

**FINANCE AND CIVIC DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: LAUREL STREET WORKS YARD RE-DEVELOPMENT MASTER PLAN**

**RECOMMENDATIONS:**

1. THAT Council endorse the Re-Development Master Plan concept prepared by Omicron Consulting Group for the Laurel Street Works Yard site as a basis for advancement of the preliminary design of the facility, as outlined in this report.
2. THAT Council authorize staff to prepare Terms of Reference and issue a Request for Proposal (RFP) to undertake the preliminary design for the re-development of the Laurel Street Works Yard.

**REPORT**

The Finance and Civic Development Committee, at its meeting held on 2010 November 25, received and adopted the *attached* report seeking Council's endorsement of the Re-Development Master Plan concept for the existing Laurel Street Works Yard as a basis for advancement of the preliminary design of the facility.

The existing City Works Yard at Laurel Street is undersized for its intended functions. The need to provide an appropriately sized Operations Centre for the City has been recognized and the proposed re-development Concept Plan has been prepared to meet the current and projected needs.

Respectfully submitted,

Councillor D. Johnston  
Chair

Councillor N. Volkow  
Vice Chair

Councillor C. Jordan  
Member

Copied to:	City Manager Deputy City Manager Director Planning & Building Director Engineering Director Parks, Recr. & Cult. Services Director Finance City Solicitor Chief Building Inspector Purchasing Manager
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**TO:** CHAIR AND MEMBERS  
FINANCE AND CIVIC  
DEVELOPMENT COMMITTEE

**DATE:** 2010 November 18

**FROM:** MAJOR CIVIC BUILDING PROJECT  
COORDINATION COMMITTEE

**SUBJECT:** LAUREL STREET WORKS YARD RE-DEVELOPMENT  
MASTER PLAN

**PURPOSE:** To obtain Council endorsement of the Re-Development Master Plan concept for the existing Laurel Street Works Yard as a basis for advancement of the preliminary design of the facility.

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**RECOMMENDATIONS:**

1. **THAT** Council endorse the Re-Development Master Plan concept prepared by Omicron Consulting Group for the Laurel Street Works Yard site as a basis for advancement of the preliminary design of the facility, as outlined in this report.
2. **THAT** staff be authorized to prepare Terms of Reference and issue a Request for Proposal (RFP) to undertake the preliminary design for the re-development of the Laurel Street Works Yard.

**REPORT****1.0 BACKGROUND**

In response to needs to address overcrowding and deteriorating conditions at the City's main Works Yards, Council on 2003 December 09 accepted the conclusions of a study completed by the Cornerstone Planning Group to retain and re-develop the existing City-owned Works Yard sites at Laurel Street and Still Creek Ave. In 2005, Omicron Consulting Group was commissioned to carry the Cornerstone report to the next level and develop a multi-stage re-development strategy that involved both the Still Creek and Laurel Street site. After reviewing the various components, tasks and requirements of the Engineering and Parks operations, it was recommended that the higher traffic type operations that include the City's Sanitation and Traffic Enforcement divisions and Parks Operations division be relocated to the Still Creek site. The Laurel Street site which is situated on good ground conditions would retain the City's core emergency functions, including the proposed Emergency Operations Centre (EOC). The following table refers to the distribution of Engineering, Parks and Finance Department Divisions in accordance to the Master Plan objectives.

<b>Proposed Still Creek Works Yard Occupants</b>	
<p><b>Engineering Department</b></p> <ul style="list-style-type: none"> <li>a. Sanitation/Recycling (Relocated from Laurel Street)</li> <li>b. Traffic Enforcement (Relocated from Laurel Street)</li> <li>c. Traffic – Meters (Relocated from Laurel Street)</li> <li>d. Recycling /Yard Waste Depot – (Remain at Still Creek)</li> <li>e. Roads Marking and Signs (Relocated from Laurel Street)</li> </ul>	<p><b>Parks Department</b></p> <ul style="list-style-type: none"> <li>a. Parks Operations (Relocated from Laurel Street)</li> <li>b. Grass Cutting (Relocated from Nursery)</li> <li>c. Janitorial/Park Patrol (Relocated from Laurel Street)</li> </ul>

