preferred site for the new community centre has been identified adjacent to the South Parkway Plaza. Located at 100 Eleventh Street in the Chase River neighbourhood of South Nanaimo, this location aligns well with City Plan's vision of equitable access and community well-being, as well as being a key feature of an Integrated Urban Centre<sup>1</sup> that provides a mix of "housing, employment, services and civic activities that support a vibrant and active urban character."<sup>2</sup> As a "Secondary Urban Centre", this location is already well-served by transit, with recommendations in City Plan that this secondary urban centre be designated as a future transit exchange<sup>3</sup>, connecting to other urban centres and regional destinations.

However, recognizing the need for flexibility and due diligence, the City also identified an alternative site for the proposed community centre: Chase River Elementary School at 1503 Cranberry Avenue. This alternative location aligns well with City Plan's recognition of the importance of integrating educational and community resources, and allowing for joint planning, development and use of school facilities to serve both educational and public needs.

This feasibility study explored the potential of these sites, and assessed their ability to meet the community's growing needs, to ensure the development of a facility that aligns with Council's vision for the future of Nanaimo's South End.

---

<sup>1</sup> City Plan: Nanaimo Reimagined, D1.2 Integration Examples, July 4 2022, p. 144.

<sup>2</sup> Ibid.

<sup>3</sup> City Plan: Nanaimo Reimagined, D1.2 Integration Examples, July 4 2022, p. 143.

## 3.0 Approach & Methodology

### 3.1.1 Project Initiation

The project began with a formal kick-off meeting involving representatives from the City of Nanaimo, Nanaimo Ladysmith Public Schools (NLPS), and the Chase River Community Association (CRCA). This meeting served to align all key stakeholders on the project's background, goals, and expectations. A Steering Committee was established to oversee the decision-making process, ensuring consistent guidance throughout the study. The scope of services, project deliverables, and schedule were reviewed, alongside an initial document review of key City of Nanaimo plans and community engagement findings.

Key documents that were reviewed to help inform the feasibility study included the following:

- City Plan: Nanaimo ReImagined (February 2022 Draft and July 2022 Adopted)
- Memorandum of Understanding (MOU) between City of Nanaimo and Nanaimo Ladysmith Public Schools, January 21, 2022
- City of Nanaimo 2022-2026 Financial Plan
- planNanaimo, Official Community Plan 2008
- City of Nanaimo 2019-2022 Strategic Plan (revised March 2, 2020)
- City of Nanaimo 2023-2026 Strategic Framework
- City of Nanaimo Parks, Recreation & Culture Master Plan Report 2005
- Sandstone Master Plan, October 2021
- City of Nanaimo ReImagined Nanaimo Phase 3 Public Engagement Summary, Spring 2022
- City of Nanaimo Quality of Life Survey, Chase River Neighbourhood
- City of Nanaimo Quality of Life Survey, South Nanaimo Residents

### 3.1.2 Best Practices, Facility Requirements & Siting

This phase focused on understanding the community's needs and identifying a suitable site for the new community centre. A review of best practices from similar joint-use facilities was conducted to inform a proposed governance and operating model for the centre, and key documents were reviewed to determine the community's priorities for amenities and services, including recreation, childcare, and wellness spaces.

In parallel, focus interviews were held with the following interested parties to further refine the facility's programming requirements and identify space needs:

- City of Nanaimo Parks, Recreation & Culture
- City of Nanaimo Emergency Management
- City of Nanaimo Planning & Development
- City of Nanaimo Engineering & Public Works
- Nanaimo Ladysmith Public Schools

- Chase River Community Association
- BGC Central Vancouver Island
- Vancouver Island Regional Library
- Island Health
- RCMP
- Snuneymuxw First Nation

Leveraging the work of Nanaimo's community and stakeholder consultations to-date, as well as the findings from the focus interviews, an outline functional program was developed for the proposed community centre, addressing space types and amenities, indicative sizing, and a total building square footage.

A high-level facility siting assessment was also carried out as part of this phase of work. Candidate sites were filtered first for "must have" criteria, then evaluated using weighted criteria, to determine preferred and secondary site options.

### 3.1.3 Concept Design Development

This phase used the outline functional program to create conceptual designs for the preferred and secondary site options. The design process considered key factors such as sustainability, accessibility, and inclusivity, and provided an indicative floor plan and overall building orientation for each of the sites. The concept designs provided an early visual representation of how the facility could function within the site, reflecting the anticipated needs and goals established in earlier phases.

### 3.1.4 Financial Analysis

A detailed financial analysis was conducted to ensure the feasibility of the project. This included developing a Rough Order of Magnitude (ROM) capital cost estimate for the preferred site option, covering major components such as construction, underground parking, and site servicing. Additionally, high-level operating cost projections were prepared, drawing on data from the OWCC and adjusted for the specific features and design of the new facility.

### 3.1.5 Presentation & Summary Report

The final phase of the project involved compiling all findings into a comprehensive PowerPoint presentation and summary report. Both the presentation and the report included the functional program, site analysis, concept designs, and financial projections.

## 4.0 Governance & Best Practices

The development of SECC requires not only a thorough understanding of the facility needs, but also a clear governance structure that supports its long-term sustainability. As part of this feasibility study, an environmental scan was conducted to gather insights from organizations that have experience managing joint-use facilities. Colliers conducted interviews with six (6) organizations, four (4) of which provided direct input: School District 36 (Surrey), School District 61 (Victoria), VIRL, and BGC Kamloops. Two additional organizations, Lions Gate Community Recreation Centre and Clayton Community Centre, did not respond, but research into the scope of their operations provided valuable insights into collaborative operations and shared services.

### 4.1 Environmental Scan

The feedback from the four (4) interviewed organizations, coupled with research into Lions Gate Community Recreation Centre and Clayton Community Centre, has provided a well-rounded view of how successful joint-use agreements (JUAs) are structured. These insights can inform a proposed governance and operational model for SECC, should the option be to engage with one or more partners.

#### 4.1.1 School District 36 (Surrey)

- **5-Year Joint Use Agreement (JUA):** The district operates under a formal 5-year JUA, though adherence to the terms has been inconsistent, raising concerns about enforcement. For SECC, this highlights the importance of building a robust framework for ensuring compliance with the JUA terms.
- **Secondary School Gym Sharing Challenges:** Due to high demand from students, sharing secondary school gymnasiums has proven difficult. For the new facility, this suggests that reliance on secondary school gyms may lead to conflicts, making a dedicated gymnasium within the community centre more practical.
- **Elementary School Gym Sharing Feasibility:** Sharing elementary school gyms was found to be more manageable, indicating that collaborative use of space with an elementary school could be successful, especially if scheduling is carefully managed.
- **Use of “E-Base” Scheduling Software:** The district uses scheduling software to manage shared space efficiently. Adopting a similar tool for SECC could prevent scheduling conflicts and ensure transparency.
- **Conjoined Facilities:** The option to explore a conjoined facility between the City of Surrey and a SD 36 secondary school was explored at one time; however, there were significant challenges around simultaneous access to funding for each entity, which led to the idea of a conjoined facility being halted.

#### 4.1.2 School District 61 (Victoria)

- **Flexible Joint Use Agreements:** The district has both formal and informal JUAs with local municipalities. This flexibility suggests that SECC could benefit from a combination of formal agreements for key shared spaces, like gymnasiums, and informal agreements for less frequently used areas.
- **Semi-Annual Reviews:** Regular reviews ensure the agreements are functioning as intended and remain beneficial for both parties. Including semi-annual reviews in the JUA for SECC could allow for periodic adjustments and ensure ongoing alignment with stakeholder needs.

- **Defined Maintenance Responsibilities:** The district's JUAs clearly delineate maintenance roles based on space ownership, which minimizes disputes. For SECC, establishing clear maintenance responsibilities would be essential for long-term operational success.

#### 4.1.3 Vancouver Island Regional Library

- **Preference for Ownership:** VIRL prefers to own the spaces in which it operates, though this is an untested model anywhere in Canada to-date. Currently, VIRL uses 3-5 year lease agreements that exclude maintenance costs. This suggests that for library services within SECC, a clear division of responsibilities around maintenance and costs would be necessary.
- **Exploration of Co-Ownership Models:** Vancouver Island Regional Library is exploring a co-ownership model with BC Housing, which could offer a precedent for future collaboration between multiple stakeholders at SECC. Co-ownership would enable stakeholders to share investment and management responsibilities.

#### 4.1.4 BGC Kamloops (Boys & Girls Club)

- **Shared Facility with YMCA and City:** BGC Kamloops operates under a JUA with the YMCA and the City of Kamloops, sharing both costs and responsibilities. This model of shared governance, where multiple stakeholders contribute to renovations, operations, and maintenance, could serve as an ideal model for SECC, especially if multiple service providers are involved.
- **Flexible Use of Gymnasium:** BGC and YMCA share a gym with a dividing curtain, allowing multiple programs to run concurrently. This approach could be applied to SECC to maximize the utility of shared spaces without compromising program delivery.
- **City Contributions:** The City of Kamloops contributes a significant portion of the maintenance and janitorial costs through a grant to BGC Kamloops, which eases the financial burden on the community organizations. A similar financial arrangement could be explored in Nanaimo to ensure the centre's long-term sustainability.

#### 4.1.5 Additional Research

Although direct interviews with Lions Gate Community Recreation Centre and Clayton Community Centre were not conducted, research into their operating structures provided additional insights into joint-use operations.

##### LIONS GATE COMMUNITY RECREATION CENTRE

- The District of North Vancouver offers a broad range of recreational, educational, arts, and social programs at Lions Gate. The Capilano Community Services Society plays a critical role in offering youth and senior programs, demonstrating the benefits of co-locating multiple community services within a shared facility.
- The North Vancouver District Public Library operates an "express" library at Lions Gate, highlighting the value of incorporating library services into a multi-functional community centre. This setup could be a model for SECC, ensuring that residents have access to library resources in a flexible, accessible manner.

## CLAYTON COMMUNITY CENTRE

- Clayton Community Centre is the first North American “Passive House”-certified community centre, designed to meet stringent energy efficiency standards. It offers a wide range of recreational, educational, arts, and cultural programs, along with music studios, a fitness centre, and a branch library.
- One key insight from Clayton is how its partners learned to work collaboratively under a new governance structure, sharing operational services efficiently. This collaborative approach to governance could serve as a model for SECC, ensuring that partners work together cohesively, reducing operational redundancies, and sharing costs effectively.

