

Needs Assessment - Maffeo Sutton Park Amenity Building

Nanaimo, British Columbia

CITY OF NANAIMO
THE HARBOUR CITY

the TULA project

TABLE OF CONTENTS

1.0 EXECUTIVE SUMMARY pg. 1

2.0 PROJECT INFORMATION
- 2.1 Project Overview pg. 1
- 2.2 Project Background and Policy Review pg. 2
- 2.3 Existing Site Design Considerations pg. 4

3.0 WORKING GROUP SUMMARY
- 3.1 Interest Groups pg. 6
- 3.2 Summary of Engagement pg. 6
- 3.3 'Walk and Talk' - Onsite at Maffeo Sutton Park pg. 6
- 3.4 Working Group - Session 1 pg. 6
- 3.5 Working Group - Session 2 pg. 8

4.0 FUNCTIONAL PROGRAM
- 4.1 Assumptions for Washroom Programming pg. 8
- 4.2 Proposed Washroom Counts pg. 9
- 4.3 Proposed Functional Program pg. 9

5.0 LEVEL OF SERVICE ANALYSIS pg. 10

6.0 CONCLUSION pg. 11

APPENDIX

APPENDIX 1: Day 1 Digital summary of card storming exercise pg. 14

APPENDIX 2: Day 2 Digital summary of card storming exercise pg. 15

1.0 EXECUTIVE SUMMARY

The City of Nanaimo is seeking to build a new amenity building in Maffeo Sutton Park that will prioritize the inclusion of additional washroom facilities. A new amenity building has been considered since 2008 when the Spirit Square design was completed. Additional washroom facilities were identified as a priority through public engagement in the Maffeo Sutton Park Master Plan (DRAFT 2017).

In advance of concept design, it was determined a needs assessment should be conducted to ensure the design was grounded in logic based decision making. A needs assessment helps determine what must be addressed for the built outcome to meet project goals. This assessment informs the project's overall plan and approach by synthesizing priorities to streamline decision making.

Workshops were completed with key City of Nanaimo business units, and included a site visit and two half day brainstorming workshops. The purpose of the workshops were to define a hierarchy for decision making and develop a realistic expectation of what design elements could be accommodated within the project scope of work. Two key outcomes from the working group sessions established:

1. Overarching project priorities to guide decision making throughout the project
2. Specific design elements to be incorporated

Based on park usage analysis and building code review, a proposed preliminary washroom count was determined. Year-round washroom facilities and surge washroom facilities will be provided to satisfy park usage, park programming, and operational requirements. Year-round facilities will be open during regular park hours. Surge facilities will be open during peak season and when large events are held in the park. The recommendation proposes an additional 25 washroom stalls to satisfy existing and anticipated future park usage including:

10 Year-round washroom facilities will provide:

- 8 universal (non-gendered) washrooms
- 2 fully accessible washrooms, 1 with an adult change table and lift

15 Surge washroom facilities will provide:

- 4 men's urinals
- 4 men's stalls, including 1 accessible stall
- 7 women's stalls, including 1 accessible stall

A Level of Service (LOS) cost analysis was completed to provide a monthly estimate for the proposed amenity building's ongoing operational cost. The monthly cost is based on the preliminary functional program, input from the City of Nanaimo for the level of service desired, frequency of public usage, and the cost for maintenance, utilities, and security.

Based on the inputs provided, the average monthly operational cost for the proposed amenity building is estimated to be $6,602.09 per month or $79,225.08 per year.

2.0 PROJECT INFORMATION

2.1 Project Overview

Maffeo Sutton Park (referred to as the Park) is Nanaimo's flagship park and is well-used year round. The Park is a focal point along Nanaimo's Waterfront Walkway and is a key destination for community and City special events. The Park has undergone site updates throughout its lifetime, the most recent being the inclusive playground that was completed in 2022. Other existing amenities at Maffeo Sutton Park include Swy-a-Lana Lagoon, the swimming beach, the Lions Pavilion covered stage, Spirit Square, an existing washroom facility, and ferry access to Saysutshun (Newcastle) Island. There are several public art pieces located throughout the park and along the walking trail.

The existing washrooms are dated and cannot support the existing demand from current park usage levels, especially during special events that trigger surge usage. The existing washrooms are currently one of only three permanent washrooms along the Waterfront Walkway and are used heavily on a daily basis. Park usership has increased and is projected to continue to increase as improvements to recreation areas are completed and as Nanaimo's population grows.

The scope of work identified by the City is to provide concept design, detailed design, and permitting for a new amenity building; explore options to re-purpose the existing washroom building to support other park programming uses (budget dependent); to provide general park improvements; and incorporate cultural activation opportunities. The conceptual location for the new amenity is identified in Figure 1: Conceptual Project Area.



Figure 1: Conceptual Project Area

The proposed project area is adjacent to accessible visitor stall parking, the Waterfront Walkway,the Lion's Pavilion, existing washroom facilities, and space that flexibly accommodates market tents.

The City of Nanaimo has emphasized the need for a robust and vandal resistant building that provides a high quality public amenity that prioritizes aesthetics, creativity, inclusivity, and environmental stewardship. These improvements must contribute to and enhance the historic nature and community prominence of Maffeo Sutton Park. Specific objectives for the amenity building, parks and cultural activation space, and existing washroom are noted below:

New amenity building

- Provide universal gender neutral public washrooms along with ones that are fully accessible
- Green room space for use during performances at the Lions Pavilion
- Surge washroom space for use during special events
- Innovative, unique, and memorable
- Robust and vandal resistant
- Possible roof top amenity, if budget allows

Note: Portapotties with cisterns will continue to be used to support large park events when required.

Parks and cultural activation

- Cultural and historical celebration
- Communication and wayfinding signage
- Active transportation amenities
- Pedestrian amenities
- Landscaping
- Viewshed to the water

Renovation and re-use of existing washroom building (budget dependent)

- Storage space
- Potential renovation to provide surcharge washroom space

It is important to note that Maffeo Sutton Park is within the core traditional territories of the Snuneymuxw First Nation. The Snuneymuxw maintained settlements in Nanaimo Harbour, Departure Bay, and Gabriola Island. Of these settlements, two are known to be in Maffeo Sutton Park. The area(s) considered for this project are located on infill soils and subsoils, and do not impact the historic settlement sites.

2.2 Project Background and Policy Review

Maffeo Sutton Park is zoned PRC 3 and the proposed park improvements are adjacent to a water body zoned W3. The proposed site is located with in DPA 3 - SeaLevel Rise, and DPA Zone 8 – Heritage Conservation Areas. Each of the DPA's have specific policy requirements that will have to be coordinated and adhered to during conceptual design process and Development Permit applications. As the project progresses, the project team will need to consider City Planning and policy documents that will guide development. These will include:

- City Plan - Relmagine Nanaimo
- Maffeo Sutton Park Master Plan (2017, Draft)

The final outcome should additionally reference the 2023-2026 Council Strategic Framework, the Parks, Recreation and Cultural Master Plan, A Cultural Pan for a Creative City, the Waterfront Walkway Implementation Strategy, and A Community Plan for Public Art.