<b>Proposed Laurel Street Works Yard Occupants</b>	
<p><b>Engineering Department</b></p> <ul style="list-style-type: none"> <li>a. Emergency Operation Centre (EOC)</li> <li>b. Technical Support Group and Dispatch</li> <li>c. Roads and Drainage</li> <li>d. Sewers</li> <li>e. Waterworks</li> <li>f. Shops and Equipment</li> <li>g. Paint, Carpentry and Plumbing Shops</li> <li>h. Facilities Management</li> </ul>	<p><b>Finance Department</b></p> <ul style="list-style-type: none"> <li>a. Central Stores</li> <li>b. Shop Stores</li> </ul>

The Still Creek portion of the Master Plan was completed by Omicron in early 2009 as the first step of the re-development for the Works Yard sites. The concept design for the Still Creek Works Yard site was presented to Council for approval in principle on 2009 May 04. Subsequent to council’s approval, the City engaged Walter Francl Architecture to undertake the detailed design of the Still Creek site.

Walter Francl’s design team commenced detailed design in 2009 December. To date, the design of the Still Creek site has been in line with the City’s commitment to deliver environmentally sustainable infrastructure. Pending council’s approval of the final design, construction of the Still Creek project, which includes a shared Operations Facility for several of the City’s Engineering and Parks function, a storage building for the Parks Department as well as the redeveloped Recycling and Yard Waste Depot, is expected to commence in 2011.

## **2.0 LAUREL STREET SITE**

The existing Laurel Street Works Yard site is located on Laurel Street, east of Douglas Road and west of the Trans-Canada Highway. The existing works yard, which is approximately 7.3 acres in area, comprising of large tracts of open storage areas and a number of satellite buildings, serving the operational needs of several of the City’s Engineering, Parks and Finance Department divisions.

The existing Laurel Street Works Yard is zoned M2 General Industrial District, with the exception of three City-owned lots at 5686 and 5780 Laurel Street and 5630 Fulwell Street which are zoned R5 Residential District. The City-owned property at 5686 and 5780 Laurel Street, which were acquired by the City in October 2003 and September 2006 for the future expansion of the works yard, are vacant. The City-owned property at 5630 Fulwell Street is developed with a parking lot that serves as part of the subject works yard. It is noted that a City-initiated rezoning, Rezoning Reference #09-17 (*Attachment #1*), to rezone the subject properties from R5 District to the M2 District to bring these properties into conformance with their designated use as a public works yard received Second Reading on 2010 April 26. Prerequisites of the subject rezoning (Rezoning Reference #09-17) include the introduction of a Road Closure Bylaw (#12812) and subdivision-consolidation plans for the overall subject works yard.

Within the proposed Works Yard re-development concept site boundary, is a privately-owned property at 5676 Laurel Street, denoted as 'Property under Negotiations' in *Attachment #2*, that the City aims to acquire. The inclusion of this property in the development site will provide a more efficient design layout of the proposed structures as well as a better interface with the adjacent residential community. To date, staff have not reached an agreement with the property owner for the purchase of the subject property although discussions are continuing. Should the acquisition of the property be unsuccessful, staff will pursue an alternative design concept at the preliminary design stage that will likely include the provision of additional structure parking. The cost difference, if applicable, will be provided to Council at the completion of the preliminary design phase.

### **3.0 LAUREL STREET WORKS YARD – CONCEPT DESIGN**

#### *3.1 PROGRAM REQUIREMENTS*

To ensure the re-developed Works Yard can accommodate the projected spatial requirement for the 20-year planning horizon, a comprehensive space quantification study was completed by Kom Lynn Associate, a sub-consultant to Omicron. The space planning program, which was gathered via a series of interviews with the various divisions of the Engineering, Parks and Finance Department at the Laurel Street Works Yard and the Nursery, was developed based on the three following categories:

- i) Current use of space;
- ii) Current space required for efficient operations;
- iii) Space requirement for a 20-year planning horizon.

Below is a summary of the concept space program. It should be noted that the table below reflects the spatial requirements for the City operations that will remain at the Laurel Street Works Yard.

