

# Preliminary Options Comparison

for the

## City of Nanaimo Loudon Park Improvements

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Mike Strain

Capex Project Advisory Services Inc.

[mike@capexprojects.com](mailto:mike@capexprojects.com) | 250.802.9757

Kelsi Hurlbut

The Tula Project

[kelsi@thetulaproject.com](mailto:kelsi@thetulaproject.com) | 780.977.8754

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Figure 1: Nanaimo Paddling Enthusiasts

# 1.0 EXECUTIVE SUMMARY

## 1.1 Project Progression

This report responds to City of Nanaimo Council direction to staff on May 26, 2025, to provide “a range of options for the Loudon Park Development” to meet various community interests.

In August and September 2025, the City acquired the neighboring properties at 4246 and 4288 Victoria Avenue. The increased park area adds 2,020.31m<sup>2</sup> (0.5 acres) to Loudon Park and includes the acquired properties (4246 and 4288), rededicated City owned parcels (4288A and 4246A), and a future road right of way redesignation. These additions increase the size of the park by 29%, from 6,958.15m<sup>2</sup> (1.72 acres) to 8,978.46m<sup>2</sup> (2.2 acres); providing greater flexibility in siting a new building(s) while minimizing impacts on the park's mature trees and community use areas.

Building on the Loudon Park Improvement Plan and extensive previous engagement, design work, and cost analysis, city staff and interest groups reconvened to conduct a high-level site and building program review. This included reconfirming and understanding different perspectives on the potential use of the expanded park area. Using this feedback Figure 2 was generated to illustrate the general site layout and use allocation. A designated area is indicated to site the proposed park amenity building(s), allowing for the retention of open space areas in the park valued by the community.

Four preliminary ideas for building options that could meet a range of community uses have been developed, with one option having two parts, yielding a fifth nominal option.

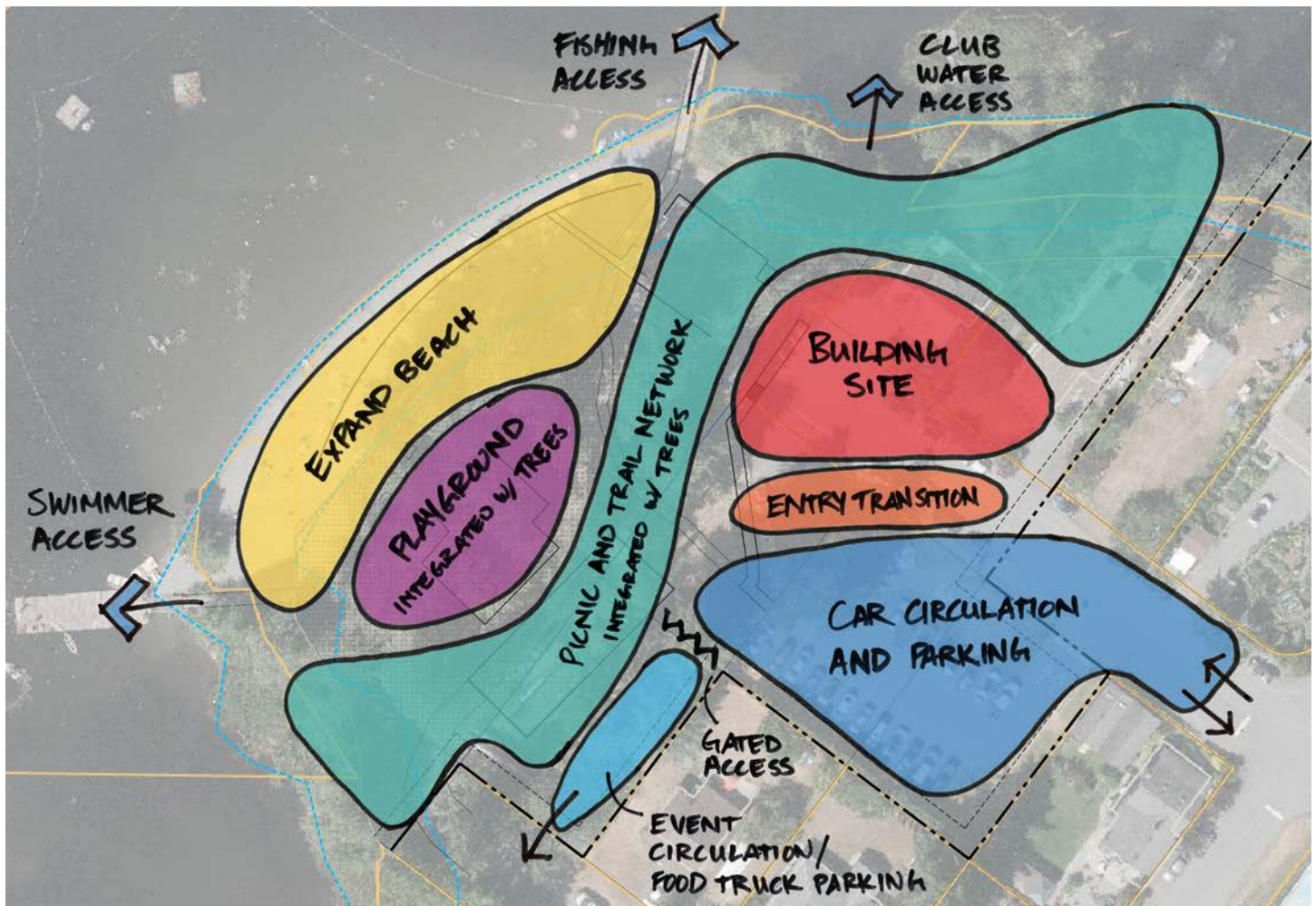


Figure 2: Site Layout Bubble Diagram

## 1.2 Building Option Considerations

The high level building options being compared are based on the following variables:

- **Building Uses** – Each option allocates varying space for the following uses: (1) Boat and Equipment Storage, (2) Club Space, (3) Community Space, (4) Washrooms, and (5) Building Operations. The area allocated to each use determines the overall building square meterage required.
- **Specification** – All options can be delivered with a range of higher and lower level of specification. The level of specification will determine building aesthetic, cost, and life cycle.
- **Reuse of Existing Structures** – One option considers upgrading and utilizing the recently acquired residential home at 4246 Victoria Avenue
- **Concept Design** – Options are conceptual and have not undergone detailed architectural or engineering design, with the exception of Option A. All options, including Option A, will require detail design work to integrate the building with the new site location and to provide updated costing based on refined drawings.

The proposed options for new building footprint areas range from 599 m<sup>2</sup> to 983 m<sup>2</sup>. One option considers a new building footprint of 645m<sup>2</sup> in addition to converting 186 m<sup>2</sup> of existing residential space.

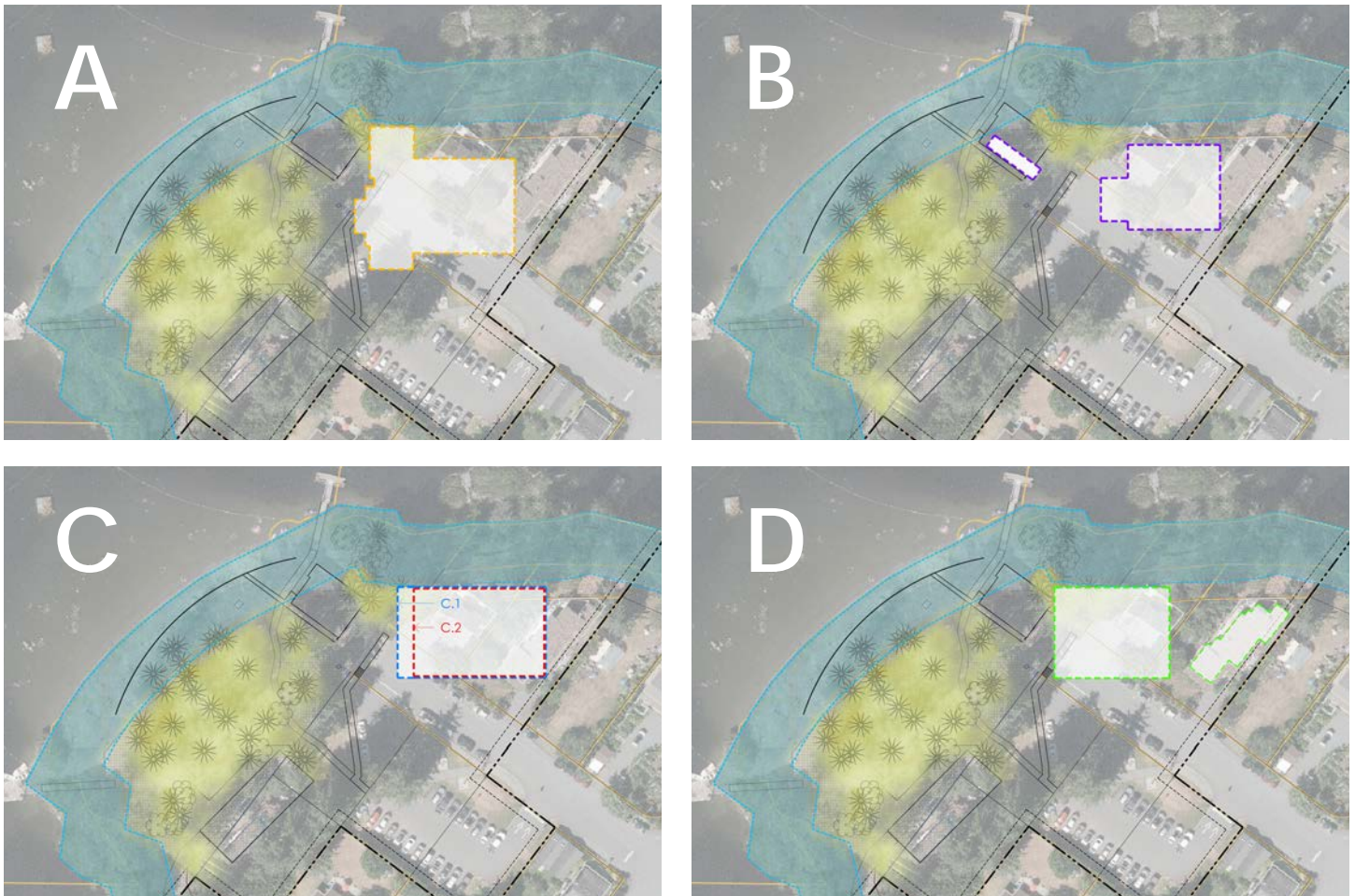


Figure 3: Options A, B, C and D Located on Acquired Residential Properties

### 1.3 Costing

An estimated cost range for each option was determined using 2024 cost data escalated to suit the anticipated construction schedule (see Appendix 1). A contingency of 15% was applied.

The estimated cost for the building options range from \$ 7,020,000 to \$11,520,000, with cost variability most closely tied to building area. For each of the options, an additional \$1,300,000 is estimated to support further park improvements not directly related to the buildings (including improved park accessibility, picnic shelter, playground upgrades, signage, etc.). Total expected costs for building and site development range from \$8,320,000 to \$12,820,000.