City Plan – Nanaimo Relmagined

The City of Nanaimo adopted a new City Plan in 2022 named Nanaimo Relmagined. The design and implementation of new washrooms in Maffeo Sutton Park was identified in the City Plan as a priority.

The Park improvements will support the City's 5 overarching goals identified in the City Plan. Table 1: City's Five Goals & Project Policy Alignment illustrates Nanaimo's 5 goals, as related to City policy, and outlines how each highlighted policy could support the scope of work .

Table 1: City's Five Goals & Project Policy Alignment

GOAL	CITY POLICY	HOW THE PROJECT SUPPORTS KEY POLICY
1.0 A GREEN NANAIMO: RESILIENT AND REGENERATIVE ECOSYSTEMS		
	C1.1 GREENHOUSE GAS EMISSIONS REDUCTION	**C1.1.4** – The new washroom building will accelerate zero carbon and energy efficient building design for all new construction before 2030. **C1.1.5** – The refurbishment / upgrade of the existing washroom building will support the goal of all existing buildings to achieve net zero emissions by 2050. **C1.1.8** - The project team will prioritize, and advocate with the city to integrate sustainable construction methods to reduce the carbon footprint of the washroom building. **C1.1.10** – Evaluate opportunities to strengthen opportunities for walking, rolling, cycling and transit to Maffeo Sutton Park.
	C1.3 URBAN TREE CANOPY, NATURAL AREAS, AND GREENWAYS	**C1.3.1** – Opportunity to evaluate the health of the urban tree canopy within the defined project boundary in Maffeo Sutton Park. Identify tree life cycle replacements and gaps in canopy. Ensure the siting of the new washroom building has limited impact on existing tree canopy. **C1.3.8** - Low Impact Development (LID) planting can be pollinator friendly, promote higher biodiversity and storm water management.
	C1.4 HEALTHY WATERSHEDS	**C1.4.1** - There is an opportunity to explore integrating sustainable storm water management techniques within the project to reduce and slow down storm water runoff from the building and site.
	C1.5 WATER, SEWER, AND STORM SERVICES	**C1.5.2** - The project team will leverage existing City standards that explore how to increase public awareness around solid waste management in the park.
	C1.6 SOLID WASTE MANAGEMENT (GARBAGE)	**C1.6.12** – The project team will try to identify opportunities for the adaptive reuse of building material for the existing washroom to help reduce construction waste. **C1.6.13** – The project team will support local material bans (as required) that align with regional, provincial, and federal initiatives. **C1.6.14** – The project team will encourage and review the use of natural and reused materials and support a circular economy.
2.0 A CONNECTED NANAIMO: EQUITABLE ACCESS AND MOBILITY		
	C2.1 CONNECTED COMMUNITIES	**C2.1.6** – The project team will review if this project can support current bike and transit facilities at Maffeo Sutton Park to determine if the project can prioritize the placement of high quality "first / last kilometer" (start or end of trip) amenities to encourage active and sustainable modes of travel, including transit, walking, cycling, electric vehicles, CarShare, and other options. Depending on the location of the washroom and amenity building , provide clear signage for cyclists in the park.

	C2.2 INTEGRATED WALK, ROLL, CYCLE, AND TRANSIT NETWORK	**C2.2.4** – Through this project, seek to incorporate features such as rest areas, a washroom, seating, wider sidewalks, making the project more attractive and comfortable for users walking and wheeling in the area through the project . **C2.2.6** – Apply Crime Prevention Through Environmental Design (CPTED) principals to the design of walking, rolling, cycling, and transit facilities to increase user comfort and safety (ie. weather protection, seating and lighting). **C2.2.10** – Prioritize pedestrian facility improvements based on safety, demand, equity and other factors. **C2.2.12** – Implement and maintain safe accessible, and comfortable infrastructure for bicycles. **C2.2.14** – The project team will review best practices for convenient and secure bicycle parking in Urban Centres, along Corridors, and at key destinations, such as parks.
3.0 A HEALTHY NANAIMO: COMMUNITY WELLBEING AND LIVEABILITY		
	C3.1 COMMUNITY SAFETY AND SECURITY	**C3.1.2** – The project team will promote the public's safety through sensible design and relationship building with community liaisons and City representatives. **C3.1.6** – Apply an equity and inclusion lens to assessing Crime Prevention Through Environmental Design (CPTED) and consider the needs of users from all backgrounds to prevent exclusionary and discriminatory practices when assessing and enhancing public safety and security. **C3.1.7** – The project team will integrate features in public spaces that promote a welcoming sense of comfort, enjoyment, and protection for all, including marginalized and vulnerable populations.
	C3.6 RECREATION CULTURE AND WELLNESS	**C3.6.1** – The project will continue to provide recreation facilities and infrastructure to meet the demands of the community as it grows and that support overall recreation and wellness needs of the community. **C3.6.25** – Providing a new amenity building in Maffeo Sutton Park aligns facility and development planning by adding a new washrooms where they are needed. **C3.6.27** – The new amenity building will incorporate cultural activation to provide a welcoming atmosphere and support a sense of belonging.
4.0 AN EMPOWERED NANAIMO: RECONCILIATION, REPRESENTATION AND INCLUSION		
	C4.1 TRUTH AND RECONCILIATION	**C4.1.4** – The project offers the option to work with the Snuneymuxw, at the their discretion, and other government partners to support and encourage partnerships that can improve the health and wellbeing of all Snuneymuxw community members. The project team and City can collaborate with the Snuneymuxw on this project to determine what exact elements, if any, can be integrated to do this. **C4.1.16** – There is an opportunity to partner with the Snuneymuxw to increase their visibility and presence on this project through possible signage, place – naming, art, and incorporating the Hul'qumi'num language into public places, and communication materials. In addition, all work that may take place near the Heritage Conservation Area (HCA) site will be completed and in compliance with the City's commitment to Truth and Reconciliation with the Snuneymuxw.
	C4.2 EQUITY AND INCLUSION	**C4.2.1** – The project team will explore and develop options to create a welcoming, inclusive atmosphere within the washroom and park facility using materials, colours, and natural light to allow people to feel safe, comfortable, and represented. **C4.2.5** – The project will prioritize the development of an accessible inclusive space and building through universal design principals, and the provision of accessible and inclusive amenities and infrastructure for all ages, abilities and genders. **C4.2.6** – Create and adapt programming and facilities to support respectful and inclusive services for all people. **C4.2.7** – The project team recognizes the significance and important to designing all new washroom facilities to include universal and general neutral change room and washrooms.
	C4.3 ACCESS FOR ALL	**C4.3.10** – Ensure that public spaces are available and accessible to all members of the community where possible. **C4.3.12** – The project team will ensure a safe and accessible washroom facility, including change tables for children and adults, to enhance public space experience and usability. **C4.3.13** – Park improvements will continue to improve universal access in the park.
	C4.5 CULTURE	**C4.5.8** – Consider opportunities to integrate cultural elements into community improvement and renewal projects.
	C4.7 PUBLIC ART PROJECTS AND PROGRAM	**C4.7.3** – Integrate public art and public realm improvement projects in the development or renovation of civic infrastructure, including streets, buildings, and parks. . **C4.7.6** – There is opportunity to collaborate with Snuneymuxw Artists on artwork within the project (if desired). **C4.7.7** – Consider public art integration of various scales in the design of the amenity building and surrounding outdoor space.
	C4.8 COMMUNITY EVENTS, FESTIVALS TOURNAMENTS AND GATHERINGS	**C4.8.4** - Providing a cultural gathering area and new washroom in Maffeo Sutton Park will support the parks ability to host large community programming events.
	C4.9 PARKLAND & PARK AMENITY MANAGEMENT	**C4.9.9** – The park will be designed to ensure the overall goal of creating safe inclusive, and accessible places for all ages and abilities is provided. **C4.9.10** – The parks use will need to consider all season use, through incorporating amenities that support outdoor gatherings and recreation in all weather. **C4.9.24** – Design hardscape spaces, including plazas and parking areas, to be adaptable and supportive of varied uses including, but not limited to parking, informal sport, and other recreational and cultural activities, and events.
	C4.10 WATERFRONT USE AND PROTECTION	**C4.10.4, C4.10.8** – Adding a new washroom building and expanding cultural programming in the park will make the Waterfront Walkway more comfortable and enjoyable for all. **C4.10.17** – Consider climate resiliency when designing and building public and private improvements, amenities, or developments near watercourses and marine shorelines. **C4.10.18** – Incorporate sea level rise recommendations into future public and private improvements, amenities, and developments in areas potentially affected by sea level rise.
5.0 A PROSPEROUS NANAIMO: THRIVING & RESILIENT ECONOMY		
	C5.1 ECONOMIC CAPITAL	**C5.1.4** – Revitalize the Downtown core and the waterfront
	C5.5 PLACE MAKING AND INVESTMENT ATTRACTION	**C5.5.1** – Enhance and promote a vibrant and diverse Downtown. **C5.5.2** – Create and maintain public access to Nanaimo's waterfront and encourage its use. **C5.5.3** – Invest strategically in public, wellness, and cultural amenities, services, natural areas, and open spaces that give Nanaimo a unique identity while retaining availability, choice, and access for residents and visitors. **C5.5.8** – Ensuring the built environment is of high quality, visual appealing, communicates pride and sense of place will be crucial in ensuring the park is a well respected amenity for the years to come. **C5.5.9** – The redevelopment of the park could support additional community events that celebrate Nanaimo's diverse cultures and heritages.