	2008		2028 Projection
	Actual m <sup>2</sup>	Required m <sup>2</sup>	Planned m <sup>2</sup>
Office and Work Stations	427	560	735
Work Crew Stations	222	715	790
EOC / Meeting Rooms	72	230	230
Garage and Shops	3,309	4,440	7,130
Central Stores and Shop Stores	783	850	890
Material Storage (Indoor)	1,083	1,450	1,830
Material Storage (Outdoor)	2,456	1,520	1,520

The projected space requirements are based on the following contributing factors:

- Provision of a permanent purpose-built Emergency Operations Centre (EOC) for the City. This facility will also be used as a meeting room and operations staff training facility.
- Provision of salt storage for winter road maintenance for all city streets including all Major Road Network (MRN) roads.
- Increase for garage, welding and trade shop space in support of expanded engineering services and associated fleet support.
- Provision of space for the work crews to meet operational needs - lockers, rain gears, safety equipment storage.
- Provision of additional material storage space – gravels, pipes and manholes, power tools and equipment that require secured indoor storage.

### 3.2 DEVELOPMENT CONCEPT

Prior to developing the concept site plan, several design principles were established through consultation with the various City departments. These are:

- Improve on-site operational efficiency by achieving critical adjacencies between operational groups
- Re-development will be completed in steps and must be constructed to minimize impact on current operations
- Circulation in the core yard area has to provide sufficient space for two-way traffic
- Proposed Building heights should not interfere with balcony sight lines of the adjacent properties
- Sufficient on-site staff parking to reduce the impact of street parking to the adjacent residential community
- Limit the visual impact of the Work Yard’s internal activity to adjacent residential properties by enhancing the perimeter aesthetics of the site
- Provide an EOC post disaster facility that will provide long term benefits to the community

It was evident early in the design process that the combined building and parking program could not be adequately accommodated on a single level. Although the steep decline in site grades potentially reduces the impact of visual obstructions to residents south of the Works Yard, the nature of a sloped site presents design challenges, particularly for shop buildings that require numerous openings for equipment and vehicles access. The finalized concept scheme developed comprises of a main Operations Centre building, three ancillary buildings and a two level parking structure located in three broad sections of the site (*see Attachment #2 – Site Plan*):

### ***Staff Parking Area***

The concept proposes a total of approximately 220 parking spaces. A proposed split two-level parking structure will reduce the need for staff to park along Laurel Street while providing valuable yard and circulation space for the redeveloped yard. The upper level of the proposed parking structure can provide a staging area for temporary facilities during construction.

### ***Core Yard Area***

The Core Yard area is intended to be occupied by the main Operations Centre building (approximate floor area in the range of 11,000m<sup>2</sup>). The concept design features two wings of the subject building running in an east-west direction. By locating the two wings of the main Operations Centre building in the middle of the site, the design enables at grade vehicular access to both sides of the north and south wings.

The lower level of the main Operations Centre building (*see Attachment #2 – Level 1*) is predominantly designated for the Garage, the various Shops (e.g. carpentry shop, mower shop, machine shop etc) and Central Stores. The upper level of building (*see Attachment #2 – Level 2*) is designated for the Engineering support offices for the Public Works Operations Centre, dispatch centre; muster and lunch area. The upper level also includes the mezzanine level of Central Stores and the City's new purpose-built EOC. The north and south wing of the Operations Building is proposed to be connected on the second storey. The welding shop (820m<sup>2</sup>) is proposed to be an independent building located at the southeast corner of the core yard area.

### ***Lower Yard Area***

The lower yard area is proposed to include two ancillary buildings (total floor area approximately 2,000m<sup>2</sup>) which provide equipment storage for the City's Roads and Drainage division, the City's salt reserve and material storage. A sufficiently large area has been reserved for the manoeuvring of salt/sand vehicles to maximize operational efficiency during extreme winter storm events. There is also an opportunity in this area to provide additional indoor storage – on top of the proposed salt storage bunker – to supplement the storage needs for other City Departments.