Table 1 below summarizes the options being presented, with detailed information on each of the uses and spaces allocated illustrated in Section 4.0:

**Table 1. Loudon Park Amenity Building - Use Options Summary**

Building Options		Option A	Option B	Option C	Option D	
Item	Use	New Building(s)	New Building(s)	New Building(s)	New	Renovate
1.0	Boat and Equipment	492.5 m <sup>2</sup>	490 m <sup>2</sup>	510 m <sup>2</sup>	510 m <sup>2</sup>	0 m <sup>2</sup>
2.0	Club Space	125 m <sup>2</sup>	37 m <sup>2</sup>	86 m <sup>2</sup>	0 m <sup>2</sup>	83 m <sup>2</sup>
3.0	Community Space	114.5 m <sup>2</sup>	0 m <sup>2</sup>	20 or 110 m <sup>2</sup>	10 m <sup>2</sup>	100 m <sup>2</sup>
4.0	Washrooms	92.5 m <sup>2</sup>	47 m <sup>2</sup>	54 m <sup>2</sup>	54 m <sup>2</sup>	3 m <sup>2</sup>
5.0	Building Operations	158.5 m <sup>2</sup>	25 m <sup>2</sup>	71 m <sup>2</sup>	71 m <sup>2</sup>	0 m <sup>2</sup>
<b>Total Area (m2)</b>		<b>983 m<sup>2</sup></b>	<b>599 m<sup>2</sup></b>	<b>741 or 831 m<sup>2</sup></b>	<b>831 m<sup>2</sup></b>	
Total Area (ft <sup>2</sup> )		10,581 ft <sup>2</sup>	6,448 ft <sup>2</sup>	7,976 or 8,945 ft <sup>2</sup>	8945 ft <sup>2</sup>	
<b>Estimated Cost Range</b>		<b>\$9,750,000 - \$11,520,000</b>	<b>\$7,020,000 - \$8,080,000</b>	<b>\$8,080,000 - \$10,230,000</b>	<b>\$7,985,000 - \$9,310,000</b>	

# 2.0 EXISTING SITE

## 2.1 Existing Site

Loudon Park and Trail is a small but highly active waterfront park located on the north shore of Long Lake in Nanaimo, BC. The park serves as a key public access point to the lake, featuring a sandy beach, swimming float, docks, and a popular shoreline trail connecting Norwell Drive and Victoria Avenue. It is also home to the Nanaimo Canoe & Kayak Club, the Nanaimo Rowing Club, and the Flat Water Society which have operated from the site for decades. Despite its modest size, the waterfront park supports a diverse mix of recreational activities, from paddling and swimming to casual walking, community gatherings and a variety of water based sporting events.

The site includes aging infrastructure, most notably a washroom and storage building originally constructed in 1967 and modified over the years to support the clubs' needs. Much of the boat storage and training activity currently takes place outdoors. Recent upgrades, such as the installation of an accessible "Mobi-Mat" beach access system, have improved inclusivity for wheelchairs, strollers, and adaptive paddlers. The trail system, while scenic, has uneven sections and limited accessibility in parts.

The City of Nanaimo has explored redevelopment options to replace aging facilities and improve public amenities. However, design proposals for a larger amenity building faced community concern over the removal of mature trees and the potential loss of open green space. In response, the City has acquired two adjacent residential properties along Victoria Avenue to expand the park and explore alternative layouts that preserve more of the existing landscape.

To ensure equitable use for all users, park and facilities improvements will need to balance club use, community use, public access, improved universal accessibility, environmental protection, and programmed events.



Figure 4: Accessible Fishing Dock Access and Mobi-Mat



Figure 5: Existing Playground



Figure 6: Existing Boat Storage



Figure 7: Existing Beach and Waterfront

## 2.2 Additional Park Area

In August and September 2025, the City of Nanaimo acquired two additional properties (4246 and 4288), rededicated City owned parcels (4246A and 4288A), and reassigned road right of way to increase Loudon Park from 6,958.15m<sup>2</sup> (1.72 acres) to 8,978.46m<sup>2</sup> (2.2 acres).

These acquisitions were made by the City of Nanaimo specifically to provide more space for relocating the proposed boathouse facility and to preserve the majority of mature fir trees within the park.



Figure 8: Acquired Property: 4288 Victoria Avenue



Figure 9: Acquired Property: 4246 Victoria Avenue



Figure 10: Existing Site Considerations

## 3.0 SITE LAYOUT

The Loudon Park Improvement Plan adopted by Council in 2006 and updated in 2010 identifies Loudon Park and the Loudon Trail as an important recreation asset and a well-loved community outdoor space. The plan identifies user groups and calls for:

- Desired park upgrades (including new and improved built amenities)
- Increased safety, and improvement to general appearance
- Increased accessibility
- Increased maintenance and design standards
- Park, trail and lake regulation enforcement

The Loudon Park Improvement Plan reflects significant public engagement conducted between 2006 to 2010. Park issues were identified; high level site plans developed, and an implementation plan that addressed both interim and long term improvements was outlined. The plan informed the development of further options that were presented to Council over the years. In 2011 the City aimed to find a practical and affordable solution to design and construct the multi-purpose boathouse facility. The detail design phase for the multi-purpose boathouse facility started in 2019.

Although preferred options were developed and budget allocated, construction implementation did not advance due to significant unexpected supply chain cost escalations caused by the global pandemic. As per Council direction from December 2023, staff returned with further options to consider in February of 2025. After further Council deliberations and direction in May 2025, additional land was purchased and a range of building improvements options were developed to incorporate the new park area and allow for maintaining the existing fir trees.

Relocating the building site to the newly acquired land provides new opportunities for park user experience and park amenities, while also maximizing tree and natural area retention.



Figure 11: Walking on Loudon Trail

To advance the development of new building options for consideration, a refreshed site layout was developed considering the Loudon Park Improvement Plan, extensive engagement over two decades, the acquisition of the two new properties followed by additional engagement with interest groups. The proposed site layout for the Loudon Park, indicated in Figure 12, integrates both recent and documented feedback garnered over the years. This was shared as a starting point for discussion with interest groups including the neighbourhood association known as the Wellington Action Committee (WAC), Nanaimo Rowing Club, Nanaimo Canoe and Kayak Club, the Flat Water Society and the recently formed Friends of Loudon Park. These interest groups confirmed their overall support for the proposed site layout shown below with slight adjustments incorporated.

The proposed site layout relocates the building to the newly acquired properties, minimizing the loss of existing fir trees. The proposed site layout additionally considers:

- Intuitive access for all users
- Improved accessibility (slopes, surfacing upgrades and amenity access)
- Direct pedestrian connections to and within the park
- Sitelines and viewsheds
- Vehicular circulation
- Event circulation
- Car and bicycle parking
- Water access for public boats, club boats, swimmers and fishing;
- Trail improvement and expansions
- Expanded beach area
- Sheltered picnic areas and year-round shade
- Playground upgrades integrated within the existing fir stand
- Seating amenities
- Integrate naturalized plantings, food forest, and low impact development
- Develop park wayfinding strategy
- Food truck access and parking

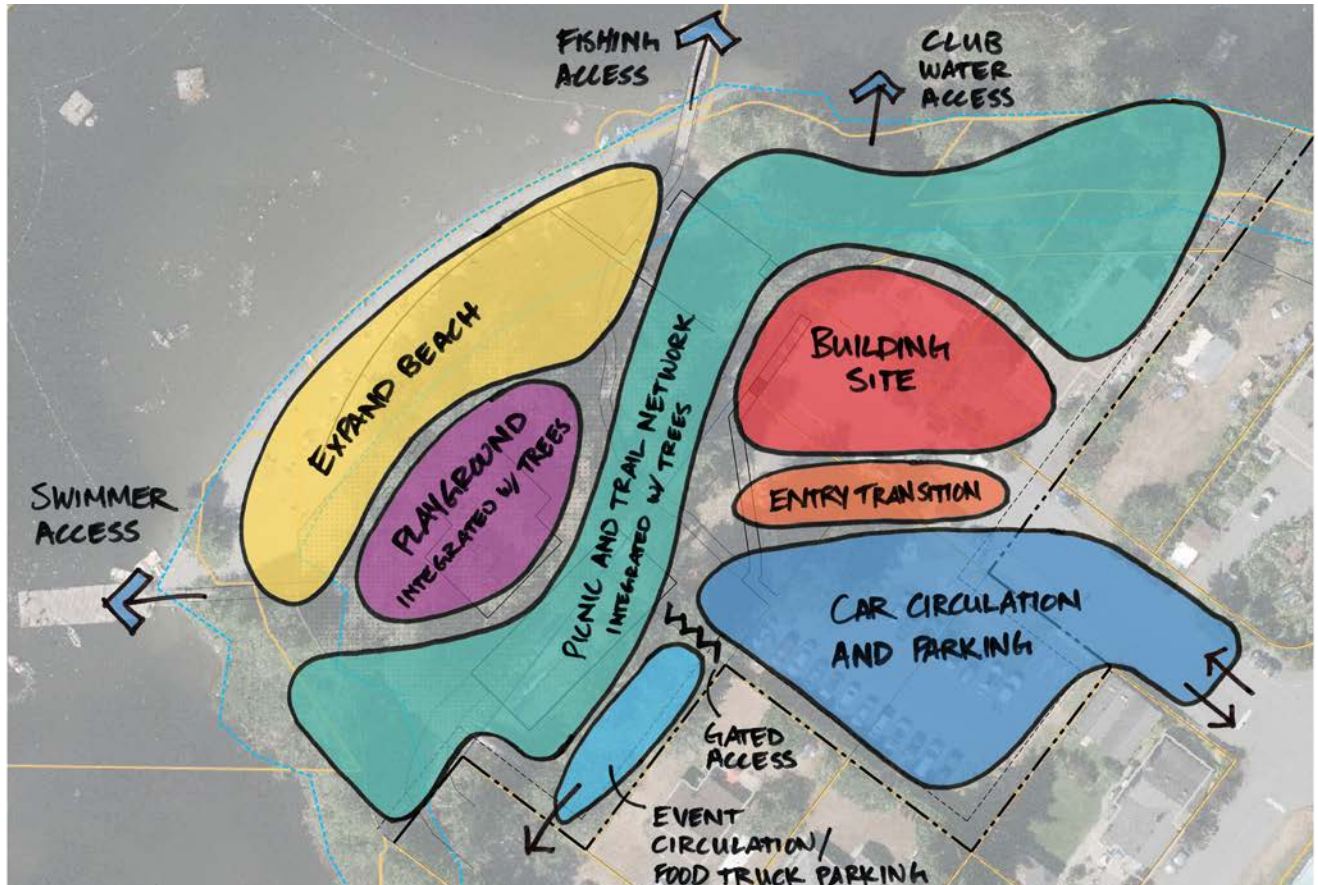


Figure 12: Site Layout Bubble Diagram

Detailed notes for each coloured space identified in Figure 12: Site Layout Bubble Diagram offer further clarity on key use and design considerations for Loudon Park. These considerations are informed by the Loudon Park Improvement Plan, and recent engagement with interest groups. Together, the diagram and accompanying annotations establish a guiding framework for the development of the concept site master plan.

## Trails and Green Space

- Prioritize lakeside trail
- Upgrade and expand trail network - provide accessible trail surfaces throughout the park
- Provide additional seating along the trail
- Provide intuitive trail connections to features within the park
- Incorporate covered picnic shelter
- Interest to connect Loudon Park and Diver Lake Park
- Integrate native species and food forest options

## Playground

- Update playground to reflect demographics and natural park aesthetic
- Retain existing mature trees
- Emphasize the connection between the playground and the beach
- Incorporate shaded seating area with views to the beach

## Expanded Beach

- Expanded beach amenity with a more clearly defined and useable beach edge
- Incorporate additional seating
- Incorporate additional shade
- Integrate playground with beach
- Emphasize good sitelines from the beach to the washrooms, playground and park entry
- Publicly accessible launch points for personal canoes or kayaks from the beach desired

## Water Access

- Maintain existing accessible fishing dock location
- Convert existing club dock to public dock
- Develop restricted access club dock adjacent to proposed building site
- Consider publicly accessible launch points for personal canoes or kayaks from the beach

## New Building Site

- Improved relationship to other park elements
- Water and road access is closer in proximity
- Reduced impact on existing mature trees
- Ensure safe interface between public trail use and boat crossings from building to club water access point
- Existing grade offers opportunity to stack building program elements and reduce site footprint

## Entry Transition

- Accessible drop-off location
- Boat loading / unloading zone during events that does not obstruct vehicular circulation into the park.
- Opportunity to integrate wayfinding
- Integrate community bulletin board

## Car circulation & parking

- Goal to lessen neighborhood impact
- Consider small increase in parking
- Clear and efficient vehicular circulation
- Increase bike parking and consider space required for e-bikes, and bikes with trailers
- Improve boat pick up and drop off
- Provide convenient and intuitive access for families from the parking area to the beach
- Emphasize sitelines from entry point to park features

## Event Circulation

- Provide dedicated space for food trucks
- One way circulation during programmed events, entering from Victoria Ave and exiting on Corunna Ave.
- Access can be operationally managed based on programs and events.