As outlined in Table 1: City's Five Goals & Project Policy Alignment, The Maffeo Sutton Park Amenity Building has the opportunity to support all 5 Goals outlined in Nanaimo Relmagined by acting on specific policy directions adopted in the City Plan.

Maffeo Sutton Park Master Plan (MSPMP) (DRAFT 2017)

The current washroom facility cannot accommodate the usership of the park and comes with its own host of challenges including aging infrastructure and CPTED concerns.

New washroom and amenity facilities have been planned for Maffeo Sutton Park since the completion of Spirit Square in 2009. As part of the work completed at Spirit Square, utilities were stubbed out along Cliff Street to facilitate a future amenity building with washrooms. In 2010, concepts were developed for the new amenity building located along the Waterfront Walkway and Millstone River Estuary, rather then along Cliff Street. The project was put on hold when capital funding was allocated to other City projects.

The Maffeo Sutton Park Master Plan (MSPMP) (Draft 2017) identified key programming elements to be incorporated into the future development of the Park, and highlighted the need for additional washrooms within a new amenity building.

During the community consultation for the MSPMP, two key points were identified that relate to the existing washroom and new amenity building:

1. Concerns were raised that the current washroom does not fit with the Park layout. The existing washrooms were supposed to be removed in 2008 Spirit Square design and now feel out of place.
2. Interest expressed to increase facilities, modernize with family style facilities, and provide for additional washroom facilities along the Waterfront Walkway.

In addition, the MSPMP identified the proposed project has the potential to support other key community engagement findings such as:

- Providing better bicycle infrastructure
- Support programming of Maffeo Sutton Park
- Provide outdoor water fountains and outdoor showers
- Incorporate public art

The MSPMP outlines programming that was conceptually developed in 2010. The preliminary program included:

- 2400 sq. ft amenity building / washroom
- Triple the current female washroom facilities (total of 12)
- Double the male facilities (4 stalls and 4 urinals)
- Potential for partition washroom facilities
- Building efficiency to be equivalent to LEED silver
- Modern, hands free, barrier free design
- Include event storage facilities
- Janitorial storage
- Communication and utility rooms
- A permanent food concession area/ meeting room with kitchen
- Storage areas for tables, chairs, and umbrellas
- Exterior hand washing stations
- Public art integrated in the building exterior
- Security elements on the building
- Service support room (first aid etc)
- Potential use of second floor or roof viewing deck
- Possibly a bulletin board/map integrated into the building exterior

2.3 Existing Site Design Considerations

Archaeological Setting
An archaeological study was completed in Maffeo Sutton Park for the construction of Spirit Square in 2008 – 2009. A total of eighteen test holes were excavated, and of those tests seven were positive for archaeological material (MSPMP). During the construction of Spirit Square over 300 items were uncovered. Collaborating with the Snuneymuxw First Nation when and if archaeological items are found will be imperative to ensure items are treated with respect and dignity. Proactively ensuring the City exceeds the requirements of the Heritage Conservation Area (HCA) and collaborating with the Snuneymuxw First Nation will be imperative to ensure project success.

CPTED Challenges
Any park updates need to ensure that CPTED principals are incorporated to ensure the general public feel safe using the park. Clear sight lines and low planting are paramount to ensuring people feel safe and can see their surroundings while they use the park. Additional activation through park programming will increase eyes on the park, and decrease unfavorable behavior.

Reuse of Existing Washroom Building
Previous studies of the existing washroom have identified that the structure itself is solid but ventilation is poor and the structure is not earthquake proof. This may not present an issue depending on the proposed use and if renovations are to be undertaken as part of this work. If the building is not seismically stable and there is a safety concern, then there should be a structural assessment performed of the existing building as related to intended reassigned future use to determine any risk.