## 4.2 Best Practices from Environmental Scan

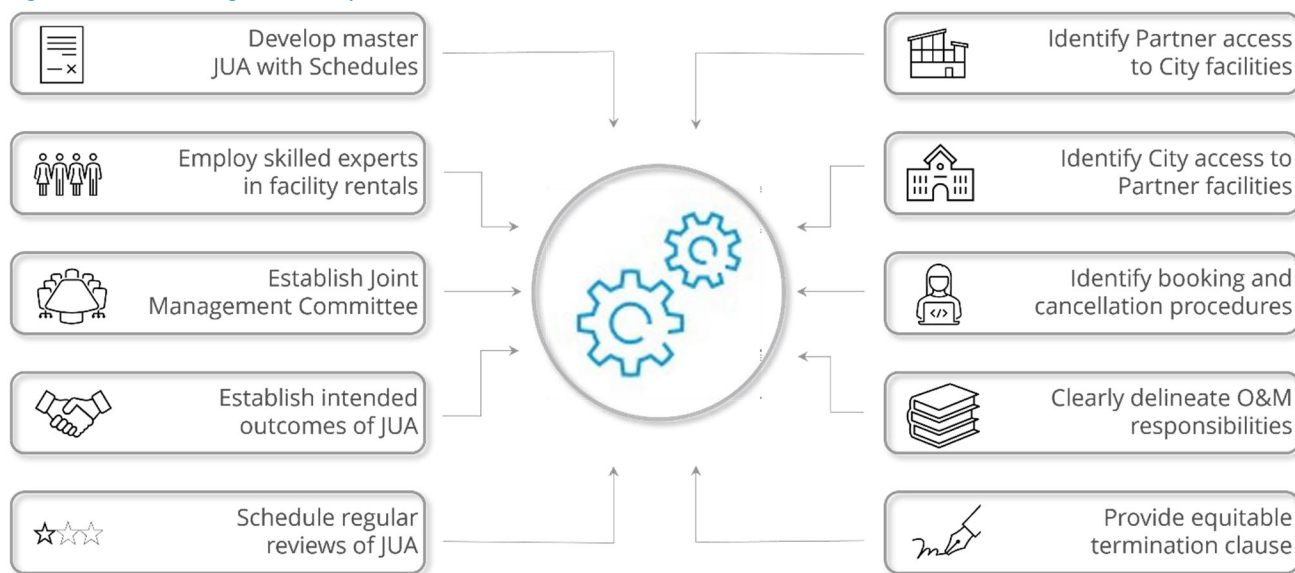
The insights gained from the environmental scan, coupled with the best practices observed through research, provide a strong foundation for a recommended JUA for SECC, should the option be to engage with one or more partners. Key elements of the JUA should include:

- **Clear Delineation of Roles and Responsibilities:** Each partner’s role in maintaining and operating the facility must be clearly defined, with provisions for cost-sharing and management of shared spaces.
- **Flexible Agreements:** A combination of formal JUAs for high-demand spaces (e.g., gymnasiums) and informal agreements for less critical areas could allow for adaptability in operations.
- **Scheduling and Space Management Tools:** Implementing a scheduling tool, similar to “E-Base,” would help manage the usage of shared spaces, ensuring that different stakeholders can access the facility without scheduling conflicts.
- **Regular Review Mechanisms:** Semi-annual reviews of the JUA would allow for necessary adjustments as the facility’s usage patterns evolve, ensuring that the agreement remains relevant and effective.
- **Co-Ownership Possibilities:** For stakeholders such as VIRL, co-ownership of spaces could be explored, allowing for shared investment in the facility’s long-term success.
- **Collaborative Funding Models:** Drawing on the BGC Kamloops model, where the City provides grants for maintenance and janitorial services, a similar arrangement in Nanaimo could ensure the financial sustainability of the community centre.

## 4.3 Recommended Joint-Use Agreement Operating Model

Based on the insights gained from the environmental scan and best practices review, the following JUA operating model is recommended for SECC, should the option be to engage with one or more partners. This model is designed to ensure clarity, accountability, and long-term success for all stakeholders involved.

Figure 4 - Joint Use Agreement Inputs



\* O&M is "Operations and Maintenance"

### 4.3.1 Key Elements of the Joint-Use Agreement Operating Model

#### DEVELOP A MASTER JOINT-USE AGREEMENT WITH SCHEDULES

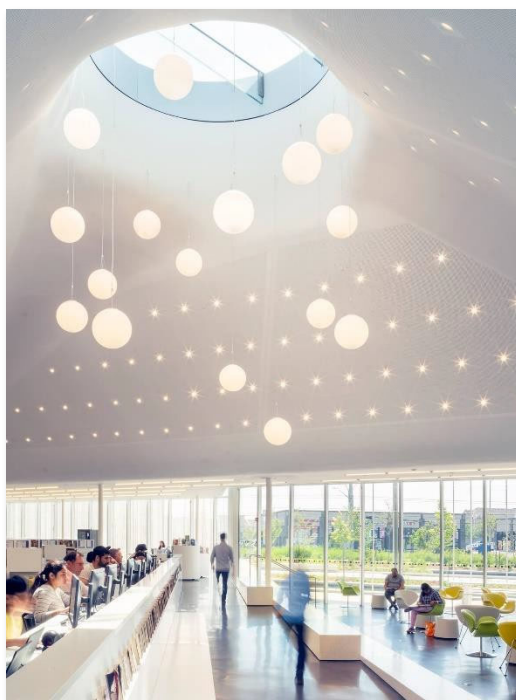
A comprehensive Master JUA should be established, detailing all operational aspects and schedules for shared facilities. This document would serve as the foundation for all interactions between partners, with appendices or schedules outlining specific arrangements for spaces, timelines, and usage protocols, and would address the potentially unique needs of different parts of the facility.

#### EMPLOY SKILLED EXPERTS IN FACILITY RENTALS

The management of shared spaces requires expertise in scheduling, conflict resolution, and facility rentals. Employing skilled professionals who are familiar with the complexities of facility rentals on a day-to-day basis, would ensure that bookings are handled efficiently and that all partners have equitable access to shared spaces.

#### ESTABLISH A JOINT MANAGEMENT COMMITTEE

A Joint Management Committee, or a Joint Steering Committee, should be formed to oversee implementation and operation of the JUA in accordance with its terms. This Committee should be comprised of representatives from all partners and would oversee the day-to-day operations of SECC, ensuring that the JUA is implemented effectively and that any issues are addressed promptly.



#### ESTABLISH INTENDED OUTCOMES OF THE AGREEMENT

The JUA should clearly outline the intended outcomes of the agreement, ensuring that all partners have a shared understanding of the goals and objectives. This could include fostering community engagement, supporting educational programs, ensuring equitable access to recreational and cultural facilities, and affirming commitment to maximize facility use through collaboration and cooperation.

#### SCHEDULE REGULAR REVIEWS OF THE AGREEMENT

As best practice, semi-annual or annual reviews of the JUA should be scheduled. These reviews would allow for adjustments based on changing needs, evolving usage patterns, or feedback from partners. Regular reviews ensure that the JUA remains functional and continues to meet the needs of all parties involved.

#### IDENTIFY PARTNER ACCESS TO CITY FACILITIES

The JUA should detail the specific access that partners (such as NLPS or VIRL) will have to City-owned facilities. This includes usage schedules, rental rates, hours of access and priority access to certain spaces, any restrictions that may apply during peak times, and use of parking.



#### IDENTIFY CITY ACCESS TO PARTNER FACILITIES

In parallel, the JUA must also specify the access that the City will have to partner-operated facilities. This could include access to school gyms, meeting rooms, or other spaces for community programming. Defining this access ensures transparency and equitable sharing of resources.

#### IDENTIFY BOOKING AND CANCELLATION PROCEDURES

Clear procedures for booking and cancelling shared spaces must be included in the agreement. This should outline the process for making and cancelling reservations, dispute resolution, incident reporting, insurance, indemnity, and compliance with laws and licencing requirements.

#### CLEARLY DELINEATE OPERATIONS & MAINTENANCE (O&M) RESPONSIBILITIES

The JUA must clearly define which party is responsible for the operation and maintenance (O&M) of each facility or shared space. This includes specifying who handles routine maintenance, repairs, and janitorial services, as well as who sets the operations and maintenance budget. Establishing these responsibilities early on will help avoid conflicts and ensure that the facility is maintained to a high standard.

#### PROVIDE EQUITABLE TERMINATION CLAUSES

Finally, the JUA should include equitable termination clauses that allow any party to withdraw from the agreement under specific circumstances. These clauses should ensure that all partners are protected and that termination processes are fair and transparent.

## 5.0 Future Community Needs & Demands

The development of SECC requires an in-depth understanding of the community's evolving needs and demands. To achieve this, a comprehensive engagement process was conducted with various interested parties, aimed at capturing their visions, priorities, and concerns regarding a new facility. This engagement not only provided insights into the specific goals of each group, but also shaped the overall vision of the community centre as a central hub for a variety of services and interactions.

The engagement process was structured around three (3) primary questions:

- Are there specific goals or recommendations from the City Plan: Nanaimo ReImagined document that are important to you?
- How do you see your organization using and interacting with a new community centre?
- What are your key opportunities and challenges?

The responses to these questions helped identify key themes that informed the design, programming, and operation of the new facility.

### 5.1 Engagement with the Steering Committee

The first step in the engagement process involved consultation with the Steering Committee, which included representatives from the City, NLPS, CRCA, and BGC Central Vancouver Island. These initial discussions were crucial in shaping the direction of the project and aligning it with broader City and community objectives.

The key areas noted during this phase of engagement were:

- **South End Underserved with Amenities:** There was unanimous recognition that the South End of Nanaimo has long been lacking adequate community amenities. This highlighted the importance of ensuring the new facility addresses this service gap and becomes a vital resource for residents.
- **Collaboration with NLPS and Childcare:** The potential for collaboration between the City, NLPS, and childcare providers was a recurring theme. The centre presents an opportunity to integrate educational and childcare services with broader community programming, creating a comprehensive support network for families.
- **Transportation and Facility Life Cycle:** Transportation emerged as a significant concern, with stakeholders emphasizing the need for easy access to the community centre for all residents. Additionally, discussions around the long-term sustainability of the facility underscored the importance of planning for the entire life cycle of the centre, ensuring it remains relevant and functional for decades to come.

These insights provided a strong foundation for the project, ensuring that it responds to the immediate needs of the South End community while also considering the importance of potential partnerships.

## 5.2 Internal Engagement Across City Departments

Following Steering Committee engagement, a broader internal consultation was conducted across several City departments, including:

- Parks, Recreation & Culture
- Community Development Programming
- Emergency Services
- Development Services
- Facilities, Engineering, and Transportation.

