

The Orange Hub Phase II Rehabilitation Project

RECOMMENDATION

That Executive Committee recommend to City Council:

That the funds held in abeyance for Capital Profile 21-12-0340 Orange Hub Phase II Rehabilitation pursuant to Capital Subsequent Motion 1 passed at the November 30/December 1/8/10/14/15/ 17, 2021, City Council Budget meeting, be released.

Report Purpose

Council decision required.

Council is being asked to approve the parkade reconstruction at The Orange Hub to support the continued operation of the facility and its tenants.

Previous Council/Committee Action

At the November 30/December 1/8/10/14/15/17, 2021, City Council meeting, the following motion passed:

That \$14,000,000 of capital profile "21-12-0340 - Orange Hub Phase II Rehabilitation" project be held in abeyance until Administration reports back to Committee on different approaches to providing parking and the inclusion of housing or other development on site.

Executive Summary

- The existing parking structure of The Orange Hub must be demolished or permanently closed in Q1 2022 due to structural issues.
- An updated Parking Impact Assessment completed in 2021 found that the facility requires on-site parking to support its anticipated demand of over 200 spaces both pre-and post-LRT opening. The assessment is supported by tenant and community engagement.
- The Orange Hub Phase II Rehabilitation Project planned for a new, naturally ventilated, above-ground, three-level parking garage with 181 parking spaces for vehicles, bicycles and motorcycles, and an accessible elevator.
- Administration investigated alternative approaches to providing parking and the inclusion of housing or other development on site, including an underground parking structure and a

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surface parking lot. The alternatives are not recommended due to cost premium or lack of ability to mitigate the safety and accessibility concerns.

- Administration recommends that the project continues with the demolition and reconstruction of the parkade per the current design to support the current and future needs of the tenants, facility users, and the community.

REPORT

The Orange Hub is a centre for non-profit groups focused on offering programs and services in the arts, recreation, wellness and learning, located in West Jasper Place at 10035 156 Street NW. Acquired by the City in 2017, The Orange Hub was built in 1979 as the Centre for the Arts and Communications for Grant MacEwan Community College. The Orange Hub is listed on the Inventory of Historic Resources in Edmonton and is intended for future designation as a Municipal Historic Resource as per City Policy C450B - Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton.

Due to ageing building systems, The Orange Hub has critical facility renewal needs. The current Phase II rehabilitation includes demolition and reconstruction of the existing parkade, replacement of the main theatre stage, replacement of the emergency generator, repairs to concrete walls and foundations, code upgrades to the fire alarm system and replacement of emergency exit signage and emergency lighting with LED.

The condition assessments completed as part of the acquisition in 2017 identified issues with the existing parkade structure and that critical structural repairs were urgently needed. Repairs were completed in 2019 and allowed the parkade to remain fully open and operational for a maximum of three years. This provided time to assess the need for the parkade and develop the appropriate replacement solution.

Need for Parking

Parking Impact Assessments were completed in 2017 and 2021, which included engagement with The Orange Hub tenants and users, and the surrounding businesses and community, including community leagues. The studies considered parking demands pre and post Valley Line West LRT opening and the City's new Open Option Parking.

The assessments found that parking demand is anticipated to exceed 200 spaces both pre and post LRT opening and was supported by the results from the stakeholder engagement sessions. Parking is required to support the users of the facility and surrounding businesses. The Orange Hub draws people from Edmonton and extends to Enoch and surrounding Edmonton areas for many tenants, including The Film and Video Arts Society of Alberta (FAVA) and the anchor tenant Yellowhead Tribal College.

The Orange Hub is an important venue for intercultural and inter-agencies in Edmonton. It is essential that its activation generates positive impressions for users and visitors, that it be functional from a traffic and parking perspective, and that it does not result in a significant amount of spill-over parking activity in adjacent residential neighbourhoods and commercial precincts.

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Parkade Reconstruction - Current Design

The design developed through The Orange Hub Phase II Rehabilitation Project is for a new, naturally ventilated, three-level parking garage with 181 parking spaces for vehicles, bicycles and motorcycles, and an accessible passenger elevator. The new structure will address the current building code and barrier-free access design requirements and integrate with the Valley Line West LRT 156 Street and Stony Plain Road design.

The design was presented to the Edmonton Design Committee in advance of its Development Permit in 2021. It was also informed by Crime Prevention Through Environmental Design (CPTED) studies on the current and future designs conducted by the Edmonton Police Service (EPS). With main accessible entrances, the new structure focuses on providing barrier-free access to people of all ages and abilities per the City's Access Design Guidelines.

Additionally, due to its proximity to the future Valley Line West LRT station, The Orange Hub parkade is designed as a multi-modal transportation node by providing secure vehicular and bicycle parking and access to the LRT and bus transit networks. The multi-functional main floor is an opportunity to act as a gathering place for The Orange Hub tenants and surrounding community, while the parkade's proposed exterior design aims to enhance the urban design of 156 street and provide a sense of place and identity for the West Jasper Place neighbourhood. The Public Art component will also support the placemaking goals for the new parkade.

Construction is scheduled to start in Q1 2022, first with demolition of the existing parkade and the new parkade completed by Q2 2023.