## 4.0 BUILDING USE

At the May 26, 2025 Council meeting it was moved and seconded that Loudon Park Development be referred back to staff in order to provide a range of options for the Loudon Park Development.

Quickly following the announcement of the new property additions in September 2025, staff coordinated meetings for consultants to hear from key interest groups and review relocating existing building options already presented to Council and to develop additional options, per Council direction. The key interest groups below were engaged:

- Wellington Action Committee (WAC) - the recognized Neighborhood Association
- Nanaimo Rowing Club
- Nanaimo Canoe and Kayak Club
- Flat Water Society
- Friends of Loudon Park

In addition City of Nanaimo Parks, Recreation and Culture programming, operations, environmental and engineering staff were engaged.

Feedback from interest groups focused on variations in program offered and area required to satisfy programmatic needs. The building program options consider five areas:(1) Boat and Equipment Storage, (2) Club Space, (3) Community Space, (4) Washrooms, and (5) Building Operations.

Previous options reviewed by Council and community are documented in the January 2025 Options Analysis Staff Report. These options did not consider the recently acquired properties.



Figure 13: Kayaking on Long Lake

## 4.1 Building Options and Space Allocations

Based on previously presented options and engagement conducted with interest groups in October 2025, together with feedback from staff, Options A, B, C, and D were developed:

- Option A – Offers the same use and area as Option 1 previously presented to Council
- Option B – Offers the same use and area as Option 2 previously presented to Council
- Option C – Offers a refined use and area based on recent feedback from interest groups.
- Option D – Offers uses comparable to Option C. Option D considers the reuse of an existing building on site and the addition of a new building.

**Table 2. Loudon Park Amenity Building - Detailed Use Options**

Building Use Options		Option A	Option B	Option C	Option D	
Item	Use	New Building	New Building	New Building	New Building	Renovated Building
<b>1.0</b>	<b>Boat and Equipment</b>	<b>492.5 m<sup>2</sup></b>	<b>490 m<sup>2</sup></b>	<b>510 m<sup>2</sup></b>	<b>510 m<sup>2</sup></b>	<b>0 m<sup>2</sup></b>
1.1	Boat Storage	490 m <sup>2</sup>	490 m <sup>2</sup>	490 m <sup>2</sup>	490 m <sup>2</sup>	0 m <sup>2</sup>
1.2	Equipment Room	2.5 m <sup>2</sup>	0 m <sup>2</sup>	20 m <sup>2</sup>	20 m <sup>2</sup>	0 m <sup>2</sup>
<b>2.0</b>	<b>Club Space</b>	<b>125 m<sup>2</sup></b>	<b>37 m<sup>2</sup></b>	<b>86 m<sup>2</sup></b>	<b>0 m<sup>2</sup></b>	<b>83 m<sup>2</sup></b>
2.1	Fitness Room	110 m <sup>2</sup>	37 m <sup>2</sup>	75 m <sup>2</sup>	0 m <sup>2</sup>	72 m <sup>2</sup>
2.2	Office	15 m <sup>2</sup>	0 m <sup>2</sup>	11 m <sup>2</sup>	0 m <sup>2</sup>	11 m <sup>2</sup>
<b>3.0</b>	<b>Community Space</b>	<b>114.5 m<sup>2</sup></b>	<b>0 m<sup>2</sup></b>	<b>20 or 110* m<sup>2</sup></b>	<b>10 m<sup>2</sup></b>	<b>100 m<sup>2</sup></b>
3.1	Community Room	90 m <sup>2</sup>	0 m <sup>2</sup>	0 or 90* m <sup>2</sup>	0 m <sup>2</sup>	90 m <sup>2</sup>
3.2	Prep Kitchen	14.5 m <sup>2</sup>	0 m <sup>2</sup>	10 m <sup>2</sup>	0 m <sup>2</sup>	10 m <sup>2</sup>
3.3	Equipment Room	10 m <sup>2</sup>	0 m <sup>2</sup>	10 m <sup>2</sup>	10 m <sup>2</sup>	0 m <sup>2</sup>
<b>4.0</b>	<b>Washrooms</b>	<b>92.5 m<sup>2</sup></b>	<b>47 m<sup>2</sup></b>	<b>54 m<sup>2</sup></b>	<b>54 m<sup>2</sup></b>	<b>3 m<sup>2</sup></b>
4.1	Washrooms	75.5 m <sup>2</sup>	41.5 m <sup>2</sup>	51 m <sup>2</sup>	51 m <sup>2</sup>	0 m <sup>2</sup>
4.2	Change Rooms	7.5 m <sup>2</sup>	5.5 m <sup>2</sup>	0 m <sup>2</sup>	0 m <sup>2</sup>	0 m <sup>2</sup>
4.3	Locker Room	5 m <sup>2</sup>	0 m <sup>2</sup>	0 m <sup>2</sup>	0 m <sup>2</sup>	0 m <sup>2</sup>
4.4	Indoor Shower	4.5 m <sup>2</sup>	0 m <sup>2</sup>	3 m <sup>2</sup>	3 m <sup>2</sup>	3 m <sup>2</sup>
<b>5.0</b>	<b>Building Operations</b>	<b>158.5 m<sup>2</sup></b>	<b>25 m<sup>2</sup></b>	<b>71 m<sup>2</sup></b>	<b>71 m<sup>2</sup></b>	<b>0 m<sup>2</sup></b>
5.1	Lobby	15 m <sup>2</sup>	12 m <sup>2</sup>	12 m <sup>2</sup>	12 m <sup>2</sup>	0 m <sup>2</sup>
5.2	Corridors /Walls	36.5 m <sup>2</sup>	0 m <sup>2</sup>	20 m <sup>2</sup>	20 m <sup>2</sup>	0 m <sup>2</sup>
5.3	Mechanical Room	88 m <sup>2</sup>	13 m <sup>2</sup>	20 m <sup>2</sup>	20 m <sup>2</sup>	0 m <sup>2</sup>
5.4	Electrical Room	9 m <sup>2</sup>	0 m <sup>2</sup>	9 m <sup>2</sup>	9 m <sup>2</sup>	0 m <sup>2</sup>
5.5	Custodian	10 m <sup>2</sup>	0 m <sup>2</sup>	10 m <sup>2</sup>	10 m <sup>2</sup>	0 m <sup>2</sup>
					<b>645 m<sup>2</sup></b>	<b>186 m<sup>2</sup></b>
	<b>Total Area (m<sup>2</sup>)</b>	<b>983 m<sup>2</sup></b>	<b>599 m<sup>2</sup></b>	<b>741 or 831 m<sup>2</sup></b>	<b>831</b>	<b>m<sup>2</sup></b>
	Total Area (ft <sup>2</sup> )	10,581 ft <sup>2</sup>	6,448 ft <sup>2</sup>	7,976 or 8,945 ft <sup>2</sup>	8945	ft <sup>2</sup>

\* C.1 includes the 90m<sup>2</sup> community room

C.2 removes the 90m<sup>2</sup> community room

## 4.2 General Considerations

All options consider the following:

- Square meterage/footage is the biggest driver of cost.
- The building site has been relocated to the newly acquired land, offering greater protection for existing trees, and closer proximity to the water for club use. The topography change to the water from the newly located building presents opportunity for a two story building.
- Revised detail design will be required for all options due to building relocation.
- A two story building solution could reduce the overall building footprint, reduce the roof area required, and offer integrated amenities like outdoor eating and covered deck space.
- In previously presented options user groups underestimated the required equipment room area required. In both Options C and D the equipment room area allocation has increased.
- Boat storage area allocation is the same in all options.
- The boat storage area requires protection from UV radiation and secure lock up. This space does not need to be heated and construction methods can be simplified.
- WAC does not desire bookable indoor space, as the community does not need or wish to pay for access. WAC prefers financial investment be allocated to the outdoor park and trail system to enhance free and accessible outdoor space for everyone.
- WAC acknowledged the need and investment for indoor bookable space should be assessed by the City, as they are aware of a broader municipal shortage. WAC recognizes this but does not drive this need.
- All interest groups agree that the distinction between public and private washrooms is not necessary; only public washrooms should be considered.
- All interest groups agree a public indoor shower should be offered on site to reduce risk of hypothermia in the event of an emergency.
- The trail system is highly valued and used by the community. Boat access to the water crosses the trail system and clubs have expressed safety concern. The interface between trail users and boats crossing the trail will have to be carefully designed and managed to ensure safety and usability for all interest groups.

Section 4.4 to 4.7 outline each option in more detail, with notes to estimated cost range, specific program considerations, and area allocations dedicated for:

- (1) Boat and Equipment Storage,
- (2) Club Space,
- (3) Community Space,
- (4) Washrooms,
- (5) Building Operations.

## 4.3 Overall Park Improvements for each Option

For all options, in addition to the estimated amenity building(s) costing that includes design, site preparation and construction, there is approximately \$1.3 million in park improvements allocated to improve equitable park access for diverse community needs.

See Section 3.0 and 5.8 for reference.

## 4.4 Option A

Table 3. Option A - Detailed Use and Space Allocation

Building Use Options		Option A
Item	Use	New Building
<b>1.0</b>	<b>Boat and Equipment</b>	<b>492.5 m<sup>2</sup></b>
1.1	Boat Storage	490 m <sup>2</sup>
1.2	Equipment Room	2.5 m <sup>2</sup>
<b>2.0</b>	<b>Club Space</b>	<b>125 m<sup>2</sup></b>
2.1	Fitness Room	110 m <sup>2</sup>
2.2	Office	15 m <sup>2</sup>
<b>3.0</b>	<b>Community Space</b>	<b>114.5 m<sup>2</sup></b>
3.1	Community Room	90 m <sup>2</sup>
3.2	Prep Kitchen	14.5 m <sup>2</sup>
3.3	Equipment Room	10 m <sup>2</sup>
<b>4.0</b>	<b>Washrooms</b>	<b>92.5 m<sup>2</sup></b>
<b>5.0</b>	<b>Building Operations</b>	<b>158.5 m<sup>2</sup></b>
5.1	Lobby	15 m <sup>2</sup>
5.2	Corridors /Walls	36.5 m <sup>2</sup>
5.3	Mechanical Room	88 m <sup>2</sup>
5.4	Electrical Room	9 m <sup>2</sup>
5.5	Custodian	10 m <sup>2</sup>
<b>Total Area (m<sup>2</sup>)</b>		<b>983 m<sup>2</sup></b>
Total Area (ft <sup>2</sup> )		10,581 ft <sup>2</sup>

### Option A Considerations

- Largest building area
- Club space includes fitness room and office space
- Community space includes community room, prep kitchen and equipment room
- Washrooms will consider a mix of public and restricted access
- Washrooms will be gender neutral and inclusive
- Limited equipment room area provided for all users
- The City will work in collaboration with the City's Advisory Committee on Accessibility and Inclusiveness to confirm accessibility requirements

