



# City of Richmond

## Report to Committee

**To:** General Purposes Committee **Date:** May 30, 2014  
**From:** Serena Lusk **File:** 06-2052-55-01/Vol 01  
 Senior Manager, Recreation and Sport Services  
 Jim V. Young, P. Eng  
 Senior Manager, Project Development

**Re:** **Guiding Principles and Options for Configuration of Key Program Elements for Minoru Recreation Complex**

### Staff Recommendation

That:

1. The Guiding Principles as described in attachment 1 of the report, "Guiding Principles and Options for Configuration of Key Program Elements for Minoru Recreation Complex," dated May 30, 2014 from the Senior Manager, Recreation and Sport Services and the Senior Manager, Project Development, be endorsed.
2. Option 2 as described in the report, "Guiding Principles and Options for Configuration of Key Program Elements for Minoru Recreation Complex," dated May 30, 2014 from the Senior Manager, Recreation and Sport Services and the Senior Manager, Project Development, be endorsed.

Serena Lusk  
 Senior Manager, Recreation and Sport Services  
 (604-233-3344)

Jim V. Young, P. Eng.  
 Senior Manager, Project Development  
 (604-247-4610)

Att. 2

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Community Social Development Parks Services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b>	<b>APPROVED BY CAO</b>

## Staff Report

### Origin

On November 12, 2013, Council made the following resolution:

*The following Major Capital Facilities Program Phase 1 projects be endorsed and included in the City's 2014 budget process for Council consideration and described in the staff report titled, "Major Capital Facilities Program Phase 1," dated May 31, 2013 from the Director, Engineering:*

- a. *A co-located Aquatics and Older Adults' Centre at Minoru 2 Field in Minoru Park (as shown in Attachments 4 & 5 and described in the staff report titled, "Minoru Older Adults and Aquatic Centre Site Selection," dated October 30, 2013 from the General Manager, Community Services and the General Manager, Engineering & Public Works.*

Council subsequently approved the following items related to the project:

- a. Capital budget (December 9, 2013);
- b. Award of Architectural and Engineering Services (March 10, 2014); and
- c. Public Engagement Plan – including establishment of stakeholder and building advisory committees (March 10, 2014).

Work on implementing all elements of the project has been ongoing since Council approvals were received.

To maintain the overall project schedule including opening a new Minoru Older Adults Centre and Aquatic Centre in the fall of 2017, it is expected that additional Council approvals will be sought for the following future milestone decisions in 2014:

- a. Functional Space Program – July 2014
- b. Form and Character – October 2014

The purpose of this report is to seek Council's endorsement of the guiding principles for the project and receive direction on the most appropriate configuration of the key program elements in order to allow a detailed functional space program to be developed for Council's consideration.

### Background

The November 2013 Council resolution referred to a co-located aquatic and older adults centre. This option was further described in the report as a facility that would include the aquatic centre, older adults centre and the Minoru Pavilion. The Pavilion was added to the program because the selected site would require the demolition of this facility.

Since approval of the capital program by Council, the following work has occurred on the project:

*Site Enabling Works*

- Award of Architectural and Engineering Services is completed.
- Tenders have been received for temporary relocation of the electrical controls currently located in the Pavilion.
- Tenders have been received for supply and installation of temporary washrooms, change rooms and storage space.
- Arrangements have been made to cut and cap the existing watermain that is currently in the proposed Older Adults Centre and Aquatic Centre building footprint.
- Tender preparation for turf removal, pavilion demolition and pre-load installation is in progress.

*Field Relocation Project*

- Award of the field relocation design/build contract and supply of artificial turf has been completed.
- Design/build process is underway with completion anticipated for October 2014.

*Programming/Space Planning*

- Stakeholder and Building Technical Advisory committees have been established.
- Meetings with nine community stakeholder groups occurred during April 2014.
- Development of preliminary programming and space allocation plans are underway.

**Analysis**

Guiding Principles

The proposed guiding principles for this project were developed based on a review of best practises and trends in recreation facilities, preliminary work done on the project to date and feedback received during the initial stakeholder consultation process.

In particular, the current trend in recreation facility design is towards facilities where space is designed for multiple uses and users. Through programming, spaces are then allocated to specific uses or users. Trends around services to older adults point to providing neighbourhood-based services to allow older adults to 'age in place'. Centralized services then provide support and leadership but do not need to meet all community needs in one location.

