



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** June 3, 2024
From: Martin Younis, B. Eng., M. Eng. **File:** 06-2050-20-HBSC/Vol 01
 Director, Facilities and Project Development
 Keith Miller
 Director, Recreation and Sports Services
Re: **Hugh Boyd Community Facility and Fieldhouse – Program, Site Selection, Form and Concept Design**

Staff Recommendations

1. That the program, Site A location, two-storey form and concept design as described in the staff report titled, “Hugh Boyd Community Facility and Fieldhouse – Program, Site Selection, Form and Concept Design,” dated June 3, 2024, from the Director, Facilities and Project Development and the Director, Recreation and Sport Services, be approved;
2. That the existing small fieldhouse be demolished as outlined in the report titled, “Hugh Boyd Community Facility and Fieldhouse – Program, Site Selection, Form and Concept Design,” dated June 3, 2024, from the Director, Facilities and Project Development and the Director, Recreation and Sport Services;
3. That the capital budget in the amount of \$19 million be approved and funded from the Growing Communities Reserve Fund (\$17,712,669) and Capital Building and Infrastructure Reserve (\$1,287,331) as outlined in the report titled, “Hugh Boyd Community Facility and Fieldhouse – Program, Site Selection, Form and Concept Design,” dated June 3, 2024, from the Director, Facilities and Project Development and the Director, Recreation and Sport Services; and
4. That the Consolidated 5 year Financial Plan (2024-2028) be amended accordingly.

Martin Younis, B. Eng., M. Eng.
 Director, Facilities and Project Development
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Keith Miller
 Director, Recreation and Sport Services
 (604-247-4475)

Att. 2

| REPORT CONCURRENCE | | |
|---|---|--------------------------------------|
| ROUTED TO: Finance Department Parks Services Sustainability | CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> | CONCURRENCE OF DEPUTY CAO |
| SENIOR STAFF REPORT REVIEW | INITIALS: | APPROVED BY CAO |

Staff Report

Origin

On February 13, 2018, staff presented a report titled “Hugh Boyd Field House Feasibility Study,” from the Interim Director, Parks and Recreation dated January 5, 2018, which proposed a fieldhouse of approximately 6,300 sq. ft. In response, a motion was carried to add “*a community facility of up to 10,000 sq. ft., which would incorporate a soccer fieldhouse*” to the previously approved list of Phase 2 Major Facility Projects (2016-2026), and the project was subsequently added to the 5 year capital plan as approved by Council.

Following the presentation of the stakeholder engagement plan at the July 10, 2023 Council meeting, staff hired an architectural firm and re-engaged the Hugh Boyd Building Committee (Building Committee) to confirm program priorities for a facility of up to 10,000 sq. ft.

The purpose of this report is to present the updated program, site options, concept design and budget for the new community facility and fieldhouse located in Hugh Boyd Community Park.

This report supports Council's Strategic Plan 2022-2026 Strategy #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

1.2 Advocate for the needs of Richmond in collaboration with partners and stakeholders.

This report supports Council's Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.

2.3 Ensure that both built and natural infrastructure supports sustainable development throughout the city.

This report supports Council's Strategic Plan 2022-2026 Focus Area #3 A Safe and Prepared Community:

Community safety and preparedness through effective planning, strategic partnerships and proactive programs.

3.4 Ensure civic infrastructure, assets and resources are effectively maintained and continue to meet the needs of the community as it grows.

This report supports Council's Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

This report supports the following action from the City of Richmond Wellness Strategy 2018-2023:

Foster healthy, active and involved lifestyles for all Richmond residents with an emphasis on physical activity, healthy eating, and mental wellness.

This report also supports the City's Recreation and Sport Strategy, Focus Area #4 Active People and Vibrant Places:

Natural and built environments within neighbourhoods in Richmond encourage connectedness and participation in recreation and sport. Action 4.3 Provide inclusive, safe and welcoming facilities and spaces for recreation and sport programs and services.

This report also supports the Richmond Circular City Strategy, Direction 1: Maximizing Ecosystem Services and Direction 5: Adaptive Built Environment:

1.3.1. Explore opportunities to foster the development of contemporary landscapes and architecture that incorporates natural and living materials while optimizing the use of land through policies, measures, and actions that promote their use.