The aim was to gather insights from various perspectives on how the new facility could serve the City's operational needs and align with broader municipal goals. Key concerns noted during this engagement included:

- **Proximity to Urban Hub and Amenities:** The importance of situating the community centre near existing urban amenities and transportation networks was emphasized. This would not only increase accessibility but also enhance the centre's role as a focal point for community interaction and services.
- **Emergency Reception Centre:** The potential for the centre to serve as an emergency reception centre was raised by several departments, highlighting the need for flexible spaces that could be adapted in times of crisis.
- **Inclusion and Accessibility:** The City's commitment to creating inclusive and accessible spaces was reiterated, ensuring that the new facility accommodates all residents, regardless of age or ability. This aligns with broader city goals of creating equitable and inclusive public spaces.

This phase of engagement helped to align the project with the City's operational priorities and ensure that the SECC can serve multiple purposes beyond traditional recreational and community programming.

## 5.3 Engagement with Partner Organizations

Engagement with four potential partner organizations was conducted to explore how these groups could interact with and utilize the new community centre. Potential partner organizations included:

- VIRL
- NLPS
- IH
- RCMP

Key opportunities noted during this engagement included:

- **"Tremendous Potential" with Library:** VIRL expressed enthusiasm about the potential for collaboration, particularly in creating spaces for community learning and inter-generational interaction. VIRL's involvement could enhance the educational and cultural offerings of the centre.
- **Inter-Generational Opportunities:** Several interested parties highlighted the importance of designing spaces that facilitate inter-generational interaction. The community centre could serve as a

hub for programs that engage both youth and seniors, fostering a sense of community across age groups.

- **Primary Health Care Provider:** Island Health noted that the south end of Nanaimo has a significant number of residents who are without a family doctor. A health centre in SECC could make primary care more accessible to residents. It could also provide an opportunity to expand access to more traditional health care, thereby widening the diversity of access points for patients.
- **Community Policing Liaison:** There is a potential opportunity for the centre to serve as a hub for community policing initiatives, fostering stronger connections between law enforcement and local residents.

## 5.4 Engagement with Snuneymuxw First Nation

The final stage of engagement involved discussions with the Snuneymuxw First Nation, whose input was critical in ensuring the community centre serves the needs of First Nation residents.

Key benefits noted during this engagement included the following elements:

- **Beneficial for Snuneymuxw First Nation Members of All Ages:** Snuneymuxw First Nation emphasized the importance of the centre providing services and spaces that are currently unavailable or inaccessible to those residing within the Snuneymuxw community, and that will benefit all age groups within their community, from youth to elders.
- **Enhance Inter-Generational Connections:** There was a strong desire for the community centre to facilitate inter-generational connections, reflecting the cultural values of the Snuneymuxw First Nation.
- **Proximity to Other Amenities:** The centre's location was identified as an important factor, with Snuneymuxw First Nation members stressing the need for easy access to other community services and amenities.

## 5.5 Key Themes Emerging from Stakeholder Engagement

From the engagement process, three (3) key themes emerged that helped shape the preliminary, conceptual design and operation of SECC. These themes will guide the ongoing planning and development of SECC, ensuring that it meets the current and future needs of the community while fostering partnerships, flexibility, and environmental sustainability.

## 1. Community Partnerships and Collaboration

There is a strong desire for the centre to act as a community hub, bringing together various organizations and services under one roof. This “hub” model would allow for a mixture of “adjacency” (services co-located but operating independently) and “integration” (services working together in shared spaces).

Childcare and inter-generational programming were identified as key opportunities for collaboration, with interested parties expressing a need for spaces that serve all ages and support family well-being.

## 2. Flexibility

The need for multi-purpose and flexible spaces was a recurring theme. Engagement participants emphasized the importance of designing spaces that can be adapted to different uses over time, ensuring the centre remains responsive to changing community needs.

Inclusion and accessibility were also highlighted, with a focus on ensuring the centre can serve residents of all ages and abilities. This aligns with the City’s broader goals of creating inclusive public spaces that cater to the needs of diverse populations.



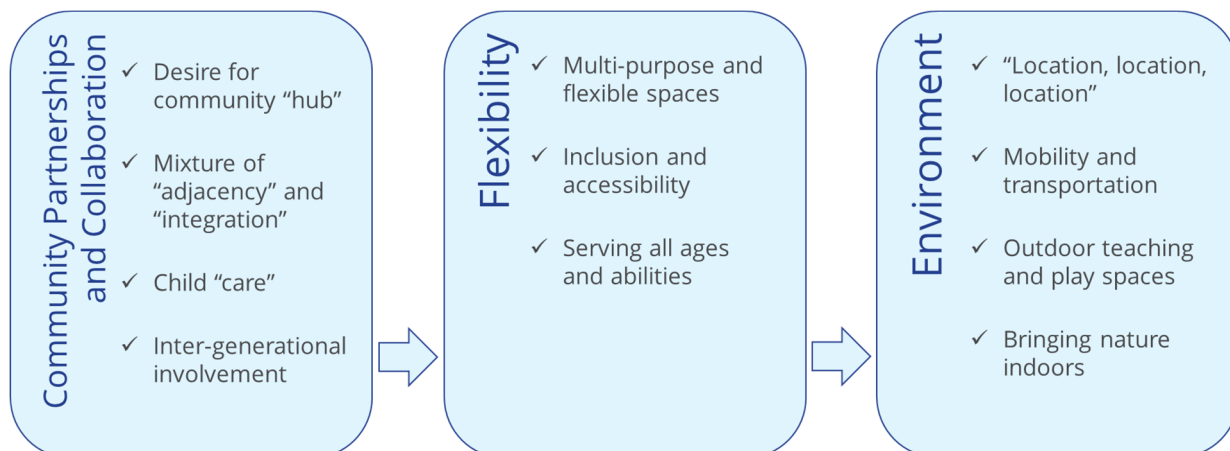
Welcome Pole at Maffeo Sutton Park/Sway'a'Lana

## 3. Environment

The centre’s location and its relationship to the surrounding environment were seen as critical. Engagement participants emphasized the importance of mobility and transportation, ensuring the centre is easily accessible by public transit, other active transportation networks, and major roadways.

There was also a desire to integrate outdoor teaching and play spaces, creating connections between the indoor facility and the natural environment. Incorporating nature into the design of the centre, whether through green spaces or natural lighting, was seen as a way to enhance the overall experience for users.

Figure 5 - Engagement Sessions: Key Themes

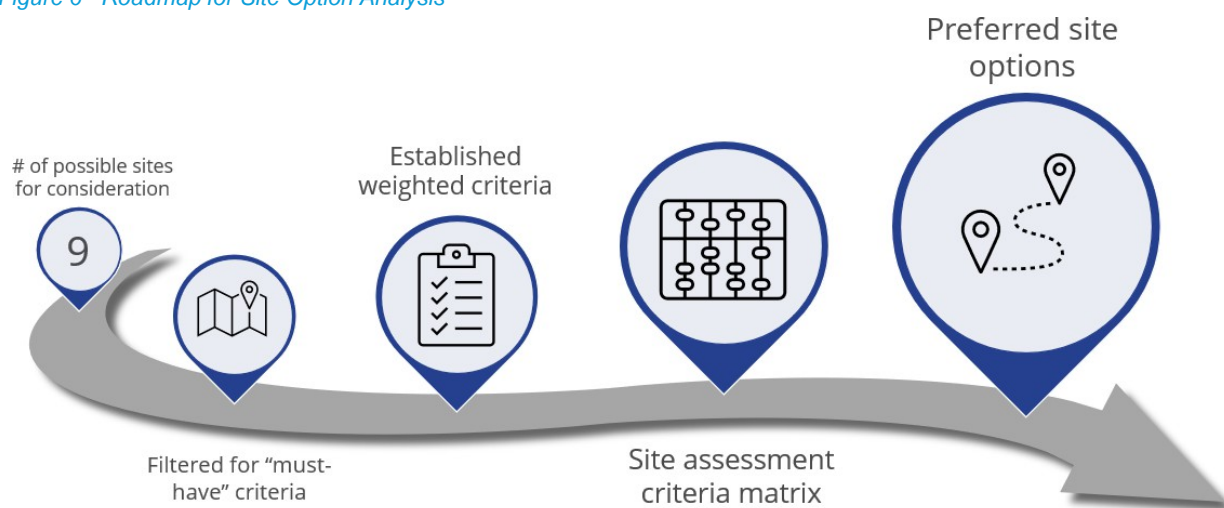


## 6.0 Site Options & Analysis

### 6.1 Site Selection Process

The selection of a suitable site for SECC was a critical step in ensuring the facility can effectively serve the community. The site selection process was designed to be both comprehensive and methodical, ensuring that all potential sites were assessed against key criteria to identify the most appropriate location. This approach involved multiple stages, each focused on narrowing down the options to those that best meet the community's needs.

Figure 6 - Roadmap for Site Option Analysis



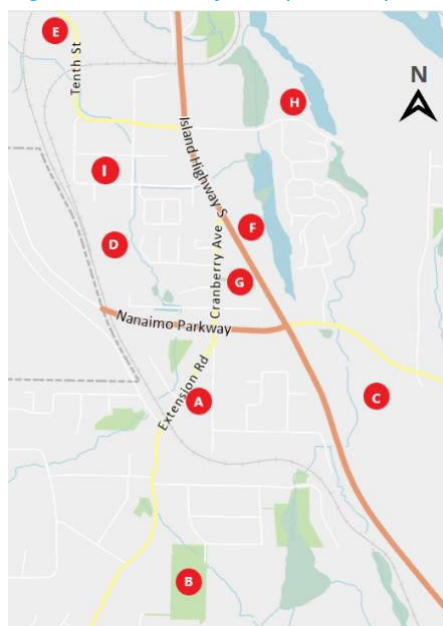
#### 6.1.1 Preliminary Site Options

The initial step in the process involved identifying and reviewing a number of potential sites for the community centre. Nine (9) potential sites were identified for consideration for SECC. These sites included a mix of City-owned and private properties, offering a variety of location and development possibilities. The sites under review were:

- A. 1503 Cranberry Avenue - Chase River Elementary School
- B. 1631 Naylor Crescent - Elaine Hamilton Park
- C. Sandstone Development
- D. 1401 & 1337 Wexford Road (private ownership)
- E. 140 Tenth Street (private ownership, west side)
- F. 1340/1350/1360/1400 Island Highway South (private ownership)
- G. 1400/1407 Island Highway South (private ownership)
- H. 10 Maki Road (private ownership)
- I. I. 98/104 Twelfth Street & 100 Eleventh Street (private ownership)

Refer to Appendix 1, Site Options Summary, for detailed analysis.