### Option A Estimated Building Cost:

\$9,750,000 - \$11,520,000

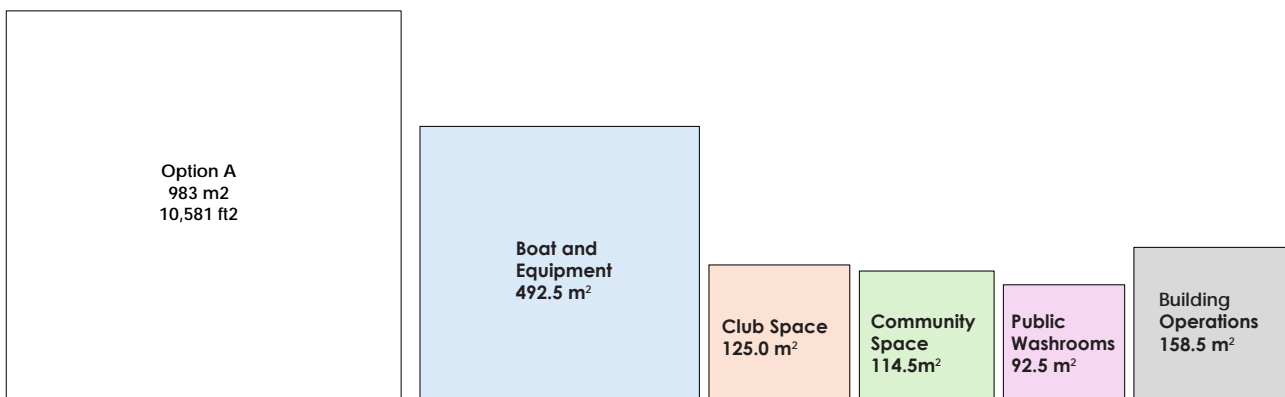


Figure 14: Graphic representation of areas for Option A

## 4.5 Option B

Table 4. Option B - Detailed Use and Space Allocation

Building Use Options		Option B
Item	Use	New Building
<b>1.0</b>	<b>Boat and Equipment</b>	<b>490 m<sup>2</sup></b>
1.1	Boat Storage	490 m <sup>2</sup>
1.2	Equipment Room	0 m <sup>2</sup>
<b>2.0</b>	<b>Club Space</b>	<b>37 m<sup>2</sup></b>
2.1	Fitness Room	37 m <sup>2</sup>
2.2	Office	0 m <sup>2</sup>
<b>3.0</b>	<b>Community Space</b>	<b>0 m<sup>2</sup></b>
3.1	Community Room	0 m <sup>2</sup>
3.2	Prep Kitchen	0 m <sup>2</sup>
3.3	Equipment Room	0 m <sup>2</sup>
<b>4.0</b>	<b>Washrooms</b>	<b>47 m<sup>2</sup></b>
<b>5.0</b>	<b>Building Operations</b>	<b>25 m<sup>2</sup></b>
5.1	Lobby	12 m <sup>2</sup>
5.2	Corridors /Walls	0 m <sup>2</sup>
5.3	Mechanical Room	13 m <sup>2</sup>
5.4	Electrical Room	0 m <sup>2</sup>
5.5	Custodian	0 m <sup>2</sup>
<b>Total Area (m<sup>2</sup>)</b>		<b>599 m<sup>2</sup></b>
Total Area (ft <sup>2</sup> )		6,448 ft <sup>2</sup>

### Option B Considerations

- Smallest building area
- Club space includes small fitness room and no office space
- No community space offered
- Washrooms will consider a mix of public and restricted access
- Washrooms will be gender neutral and inclusive
- No equipment room area provided
- The City will work in collaboration with the City's Advisory Committee on Accessibility and Inclusiveness to confirm accessibility requirements

**Option B Estimated Building Cost:**  
\$7,020,000 - \$8,080,000

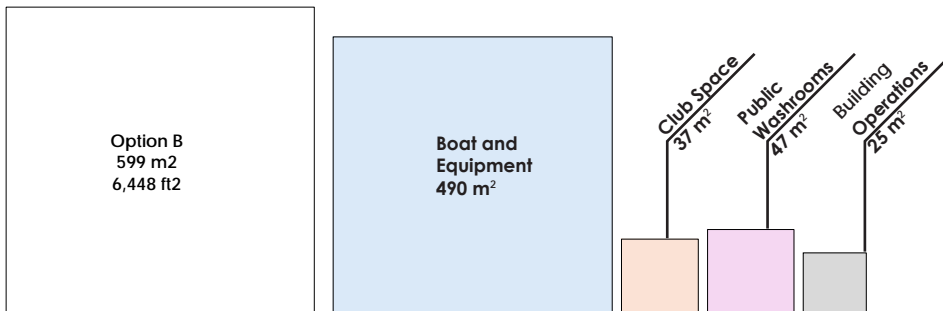


Figure 15: Graphic representation of areas for Option B

## 4.6 Option C

Table 5. Option C - Detailed Use and Space Allocation

Building Use Options		Option C
Item	Use	New Building
<b>1.0</b>	<b>Boat and Equipment</b>	<b>510 m<sup>2</sup></b>
1.1	Boat Storage	490 m <sup>2</sup>
1.2	Equipment Room	20 m <sup>2</sup>
<b>2.0</b>	<b>Club Space</b>	<b>86 m<sup>2</sup></b>
2.1	Fitness Room	75 m <sup>2</sup>
2.2	Office	11 m <sup>2</sup>
<b>3.0</b>	<b>Community Space</b>	<b>20 or 110* m<sup>2</sup></b>
3.1	Community Room	0 or 90* m <sup>2</sup>
3.2	Prep Kitchen	10 m <sup>2</sup>
3.3	Equipment Room	10 m <sup>2</sup>
<b>4.0</b>	<b>Washrooms</b>	<b>54 m<sup>2</sup></b>
<b>5.0</b>	<b>Building Operations</b>	<b>71 m<sup>2</sup></b>
5.1	Lobby	12 m <sup>2</sup>
5.2	Corridors /Walls	20 m <sup>2</sup>
5.3	Mechanical Room	20 m <sup>2</sup>
5.4	Electrical Room	9 m <sup>2</sup>
5.5	Custodian	10 m <sup>2</sup>
<b>Total Area (m<sup>2</sup>)</b>		<b>741 or 831 m<sup>2</sup></b>
Total Area (ft <sup>2</sup> )		7,976 or 8,945 ft <sup>2</sup>

\* C.1 includes the 90m<sup>2</sup> community room  
C.2 removes the 90m<sup>2</sup> community room

### Option C Considerations

- Intermediate building area
- Uses offered addresses input provided October 2025 from the:
  - Wellington Action Committee (WAC)
  - Nanaimo Rowing Club
  - Nanaimo Canoe and Kayak Club
  - Flat Water Society
  - Friends of Loudon Park
  - City of Nanaimo
- Club space includes suitable fitness and office space
- Community Space (C.1) includes a Community Room and Prep Kitchen
- Community Space (C.2) does not include a Community Room. Removing the community room in Option C.2 acknowledges the following feedback from Wellington Action Committee:
  - WAC recognizes the City may want indoor bookable space but reiterated that they do not drive the request. WAC does not require or desire indoor space.
  - WAC prefers funds to be allocated to outdoor park improvements that are free and accessible
- Adequate equipment room provided for all users
- All washrooms will be accessible to the public
- Washrooms will be gender neutral and inclusive
- The City will work in collaboration with the City's Advisory Committee on Accessibility and Inclusiveness to confirm accessibility requirements

**Option C.1 Estimated Building Cost:**  
\$8,755,000 - \$10,230,000

**Option C.2 Estimated Building Cost:**  
\$8,080,000 - \$9,400,000

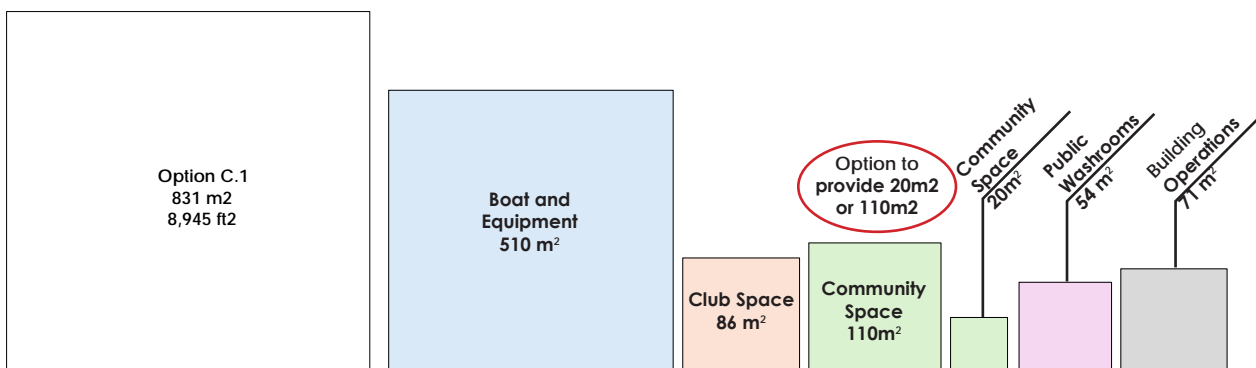


Figure 16: Graphic representation of areas for Option C

## 4.7 Option D

Table 6. Option D - Detailed Use and Space Allocation

Building Use Options		Option D	
Item	Use	New Building	Renovated Building
<b>1.0</b>	<b>Boat and Equipment</b>	<b>510</b> m <sup>2</sup>	<b>0</b> m <sup>2</sup>
1.1	Boat Storage	490 m <sup>2</sup>	0 m <sup>2</sup>
1.2	Equipment Room	20 m <sup>2</sup>	0 m <sup>2</sup>
<b>2.0</b>	<b>Club Space</b>	<b>0</b> m <sup>2</sup>	<b>83</b> m <sup>2</sup>
2.1	Fitness Room	0 m <sup>2</sup>	72 m <sup>2</sup>
2.2	Office	0 m <sup>2</sup>	11 m <sup>2</sup>
<b>3.0</b>	<b>Community Space</b>	<b>10</b> m <sup>2</sup>	<b>100</b> m <sup>2</sup>
3.1	Community Room	0 m <sup>2</sup>	90 m <sup>2</sup>
3.2	Prep Kitchen	0 m <sup>2</sup>	10 m <sup>2</sup>
3.3	Equipment Room	10 m <sup>2</sup>	0 m <sup>2</sup>
<b>4.0</b>	<b>Washrooms</b>	<b>54</b> m <sup>2</sup>	<b>3</b> m <sup>2</sup>
<b>5.0</b>	<b>Building Operations</b>	<b>71</b> m <sup>2</sup>	<b>0</b> m <sup>2</sup>
5.1	Lobby	12 m <sup>2</sup>	0 m <sup>2</sup>
5.2	Corridors /Walls	20 m <sup>2</sup>	0 m <sup>2</sup>
5.3	Mechanical Room	20 m <sup>2</sup>	0 m <sup>2</sup>
5.4	Electrical Room	9 m <sup>2</sup>	0 m <sup>2</sup>
5.5	Custodian	10 m <sup>2</sup>	0 m <sup>2</sup>
		<b>645</b> m <sup>2</sup>	<b>186</b> m <sup>2</sup>
<b>Total Area (m2)</b>		<b>831</b> m <sup>2</sup>	
Total Area (ft2)		8945	ft <sup>2</sup>