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### **3.3 CONSTRUCTION PHASING**

The Laurel Street Works Yard will remain operational for the duration of the re-development construction period. Based on the concept design plan, the consultant indicated the project may be divided into two separate contracts.

The first focuses on the parking structure and lower platform area on the eastern and western end of the site. The parking structure will provide critical space for staff parking, temporary facilities and other staging requirements during construction. The completion of the lower platform will enable the upgraded winter road maintenance operation to be in service, ahead of the construction of the core yard area where construction congestion is anticipated.

The second contract would include construction of the core yard area. In order to maintain efficient operation of the City's technical support, work crews, stores and shop functions during the re-development period, the construction of the core yard area will need to be completed in a series of smaller phases within the contract to accommodate the construction logistic and relocation of City functions.

With the relocation of several Engineering and Park functions to the Still Creek site preceding the commencement of this project, it was determined that temporary relocation of some of the remaining Laurel Street City functions off-site during the redevelopment can be avoided. Details of the construction phasing will be determined during the preliminary design phase work.

### **4.0 BUDGET**

Based on the Master Plan design concept, the preliminary order of magnitude budget provided by Omicron Consulting Group for the demolition, building, paving, on-site services, provision for environmental remediation, design fees and charges for the Laurel Street Works Yard is estimated to be in the range of \$52-58 million. The project capital costs will be phased over a five-year period with variable yearly expenditures depending on the stage of construction.

Preliminary design for this project is expected to take between six to eight months to complete. Sufficient funding for the preliminary design has been identified in the proposed 2011-2015 Provisional Capital Budget Plan as part of the Service Centre Improvements.

### **5.0 NEXT STEPS**

The redevelopment concept plan developed by Omicron has been completed. The process of developing the concept plan has produced a valuable set of information such as the projected spatial requirements, critical adjacencies between City functions, identified development constraints of the site and challenges to be addressed in a phased construction program.

The details of construction phasing and overall project budget, which include consideration of impact to both operating costs and capital costs, will be developed in more detail as part of the preliminary design phase.

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As the site and building design is refined during the preliminary design phase, staff will further explore the opportunity to accommodate the growing storage requirement for other divisions at the City that may be compatible with the re-developed Works Yard site.

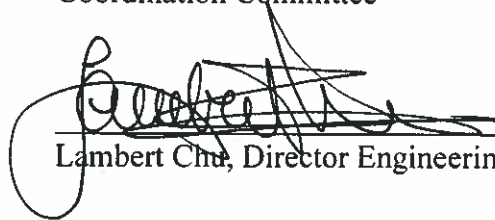
## 6.0 CONCLUSIONS AND RECOMMENDATIONS

The existing City Works Yard at Laurel Street is undersized for its intended functions. Its space limitations have limited the delivery of the required services to the community and has impacted the operational efficiency of the City's work force. The need to provide an appropriately sized Operations Centre for the City has been recognized and the proposed re-development Concept Plan has been prepared to meet the current and projected needs.

This report is intended to obtain endorsement from the Finance and Civic Development Committee and Council for the Re-development Concept Plan prepared by Omicron Consulting Group for the Laurel Street Works Yard and to seek Council's authority to prepare a Request for Proposal (RFP) to engage a consultant to undertake the preliminary design of the Laurel Street Works Yard. Upon completion of the preliminary design, staff will report to the Committee on the results of the work with updated estimates of project costs and construction phasing prior to seeking approval to proceed with the detailed design phase.



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Basil Luksun, Chair Major Civic Building Project  
Coordination Committee



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Lambert Chu, Director Engineering