Figure 7 - Preliminary site options map



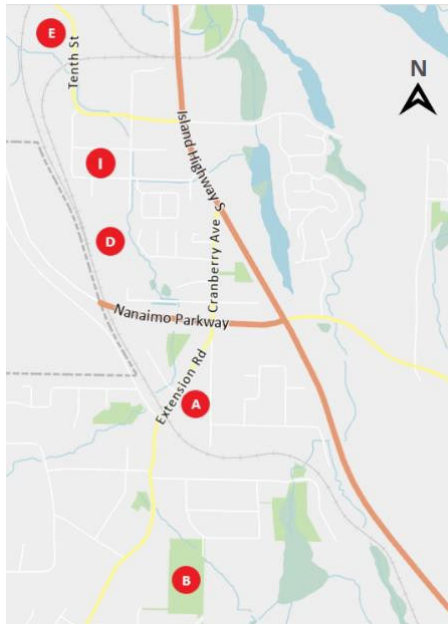
### 6.1.2 Filtering Based on “Must-Have” Criteria

The next step in the site selection process involved evaluating the candidate sites against a set of essential “Go/No Go” characteristics and requirements. These must-have criteria were non-negotiable factors that each site needed to meet in order to move forward in the selection process.

The evaluation was based on three (3) “Must-Have” criteria:

1. Site Accommodates Current Needs and Meets Basic Technical Requirements
  - ✓ Each site needed to meet the technical specifications for the project, including the requirement to be of sufficient size to accommodate the anticipated size of the new facility. This would ensure the site could accommodate the planned community centre and all its associated facilities, including recreational and cultural spaces, parking, and the potential to include much-needed housing.
2. Site Acquisition Meets Project Timelines
  - ✓ The ability to acquire the site within the project's expected timelines was another critical factor. Any delays in acquisition could impact the overall project schedule, and thus, the site needed to be readily available for purchase or development without significant legal or logistical barriers.
3. Site is Easily Accessible to the Community
  - ✓ Accessibility was a major consideration, focusing on the site's safety, walkability, proximity to public transit, and availability of parking. The chosen site must be easily reachable by all community members, promoting inclusivity and accessibility, and ensuring the facility can serve as a central hub for residents in the South End.

Figure 8 - Filtered site options



Evaluating each candidate site against the three (3) above-noted criteria allowed the team to filter out sites that did not meet the basic requirements for success, reducing the list to five (5) candidate sites:

SITE A: 1503 Cranberry Avenue - Chase River Elementary School

SITE B: 1631 Naylor Crescent - Elaine Hamilton Park

SITE D: 1401 & 1337 Wexford Road (private ownership)

SITE E: 140 Tenth Street – west side (private ownership)

SITE I: 98/104 Twelfth Street and part of 100 Eleventh Street (private ownership, adjacent to AgeCare Malaspina Care Home)

### 6.1.3 Establishing Weighted Criteria

After filtering for the must-have criteria, the next step was to establish a set of weighted criteria that would allow for a more nuanced evaluation of the remaining sites. Weighted criteria transforms qualitative assessments into

quantitative analysis. Each criterion was assigned a weight based on its relative importance and impact to the project. For example, criteria such as Community Partnerships and Political/Public Support were given higher weights due to their critical impact in comparison to criteria such as Adjacent Land Uses and Development Costs.

Table 5 - Weighted Criteria for Site Selection

Weighted Criteria for Site Selection			
No.	Weighted Criteria	Description	Weight Factor*
1	Community Partnerships	Are community partnerships viable? (e.g. NLPS, BGC, VIRL)	20
2	Political/Public Support	Is the site supported by Council and the public?	20
3	Neighbourhood Impact	Will development of a community centre on the site positively impact the community/neighbourhood?	15
4	Site Acquisition	Can adjacent properties be purchased or expropriated as required?	15
5	Development Costs	What the are potential costs to make the site viable? (e.g. site grading, infrastructure)	10
6	Adjacent Land Uses	Do neighbouring uses compliment this facility?	10

\* The weight factor is a multiplier. Each criterion is scored and then multiplied by the weight factor.

## 6.2 Site Assessment Criteria Matrix

To systematically assess the remaining sites, a site assessment criteria matrix was developed. The matrix allowed each site to be scored against the weighted criteria, ensuring that the evaluation process was both transparent and objective. The matrix helped to clearly differentiate the opportunities and constraints of each site, facilitating a more informed decision-making process. Refer to Appendix 2 for complete Site Assessment Criteria Matrix.

Table 6 – Site Assessment Criteria Matrix

	Community Partnerships		Political/ Public Support		Neighborhood Impact		Site Acquisition		Development Costs		Adjacent Land Uses		TOTAL SCORE
Weighting	20		20		15		15		10		10		
	Assigned Value	Weighted Score	Assigned Value	Weighted Score	Assigned Value	Weighted Score	Assigned Value	Weighted Score	Assigned Value	Weighted Score	Assigned Value	Weighted Score	
Site A - Chase River Elementary School	5	100	5	100	3	45	2	30	3	30	3	30	335
Site B - Elaine Hamilton Park	1	20	3	60	3	45	5	75	1	10	3	30	240
Site D - Wexford Road	3	60	4	80	5	75	3	45	1	10	5	50	320
Site E - 140 Tenth Street	2	40	3	60	4	60	1	15	5	50	2	20	245

Site I – 98/104 Twelfth & 100 Eleventh Streets	4	80	4	80	5	75	4	60	4	40	5	50	385
---	---	----	---	----	---	----	---	----	---	----	---	----	-----

Below are the assumptions and rationale behind the scoring for each location, providing a clear understanding of how the sites were evaluated in the matrix.

### 6.2.1 Site A - Chase River Elementary School (1503 Cranberry Ave)

6.5-7.5 ACRES (WITH ADJACENT RESIDENTIAL PROPERTIES)

- **Community Partnerships** – Strong partner in NLPS. City Plan: Nanaimo ReImagined document strongly supports integration of educational and community needs. Supports NLPS's long range facility plan.
- **Political/Public Support** - Purchase of adjacent residential properties are assumed to be uncontroversial and would likely have political/public support. Strong support for collaboration between NLPS and the City.
- **Neighbourhood Impact** - Site is a focal point and gateway specifically for the Chase River community, south of Nanaimo Parkway overpass. Will require updated MOU between NLPS and the City. Good access to public transportation network.
- **Site Acquisition** - Requirement to secure adjacent residential properties with multiple property owners. Combined assessed values of properties is high.
- **Development Costs** - Site is serviced, but is sloped with parking and traffic circulation concerns. Will likely require reorientation and improvement to school field.
- **Adjacent Land Uses** - Good proximity to elementary school for collaborative purposes. Close to local residents, but no Urban Centre amenities.

Opportunities	Constraints
Familiar location	Parking is already beyond capacity
Acts as a “gateway” to the South End community	School playing field must be retained and re-aligned
Already a destination or prominent facility in the neighbourhood	School activities take priority between 8:00am - 3:30pm (e.g. community could not use a shared gym during school hours)
Offers desired collaboration opportunities with NLPS (e.g. school gym could be available in the evenings for community use)	Will trigger requirement to secure adjacent residential properties

## 6.2.2 Site B - Elaine Hamilton Park (1631 Naylor Crescent)

7.3 ACRES (PARK GROUNDS)

- Community Partnerships - Isolated from potential community partners.
- Political/Public Support - Assume political/public support for use of a highly under-utilized amenity; assume some loss of support by locally impacted residents due to traffic concerns.
- Neighbourhood Impact - Close to local residents and potential users, but "intrudes" on residential neighbourhood and has significant traffic concerns for neighbours (one way in and out).
- Site Acquisition - City-owned with no requirement to secure adjacent residential or other properties.
- Development Costs - Site is easy to build on and has some servicing already in place. Infrastructure upgrades and transportation access will be challenging through adjacent residential neighbourhood.
- Adjacent Land Uses - Provides close connection to Richard's Marsh Park for outdoor recreational opportunities. "Intrudes" on adjacent residential neighbourhood.

Opportunities	Constraints
Easy to build on, some infrastructure in place	Isolated from main traffic route ("off the beaten path") and does not provide prominence within the community
Already City-owned	"Intrudes" on a residential neighbourhood
Close to local residents and potential users	Access may be difficult to improve due to surrounding, established residential development
Direct connections to outdoor recreational opportunities (adjacent network of trails)	Infrastructure upgrades may be challenging through residential neighbourhood
Makes good use of a highly under-utilized park amenity	

## 6.2.3 Site D - Wexford Road Properties

6.4 ACRES (TWO PROPERTIES COMBINED)

- Community Partnerships - Limited opportunity for partnership with NLPS. Opportunity for multiple, enhanced partnerships with other South Gate Urban Centre amenities. Serves three (3) communities, as opposed to just one (1). Walkability from Chase River Elementary School.
- Political/Public Support - Purchase of privately-owned properties are assumed to be uncontroversial and would likely have political/public support.
- Neighbourhood Impact - Realizable opportunity to contribute to South End revitalization. Anchor for the South Gate Urban Centre identified in Nanaimo ReImagined document. Potential "hub" location. Excellent access to public transportation network.
- Site Acquisition - Requirement to secure adjacent residential properties with only one owner. Assessed property value less than Site A.

- **Development Costs** - Significant transportation and infrastructure costs. Opportunity to upgrade nearby pedestrian and traffic patterns underneath Nanaimo Parkway overpass. Potential to combine with Cranberry Connector project and achieve “economies of scale”.
- **Adjacent Land Uses** - Adjacency to three (3) communities and South Gate Urban Centre. Direct access to Parkway Trail and forested land for outdoor recreation activities.

Opportunities	Constraints
Close to designated “commercial centre” with good transit access	Properties need to be acquired
Potential “hub” location with other nearby amenities	Significant roadwork required for access to site
Potential to enhance community partnerships with VIRL, IH, childcare and nearby seniors’ facilities	Infrastructure upgrades required at the sites
Walkability from Chase River Elementary School	Requires “travel” underneath Nanaimo Parkway overpass
Direct connections to outdoor recreational opportunities (proximity to Parkway Trail)	No direct collaboration with NLPS
Potential to serve three communities: Chase River, South End and Harewood	
Potential to combine with Cranberry Connector project and achieve “economies of scale”	
Opportunity to upgrade nearby pedestrian and vehicular traffic patterns underneath Nanaimo Parkway overpass	

### 6.2.4 Site E - 140 Tenth Street

5.6 ACRES (WEST SIDE OF TENTH STREET)

- **Community Partnerships** - Limited opportunities for community partnerships in an industrial zone.
- **Political/Public Support** - Purchase of privately-owned property is assumed to be uncontroversial. Some limited political/public support is assumed.
- **Neighbourhood Impact** - Within one (1) kilometre of South Gate Urban Centre. Good access to public transportation network. Limited direct connection to adjacent communities.
- **Site Acquisition** - Assessed property value is significantly higher than alternative sites.
- **Development Costs** - Site is assumed to be serviced. Minimal grade challenges; easy to build on. Transportation access is good.
- **Adjacent Land Uses** - Provides close connection to Parkway Trail and forested land for outdoor recreational activities. Significant, adjacent industrial land use.