**Option D Estimated Building Cost:**  
**\$7,985,000 - \$9,310,000**

### Option D Considerations

- Intermediate building area
  - One new building, one renovating building
- Uses offered addresses input provided October 2025 from the:
  - Wellington Action Committee (WAC)
  - Nanaimo Rowing Club
  - Nanaimo Canoe and Kayak Club
  - Flat Water Society
  - Friends of Loudon Park
  - City of Nanaimo
- A Building renovation includes financial, regulatory, operational and structural risks:
  - Code compliance upgraded from residential standard to commercial standard
  - Upgrades required to meet accessibility standards
  - Interior layout rebuilt to meet program requirements
  - Building condition upgrades for commercial occupancy
  - Utility capacity upgrades for increased occupancy
  - Structural compliance to be reviewed
- All further consideration would be contingent on an in depth professional review and analysis for conversion suitability.
- Largest footprint onsite required to house two buildings
- Existing building location limits flexibility to site the new building
- Option for a single two-story building is removed.
- The City will work in collaboration with the City's Advisory Committee on Accessibility and Inclusiveness to confirm accessibility requirements

#### New Building:

- Boat storage
- Adequate equipment room provided for all users
- All washrooms will be accessible to the public
- Washrooms will be gender neutral and inclusive

#### Renovated Building:

- Club space includes suitable fitness and office space
- Community space includes a community Room and a prep kitchen
- One restricted access washroom