Utilities
There is existing storm, sanitary and water infrastructure within Maffeo Sutton Park. Depending on the siting of the amenity building, utility relocation or realignment will be necessary to service the building.

Flood Construction Level (FCL)
The proposed building is located within DPA 3 and will need to have a Flood Construction Level elevation determined that meets the Regional Districts of Nanaimo's flood guidelines. This elevation may be higher then the surrounding grade, and the building will need to be integrated in such a way that it maintains view corridors, and it meets accessibility standards.

Geotechnical and Contamination
As noted in the MSPMP, much of the site is filled with unknown geotechnical substrate. In addition, due to its proximity to the ocean, liquefaction is a risk that must be addressed during the foundation design of the building.

There is a potential for contamination at the site due to historical industrial uses at Maffeo Sutton Park. A thorough site investigation guided by the previous Environmental Investigation (EBA 2008) may be conducted. A remediation plan will then need to be developed to manage contamination discovered during construction to ensure the safe handling, transportation, and disposal of contaminated materials in compliance with BC best practices and regulatory requirements. Progress will need to be monitored and strategies will be adapted as needed to ensure effective and safe management of any contamination.



A - Existing washroom building



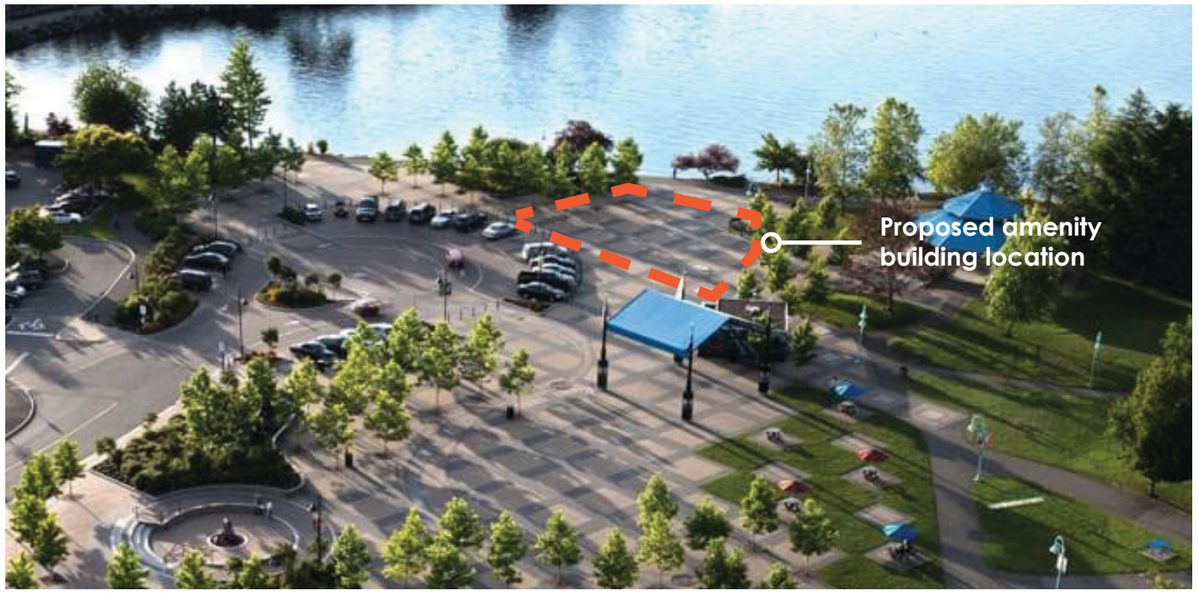
B - Plaza with existing washrooms and parking lot



C - View shed along trail and estuary with Saysutshun and Protection Island beyond



D - Proposed amenity building location



E - Aerial of proposed amenity building location

Figure 2: Existing Site Conditions illustrates the proposed amenity building location and adjacent Park amenities that the design will need to consider. Image (A) is the existing washroom with a recently installed mural on the facade; (B) is a view looking south towards the existing washroom from the proposed site; (C) demonstrates the views from the proposed site towards Saysutshun and Protection Island; (D) shows the proposed location of the amenity building; and (E) aerially illustrates the proposed site and adjacent Park amenities.

Figure 2: Existing Site Conditions (Images A - E)

3.0 WORKING GROUP SUMMARY

3.1 Interest Groups

City of Nanaimo
Snuneymuxw First Nation
Residents of Nanamio

3.2 Summary of Engagement

The TULA Project conducted three workshops with City of Nanaimo internal business units and key staff to define project priorities, scope of work, and success criteria for the amenity building. The feedback garnered from the engagement informed the needs assessment and established a guideline for concept design, programming, detailed design, and final construction implementation.

During the workshops the City of Nanaimo participants defined clear priorities and objectives for the project and identified how the initial site and building programming should meet those priorities. The engagement workshops were completed in 2024 on July 9, July 10th and July 11th. The three engagement opportunities included an on site 'Walk and Talk' at the Park and two working group engagement sessions. Please refer to Table 2 for a list of City staff invited and their attendance at the working groups.

3.3 'Walk and Talk' - Onsite at Maffeo Sutton Park

The TULA Project and the City of Nanaimo participants met on site to review existing conditions, project adjacencies, and discuss site constraints and opportunities. During the 'Walk and Talk' the City of Nanaimo relayed:

- The Lion's Pavilion is heavily used for events and is not able to accommodate any temporary storage to support events;
- Views out to the water are important and should be maintained;
- The site is a part of a larger trail network and the future washrooms will need to serve both trail users and visitors to Maffeo Sutton Park;
- The desire for a roof top deck access was relayed to highlight views to the bay and the adjacent estuary.

Other elements that were discussed included electric bike and scooter charging stations, water misters or in-ground water bubblers to cool users on hot summer days and add an element of play. The integration of meaningful art that reflects the local environment and history were expressed.

There is a long term priority to accommodate access to the water for people and small watercrafts (as noted in the MSPMP) but it was outlined that it will not be accommodated in this scope due to possible delays in permitting and coordination with the Nanaimo Port Authority.