Opportunities	Constraints
Within one kilometre of designated “commercial centre” with transit access	Property requires subdividing and re-zoning
Transit route along Tenth Street	Property needs to be acquired

Easy to build on	Some infrastructure upgrades required
Possible limited opportunities to enhance community partnerships with VIRL, IH, childcare and nearby seniors' facilities	Requires "travel" underneath Nanaimo Parkway overpass
Direct connections to outdoor recreational opportunities (proximity to Parkway Trail)	No direct collaboration with NLPS
	Industrial neighbourhood

### 6.2.5 Site I - 98/104 Twelfth St & 100 Eleventh St

1.5 ACRES POSSIBLE WEST OF EXISTING AGE CARE MALASPINA CARE HOME, PLUS PURCHASE OF 98 TWELFTH ST IN EXCHANGE FOR CARE HOME'S PARKING LOT AREA ON WEST SIDE.

- **Community Partnerships** - Limited opportunity for partnership with NLPS. Opportunity for multiple, enhanced partnerships with other South Gate Urban Centre amenities. Serves three (3) communities, as opposed to just one (1).
- **Political/Public Support** - Purchase of privately-owned properties are assumed to be uncontroversial and would likely have political/public support.
- **Neighbourhood Impact** - Realizable opportunity to contribute to South End revitalization. Anchor for the South Gate Urban Centre identified in Nanaimo Reimagined document. Potential "hub" location. Excellent access to public transportation network.
- **Site Acquisition** - Requirement to secure residential properties under different owners. Requirement to develop agreement with adjacent Care Home to exchange 98 Twelfth Street for Care Home parking lot on west side. Possible requirement to lease adjacent land from Island Corridor Foundation to accommodate parking needs.
- **Development Costs** - Site is assumed to be serviced. Minimal grade challenges; easy to build on. Transportation access is good.
- **Adjacent Land Uses** - Adjacency to three (3) communities and South Gate Urban Centre. Direct access to Parkway Trail and forested land for outdoor recreation activities.

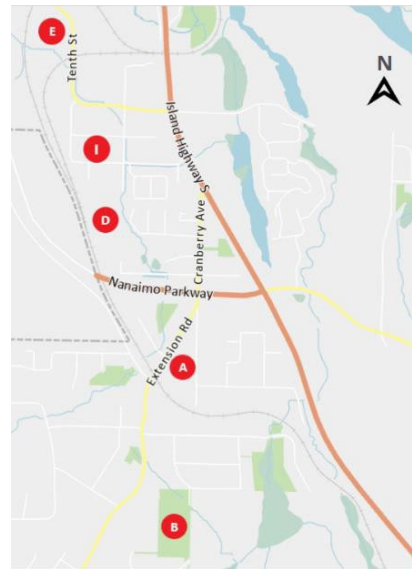
Opportunities	Constraints
Within 300m of designated "commercial centre" with transit access along Tenth Street	Properties may require re-zoning
Potential "hub" location with other nearby amenities	Properties need to be acquired
Easy to build on	MOU/Agreement with Care Home required for property exchanges
Potential to enhance community partnerships with VIRL, IH, childcare and nearby seniors' facilities	No direct collaboration with NLPS
Direct connections to outdoor recreational opportunities (proximity to Parkway Trail)	Site size is shy of required area (but may be able to build as high as four storeys)
Potential to serve three communities: Chase River, South End and Harewood	Potential need for leased parking space from Island Corridor Foundation

## 6.3 Preferred Site Options

Based on the results of the site assessment criteria matrix, the final step was to identify the preferred site option. These were the locations that best met the weighted criteria and were deemed most suitable for SECC. The sites were ranked in order of preference as follows:

1. Site I: 98/104 Twelfth Street & part of 100 Eleventh Street
2. Site A: 1503 Cranberry Avenue - Chase River Elementary School
3. Site D: 1401 & 1337 Wexford Road
4. Site E: 140 Tenth Street – west side
5. Site B: 1631 Naylor Crescent - Elaine Hamilton Park

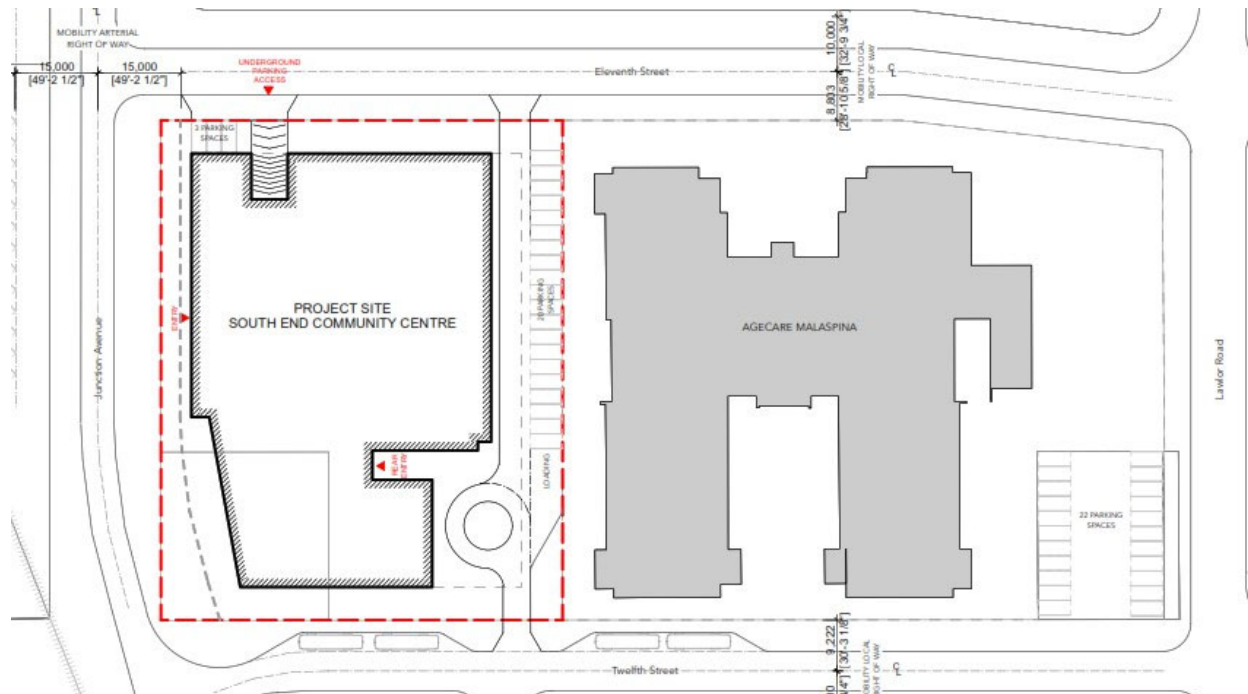
Figure 9 - Filtered site options



### 6.3.1 Preferred Site Option - 98/104 Twelfth & 100 Eleventh Street

The properties at 98/104 Twelfth Street and 100 Eleventh Street offer a promising location for SECC due to their pivotal location within the South End community. This site is adjacent to the AgeCare Malaspina Care Home and provides enough space to accommodate the envisioned community centre, including all the required functional program elements, such as recreational, cultural, health, and childcare facilities, and its central location in the South End makes it accessible to residents, aligning with Nanaimo ReImagined’s goal of fostering inclusivity and ease of access.

Figure 10 – Preferred Site Option Site Plan



*Figure 11 – Intersection of Junction Avenue and Eleventh Street looking east*



One of the primary advantages of this site is its relatively open and clear land, which would allow for the construction of a facility tailored to the community's needs without extensive demolition or land preparation. The site's proximity to existing urban hubs and amenities further enhances its potential, providing opportunities for collaboration and integration with surrounding businesses and services. Additionally, being located near public transit routes and walkable areas increases the likelihood of high community engagement and use of the centre.

*Figure 12 – Twelfth Street looking north, view between Community Centre and Age Care facility*

However, certain challenges exist for this site. In particular, parking needs would require careful planning, and may require consideration of underground parking. Utility connections would also require careful planning to support the increased activity the community centre would bring. Additionally, consideration needs to be given to zoning, permitting, and potential land acquisition costs.



*Figure 13 – Two-Level Housing Option, Intersection of Junction Avenue and Eleventh Street looking east*

Above and beyond the needs of SECC alone, the opportunity to consider housing located above the community centre could also be explored. Conceptual designs indicate the possibility of up to 18 - 1 bedroom and 12 - 2 bedroom units over two floors.

Refer to Appendix 4, Preferred Site Option Concept Design for conceptual floor plans.



### 6.3.2 Secondary Site Option - Chase River Elementary School

The Chase River Elementary School site, located at 1503 Cranberry Avenue, provides an opportunity for integration with existing educational facilities, supporting a community hub model and aligning with the MOU that exists between the City and NLPS. Joint use of the school field, school gymnasiums, multipurpose rooms, and childcare facilities would benefit both students and the broader community.

However, additional land acquisition adjacent to the school would be required to accommodate the full community centre and its parking needs. Some of the required land is agricultural in nature, which adds an additional element of complexity to this option. Adding yet further complexity to this site option are the challenges of aligning funding and construction timelines for both the City and NLPS.

Figure 14 – Map of Cranberry Avenue site



The table below identifies potential adjacent properties that would need to be acquired, along with their estimated market values (2022 estimated values):

Table 7 – Additional property values

Potential additional properties	Estimated Market Value*
1537 Cranberry Avenue	\$850,000 - \$900,000
1526 Extension Road	\$925,000 - \$1,000,000
32 Fourteenth Street	\$2,500,000 - \$2,700,000

# 7.0 Functional Program & Conceptual Designs

## 7.1 Outline Functional Program

The functional program for SECC has been designed to address the diverse needs of the community while providing a comprehensive range of services and amenities. The program aims to create a multi-functional space that serves as a hub not only for recreation and culture, but also potentially for other amenities such as wellness, health care, childcare, community safety, and library services. Through careful consideration of community feedback and assessment of community requirements, the following elements were included in the functional program.