## 4.7 Option D, Cont.

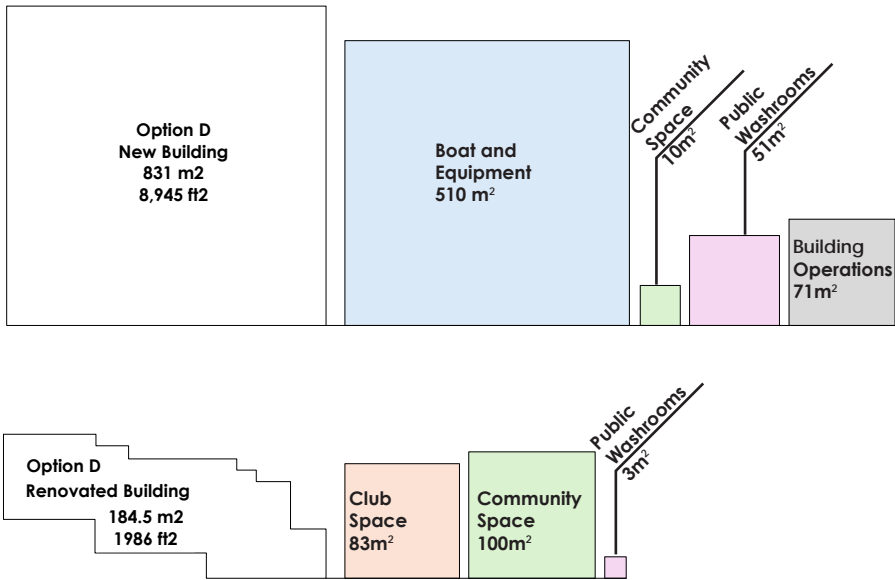


Figure 17: Graphic representation of areas for Option D



Figure 18: Youth Paddlers on Long Lake



Figure 19: Four Person Wooden Kayak



Figure 20: Happy Faces Enjoying a Paddle

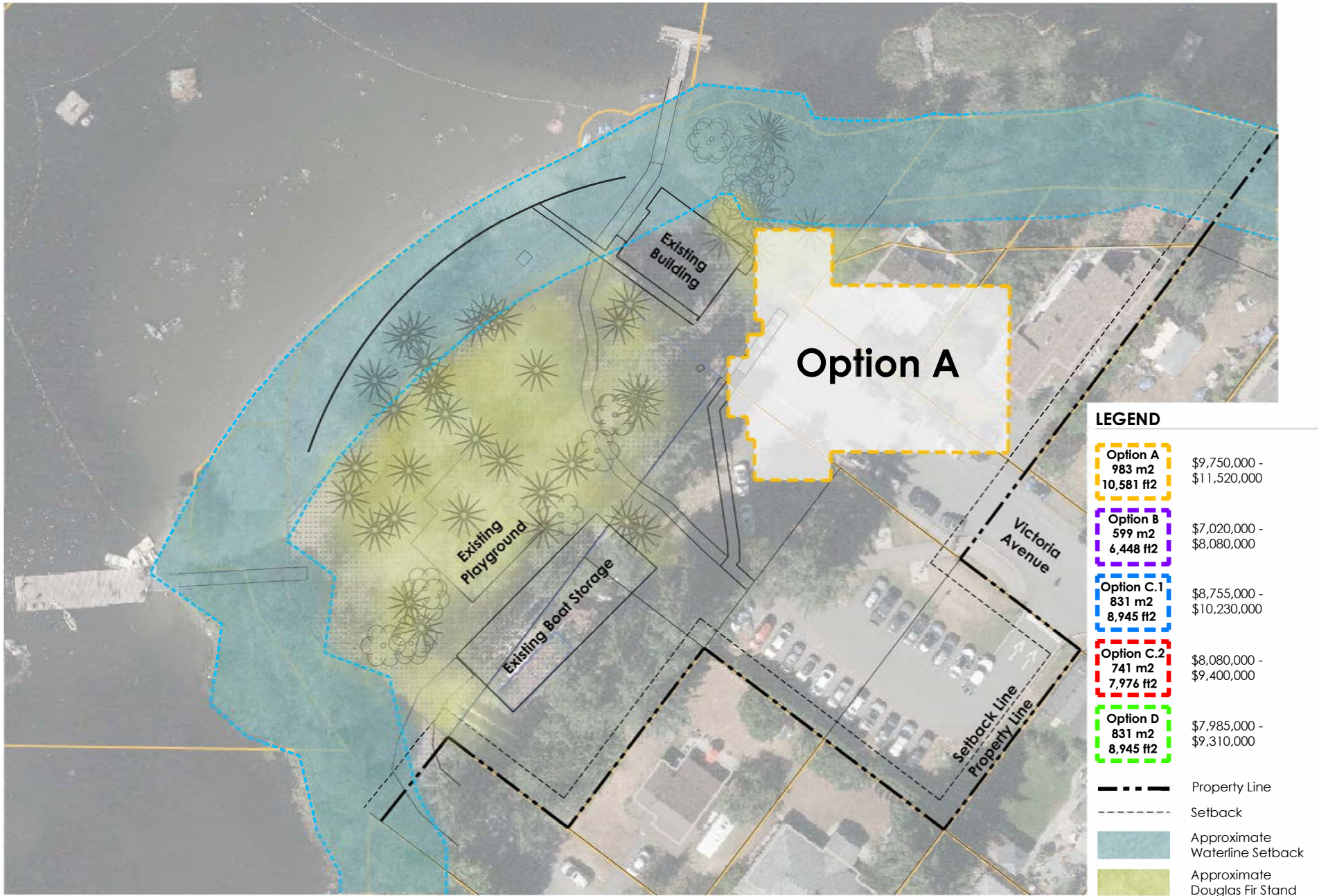


Figure 21: Option A - Original Design Footprint

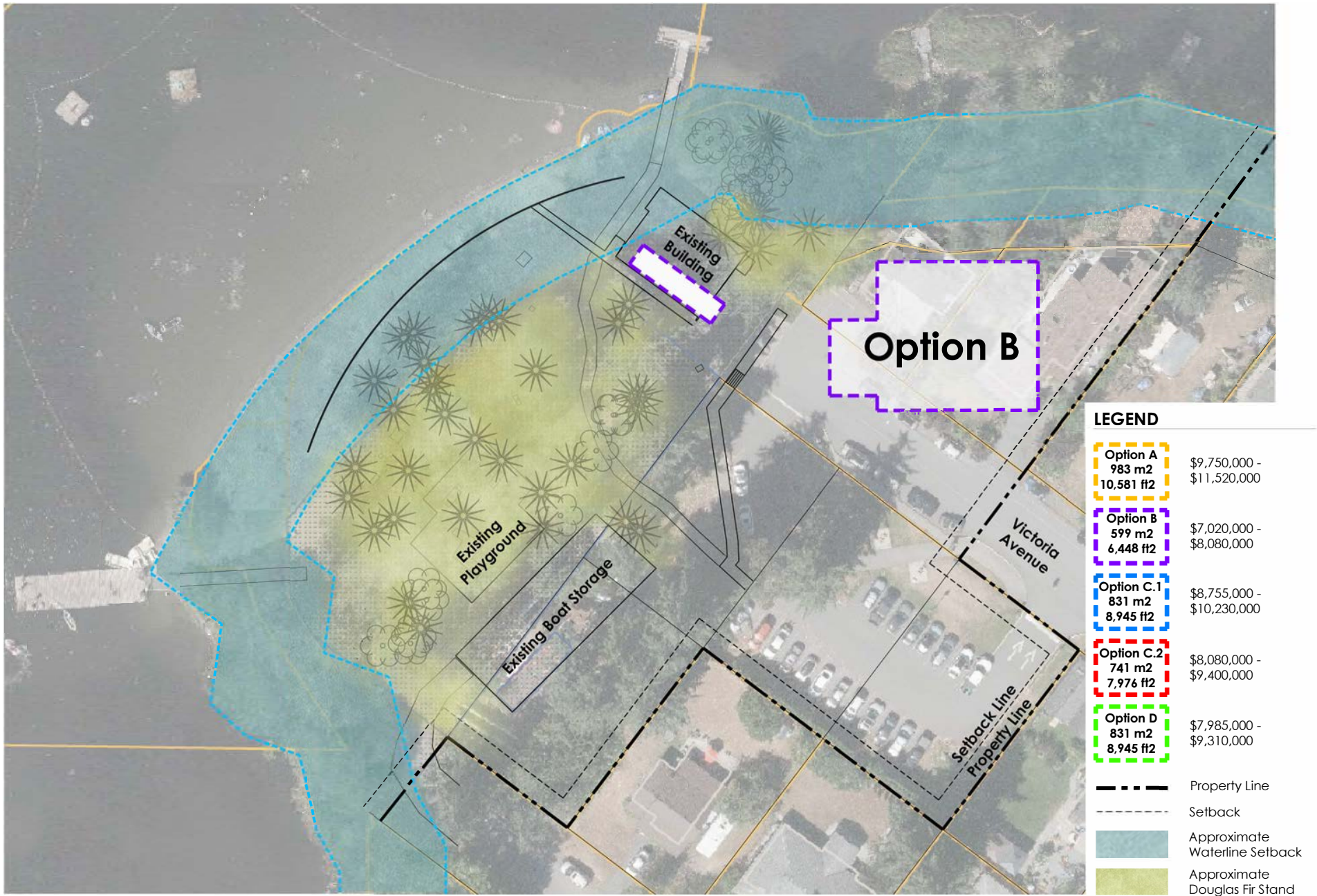


Figure 22: Option B - Original Design Footprint

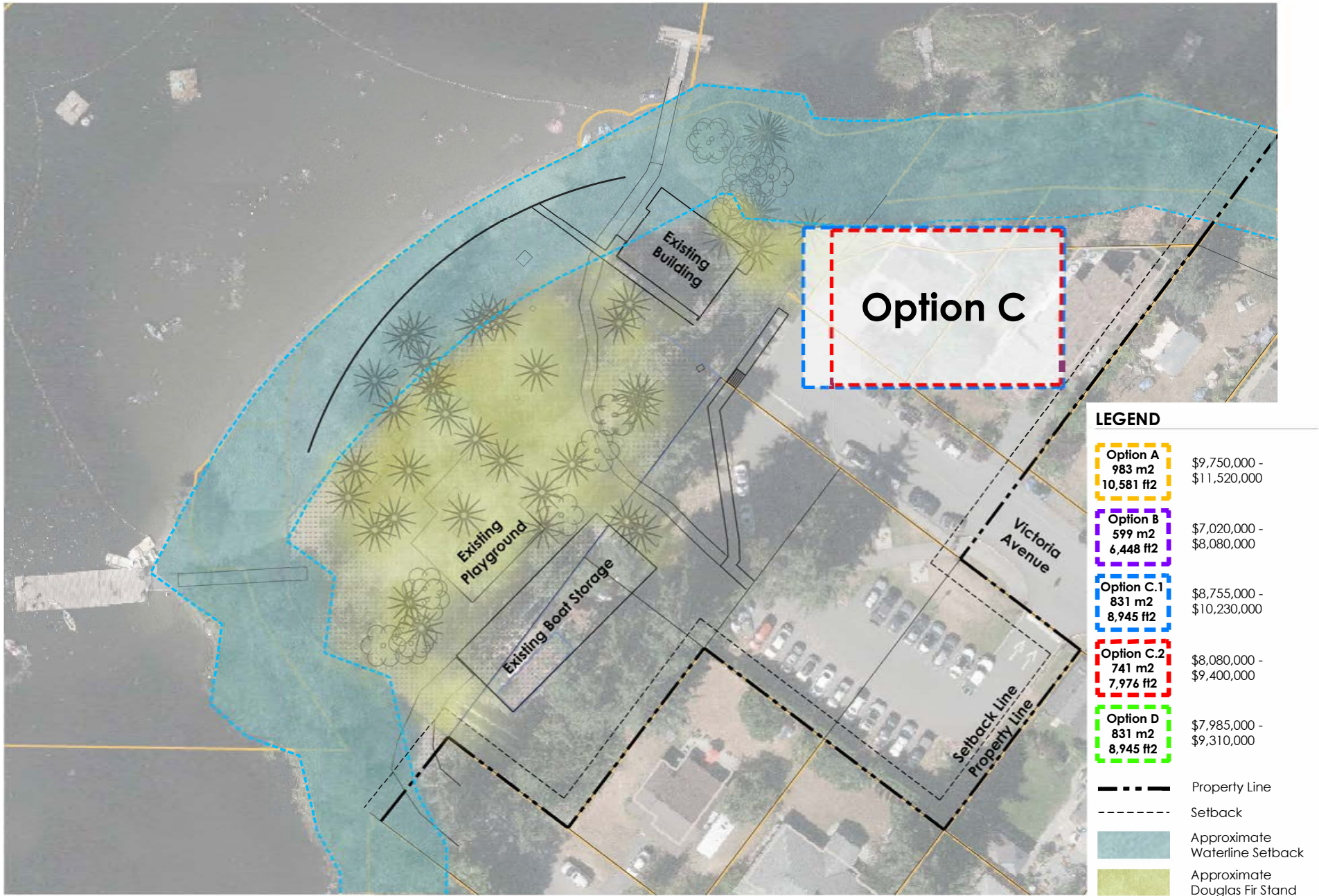


Figure 23: Option C - Generic Footprint

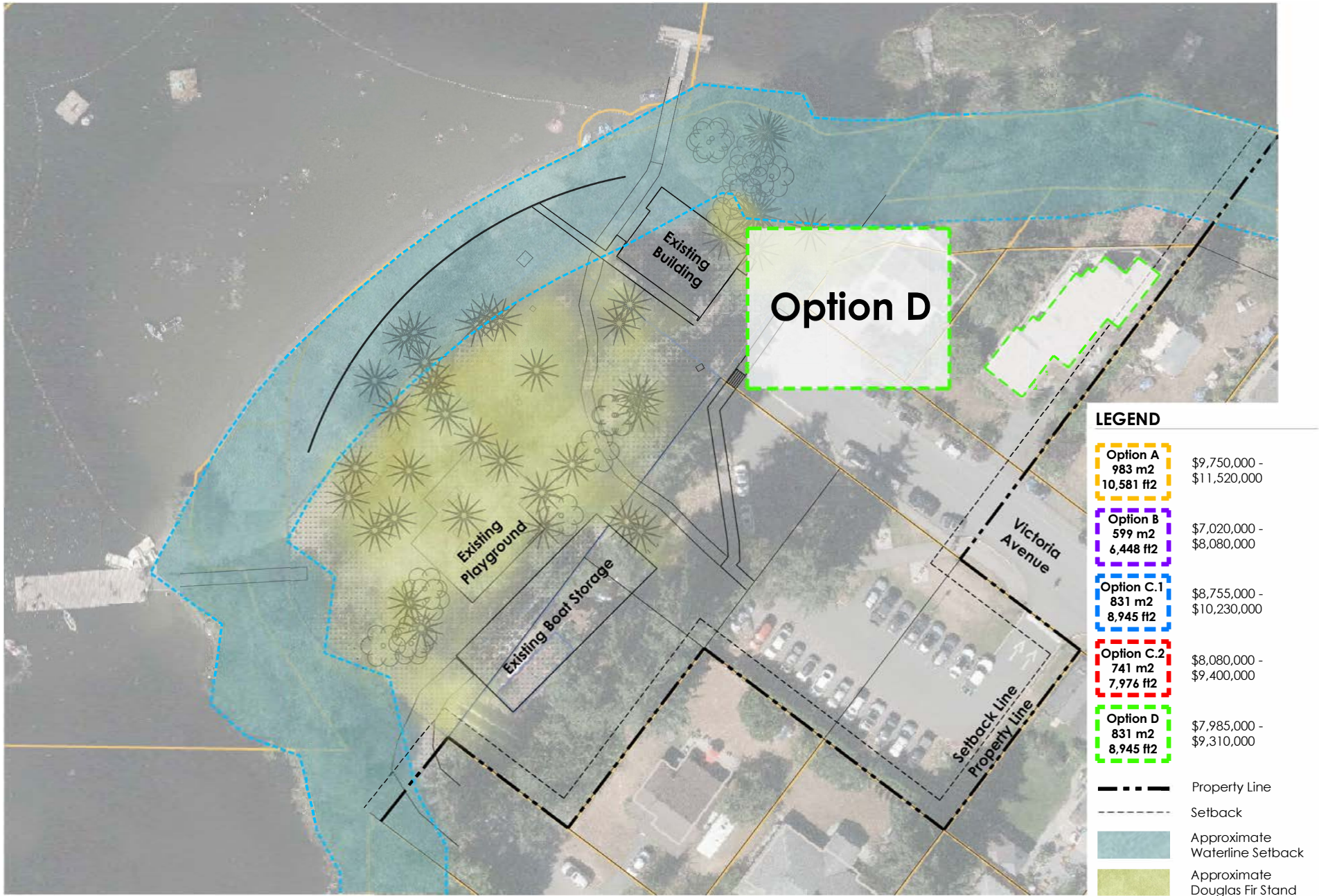


Figure 24: Option D - Generic Footprint

## 4.8 Building Delivery

The new building site features a natural grade change that could accommodate a two storey design. For all programs proposed in Design Options A, B, C.1, C.2, and D, a stacked solution may reduce the building's overall footprint and roof area, while providing opportunities to integrate amenities such as an elevated deck for community events, social gatherings, covered outdoor space, and race observation. Further detailed design review would be required to ensure accessibility standards are met and that the building integrates effectively with surrounding amenities.