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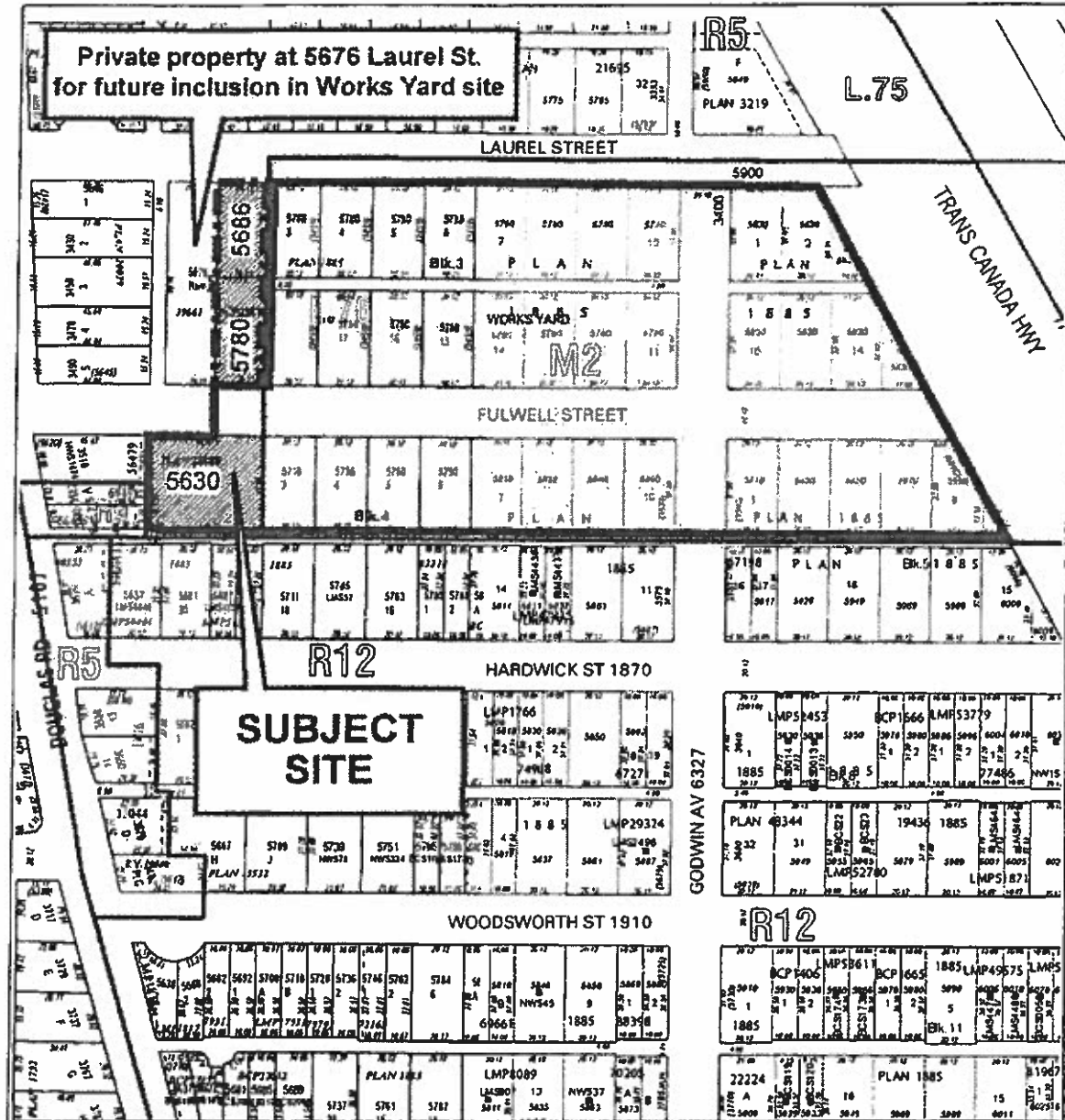
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Dave Ellenwood, Director Parks, Recreation &  
Cultural Services

JC/JT:ap/tn

### Attachments

cc: City Manager                      Deputy City Manager  
      Director Finance                Chief Building Inspector  
      City Solicitor                    Purchasing Manager