Table 2: City of Nanaimo Internal Engagement Participants

Name	Organization	Attendance
Michael Lonsdale	City of Nanaimo - PM	All sessions
Kirsty MacDonald	City of Nanaimo - Planning	All sessions
Adrienne Breen	City of Nanaimo - Culture and Special Events, Manager	All sessions
JB Sine	City of Nanaimo - Culture and Special Events	All sessions
Deborah Beck	City of Nanaimo - Culture and Special Events	Site walk, working group session 1
Susan Zaric	City of Nanaimo - Horticulture & Arboriculture, Supervisor	All sessions
Tony Clift	City of Nanaimo - Lead Supervisor Parks, Trails & Natural Areas	All sessions
Craig Robertson	City of Nanaimo - Parks, Utilities Supervisor	All sessions
Tracy Howell	City of Nanaimo - Building Maintenance Supervisor	All sessions
Mike Bryson	City of Nanaimo - Director, Facility & Parks Operations	Working group session 2
Julian Warring	The TULA Project - Engagement Specialist	All sessions
Kelsi Hurlbut	The TULA Project - PM, Landscape Architect	All sessions
Jennifer McAskill	City of Nanaimo - Manager, Facility Asset Planning	Unable to attend
Charlotte Davis	City of Nanaimo - Manager, Parks Operations	Unable to attend
Richard Harding	City of Nanaimo - GM, Community Services and Deputy CAO	Unable to attend
Mark Demecha	City of Nanaimo - Manager of Civic Facilities	Unable to attend
Darcie Osborne	City of Nanaimo- Director, Recreation and Culture	Unable to attend

3.4 Working Group - Session 1

The TULA Project facilitated the Session 1 workshop with City of Nanaimo representatives to establish key project priorities. The card storming method was used and all participants actively engaged in expressing individual priorities and group discussion to elicit overall project priorities. Figure 3 demonstrates the collaborative workshop format.

Participants identified what their individual priorities were for the project on sticky notes. Each participant shared their priorities for the project with the working group. Participants completed the following tasks:

- Organized priorities into overarching themes based on similar ideas or comments;
- Streamlined ideas that were duplicated priorities;
- Identified elements that were specific design considerations to be discussed in Working Group Session 2 (ie. water bottle filling station) and;
- 'Parked' ideas or elements that should addressed outside of this project scope of work.









Figure 3: Card storming exercise with the City of Nanaimo

Next, priorities were grouped into similar categories or themes by the participants. The working group decided the title and category for each unnamed overarching group. Through this exercise, the following overarching priorities for this project were identified (listed in no particular order):

1. Accessibility
2. Safety
3. Function
4. Community
5. Pubic Art
6. Sense of Place

Refer to Appendix 1: Day 1 Digital Summary of Card Storming Exercise, for a detailed breakdown of priorities for each categorized group listed.

Participants then ranked the six identified overarching priorities in order of importance to create a hierarchy of needs for the project. Active discussion occurred between participants and it was agreed by all individuals that a hierarchy could not be identified. The discussion that followed prompted a reoccurring analogy of 'skin' and 'bones'; the 'bones' of the project representing core priorities that the project must have and the 'skin' representing priorities that support the bones.

Core Priorities (Bones):

- Function
- Accessibility
- Safety

Supporting Priorities (Skin)

- Community
- Sense of Place
- Public Art

After re-framing how best to represent a hierarchy for future decision making, participants agreed the project outcome must be **accessible**, must **function**, and must provide **safety**. To successfully deliver those core priorities the supporting priorities will be highlighted: **community**, **sense of place** and **public art**. Figure 4: Project Priorities Hierarchy is a key outcome of Working Group Session 1.

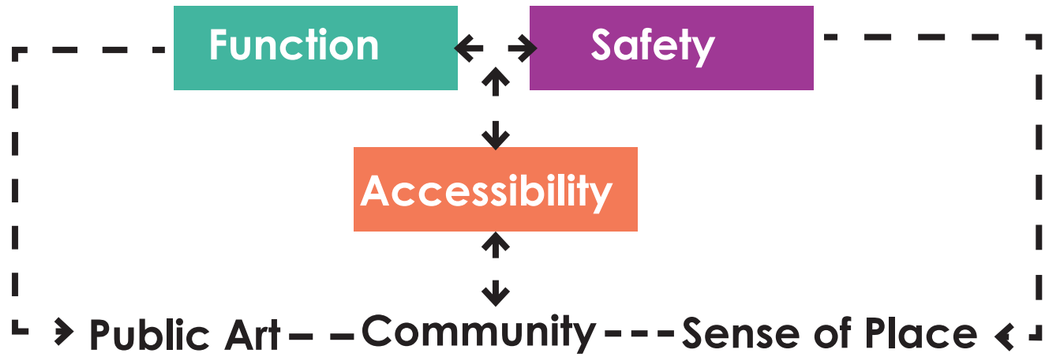


Figure 4: Project Priorities Hierarchy

Project success will be measured on the balanced integration of all six priorities within the available budget and project time frame.

The Project Priorities Hierarchy graphic (Figure 4) will provide a guide to overall decision-making throughout the project. As the design process develops it will play an important role when differing opinions and competing interests arise. When a difficult design decision presents itself, the priorities will provide guidance and design direction by evaluating how each option relates to the Project Priorities Hierarchy. This will ensure the collective team does not lose sight of the overarching project goals and priorities collectively identified at the onset of the project.

3.5 Working Group - Session 2

The TULA Project facilitated a second workshop with participants to determine specific programming and use requirements for the amenity building and surrounding outdoor space. In advance, participants reviewed and approved the final Project Priorities Hierarchy graphic (Refer to Figure 4) developed from feedback garnered in Working Group Session 1.

Participants listed specific elements they would like to see in the project they felt would make it successful as related to the overarching project priorities. Participants individually brainstormed ideas on sticky notes and responses were discussed thoroughly as a group. Refer to Appendix 2: Day 2 Digital Summary of Card Storming Exercise.

During group discussion participants were engaged in critical thinking and at times adapted their perspectives in response to others' input, frame of reference, experience, and perspective. Thoughtful consideration and openness to change was apparent during the group discussion where the overall project outcome was emphasized by participants over individual interests. The group categorized their specific design elements in response to the following two guiding questions:

1. What specific elements should be incorporated inside the building?
2. What specific elements should be incorporated into the surrounding outdoor space?

There were key elements that were elaborated on during group discussion for both the amenity building and the surrounding outdoor space.

Amenity Building:

- Durable, vandal resistant materials
- Make the building feel warm and welcoming through interactive use of art and materials
- Provide roof access
- Universal washrooms, surge washroom use for events at the park
- Ease of maintenance considerations
- Plumbing and air circulation considerations
- Integrate the building into the surrounding site. The amenity building should be approachable from all sides, should consider an awning overhead to protect park users from the elements, should consider misting stations, and should include a green room to support performances at the Lion's Pavilion.

Outdoor Amenity:

- Maintain view sheds to water from parking lot
- Integrate a low stress area and quiet area to serve as a place to retreat if over stimulated, or for breast feeding
- Respond to the multi-use pathway along the estuary
- Respond to the loading and drop off zone
- Ensure emergency services access
- Include a water element for cooling and for informal play

Refer to Appendix 2: Day 2 Digital Summary of Card Storming Exercise for a detailed breakdown of elements identified for the amenity building and outdoor amenity.

4.0 FUNCTIONAL PROGRAM

A preliminary functional program has been identified for the purposes of this needs assessment. The purpose of the functional program is to provide an area estimate of the proposed building footprint, ensure alignment with preliminary capital budgeting, and forecast future operational costs based on the level of service anticipated and varying seasonal use throughout the year.