5. Maximize the optimal use of construction materials and buildings, infrastructure, and land.

Background

In addition to serving as the primary location for many local sport groups' practices, home games and tournaments, the Hugh Boyd Community Park (the "Park") is well-utilized and valued by the Richmond community as a whole. The 41.66 acres Park includes sports fields, pitch and putt golf, basketball, pickleball and tennis courts, outdoor fitness, a playground, a secondary school and the West Richmond Community Centre. The sports fields contain two full-size artificial turf fields, two smaller artificial turf mini fields, two full-size grass fields and the current Hugh Boyd Fieldhouse (refer to Attachment 1).

The current 970 sq. ft. fieldhouse was built in 1969 (53 years old) and contains a concession stand, change rooms and washrooms. Due to challenges with its ageing infrastructure and poor condition, the facility is primarily used for storage and the cost to maintain its ageing systems are increasing.

The addition of a new community facility and fieldhouse in the Park will support the provision of community programs, support the day-to-day needs of multiple local sport user groups and offer opportunities to attract and host high-profile tournaments and sporting competitions. This centralized facility will support and promote community involvement and engagement by providing a more comprehensive solution for the growing needs of the community.

Program Development

As this facility will serve both local sport user groups and the broad community, representatives on the Building Committee included the following stakeholder groups:

- Richmond Sports Council
- Richmond Sport Hosting
- Richmond Soccer Association
- Richmond United Football Club
- Richmond Adult Soccer Association
- Richmond Chinese Soccer Association
- Hugh Boyd Secondary School
- Nations Cup Organizing Committee
- West Richmond Community Association (WRCA)
- Richmond School District

These organizations were previously on the Building Committee involved in the development of a concept design for this facility in 2015 and 2017, as well as a Feasibility Study in 2018. As per direction received at the Council meeting on May 13, 2024, an invitation has been extended to the Musqueam Indian Band to recommend a representative to participate in the Building Committee. At the time of writing this report, a response had not been received.

Over the past five months, four Building Committee workshops and several meetings with stakeholders were held, where the group, working alongside City staff and the Architect, reviewed the existing program, discussed gaps and/or missed opportunities, confirmed the program and developed the concept design.

To support the development of a program that meets the needs of the West Richmond community, additional analysis included a review of:

- Findings from the 2023 Community Services Community Needs Assessment;
- Current and future population projections for the West Richmond planning area;
- Program registration data for the West Richmond planning area;
- Sport participation levels and field utilization data; and
- Insights and learnings from site visits to Lower Mainland fieldhouse and sport facilities.

In conjunction with the Building Committee, program space allocations were developed to meet the following community needs:

- Support community programs;
- Meet the day-to-day needs of multiple local sport user groups;
- Allow for the opportunity to attract and host tournaments and sporting competitions; and
- Enhance the park and user experience, by improving sports activities and events viewing opportunities, and providing and improving access to centrally located washrooms.

The proposed program is outlined in Table 1.

Table 1: Proposed Program for the Hugh Boyd Community Facility and Fieldhouse

| Program Area | Summary | Proposed Program Size (sq. ft.) |
|--|---|--|
| Multipurpose Rooms | 2 rooms (1,400 sq. ft. + 800 sq. ft.) to support community programming and sport user groups | 2,200 |
| Change Rooms | 4 change rooms with showers and washrooms (wet) 4 flexible team rooms without showers or washrooms (dry) | 2,600 |
| Washrooms | Public washrooms to accommodate park users and facility visitors (Peak park usage is approximately 400 people per hour) | 735 |
| Administration Space | 2 office spaces to support community programming and sport user groups | 200 |
| Referee / First Aid Room | Support space for sport user groups | 150 |
| Concession and Food Servery | To provide food services and concession space for community program and events | 200 |
| Storage Space | Support space for two multipurpose rooms and sport user groups | 800 |
| Circulation and Support Space | Janitor room, circulation, corridors, stairs, elevators, mechanical/electrical | 3,625 |
| <i>Indoor Program Space 10,510 sq. ft.</i> | | |
| Outdoor Covered Viewing Area | Community gathering space that overlooks fields | 1,000 |
| <i>Total Floor Area – Indoor and Outdoor 11,510 sq. ft.</i> | | |

Multipurpose Rooms

There are two multipurpose spaces, which allow for activities to take place simultaneously and maximize space and program efficiency. The multipurpose spaces provide the space required for community use and programming, sport user group use, as well as rentals, adhering to the principles of the Richmond Circular City Strategy (RCCS) by maximizing building usage, ensuring adaptability to various needs and avoiding idle time.