PLANNING & BUILDING DEPARTMENT



DATE:  
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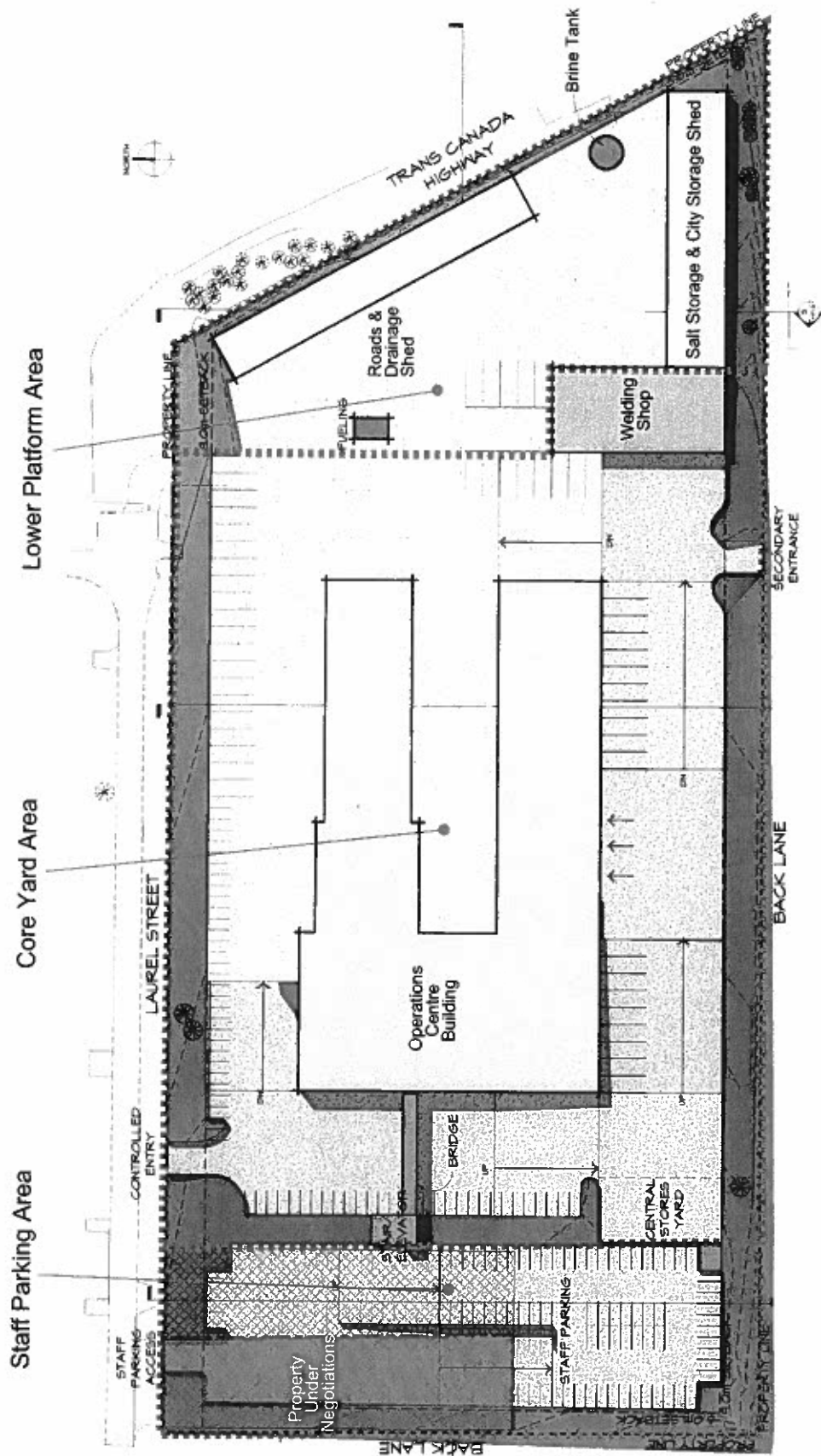
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**REZONING REFERENCE #09-17**

- Subject City Properties**  
5686 Laurel Street, 5780 Laurel Street, 5630 Fulwell Street
- Existing City Works Yard boundary**
- City Works Yard expansion boundary**