The proposed Guiding Principles (Attachment 1) are as follows:

**1. Be Exceptional**

Design and build an iconic, innovative and well-functioning centre for aquatics, older adults and community sport development that creates a sense of place and speaks to its surroundings.

**2. Be Sustainable**

Reflect sustainability principles through all stages of the project:

- Financial – Deliver the project on time and on budget.
- Social – Ensure decisions are transparent, responsive to community input and contribute to community development through public engagement.
- Environmental – Consider options for construction and future operations that deliver exceptional energy management and improve and respect the natural environment.

**3. Be Accessible**

Prioritize cultural and physical accessibility and ensure spaces and places are designed with all aspects of accessibility in mind.

**4. Be “A Centre of Excellence” for Active Living and Wellness**

Demonstrate that Richmond is the best place for residents to play, live a long and healthy active life, raise their family and achieve their highest potential by reflecting a “Sport for Life” model.

**5. Be Synergistic**

Take advantage of the opportunity to create synergy among users and uses while being sensitive to unique needs. Ensure multi-purpose spaces facilitate excellence and ensure appropriate, dedicated spaces are available where needed.

**6. Be Connected**

Improve the urban realm and respect the history and uses in Minoru Park while integrating public art, transportation, circulation improvements and connections to the outdoors and nature to benefit all visitors to the Civic Precinct.

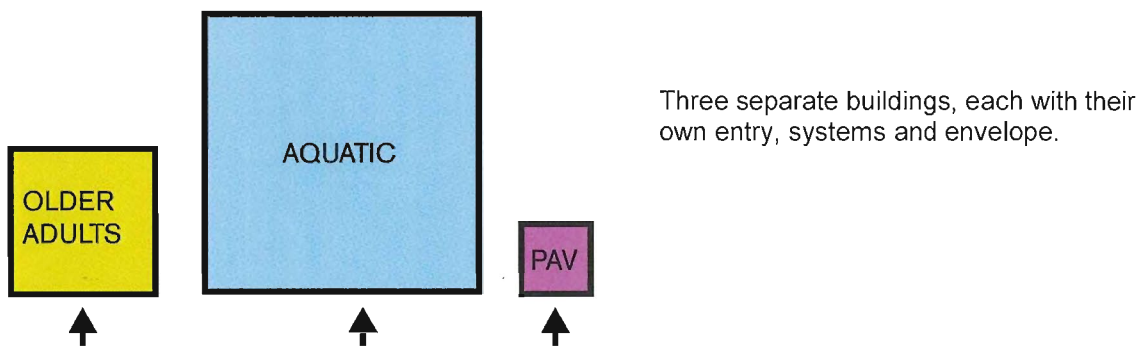
These guiding principles are intended to provide overall direction in the program development, design, construction methodology and eventual operations. They are applicable to any of the potential configuration options described in the remainder of the report.

Configuration Options

On November 12, 2013 Council approved funding of \$79.6 million plus a multi-project contingency to design and construct a new aquatics centre, older adults centre and to replace Minoru Pavilion. The funding request was based on a co-located facility with area allocations of 68,000 ft<sup>2</sup> for aquatics, 33,000 ft<sup>2</sup> for older adults and 8,000 ft<sup>2</sup> for the pavilion (109,000 ft<sup>2</sup> total area). The November 12, 2013 report also noted that any changes to these areas would necessitate a revision to the approved budget.

Since that report, additional configuration options have been identified for Council’s consideration. These options have been prepared on the basis of the previously approved Council reports.

Option 1



Option 1 represents three discrete buildings for each major program element. As confirmed by the City’s construction manager, the building area that can be constructed under the fixed budget of \$79.6 million plus contingency is reduced by approximately 10% to 15% - instead of a 109,000 ft<sup>2</sup> co-located building, three buildings would comprise a reduced area range of 93,000 ft<sup>2</sup> to 98,000 ft<sup>2</sup>.

Along with square footage, programmable area with three discrete buildings is also reduced given the increase in support space needs such as individual reception spaces for each building, separate mechanical and electrical rooms for each building and circulation space needs for each building.