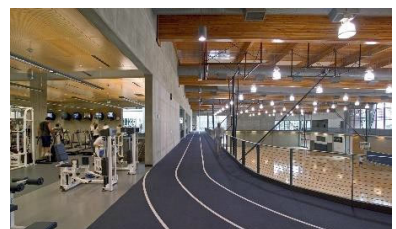
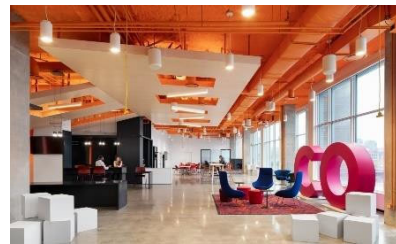
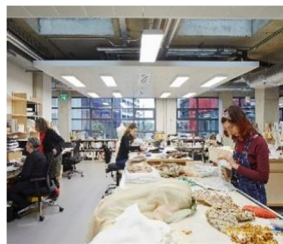
### 7.1.1 Recreation, Culture & Wellness

At the heart of the community centre is a focus on enhancing recreation, culture, and wellness. The facility will offer a wide range of amenities designed to support physical fitness, mental well-being, and social engagement. A baseline program would seek to provide the following core recreational, cultural and wellness elements:

- ✓ Community “living room”
- ✓ Double gymnasium
- ✓ Spectator zone
- ✓ Children’s area
- ✓ Multi-purpose rooms
- ✓ Changerooms
- ✓ Kitchen
- ✓ Café
- ✓ Indoor play area
- ✓ Storage and staff areas

An enhanced program would include all the above-noted elements, but also seek to add:

- ✓ Indoor walking track
- ✓ Fitness room



### 7.1.2 Community Amenities

Modern community centres not only include spaces to accommodate typical recreational, cultural and wellness activities, they also seek to create a sense of belonging and connection through provision of community amenities. Modern community centres are an opportunity to enhance inter-generational connections, respect inclusivity and diversity, and focus on accessibility. The following are a sampling of some of the community amenities that could be provided in a new SECC.

#### PRIMARY HEALTH CARE

The facility could integrate primary health care services, providing the community with access to essential medical support. This component could include consultation rooms for health professionals to deliver basic health services, wellness programs, and preventive care initiatives.



#### CHILDCARE

Childcare is a key need identified by the community, and the centre could offer dedicated childcare spaces that cater to families. This could include facilities for early childhood education, after-school care, and safe, engaging environments for children of all ages.



#### COMMUNITY SAFETY

The centre could include community safety services, offering a space for policing liaisons or safety officers to interact with the public. This could enhance community policing efforts and create a sense of security within the community.



#### REGIONAL LIBRARY

A branch of VIRL could be integrated into the centre, providing access to a range of educational resources, reading programs, and public computer stations. VIRL could serve as an inter-generational space, supporting learning and literacy for all ages.



#### PERFORMANCE SPACE

A new community centre also has the potential to include performance space which can benefit the community in a variety of ways, including educational and cultural enrichment, community engagement, and economic development.

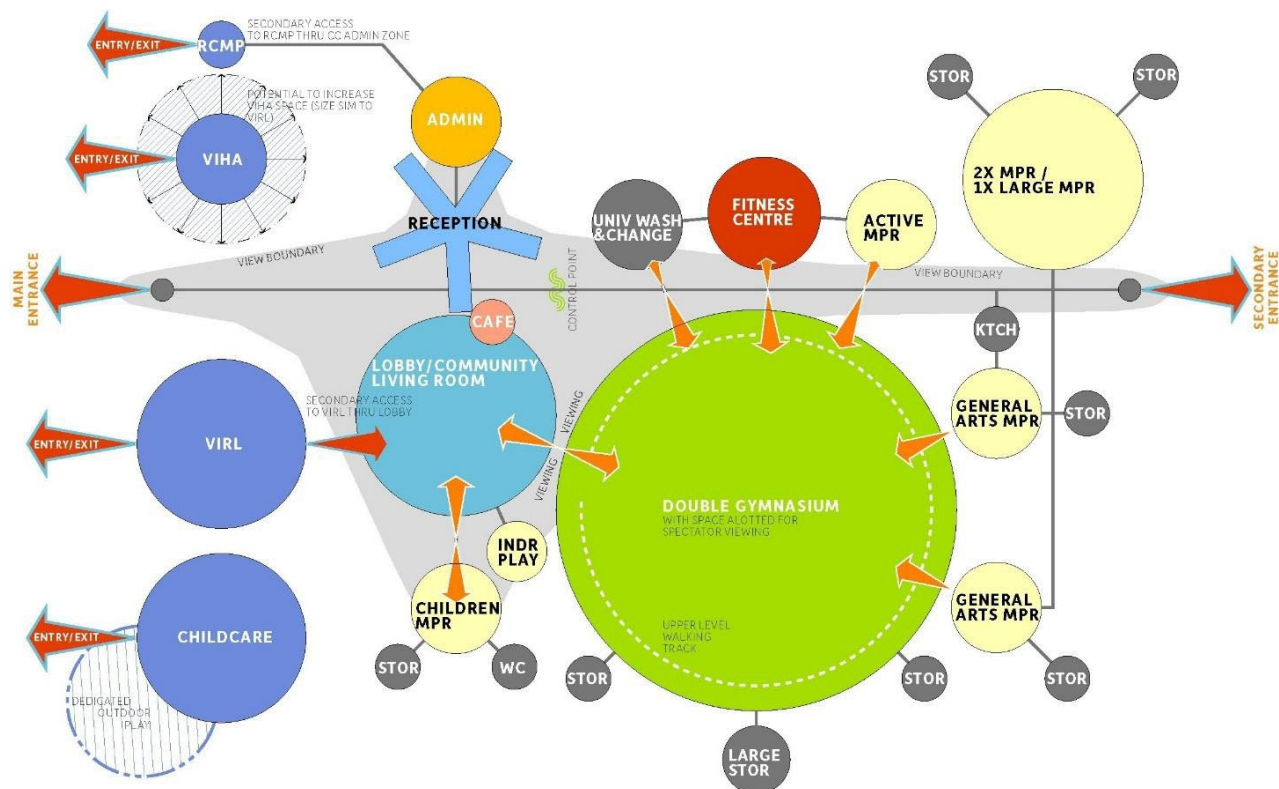


## 7.2 Program Areas, Adjacencies & Relationships

In line with the functional program, the adjacency diagram illustrates the spatial relationships between key areas within SECC. This diagram visually represents how different spaces, such as the gymnasium, changerooms, library, and community rooms, are positioned relative to one another to ensure optimal functionality and user flow. By identifying these critical adjacencies, the diagram helps to guide the overall layout of the facility, ensuring that spaces with high interaction levels are placed in close proximity, thus supporting an efficient and cohesive design. The diagram is read by following the connections between spaces, indicating their relative positioning and how users will navigate through the facility.

Refer to Appendix 3 for full version of adjacency diagram.

Figure 15 – Functional Program Adjacency Diagram



\* Adjacency diagram features the “enhanced” recreational, cultural and wellness program.

\*\* MPR is “multi-purpose room”.

## 7.3 Facility Sizing

Effective facility sizing positions the community centre for sustainable growth and adaptability in a dynamic market environment. Through development of the outline functional program, the project team was able to determine approximate sizing for a new SECC. The following space analysis is high-level, and requires refinement throughout the next stages of design and program development.

### 7.3.1 Enhanced Outline Functional Program

The preferred outline functional program is the “enhanced” recreation, culture and wellness program combined with a variety of community amenities, as noted below:

*Table 8 – Preferred Outline Function Program featuring “Enhanced” recreation, culture & wellness*

Preferred Outline Functional Program		
Space Type	m <sup>2</sup>	ft <sup>2</sup>
Enhanced Recreation, Culture & Wellness	+/- 4,380	+/- 47,150
Primary Health Care	+/- 180	+/- 1,900
Childcare and/or Performance Space	+/- 450	+/- 4,800
VIRL	+/- 470	+/- 5,000
Community Safety	+/- 120	+/- 1,300
<b>Total</b>	<b>+/- 5,600</b>	<b>+/- 60,300</b>

### 7.3.2 Baseline Outline Functional Program

The secondary outline functional program is the “baseline” recreation, culture and wellness program, combined with a variety of community amenities, as noted below:

*Table 9 – Secondary Outline Function Program featuring “Baseline” recreation, culture & wellness*

Secondary Outline Functional Program		
Space Type	m <sup>2</sup>	ft <sup>2</sup>
Baseline Recreation, Culture & Wellness	+/- 3,570	+/- 38,400
Primary Health Care	+/- 180	+/- 1,900
Childcare and/or Performance Space	+/- 450	+/- 4,800
VIRL	+/- 470	+/- 5,000
Community Safety	+/- 120	+/- 1,300
<b>Total</b>	<b>+/- 4,790</b>	<b>+/- 51,400</b>

## 7.4 Conceptual Design Options

### 7.4.1 Preferred Site Option

98/104 TWELFTH & 100 ELEVENTH STREETS (adjacent to AgeCare Malaspina Care Home)

The conceptual design option for the 98/104 Twelfth Street site (adjacent to the two-storey AgeCare Malaspina home) was developed based on the adjacency diagram, featuring the following layout:

- Ground Floor: 3,630 m<sup>2</sup> (39,073 ft<sup>2</sup>)
- Second Floor: 2,548 m<sup>2</sup> (27,426 ft<sup>2</sup>)
- Total Aboveground Area: 6,175 m<sup>2</sup> (66,500 ft<sup>2</sup>)
- Underground Parking: 4,293 m<sup>2</sup> (46,210 ft<sup>2</sup>)

Nanaimo South End Community Centre (SECC) Feasibility Study

Refer to Appendix 4 for Preferred Site Option Concept Design.