The spaces are suitable for a variety of programs such as seniors wellness programs, parent and tot programs, and sport user group coaching and training clinics. Other uses may include rentals and special event space support.

Change Rooms

The program includes four team change rooms equipped with showers to cater to the diverse requirements of sports groups and events. In addition, there are four additional team rooms that would be versatile and adaptable, capable of accommodating a range of activities including changing, warm-ups, training sessions and team meetings.

Washrooms

The public washrooms will service the day-to-day needs of sport user groups and park patrons as well as accommodate higher traffic periods such as during weekends, events and tournaments. The desire for washroom proximity and visibility to/from the fields will be accommodated during detailed design.

Administration Space

Two office spaces have been accounted for. One will serve as an administration area to support community programming and use of the multi-purpose spaces on the second floor. The other will be used by the local sport user groups to support day-to-day and event hosting needs.

Referee / First Aid Room

One space for a combination referee and first aid room. This will double as a room for referees to change, and when needed, space to administer first aid.

Concession and Food Servery

The concession will provide adequate space for the types of events hosted by the local sport user groups. A food servery will support community programming and events taking place in the multipurpose spaces located on the second floor.

Storage Space

The storage spaces on the first floor will support field activities. Storage space on the second floor will accommodate both multipurpose rooms.

Circulation and Support Space

The circulation and support space includes stairs, corridors, a janitorial room and an elevator for access throughout the building.

Outdoor Covered Area

A covered viewing area has been incorporated. This space will promote connectivity between indoor and outdoor spaces, provide a sheltered area to view the fields, gather during events and facilitate social connections.

The proposed program is supported by the Building Committee, meets the identified community needs, best practices and trends, and accommodates both current and future population growth.

Concept Design

Form - Building Massing

Both one and two-storey building options were evaluated and considered during the stakeholder engagement process. As a viewing deck with sightlines to the surrounding sports fields was identified as a key program priority, a two-storey building was preferred by the Building Committee.

Minimizing impact to the surrounding park and organizing spaces on site in an optimal and efficient manner were also important to all the project stakeholders. The footprint of a building has a critical impact on the functionality of the program. A larger footprint provides maximum flexibility in space allocation but has the greatest impact on surrounding park and green space. On the other hand, a smaller footprint can limit flexibility and program synergies but minimizes impact on park and green space.

In reviewing the options, a building footprint of approximately 5,800 sq. ft. provides a balanced approach where program synergies can be realized through the allocation of program spaces and impacts on park and green space are minimized. A two-storey building, with a second floor viewing deck, is recommended by the Building Committee.

Preliminary massing or approximate program sizes are illustrated in Attachment 2. Interior layout with program adjacencies and efficiencies will be defined during detailed design.

Site Options

The Building Committee considered and assessed several facility location options for suitability with the program as outlined in Table 1. After reviewing and evaluating the sites against the following criteria, two sites were found to be significantly more advantageous:

- **Achieve the Program:** The preferred option must accommodate the preferred program to support the sport and community uses.
- **Connection and Views:** The preferred option should allow for safe access to the sports fields and afford viewing of the fields.
- **Operations and Accessibility:** The preferred option should allow for efficient and safe access by the public, operations staff, and service vehicles. The facility should be open, inviting and accessible to the public and park users.
- **Site and Tree Impacts:** The preferred option should illustrate a means to reduce or eliminate tree removal, maximizing integration with the natural ecosystem, enhancing the ecological services provided by the trees and surrounding natural environment, in line with the Richmond Circular City Strategy's Direction 1.
- **Maximize Success:** The preferred option should reduce risks and optimize the budget for building and program spaces.