Preliminary size and quantity of functional program elements have been determined through discussions with the City of Nanaimo, and historical data provided by the City of Nanaimo from trail counters and event attendance. Functional programming elements considered in this assessment include:

- Washrooms
- Event space / green room space
- Mechanical and electrical rooms

4.1 Assumptions for Washroom Programming

A set of assumptions were developed with the City of Nanaimo during the working group sessions to guide the approach to washroom function and use. The following baseline requirements were identified:

- 2 fully accessible washrooms will be provided (based on feedback from the City's Advisory Committee on Accessibility and Inclusiveness);
- Gender-neutral, universal, individual washrooms will be open during park hours;
- When events are held in the park, additional washrooms will be opened to support surge usage;
- For large events held in the park, supplemental porta-potties will be rented.

The following data was provided by the City of Nanaimo and provides an overview of park usage.

Monthly Trail Count (summer)

- The monthly trail count is 46,819, with 23,077 moving east bound, and 23,742 westbound. As the numbers are relatively the same, it can be assumed that a person is typically counted twice, walking back and forth along the pathway.
- For the purposes of this estimate, the project team will assume approximately 24,000 individual users each month, which works out to approximately 800 trail users per day.
- Limitations to data: The trail count does not consider if people are staying in the park or moving through the park, such as cyclists or runners.

Special Event Trail Counter

- On Canada Day the total trail count is 2,547 people with 1,273 moving eastbound and 1,274 moving west bound. As the numbers are relatively the same, it can be assumed that a person is typically counted twice, walking back and forth along the pathway.
- At Maffeo Sutton Park the anticipated Canada Day attendance is 20,000 people
- Canada Day event is being used as the example at it is the largest event in the park over the summer with the largest anticipated attendance.
- The average event attendance, not including Canada Day, is 910 people per event.

The counts provide a high-level indication for park usage. The data is useful in seeing the potential uses for the park, but is limited in providing an accurate picture of daily average uses.

4.2 Proposed Washroom Counts

To determine a benchmark for washroom counts, the team reviewed previous direction provided in the MSPMP and BCBC water closets for an assembly occupancy, and the monthly trail count. Refer to Table 3 for counts.

Table 3: Washroom Count Breakdown

Policy / Building Code	Men's Count	Women's Count	Total
BCBC occupancy based on monthly trail count	7	13	20
Maffeo DRAFT Master Plan	8	12	20

**Note, the BC building code is limited as it provides separate calculations for men and women and does not address how gender neutral, individual universal stalls affect calculations. The number of washrooms determined for the men's and women's count are based on an equal gender split between men and women.*

A total of 20 water closets are recommended when the Park is at peak usage based on BCBC and the MSPMP (Table 3).

Based on the usage data provided, and results from the working group sessions, the project team recommends:

- 10 universal washrooms (2 fully accessible complete with 1 adult change table and lift) to be open year-round
- Provide men's surge washroom - 4 stalls (1 accessible) / 4 urinals, 6 sinks
- Provide women's surge washroom - 7 stalls (1 accessible), 6 sinks

Table 4 illustrates the breakdown of washroom stalls based on mens, womens, and universal stalls.

Table 4: Proposed Washroom Count Breakdown

Needs Assessment Recommendation	Men's Count	Women's Count	Universal	Total
Year-round universal individual washrooms (2 fully accessible)	-	-	10	10
Event Washrooms to accommodate surge usage	4 urinals / 4 stalls	7 stalls		15
TOTAL	8	7	10	25

A total of 25 stalls will be provided, 5 more than the what is recommended by previous policy direction and the BC Building Code as outlined in Table 3. The universal stalls will not only provide more equitable and safe use, the design team also anticipates the inclusion of universal stalls to equalize waiting lines, and accommodate more people on a day-to-day basis compared to traditional gendered stalls.

4.3 Proposed Functional Programming

The City recognizes that the total count of washrooms will be dependent on the capital budget for the entire project and the forecasted operating budget. Based on the recommendation provided, a functional program was developed to determine an approximate footprint of the proposed amenity building.

Based on previous experience in developing public washroom buildings, an approximate square meter size is provided for each amenity element. The total estimated size of the amenity building will be 171.64 square meters, or 1850.00 square feet. Refer to Table 5: Amenity Building Functional Programming for a breakdown of each space and the proposed square meterage for each room considered for inclusion.

Table 5: Amenity Building Functional Programming

1.0 Year Round Facilities

Item	Room	Width	Depth	Area (m2)	Notes
1	Universal Accessible Washroom With Adult Change Table	3.5	3.5	12.25	Toilet, sink, adult changing table, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
2	Universal Accessible Washroom	2.5	2	5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
3	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
4	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
5	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
6	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
7	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
8	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
9	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
10	Universal Washroom	1.75	2	3.5	Toilet, sink, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
11	Mechanical Room	2	2	4	As required
12	Electrical Room	2	2	4	As required
13	Supply Room	2	2	4	As required
15	Green Room	4	4	16	Space for event preparation and temporary event storage
	Interior Net Area			73.25	
	With wall assemblies			8.79	
	Total			**82.04**	

2.0 Surge Facilities Open for Special Events

Item	Room	Width	Depth	Area (m2)	Notes
1	Men's Washroom	4	10	40	4 toilet (one accessible), 5 urinals, 6 sinks, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
2	Women's washroom	4	10	40	7 toilets (one accessible), 6 sinks, grab bars, mirror, bench, hook, baby changing table, drain, needle disposal, toilet paper dispensor,combind soap, faucet and dryer.
	Interior Net Area			80	
	With wall assemblies			9.6	
	Total			**89.6**	
	Building Footprint Summary				
	Year Round Facilities			82.04	
	Surge Facilities			89.6	
	Anticipated Total Building Footprint			**171.64**	

5.0 LEVEL OF SERVICE ANALYSIS

Introduction to "Level of Service"

Level of Service (LOS) is used to determine the appropriate service provision by describing standards for the provision and operation of parks assets. Used for parks, roads, trails, facilities, and many other assets, LOS provides a language and a set of tools to guide the way services are delivered.

Often policy and budget allocation do not align for both construction implementation and for ongoing operational requirements. Long term project success depends on the built outcome and the ability to maintain the built asset. Well defined Levels of Service at project onset help align policy, budget, and operational expectations to implement a sustainable asset. To ensure project success, it is essential that a municipality understand the cost to maintain the built asset to the Level of Service desired for the duration of its life-cycle.

Level of Service Standards:

- Help to make strategic decisions about how a service is delivered. The LOS analysis should be used to plan for future projects and analyze previously delivered projects to understand if the LOS desired has been achieved satisfactorily.
- Inform development of budgets, capital resources, asset management, planning and strategy, delivery of services, data collection and performance assessment.
- Define what is being delivered to park users and the community.