**Sketch #1**



LAUREL STREET WORKS YARD RE-DEVELOPMENT MASTER PLAN CONCEPT - SITE PLAN

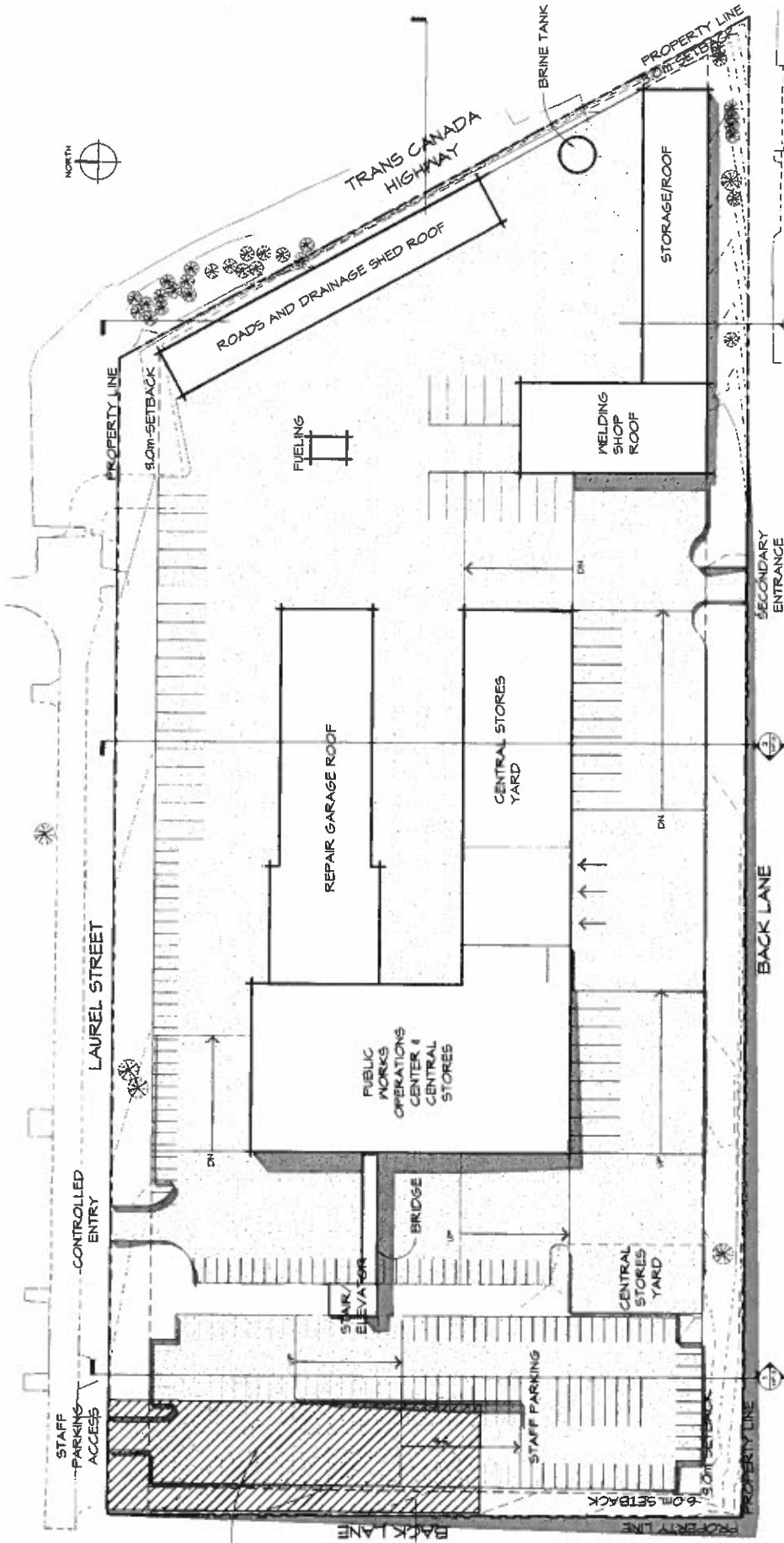


SITE PLAN - LEVEL 1

SCALE IN METERS



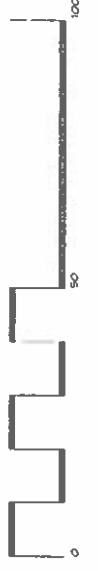