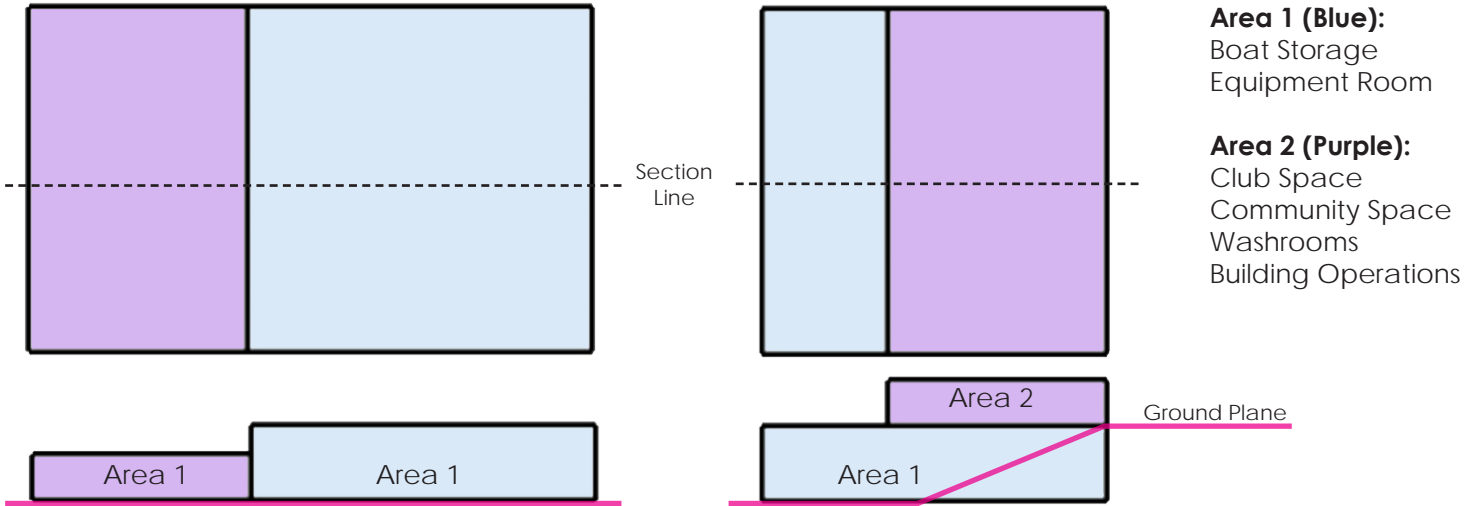


Figure 25: Single Level Solution

Figure 26: Stacked Level Solution

## 4.9 Building Option Generic Area Comparison

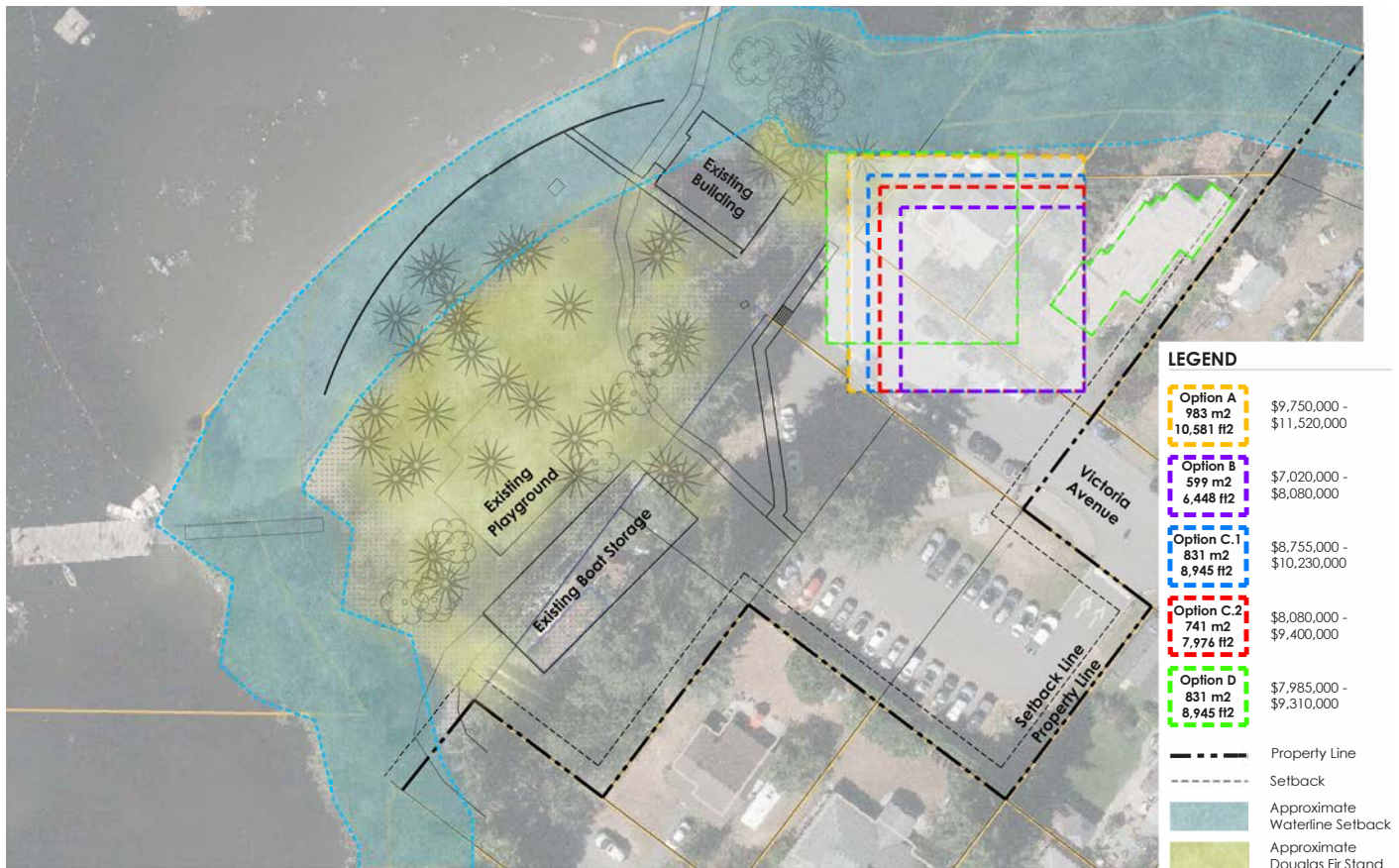


Figure 27: Generic Footprint Options Comparison

# 5.0 COST AND BUDGET

## 5.1 Building Construction Costs

The expected costs for the building construction in each option were developed from the October 2024 Class A Cost Estimate from Advicas. A cost per square meter range of \$5,500.00 to \$6,816.24 was used for all new buildings. The higher cost per square meter of \$6,816.24 is the October 2024 estimated cost for the mass timber option previously designed and is indicative of a higher end aesthetic design with custom features. It is estimated that costs could be reduced by approximately 20% to \$5,500 per square meter by varying the specification and taking steps throughout the design development to review costs and designs as the design takes shape. For example, the amount of glazing, level of finish interior and exterior finishes, pre-manufactured design elements, light timber frame in lieu of mass timber, and the complexity of the roof design and roofing system, are all items that can have an influence on costs.

The expected renovation costs that are used for Option D come from our recent experience of renovating existing facilities on Vancouver Island. The expected costs used here range from \$2,800/m<sup>2</sup> to \$3,500/m<sup>2</sup>. The scope involves converting an existing residential building to an institutional building, and the costs above would be expected to include modification to the interior layout, structural alterations, all new mechanical, electrical, and communications systems, new interior finishes, and new windows and doors, but will need to be confirmed through a thorough assessment of the existing home. A range is given here since renovations can be highly uncertain undertakings, and there is a risk that the scope may grow depending on the condition of the existing house.

Further, the expected conceptual building construction costs in 2024 dollars are shown below in Table 7 for each option.

**Table 7. Expected Building Construction Costs by Option (2024 dollars)**

	<b>Total Floor Area</b>	<b>New Building(s) Cost</b>	<b>Renovation Cost</b>	<b>Total Building Costs</b>
<b>Option A</b>	983 m <sup>2</sup>	\$5,450,000 - \$6,750,000	N/A	\$5,450,000 - \$6,750,000
<b>Option B</b>	599 m <sup>2</sup>	\$3,350,000 - \$4,130,000	N/A	\$3,350,000 - \$4,130,000
<b>Option C.1</b>	831 m <sup>2</sup>	\$4,620,000 - \$5,710,000	N/A	\$4,620,000 - \$5,710,000
<b>Option C.2</b>	741 m <sup>2</sup>	\$4,125,000 - \$5,100,000	N/A	\$4,125,000 - \$5,100,000
<b>Option D</b>	831 m <sup>2</sup>	\$3,600,000 - \$4,450,000	\$520,000 - \$650,000	\$4,120,000 - \$5,100,000

Here we see that costs are proportional to building square footage with the most expensive option also carrying the largest total floor area. The renovation option, Option D, carries the same total floor area as Option C.1, yet is lower in the expected building construction costs since the structure is already in place, however the risk of cost increasing would be greater due to the uncertain nature of renovating an existing structure.

Note the above costs do not consider a two story or stacked building. While a two story option has some benefits, including a reduced site footprint and elevated viewing area, there would be some increase to costs of design, construction, and maintenance to meet building code requirements for seismic and accessibility design. Further review of the scope and costs would need to be conducted as the design progresses.

## 5.2 Site Development Costs

The site development costs previously estimated in October 2024 were based on a site development area of 4805m<sup>2</sup>. With the acquisition of lots 4246 and 4288 Victoria Ave, and additional road right of way to be dedicated to the park, the site development area has increased substantially. A high level estimate of expected costs was developed utilizing the site development costs from the 2024 Class A cost estimate by Advicas as a baseline and can be seen below in Table 8.

**Table 8. Expected Site Development Costs by Option (2024 dollars)**

	Site Area	Total
Option A	6422 m <sup>2</sup>	\$2,250,000
Option B	6806 m <sup>2</sup>	\$2,274,000
Option C.1	6574 m <sup>2</sup>	\$2,258,000
Option C.2	6664 m <sup>2</sup>	\$2,265,000
Option D	6574 m <sup>2</sup>	\$2,209,000

Changes that have resulted since the October 2024 Class A cost estimate to account for the additional site area include:

- Increase in expected landscaping costs due to the increased area
- Increased area of asphalt removal and site grading
- Additional sanitary sewer and excavation costs to re-route existing sanitary sewer
- Abandonment of City of Nanaimo utilities, and third party utilities
- Additional hard surfacing areas
- Additional miscellaneous site demolition, including demolition of residential structures
- Reduction in the number of trees expected to be removed



Figure 28: Four Person Kayak on Long Lake

The costs are further categorized and shown below in Table 9. Generally, cost is proportional to the development area, with the larger building size requiring less area to develop. Since the development area is quite similar across all options, the costs are not expected to vary significantly from option to option, with the exception of Option D which has the advantage over the other options as it doesn't have the cost of demolition of the existing residence located at 4288 Victoria Ave.

**Table 9. Breakdown of Expected Site Development Costs by Option (2024 dollars)**

	Option A	Option B	Option C.1	Option C.2	Option D
Demolition of Boathouse, Washrooms and Misc.	\$ 109,320	\$ 112,316	\$ 110,506	\$ 111,208	\$ 110,506
Excavation and Grading	\$ 328,844	\$ 328,844	\$ 328,844	\$ 328,844	\$ 328,844
Hard Surfacing	\$ 159,107	\$ 159,107	\$ 159,107	\$ 159,107	\$ 159,107
Landscaping planting and irrigation	\$ 370,049	\$ 392,176	\$ 378,807	\$ 383,993	\$ 378,807
Sanitary, Storm, Water including Sanitary Realignment	\$ 203,291	\$ 203,291	\$ 203,291	\$ 203,291	\$ 203,291
Electrical servicing, lighting, vehicle charging	\$ 116,952	\$ 116,952	\$ 116,952	\$ 116,952	\$ 116,952
Children's Play Area and Playground Equipment	\$ 194,293	\$ 194,293	\$ 194,293	\$ 194,293	\$ 194,293
Road Closure Allowance (Utilities, 3rd Party Utilities)	\$ 369,784	\$ 369,784	\$ 369,784	\$ 369,784	\$ 369,784
Entrance Sign	\$ 18,802	\$ 18,802	\$ 18,802	\$ 18,802	\$ 18,802
Interpretive Display	\$ 50,140	\$ 50,140	\$ 50,140	\$ 50,140	\$ 50,140
Float and Access Ramp (Dock)	\$ 188,025	\$ 188,025	\$ 188,025	\$ 188,025	\$ 188,025
Demo 4288 Victoria Ave.	\$ 50,140	\$ 50,140	\$ 50,140	\$ 50,140	\$ 50,140
Demo 4246 Victoria Ave.	\$ 50,140	\$ 50,140	\$ 50,140	\$ 50,140	\$ -
Other (Owner Supplied items, Environmental Monitoring, Materials Testing)	\$ 40,000	\$ 40,000	\$ 40,000	\$ 40,000	\$ 40,000
<b>Total Site Development</b>	<b>\$ 2,250,000</b>	<b>\$ 2,274,000</b>	<b>\$ 2,258,000</b>	<b>\$ 2,265,000</b>	<b>\$ 2,209,000</b>

### 5.3 Escalation Costs

The above building and site development construction costs are estimated in 2024 dollars. In the October 2024 Class A cost estimate, Advicas has recommended that costs be escalated to 8% for the remainder of 2024, 7% for 2025, 5% for 2026, and 4.5% for 2027. The table below shows the building and site development construction costs, escalation, and total construction costs with escalation calculated as recommended by Advicas and using the schedule as discussed in section 6.0 of this report. A 4.5% escalation was assumed for 2028.

**Table 10. Total Expected Construction Costs including Escalation**

	Option A	Option B	Option C.1	Option C.2	Option D
<b>Expected Building Costs</b>	\$ 5,450,000 - \$ 6,750,000	\$ 3,350,000 - \$ 4,130,000	\$ 4,620,000 - \$ 5,710,000	\$ 4,125,000 – \$ 5,100,000	\$ 4,120,000 - \$ 5,100,000
<b>Expected Site Development Costs</b>	\$ 2,250,000	\$ 2,274,000	\$ 2,258,000	\$ 2,265,000	\$ 2,209,000
<b>Estimated Escalation Costs</b>	\$ 1,315,000 - \$ 1,540,000	\$ 955,000 - \$ 1,090,000	\$ 1,175,000 – \$ 1,365,000	\$ 1,090,000 – \$ 1,260,000	\$ 1,080,000 - \$ 1,250,000
<b>Total Expected Construction Costs</b>	\$ 9,015,000 – \$10,540,000	\$ 6,580,000 - \$ 7,495,000	\$ 8,055,000 - \$ 9,333,000	\$ 7,480,000 – \$ 8,625,000	\$ 7,410,000 - \$ 8,560,000

### 5.4 Permitting Costs

The permitting costs anticipated are for the building permit and the development cost charge (DCC). The building permit costs are based on the total expected construction costs and were estimated using the City of Nanaimo’s online building permit fee calculator. The development cost charges are estimates based on the floor area provided in the program for each option and based on the City of Nanaimo’s rates for the type of use (residential, commercial, industrial). Option B is the lowest DCC cost based on the lowest square footage, and Option D is the next lowest as a result of a credit that would be applied to the existing single family dwelling prior to conversion. These values are shown in the table below.