Defining and documenting Levels of Service is a fundamental business process that drives and influences all activities and decision making relating to the services provided. Level of Service analysis can also provide the link between higher level political objectives, and more detailed technical and operational objectives.

The Level of Service analysis for individual park sites are articulated by assigning a standard. LOS is based on a 3-tier system:

- Level 1 – Below standard service
- Level 2 – Meets standard service
- Level 3 – Above standard service

Considerations for determining the Appropriate Level of Service

There are many considerations when determining if a listed service is a Level 1,2 or 3. In determining the Level of Service appropriate for the space the following should be considered:

- How many people the park is likely to serve.
- The amount of maintenance required. The quality and scale of amenities should increase in parks where more people are likely to use them.
- The service catchments of nearby amenities. Large Level 1 assets may have a larger catchment of users than smaller Level 3 assets.

It is important to note that the higher level of service requires the highest amount of asset provision and maintenance. This also typically require the most investment.

Maffeo Sutton Park Amenity Building Level of Service

To anticipate monthly operational and maintenance costs, a Level of Service analysis was completed for the amenity building based on the functional program identified in Table 5, along with input from City of Nanaimo Operations and Parks staff. Four services were identified to operate and maintain the amenity building, along with the associated tasks and desired maintenance frequency.

1. Amenity Building (washroom) repair: Level of Service 3
   - Assume regular graffiti removal and quarterly planned repairs
2. Cleaning and restocking: Level of Service 2
   - Assume restocking and cleaning 2 times per day
3. Special Events: Level of Service 2
   - Assume as needed cleaning during events held in the park
4. Utilities: Level of Service 2
   - Assume the amenity building is open 7 days a week for 12 hours a day and extended hours for special events.

Refer to Figure 5: Estimated Monthly Average Maintenance Costs Breakdown for the breakdown of costs for each service to operate the amenity building.

Figure 5 illustrates that 54.5% of the monthly maintenance cost will be associated with typical cleaning and restocking efforts. Accommodating special events in the Park by opening surge washrooms will account for 32.2% of the estimated average monthly cost.

Based on the Level of Service assumptions for all four services outlined, the City of Nanaimo could anticipate an estimated average maintenance cost of $6,602.09 per month or $79,225.08 per year.

By comparison, the monthly cost for the existing washroom in the Park is estimated to be an average of $3,820.73 per month or $45,848.00 per year based on costs provided by Operations and Parks teams at the City of Nanaimo.

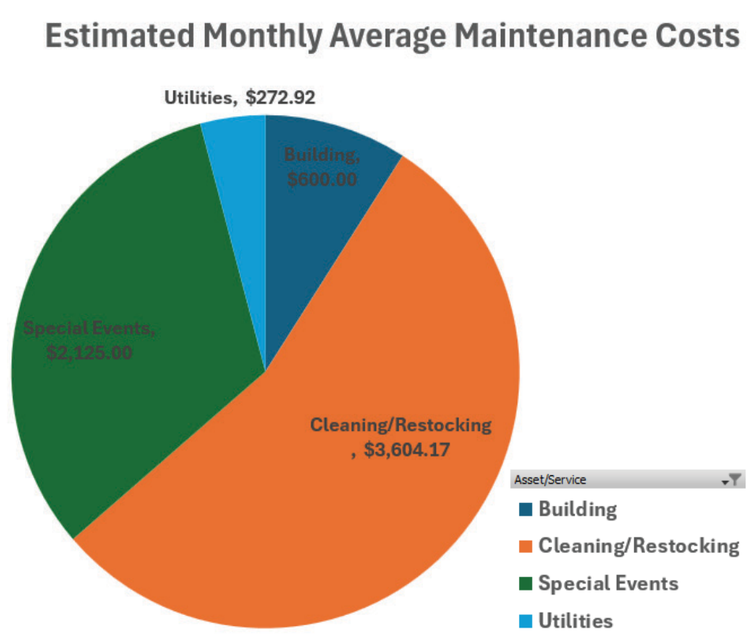


Figure 5: Estimated Monthly Average Maintenance Costs Breakdown

6.0 CONCLUSION

The Maffeo Sutton Amenity Building will provide desperately needed washroom facilities and supportive programming elements in the Park. The current washroom facility does not meet existing Park demand and cannot meet the future anticipated demand of the Park. To complete the Needs Assessment, the project team analyzed historical trail counts, event attendance, considered previous City policy and council direction, reviewed BC Building Code requirements, and completed a two-day workshop with internal interest groups at the City of Nanaimo.

The outcome of the analysis showed lower use during the winter, higher use in the summer and increased surge usage on event days in the Park, such as Canada Day celebrations. To operationally reflect seasonal and special event usage requirements, the strategy to provide additional year-round facilities and surge facilities was developed. Year-round washroom facilities will be open year-round, while surge washrooms will be opened as required for high use periods in the summer and during special events. Year-round washroom facilities will be universal (gender neutral) with individual doors for entry into each washroom. Surge facilities will be identified for use by gender and will incorporate a bank of stalls with partitions. Surge facilities will be opened on an as needed basis by the City of Nanaimo when Park usage is at its highest and the year-round universal washrooms facilities do not meet capacity requirements.

This approach provides the City with the flexibility to operationally manage facility availability in response to Park usage. This flexibility will limit unnecessary cleaning, and maintenance, while increasing safety for both users and those maintaining the Park. Alongside additional washroom facilities the new amenity building will also house a ‘green room’ to support park programming and events.

This Maffeo Sutton Park Amenity Building Needs Assessment provides a basis of design and will guide decision making throughout each design phase. The City recognizes that the final program and design for the amenity building will be dependent on the capital budget for the entire project and the forecasted operational budget for the proposed Maffeo Sutton Amenity Building.

APPENDIX

APPENDIX 1: Day 1 Digital summary of card storming exercise
APPENDIX 2: Day 2 Digital summary of card storming exercise

MAFFEO - PROJECT PRIORITIES

ACCESSIBILITY

- UNIVERSAL + ACCESSIBLE
- FAMILY FRIENDLY
- ACCESSIBLE WASHROOMS W/ ADULT CHANGE TABLES
- ACAI FEEDBACK INCORPORATED
- ACCESSIBILITY FOR ALL
- ACCESSIBLE MECHANICAL ROOMS
- GENDER NEUTRAL

SAFETY

- SECURITY
- SITELINES
- INFO SIGNAGE TO HIGHLIGHT FEATURES
- EMERGENCY SERVICES
- SAFE FOR ALL - STAFF AND PARK PATRONS
- ENTRANCE OPEN, NOT BLOCKED
- CPTED