Figure 16 – Conceptual Ground Floor Plan at preferred site

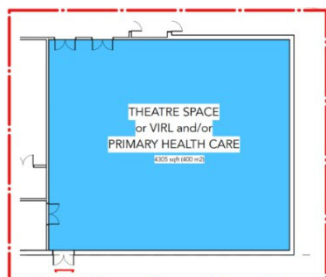
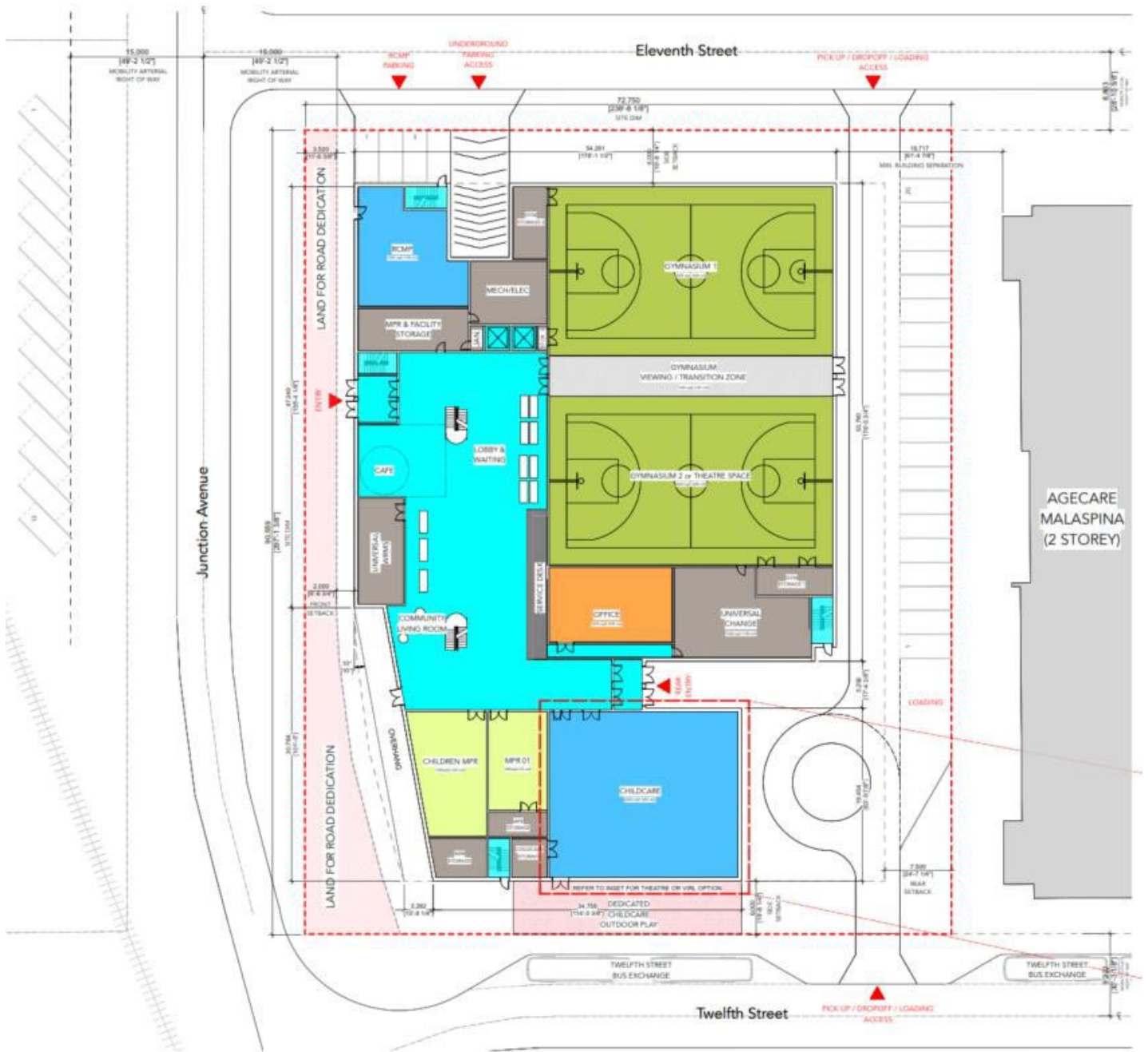


Figure 16a – Optional Theatre Space, VRL Space, or Primary Health Care Centre to replace Childcare Space on Ground Floor at preferred site

Figure 17 – Conceptual Second Floor Plan at preferred site

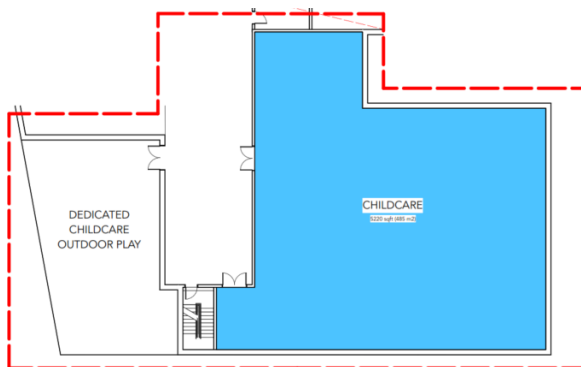
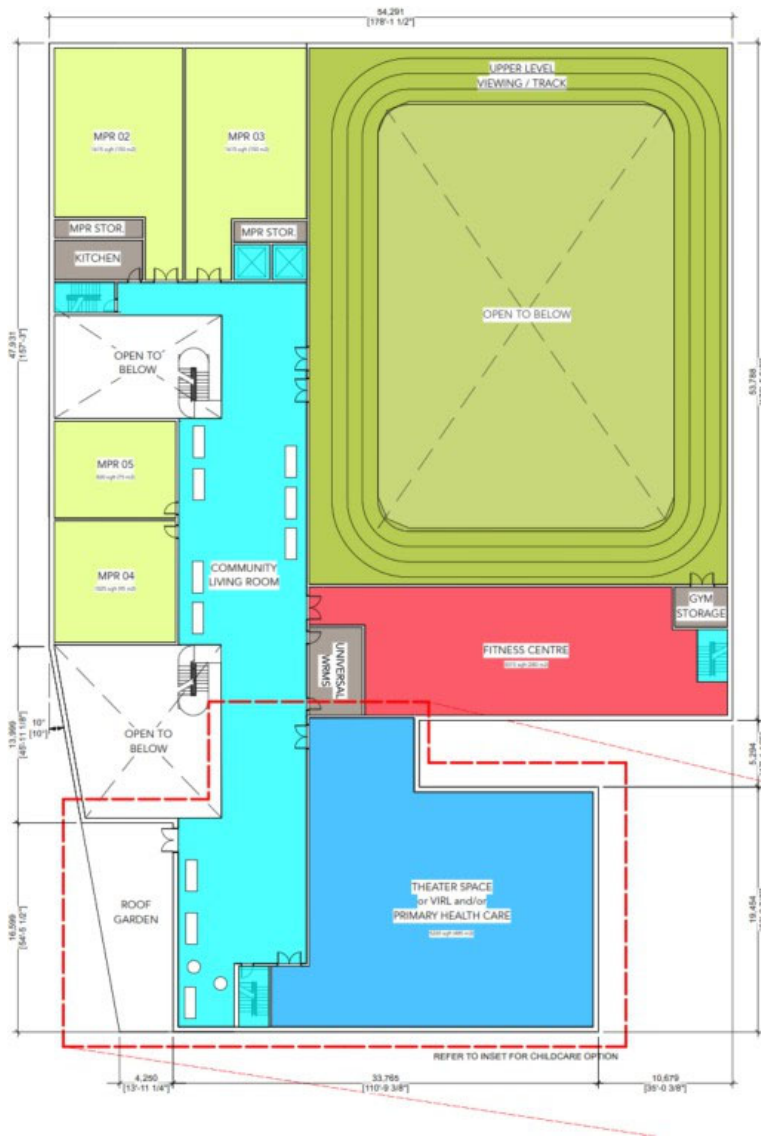


Figure 17a – Optional Childcare Space to replace Theatre Space, VIRL Space, or Primary Health Care Centre on Second Floor at preferred site

Figure 18 – Optional Housing above Community Centre  
Third and Fourth Floor Plans at preferred site



Figure 19 – Conceptual Underground Parking Plan at preferred site





Figure 21 – Concept Option 2 at Secondary Site (single level option)



Figure 22 – Concept Option 3 at Secondary Site (two level option)



## 8.0 Capital & Operating Cost Projections

### 8.1 Rough Order of Magnitude Cost Estimates (+/- 25-30%)

The Rough Order of Magnitude (+/- 25-30%) cost estimates for the preferred site, adjacent to the AgeCare Malaspina Care Home, are based on three (3) different scenarios and consider the various components and features outlined in the conceptual design. Each scenario provides a distinct configuration for SECC, focusing on the potential inclusion or exclusion of key facilities:

- Scenario A: Preferred site with the full concept plan, including Childcare (CC), RCMP space, VIRL, and two gymnasiums.
- Scenario B: Preferred site with the removal of CC and VIRL from the concept plan.
- Scenario C: Preferred site with the removal of CC, VIRL, RCMP space, and one of the gymnasiums.

#### 8.1.1 Assumptions

The following assumptions were made in preparing the Rough Order of Magnitude (ROM) cost estimates:

- The estimate is an ROM calculation with an accuracy range of +/- 25-30%.
- Sustainable design methodologies will be employed in the construction and operation of the facility.
- A minimum of two (2) years is assumed before the project reaches the tendering phase.
- The purchase of land from AgeCare Malaspina Care Home and other adjacent landowners will be completed using other funding streams, separate from the projected capital costs for the community centre.
- Unit costs were derived from the Altus Group 2024 Canadian Cost Guide.
- Where 2024 unit costs are unavailable, and where escalation needs to be considered, escalation factors derived from Statistic Canada’s most recent updates have been utilized.

#### 8.1.2 Summary of Results

The following tables provide order of magnitude cost estimates for the three (3) above-noted scenarios, as well as estimated costs per square foot both with and without underground parking included. Refer to Appendix 6 for more detailed cost estimate information.

Table 10 – Rough Order of Magnitude Cost Estimates

Rough Order of Magnitude Cost Estimates (ROM)				
Category		Preferred Site Scenario A Care Home site Full Concept Plan	Preferred Site Scenario B Care Home site Remove CC & VIRL	Preferred Site Scenario C Care Home site Remove CC, VIRL, RCMP, 1 Gym
Above ground square footage (approximate)	m <sup>2</sup>	6,175	5,290	4,550
	ft <sup>2</sup>	66,467	56,941	48,976

Underground Parking square footage (approximate)	m <sup>2</sup>	4,293	4,293	4,293
	ft <sup>2</sup>	46,209	46,209	46,209
<b>Hard Costs</b>				
General Conditions		\$8,284,517	\$7,292,161	\$6,462,395
Existing Conditions		\$170,000	\$170,000	\$170,000
Underground Parkade		\$11,552,367	\$11,552,367	\$11,552,367
New Above Ground Construction		\$87,521,737	\$75,633,841	\$65,693,679
<b>Soft Costs</b>				
Project Services		\$11,888,892	\$10,462,345	\$9,269,526
Consultant Contingency		\$594,445	\$523,117	\$463,476
Permits		\$1,935,515	\$1,703,671	\$1,509,812
Insurance and bonds		\$1,612,929	\$1,419,726	\$1,258,177
Rough Order of Magnitude Cost Estimate (+/- 25-30%) *		\$123,560,402	\$108,757,227	\$96,379,431

\* Exclusive of GST and other taxes, land acquisition costs, legal, project commissioning, BC Hydro, Communications

Table 11 – Estimated Costs per Square Foot

Estimated Costs Per Square Foot			
	<u>Preferred Site Scenario A</u> Care Home site Full Concept Plan	<u>Preferred Site Scenario B</u> Care Home site Remove CC & VIRL	<u>Preferred Site Scenario C</u> Care Home site Remove CC, VIRL, RCMP, 1 Gym
With and without underground parking			
With U/G parking, at time of construction tender (assumed to be 24 months in the future)	\$1,859	\$1,910	\$1,968
Without U/G parking, at time of construction tender (assumed to be 24 months in the future)	\$1,591	\$1,597	\$1,604

## 8.2 Projected Operating Costs 2027-2036

### 8.2.1 Assumptions

The following assumptions were made in estimating the SECC's projected operating costs:

- **Basis of Projections:** (OWCC's 2023 operating budget served as the baseline and included costs associated with operations and maintenance, grounds maintenance, and recreational support services.