Site A – Recommended

Centrally located between the Hugh Boyd Oval and the synthetic turf fields. Site A is the preferred location of the Building Committee. Figure 1 shows the approximate shape of the building and location of Site A in Hugh Boyd Community Park.

Figure 1: Site A – Aerial View from Northeast



Site B – Not Recommended

Located to the north of the Hugh Boyd Oval field and adjacent to the parking lot. Figure 2 shows the approximate shape of the building and location of Site B in Hugh Boyd Community Park.

Figure 2: Site B – Aerial View from Northeast



Both proposed locations achieve the proposed program, address accessibility needs and require the removal of mature trees. Site servicing requirements, underground utilities and proximity to an existing telecommunication monopole with associated equipment compound, were also evaluated. Table 2 provides an analysis of the opportunities and challenges with Site A and Site B.

Table 2: Site Options Comparison

| Site Options | Pros | Cons |
|---------------------------------|---|---|
| Site A (recommended) | <ul style="list-style-type: none"> • Accommodates the preferred program to support community and sport uses • Preferred location of Building Committee • Best views of most fields • Optimal connectivity and access to sports fields • Best access from sports fields to change rooms and storage | <ul style="list-style-type: none"> • Requires the removal of approximately 9 mature trees • Closer to existing telecommunication monopole |
| Site B | <ul style="list-style-type: none"> • Accommodates the preferred program to support community and sport uses • Good views and access to Hugh Boyd Oval • Lowest risk to building construction and surrounding fields conflicts (i.e. underground utilities) | <ul style="list-style-type: none"> • Not preferred location of Building Committee • Less optimal connectivity and access to synthetic turf fields • Requires the removal of approximately 5 mature trees |

For both site options, the following will be included in the project:

- Rick Hansen Foundation Accessibility Certification™, including:
 - The gravel area in Parking Lot 1 will be paved to improve accessibility and condition; and
 - Access to both floors is provided with an elevator usable by everyone.
- In accordance with the Public Art Program Policy No. 8703, the project budget includes an allocation of one per cent of the construction budget for public art to be integrated with the new Hugh Boyd Community Facility and Fieldhouse. The one per cent public art contribution for this project is \$190,000 should Council approve the proposed capital request of \$19 million.

Sustainable Initiatives

Targeting the Passive House Standard

The Hugh Boyd Community Facility and Fieldhouse will target the certified Passive House standard:

- The most rigorous voluntary, energy-based building performance standard in the design and construction industry;
- Minimizes heating and cooling energy through passive measures like building massing, insulation, triple-glazed windows, passive solar energy, shading and elimination of thermal bridges in the building envelope;
- Buildings are airtight and utilize highly efficient heat-recovered mechanical ventilation that provides fresh, filtered air to indoor spaces, ensuring pollutants and odours are removed from the building while maintaining a comfortable indoor air temperature; and
- These measures help ensure that this building will be more resilient to the negative effects of climate change.

The current approach to incorporate high performance attributes into new civic facility or space design and construction is the Leadership in Energy and Environmental Design (LEED) Gold Certification. The Passive House design methodology and performance standard provides increased energy efficiencies of up to 90% compared to a minimum code-compliant building, versus LEED, which provides increased energy efficiencies of up to 30% compared to a minimum code-compliant building. Passive House also provides an 85-95% reduction of greenhouse gas (GHG) emissions by reducing overall energy use by up to 70% annually compared to a code compliant building. Passive House significantly decreases the size of the mechanical loads, thereby reducing annual energy use and operating costs.

The 10,000 sq. ft. fieldhouse is a size well-suited to the Passive House standard. Passive House aligns with and furthers Policy 2307, which aims to “*incorporate high performance attributes into new civic facility or space design and construction to the maximum extent,*” and “*construct net zero energy and carbon neutral corporate buildings by 2030.*” Staff will reference the LEED framework as a guide to inform the design of this facility, while ensuring reductions in operational costs are achieved with Passive House standards.

Circular Economy Integration

The proposed Hugh Boyd Community Facility and Fieldhouse will integrate circular economy principles by maximizing space usage and adaptability, reducing idle time and allowing for future flexibility. The project also will use low-carbon circular materials where possible to reduce embodied carbon. The approach also involves identifying best practices in construction waste management.