**Table 11. Expected Permitting Costs**

	Option A	Option B	Option C.1	Option C.2	Option D
Building Permit	\$ 55,000 – \$ 65,000	\$ 40,000 – \$ 45,000	\$ 50,000 - \$ 57,000	\$ 45,000– \$ 52,000	\$ 45,000 – \$ 52,000
DCC’s	\$ 52,500	\$ 13,000	\$ 35,000	\$ 26,000	\$ 16,000
Total Permitting Costs	\$ 104,500 – \$ 117,500	\$ 53,000 – \$ 58,000	\$ 85,000 – \$ 92,000	\$ 71,000 – \$ 78,000	\$ 61,000 – \$ 68,000



Figure 29: Kayaking on Long Lake



Figure 30: Sprint Canoeist on Long Lake



Figure 31: Four Paddlers on Long Lake

## 5.5 Consultant Fees

In addition to the costs outlined above, there are additional expected costs for consultant fees in relation to the planning, design, contract administration, field reviews and inspection, and project management. These costs were estimated as constant across all options presented in this report with the exception of Option A which is projected to be less costly since this option was previously designed through to detailed design. It is anticipated that aspects of the already completed design can be used in the new building location. Design consultant fees are estimated based on previous quotes for redesign, agreements in place, or estimated level of effort where applicable. The anticipated cost for consultant fees is approximately \$600,000 for Options B-D, and \$485,000 for Option A.

## 5.6 Contingency

An additional overall contingency of 15% was applied to all costs for all options. While the project team will look to utilize work already completed in the earlier design phase of the project, with the additional property and revised building site location, all options are now considered to be at the conceptual phase and require a higher level of contingency than if the options were more fully designed.

## 5.7 Overall Expected Project Costs

A summary of the overall expected project costs are included in Table 12 below and visually shown in Figure 32. These costs are based on the project proceeding according to the schedule discussed in section 6.0.

**Table 12. Total Expected Project Costs**

	Option A	Option B	Option C.1	Option C.2	Option D
<b>Consultant Fees</b> (includes building construction, site development and other park improvements)	\$ 485,000	\$ 600,000	\$ 600,000	\$ 600,000	\$ 600,000
<b>Construction Costs</b>	\$ 9,015,000 – \$ 10,540,000	\$ 6,580,000 - \$ 7,495,000	\$ 8,055,000 - \$ 9,333,000	\$ 7,480,000 – \$ 8,625,000	\$ 7,410,000 - \$ 8,560,000
<b>Permitting Costs</b>	\$ 104,500 – \$ 117,500	\$ 53,000 – \$ 58,000	\$ 85,000 – \$ 92,000	\$ 71,000 – \$ 78,000	\$ 61,000 – \$ 68,000
<b>Contingency (15%)</b>	\$ 1,445,000 – \$ 1,675,000	\$ 1,087,000 - \$ 1,227,000	\$ 1,315,000 – \$ 1,508,000	\$ 1,225,000 – \$ 1,400,000	\$ 1,215,000 - \$ 1,385,000
<b>Total Project Costs</b>	\$ 11,050,000 – \$ 12,820,000	\$ 8,320,000 - \$ 9,380,000	\$ 10,055,000 - \$ 11,530,000	\$ 9,380,000 - \$ 10,700,000	\$ 9,285,000 - \$ 10,610,000

### Total Expected Project Costs (\$)

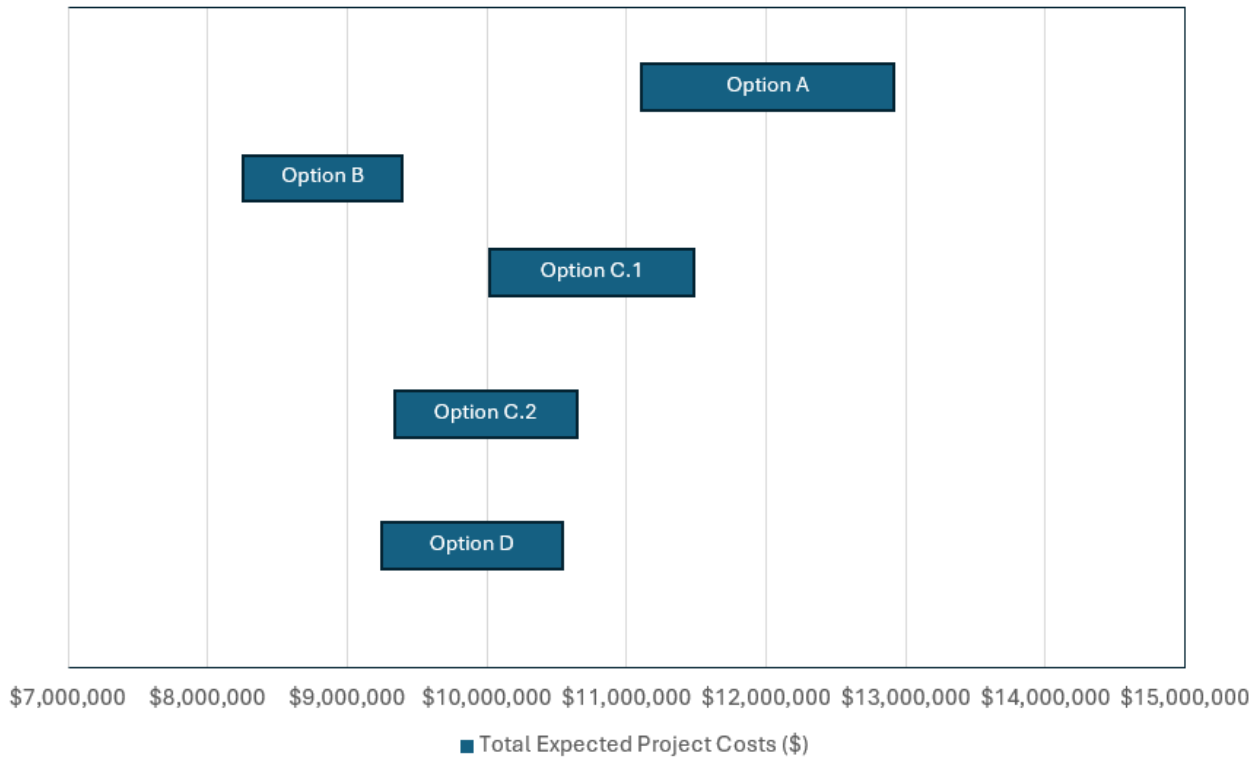


Figure 32: Total Expected Project Costs

There is a high level of uncertainty at this conceptual stage, and expected costs should be confirmed through iterative class C, B, and A cost estimates throughout the course of design development.

## 5.8 Non-Building Site Development Costs and Phasing Considerations

Since the project is anticipated to be carried out over three years with design in 2026, and construction through 2027 and into 2028, the funding is spread over three years. The City may elect to phase the project by building a portion of the project in the near term and defer remaining portions of the project until a later date when further funding is available. For example, there is approximately \$1.3m in expected costs associated with elements of the site development that are not related to the servicing of the building, the location of the building, or restoration of property following removal of existing house(s) that could be deferred. These elements include site grading, landscaping, playground equipment, and interpretive signage.

Figure 33 indicates expected project cost with non-building site development costs removed.

If the project is broken up into parts, phased, or delivered over a longer period of time, a premium would be anticipated and another review of costs should be conducted to understand the costs.

### Total Expected Project Costs (\$)

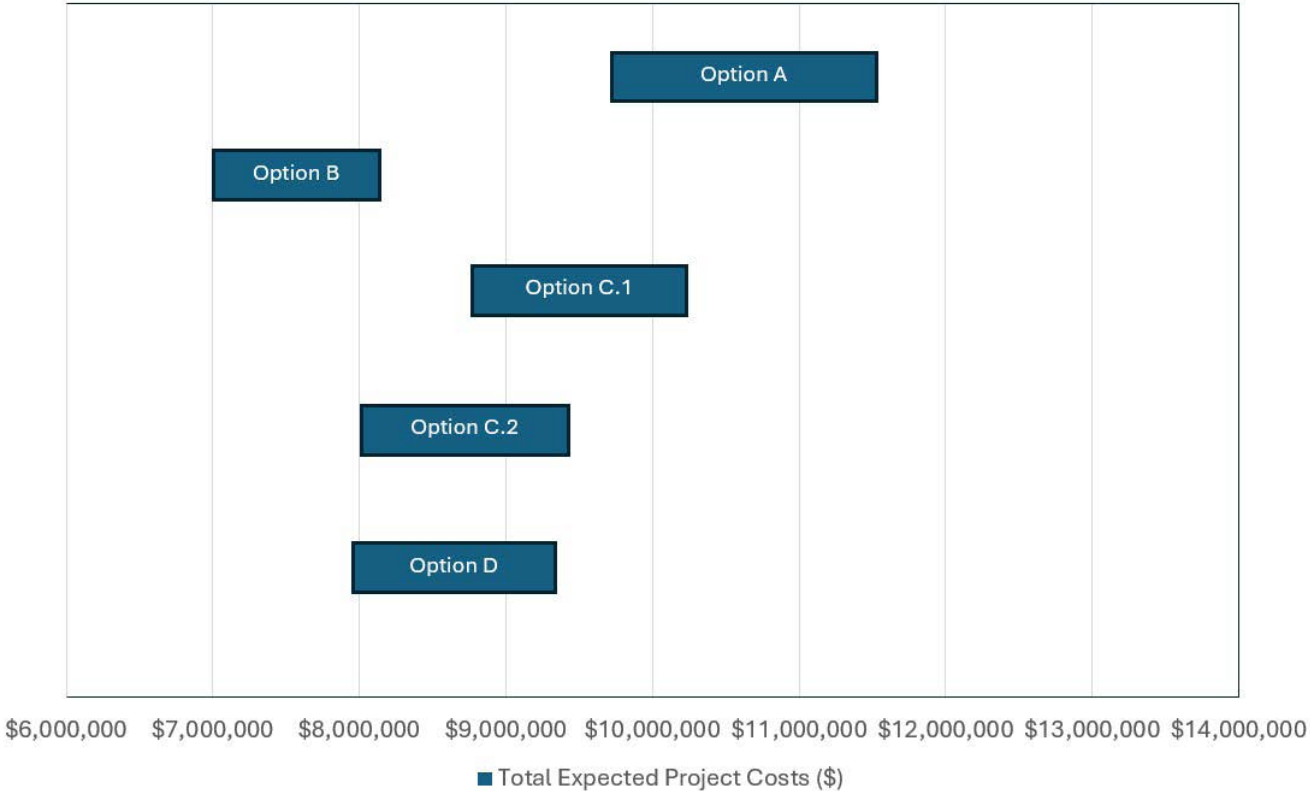


Figure 33: Total Expected Project Cost with Non-Building Site Development Costs Removed

## 6.0 SCHEDULE

It would generally be expected that the options with lower costs and smaller building programs would be able to be delivered in a shorter construction duration than those options with higher dollar, however, it is not expected that this would be significant (+/- 1 month). Option D is likely to have the shortest duration as work could progress on the renovation at the same time as the new building, however, for the purposes of comparison and to simplify the cost analysis, we have considered a single high level schedule for all options. The schedule assumes design and permitting will proceed through 2026 and construction will proceed through 2027 into 2028. This schedule can be seen in Appendix 1.

Some of the risks to the schedule would include timing for permits and approvals, coordination with third party utility providers, timely decisions by the project team, senior leadership, and Council.

This schedule assumes a design-bid-build project delivery. Another option could be to consider a Construction Management at Risk delivery model where a contractor is engaged early in the design phase, and early works permits are applied for ahead of the main building permit. This would allow the early works, typically underground and foundation works, to begin a few months ahead while the design progresses. This method would have the potential to pull back the end construction date by a few months, but is not guaranteed. There are risks associated with this method, such as changes coming as a result of proceeding with construction ahead of design being completed, or delays in the permitting process, and it would require that the City be onboard with a phased permitting approach. This option was not considered here as it is not expected there would be a large enough gain in schedule.

# APPENDIX 1 - GANNT CHART



Figure 34: Loudon Park