- *Space Calculations:* The projected costs were calculated using the square footage of the enhanced conceptual design plan for the preferred site at 98/104 Twelfth Street. The percentage increase in space from OWCC to SECC informed the estimated cost projections. Projected operating costs do not include programming costs or costs associated with potential underground parking.
- *Staffing Requirements:* It was assumed that the SECC will employ an equivalent number of staff as OWCC, as the expectation is that a significant portion of SECC's space will be tenanted, with staffing needs supplied by the tenant.
- *Inflation Rates:* Inflation rates for the years 2024 and beyond were derived from the Bank of Canada Monetary Policy Report (July 2024) to adjust the operating costs accordingly.
- *Timelines:* Construction completion in Q4 2026 and start of operations in Q1 2027.

### 8.2.2 Methodology

The cost projection model used OWCC's 2023 operating costs as a baseline, applying the following steps:

- a. Using the estimated square footage of the enhanced conceptual design plan for the preferred site at 98/104 Twelfth Street, and OWCC's estimated square footage, the size difference between SECC and OWCC was calculated.

*Table 12 – Facility Size Comparison*

Facility size comparison		
	m <sup>2</sup>	ft <sup>2</sup>
Oliver Woods Community Centre (OWCC) – Baseline	3,266	35,155
South End Community Centre (SECC) – Proposed enhanced program	6,175	66,467
SECC increase in space over OWCC	2,909	31,312
Percentage increase	89.1%	89.1%

- b. The percentage increase between OWCC and SECC was applied to the baseline operating costs for the following cost centres:
  - Operating and maintenance
  - Grounds maintenance
  - Rec support services

The above methodology provided an estimate for the operating costs of the proposed SECC, with the exception that staff wages were not increased accordingly due to the assumptions noted above.

### 8.2.3 Summary of Results

The projected 10-year operating costs were projected by scaling up OWCC's 2023 operating plan in proportion to the SECC's increased size and adjusted for inflation. This provided a comprehensive estimate that accounts for the various factors influencing the centre's future financial requirements, ensuring that the City can plan effectively for the ongoing operational expenses of SECC. Refer to Appendix 7 for full-sized version.

## Nanaimo South End Community Centre (SECC) Feasibility Study

*Table 13 – SECC Projected Operating Costs*

SECC Projected Operating Costs (in 000's) *										
Spend Category	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Wages	\$880	\$898	\$916	\$934	\$953	\$972	\$991	\$1,011	\$1,031	\$1,052
Services	\$135	\$137	\$140	\$143	\$146	\$149	\$152	\$155	\$158	\$161
Supplies	\$41	\$42	\$43	\$44	\$45	\$46	\$47	\$47	\$48	\$49
Utilities	\$126	\$129	\$131	\$134	\$136	\$139	\$142	\$145	\$148	\$151
Misc Expenditures	\$25	\$25	\$26	\$27	\$27	\$27	\$28	\$28	\$29	\$29
Internal Transfers	\$32	\$33	\$33	\$34	\$34	\$35	\$36	\$37	\$37	\$38
<b>Totals</b>	<b>\$1,238</b>	<b>\$1,263</b>	<b>\$1,288</b>	<b>\$1,314</b>	<b>\$1,340</b>	<b>\$1,367</b>	<b>\$1,395</b>	<b>\$1,423</b>	<b>\$1,451</b>	<b>\$1,480</b>

\* Numbers may not add due to rounding

*Table 14 – SECC Projected Operating Expenditures Breakdown*

SECC Projected Operating Expenditures Breakdown (in 000's) *										
Cost Centre	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036
Operating & Maintenance	\$668	\$682	\$695	\$709	\$724	\$738	\$753	\$768	\$783	\$799
Grounds Maintenance	\$55	\$56	\$57	\$58	\$59	\$61	\$62	\$63	\$64	\$66
Rec Support Services	\$515	\$525	\$536	\$547	\$558	\$569	\$580	\$592	\$603	\$616
<b>Totals</b>	<b>\$1,238</b>	<b>\$1,263</b>	<b>\$1,288</b>	<b>\$1,314</b>	<b>\$1,340</b>	<b>\$1,367</b>	<b>\$1,395</b>	<b>\$1,423</b>	<b>\$1,451</b>	<b>\$1,480</b>

\* Numbers may not add due to rounding

## 9.0 Conclusions

As Nanaimo moves towards the realization of the South End Community Centre, several key steps need to be undertaken to ensure the project progresses thoughtfully and aligns with the community's vision. The following outlines the critical actions required:

- **City Council Direction:** A next step involves City Council providing clear direction on the project's scope, budget, and preferred location to establish a solid foundation for moving forward.
- **Finalize Agreement with AgeCare Malaspina Care Home:** A final agreement with Malaspina Age Care must be completed, securing the necessary land for the community centre's development.
  - ✓ *Note that this is dependent on Council direction and decisions.*
- **SECC Capital Development Plan:** Development of this plan will encompass a range of essential elements, including schematic designs, a financial analysis with a Class C cost estimate, public engagement initiatives, risk management strategies, delivery method assessment, transportation impact analysis, and zoning analysis.
  - ✓ *Note that this is dependent on Council direction and decisions.*
- **Alternative Approval Process:** Implement an alternative approval process to facilitate timely decision-making and community support for the project's progression.
- **Finalize Land Purchases:** Complete the acquisition of the land required for the community centre, ensuring that all legal and financial aspects are addressed.
- **Onboard Project Management Services:** Engage project management services to oversee the implementation phase, ensuring that all aspects of the project are executed efficiently and effectively.

These steps are critical in advancing the SECC from planning to implementation, laying the groundwork for a successful project that meets the needs of the community and realizes some of the goals of City Plan: Nanaimo ReImagined. Refer to the Gantt chart in Appendix 8 for an overview of the timeline for these next steps.

## 10.0 Limitations

This report is intended solely for use by City of Nanaimo and is prohibited for use by others without prior written consent from Colliers Project Leaders (Colliers). Any unauthorized reuse, redistribution of or reliance on the report shall be at the user's sole risk, without liability to Colliers. No portion of this report may be used as a separate document; it is to be read in its entirety and shall include all supporting appendices.

This report is considered Colliers' professional work product and shall remain the sole property of Colliers. Persons who use or rely on the contents of this report do so understanding and accepting that Colliers Project Leaders cannot be held liable for damages they may suffer in respect to the design, construction, purchase, ownership, use or operation of the subject property.

Comments, conclusions, and recommendations within this report represent our opinion, which is based on an examination of the documents provided, our analysis and our past experience. This report is limited to a feasibility study for a South End Community Centre. Design calculations have not been undertaken, nor were they part of the project scope. Our best commercial efforts to provide accurate analysis and meaningful advice are consistent with the care and skill ordinarily exercised by management consultants in Canada with the same scope of work and same source materials. This report has been subjected to our internal review and practices of our Quality Management System. No other representations, and no warranties or representations of any kind, either expressed or implied, are made.

This report is based on documents and information supplied by others as identified, which are presumed to be free of errors and inaccuracies. Calculations and forecasts are based on assumptions as stated in the report which have been accepted by the Client. If errors or inaccuracies are found in documents or information supplied or if assumptions are not found to match subsequently observed conditions, Colliers should be retained to review our recommendations and confirm their continued validity. Without this review, Colliers will not be liable for any misunderstanding of our recommendations or their application.

## Appendix 1 SITE OPTIONS SUMMARY

## Appendix 2    SITE ASSESSMENT CRITERIA MATRIX

# Appendix 3 ADJACENCY DIAGRAM

## Appendix 4    PREFERRED SITE OPTION CONCEPT DESIGN

## Appendix 5 SECONDARY SITE OPTION CONCEPT DESIGNS

# Appendix 6 ROUGH ORDER OF MAGNITUDE COST ESTIMATE

## Appendix 7 OPERATING COST PROJECTIONS

## Appendix 8 TIMELINE OF EVENTS

Timeline of Events	2022				2023				2024				2025			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Feasibility Study Kick off	█															
Stakeholder interviews (VIRL, Nanaimo Programming, Emergency Services, Planning & Infrastructure, NLPS, BGCCVI, Chase River Elementary)		█														
Snuneymuxw First Nation engagement		█														
Governance & Best Practices Benchmarking		█														
Draft Functional Program		█														
Site Options Exploration & Analysis		█														
Nanaimo tour of Lower Mainland facilities			█													
Finalize Functional Program			█													
Conceptual Designs for preliminary, preferred site			█	█												
Presentation to Nanaimo City Council					█											
Exploration of new site option (Malaspina Age Care)						█										
Update Site Options Analysis						█										
City of Nanaimo negotiations with Malaspina Age Care							█	█	█	█	█					
Conceptual Design for new preferred site option (Malaspina Age Care)								█								
Rough Order of Magnitude cost estimating									█							
Operating Cost Projections									█							
Update Summary Feasibility Report/Develop written report												★				
Presentation to Nanaimo City Council												█				
<b>Anticipated Next Steps</b>																
City Council provides direction on project scope, budget, and location													█			
Finalize agreement with Malaspina Age Care*													█	█		
Develop SECC Capital Development Plan, including schematic designs, financial analysis and Class C cost estimate, public engagement, risk management planning, delivery method assessment, transportation impact analysis, zoning analysis*														█	█	
Alternative Approval Process																█
Finalize land purchases																█
Onboard Project Management Services																█

\*Dependent upon Council direction and decisions

★ Schedule at time of summary update/written report