FUNCTION

- EASY TO MAINTAIN WASHROOM
- NEW, UPDATED, HIGH QUALITY WASHROOMS
- WAYFINDING 'MEET HERE'
- BETTER DRAINAGE IN WASHROOM
- EVENT READY!
- LOCATION FOR MODERM UPGRADES
- BETTER AIR FLOW IN WASHROOMS
- 2 PHASE/SEASON WASHROOM - HIGH USE SUMMER, LOW USE WINTER
- POSSIBLE MULTIPLE DOOR WASHROOM AREAS
- STAINLESS FIXTURES / PORCELIN FIXTURES?
- VANDAL PROOF
- SINGLE PHASE, CREATE AN AMENITY, NOT A FUTURE OBLIGATION

'Parked' Function Priorities - not to be addressed

- STORAGE FOR STAFF AND COMMUNITY GROUPS
- SAFE TRAFFIC FLOW TO STORAGE AND REST OF PARK
- STORAGE AND EVEN SUPPORT

COMMUNITY

- ALLOW CONTINUED PARK USAGE DURING CONSTRUCTION
- WELCOMING
- CREATE COMMUNITY
- TRUST
- COMMUNITY BACKYARD
- PUBLIC ENGAGEMENT
- PLAY ENCOURAGED
- PLAYFUL + INTERESTING
- PRIDE
- HIGH QUALITY
- SPACES TO SIT / REST / ENJOY AREA

PUBLIC ART

- PUBLIC ART INTEGRATED
- FUNCTIONAL PLAY - ART
- BEAUTIFICATION OF SAPCE
- INNOVATION
- 'WOW' OPENING DAY
- BEAUTIFUL BUILDING
- INTERESTING DESIGN TO PROVIDE FLOW, LIGHT AND AIR
- 'ICONIC'
- MORE THAN WASHROOM, AMENITY, LANDMARK, WAYFINDING
- APPEALING SPACE FROM ALL VANTAGE POINTS

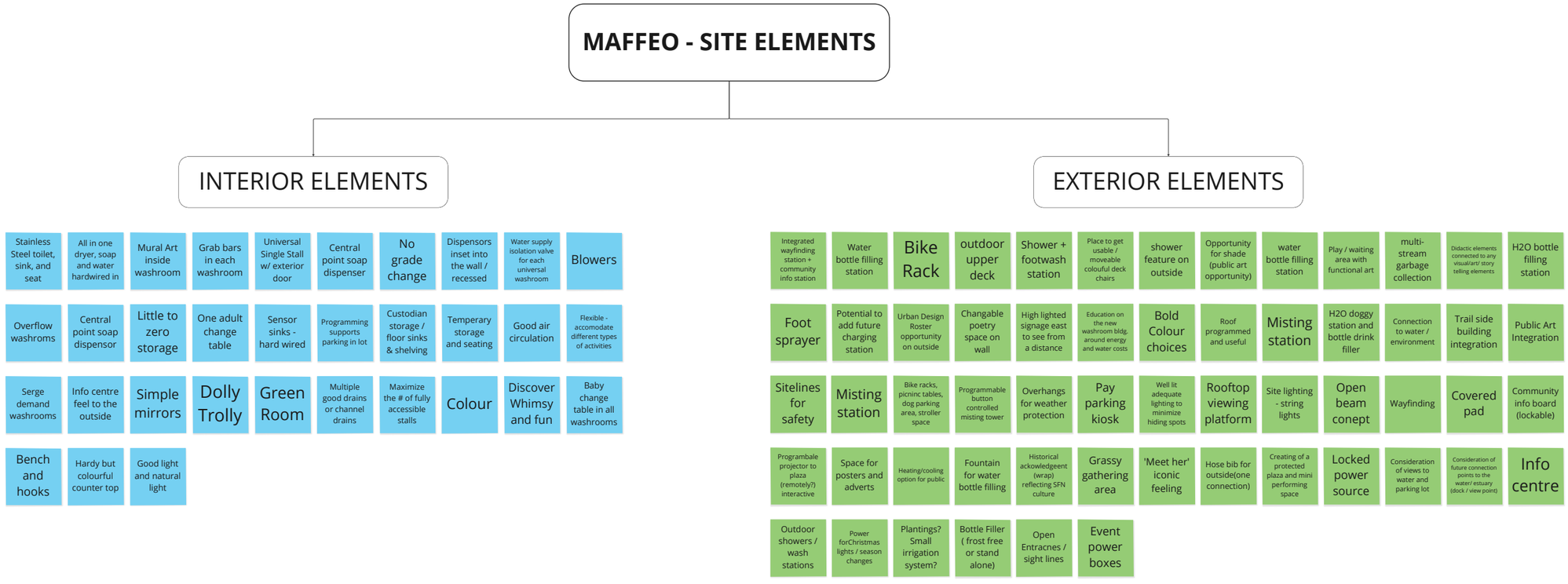
SENSE OF PLACE

- CONNECTION TO PLACE
- MILL STONE, DOWNTOWN, SWYALANA LAGOON
- IN SYNC WITH SURROUNDING ENVIRONMENT
- MIX OF GREEN & WATER THEME
- CONNECTION TO WATER
- WASTE / RECYCLE EDUCATION + EASY TO ACCESS STATIONS
- CULTURAL STORYTELLING
- GEOGRAPHICAL INFORMATION ON SPACE
- VIEW SHED
- INTEGRATION OF NATURAL ENVIRONMENT
- SUPPORT EXISTING ADJACENT USES
- GREENERY
- EDUCATION ELEMENT ON WATER USAGE / MISTERS, SHOWERS, TIMERS, VOLUME
- HISTORICAL STORYTELLING
- VISUAL CHOICES = STORYTELLING / EDUCATION
- CONSIDERATION FOR HISTORY OF LAND - SNUNEYMUXW

Specific Design Elements - To be discussed in Working Group Session 2

- SHOWER FEATURE OUTSIDE
- CUSTODIAN STORAGE/ FLOOR SINKS AND SHELVING
- MISTING STATION
- OUTDOOR UPPER DECK
- WATER FILLING STATION
- WATER FILABLE STATION
- POTENTIAL TO ADD FUTURE CHARGING STATIONS
- SHOWER AND FOOTWASH STATION (MAYBE BETTER CLOSE TO THE BEACH)
- H2O BOTTLE FILLING AND DOG WATER STATION
- MULTI-STREAM GARBAGE COLLECTION

Appendix 1: Day 1 Digital summary of card storming exercise completed with the City of Nanaimo working group participants.



***Note** - For the purposes of this needs assessment, the following programming elements are not considered due to project budgetary constraints. The City acknowledges these items were tabled during the workshops, and recognizes the need to address these items through on going discussions with business units:

- Park storage space
- Vehicular circulation / drop off within park
- Additional parking
- Physical access to the water
- Outdoor showers to be located in proximity to the beach

Appendix 2: Day 2 Digital summary of card storming exercise completed with the City of Nanaimo working group participants