Demolition – Existing Hugh Boyd Fieldhouse

The existing fieldhouse will continue to remain available during construction of the new facility. A building condition assessment was completed, which determined the building has reached end of life and is in poor condition. Costs to renovate and maintain the small fieldhouse are approximately \$350,000, while the cost to demolish is approximately \$120,000.

The existing small fieldhouse is primarily being utilized as storage for user groups. As the new facility provides storage space and additional program spaces to serve user groups, staff recommend that on completion and opening of the new facility, the existing fieldhouse be decommissioned and demolished.

The management of waste and recyclable materials from demolition activities will be carried out in accordance with Council Policy 2308, which targets a waste diversion rate of 80 per cent by weight for major civic facility renovations, and the Richmond Circular City Strategy, which supports recycling and repurposing materials from the old fieldhouse wherever possible, adhering to circular economy practices.

Tree Management Plan

The project arborist surveyed 137 trees located in the northwest quadrant of the Hugh Boyd Park, to review potential impacts for the proposed fieldhouse.

If Site A is chosen, the project will require the removal of approximately nine Linden trees that are currently planted on a berm. Even though they are in good condition, due to their size, they are not suitable for arboricultural relocation. The City will plant replacement trees at a 3:1 ratio at appropriate locations within the Park. The final location of the replacement trees will be confirmed during the detailed design stage of the project.

Regular protection, maintenance and monitoring of all trees, including those that will be retained and replaced, will be carried out for the entire duration of the project.

Financial Impact

Project Budget

This project was approved by Council in the 5 year plan capital budget, and consistent with that approval the recommended capital budget for the new facility is \$19 million (2024 dollars). For an added degree of cost certainty, staff continued utilizing two independent cost experts, a quantity surveyor and a construction manager, to update preliminary project cost estimates based on the recommended building formation and location.

Funding Sources

The project is recommended to be funded from the Growing Communities Reserve Fund and the Capital Building and Infrastructure Reserve as outlined in the table below, and the Consolidated 5 year Financial Plan (2024-2028) be amended accordingly.

Table 3: Proposed Funding Sources

| Funding Source | Amount |
|---|---------------------|
| Growing Communities Reserve Fund | \$17,712,669 |
| Capital Building and Infrastructure Reserve | \$1,287,331 |
| Total | \$19,000,000 |

In March 2014, the City received a \$150,000 contribution from the Richmond Youth Soccer Association (now Richmond United Football Club, the “Club”) designated for the Hugh Boyd clubhouse or for other capital projects, capital, and/or non-capital (operational) uses directed by Richmond Youth Soccer Association. Through continued engagement and collaboration, staff will work with the Club, to allocate these funds towards value-added and complementary enhancements to the new facility, and will amend the Consolidated 5 Year Financial Plan accordingly.

Operating Budget Impact

A detailed operating plan, including program and service levels with the proposed OBI, will be submitted to Council for consideration in a future report.

Next Steps

Upon Council approval of the recommended program, site, concept design and capital budget, staff will continue to consult with the Building Committee and other subject matter experts to commence the development of the building character and detailed design.

In accordance with Council Policy No. 2016, Naming of Public Buildings – Parks or Places, staff will also develop a facility naming recommendation. Reports will be provided for Council consideration in Q4 2024. Staff resources will be created as necessary, with funding from the approved project capital budget, to provide the capacity for managing the concept and detailed design development and future implementation of the project through the annual budget process.

Conclusion

The recommended program, building formation and location are the results of a collaborative engagement process. The addition of a community facility in Hugh Boyd Community Park supports the provision of community programs, supports the day-to-day needs of multiple local sport user groups and offers opportunities to attract and host high-profile tournaments and sporting competitions. Design and construction of the new project are estimated to take three years to complete, projected to be ready for occupancy in 2027.



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Att. 2

- Att. 1: Existing Site Plan – Hugh Boyd Community Park
- 2: Preliminary Massing Diagrams

Preliminary Massing Diagrams

Preliminary massing diagrams provided, illustrate the approximate program size. They do not present final program layout or locations of spaces. Interior layout and room adjacencies will be defined during detailed design.

Total Area: 10,510 GFA (975 SM) - 2 storeys