PROPERTY UNDER NEGOTIATIONS

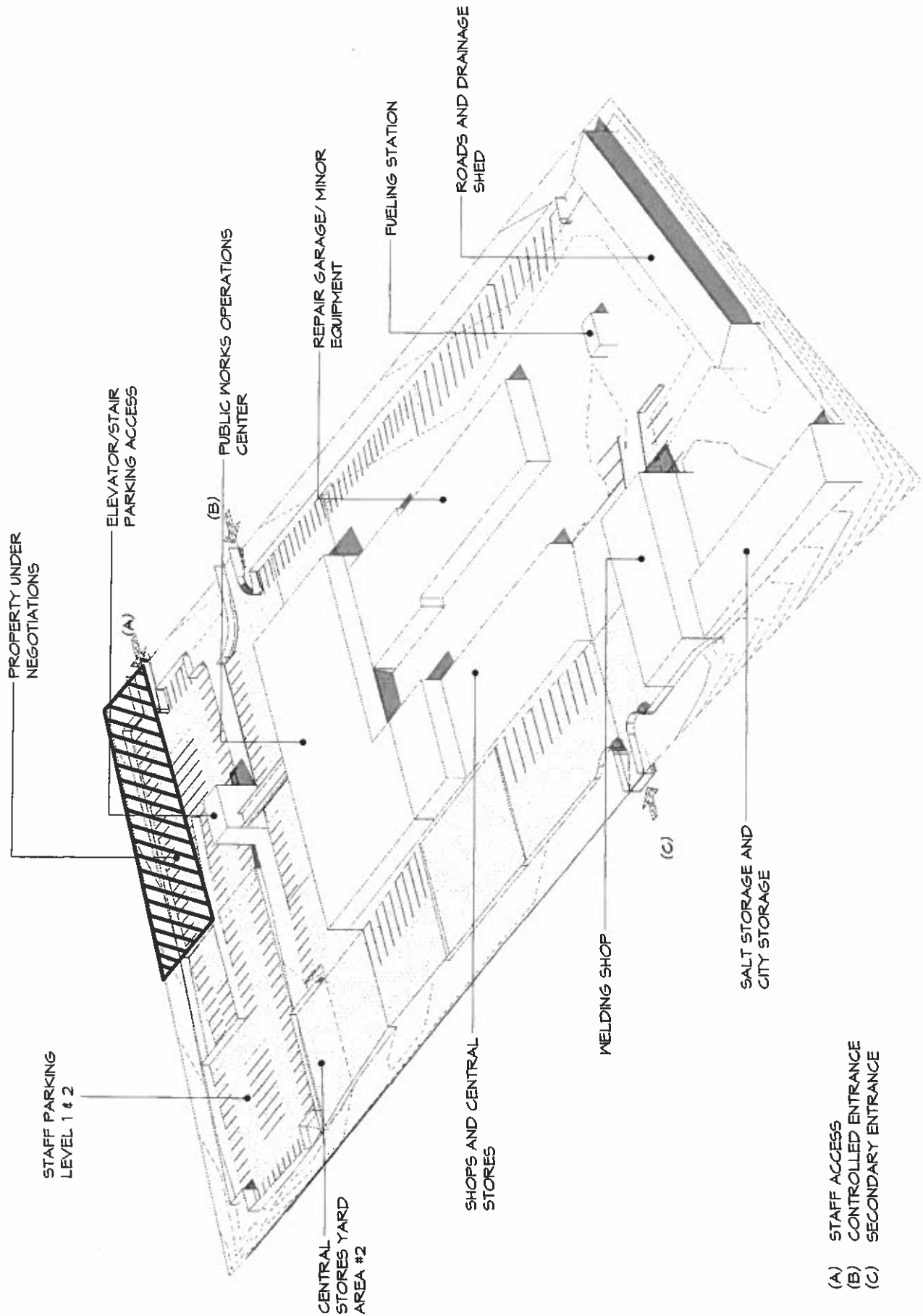


PROPERTY UNDER NEGOTIATIONS

SITE PLAN - LEVEL 2

SCALE IN METERS





- (A) STAFF ACCESS
- (B) CONTROLLED ENTRANCE
- (C) SECONDARY ENTRANCE