Parkade Reconstruction - Alternatives

Administration, working with the consulting and construction management team for The Orange Hub Phase II Rehabilitation Project, investigated alternative approaches to providing parking and the inclusion of housing or other development on site; including:

1. Underground Parkade

In this approach, the parking structure would be moved below grade to maintain on-site parking and allow for the site's future affordable housing development. This alternative design consists of a multi-level underground, mechanically ventilated garage with approximately 200 parking spaces for vehicles, bicycles and motorcycles. Modifications would also have to be made at the surface to ensure the continued accessibility of the north entrances and emergency exits of The Orange Hub.

The Orange Hub is listed on the Inventory of Historic Resources in Edmonton and is intended for future designation as a Municipal Historic Resource as per City Policy C450B - Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton. As such, the main building should continue to be the prominent element of the site and any addition should be close in scale to the main building, which has four stories.

This alternative has an estimated cost of \$35 million (-50 per cent to +100 per cent) and would need to start immediately to achieve an estimated completion date of Q4 2025.

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2. Surface Parking Lot

This alternative involves demolishing the existing parkade and constructing a surface lot at street level that could accommodate 60 parking stalls. As the existing structure incorporates access to the facility, modifications would also need to be made to the facility to ensure the continued accessibility of the north entrances and emergency exits of The Orange Hub. Given anticipated parking demand exceeds 200 spaces, this alternative would significantly under supply parking. Notably, a surface parking lot is not supported by the CPTED studies completed by EPS, as significant safety concerns cannot be mitigated through design or operational measures. As such, this alternative is unlikely to be approved for a Development Permit.

This alternative has an estimated cost of \$5 million (-50 per cent to +100 per cent) and an estimated completion date of Q1 2024.

A comparison table of the current design and two alternative approaches is presented in Attachment 1.

Alternatives for Housing or Other Development

With the design of the Valley Line LRT advanced, Administration has identified alternative City-owned land parcels that could be utilized to support housing or other development in immediate proximity to The Orange Hub. For example, directly across from The Orange Hub, on the corner of 156 street and 100A avenue, a parcel of approximately 1,300 square meters will be surplus in the coming years. The site is similar to the recently developed Inglewood Supportive Housing project.

The additional costs to the parkade structure are estimated at over \$20 million to support the provision of parking spaces while allowing for future affordable housing development on the site. This would make the development on-site unlikely due to the significant cost premium. Other parcels of land are also available for development near The Orange Hub without the additional cost.

Recommendation

Administration recommends that the funds currently held in abeyance for capital profile 21-12-0340 Orange Hub Phase II Rehabilitation be released and that the project continues with the reconstruction of the parkade per the current design to support the current and future needs of the tenants and users of the facility.

Parking demand at the facility is anticipated to exceed 200 spaces, both pre- and post-LRT opening. The current site zoning does not allow more than 200 stalls to fully meet this need. The provision of parking on-site is supported by the tenants, surrounding communities and businesses.

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Budget/Financial Implications

\$14 million of the capital profile 21-12-0340 Orange Hub Phase II Rehabilitation is currently held in abeyance. The funds are required to be released for the parkade reconstruction project to advance as planned in 2022.

COMMUNITY INSIGHT

A Parking Impact Assessment was completed in 2021, which included engagement with The Orange Hub tenants and users and the surrounding businesses and community, including community leagues. Results from the stakeholder engagement sessions recommended maintaining an approximate 200 stall parking supply at The Orange Hub to support the users of the facility and surrounding businesses and minimize impacts to the surrounding communities. Current site zoning does not allow more than 200 stalls.

More broadly, the Orange Hub Rehabilitation project has included consultation and engagement with the facility tenants throughout the phases of work since the building was purchased in 2017.

GBA+

The Orange Hub is a centre for non-profit groups that offer programs and services in the arts, recreation, wellness and learning. The facility is space for several inclusive programs that provide services for a wide range of needs, including Indigenous organizations, charitable foundations, various art mediums and services for individuals with special needs.

Along with providing accessible, multi-model parking, the recommended parkade structure offers barrier-free access to the facility to ensure fewer roadblocks to those accessing the services. Current tenants of The Orange Hub were engaged in the accessible needs of their clients on an individual basis to understand each tenant's unique and varying needs. Particularly AdaptAbilities, which identified a need for safe and accessible parking spaces, including barrier-free access to the building and accessibility for DATS drop-off and pick-up. Accommodation of drop-off/pick-up activity associated with the daycare during the AM and PM peak hours is also incorporated into the design.

An additional aspect of the project design is assessing the likely path of travel to support multiple modes of travel. Through this analysis, the project will incorporate materials, line of sight, clearance, signage and size of the parking stalls and travel paths to and from The Orange Hub.

Working with CPTED, the project team has designed additional safety measures such as:

- The ground floor of the parkade has a high degree of openness and visibility from the adjacent streets, the atria of The Orange Hub, and its primary entrances.
- Taller floor to ceiling height of the ground floor to promote natural surveillance increased visibility and feeling of security.
- The stair cores are designed to be glazed on at least one side to ensure visibility from the surrounding areas, while the interior of the parkade will be well illuminated after hours with efficient LED lighting. Stairs are located to increase sightlines and “eyes on the street” throughout the parkade and to the laneway beyond.

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- The parking lot can be completely shut down and enclosed using the pivoting doors around its ground floor perimeter. A large overhead door can also control vehicular access in and out of the structure as an enhanced safety measure.

ATTACHMENT

1. Alternative Approaches