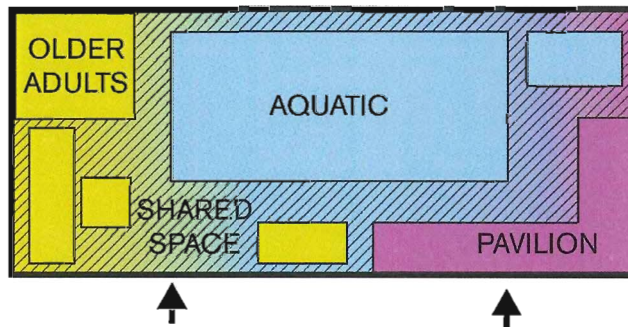
Pros:

- Use of spaces is clearly defined and designed to meet specific needs.
- The need for cooperation among users is limited so operating relationships are clear.
- Tenant spaces can be rented to tenants specifically serving the key market in each building.

Cons:

- Overall square footage and programmable space are not as high as they would be in a shared space.
- Building support functions are duplicated over multiple facilities.
- Three discrete buildings create a larger footprint on the site and reduce the available open space.
- Operating cost efficiencies are not achieved in areas such as staffing, cleaning, maintenance, heating and cooling.

**Option 2**



One building with dedicated functional areas, integrated program spaces and shared support services.

Option 2 represents a single building with portions of the space allocated to more than one of the key program elements. For example, some rooms may be used for the older adults centre during the day and aquatic centre uses in the evening increasing the intensity of use and, potentially, operating revenues. A building with an area of approximately 109,000 ft<sup>2</sup> can be constructed within the approved budget using this option. Programmable spaces can be maximized through multi-user rooms while specific user needs for spaces such as games rooms, art studio and volunteer spaces, can be accounted for in dedicated spaces.

In this option, shared spaces are expected to be:

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Changerooms</li> <li>• Washrooms</li> <li>• Reception/Front of House</li> <li>• Staff Areas</li> <li>• Commercial Kitchen/Food Services</li> <li>• Storage</li> <li>• Back of house functions such as loading areas and waste management</li> </ul> | <ul style="list-style-type: none"> <li>• Fitness Centre</li> <li>• Some multi-purpose rooms</li> <li>• Lobby</li> <li>• Support Spaces (hallways, access/egress, elevators)</li> <li>• Mechanical/Electrical/IT Rooms</li> </ul> |
|--|--|

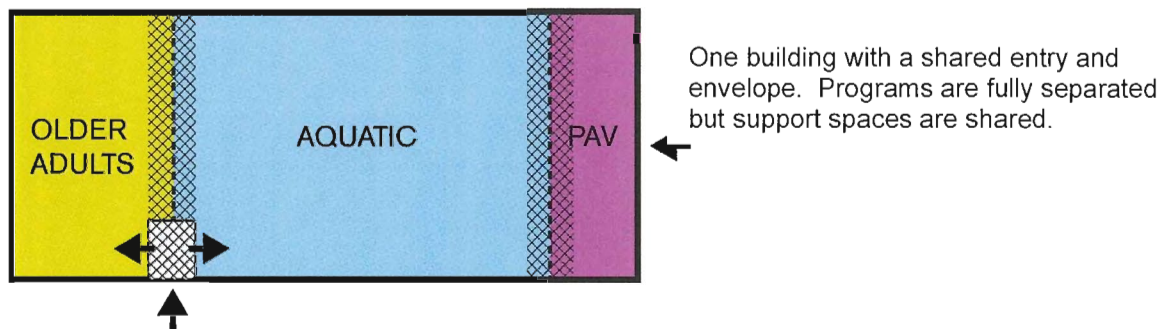
All other spaces are expected to be dedicated to each of the three program areas – older adults, aquatics, and pavilion. The functional space program will further define separate and dedicated spaces.

Pros:

- Programmable space is maximized as there is no duplication of support spaces and multi-function spaces can be allocated through programming.
- Flexibility to respond to changes in demographics or community needs is maintained.
- Consistent with trends and best practises in recreation facility design.

Cons:

- The need for cooperation among user groups and individual users is high.
- Spaces are not clearly defined and some compromises in individual program needs may be required.

Option 3

Option 3 represents a co-located, single building with assigned spaces specific to aquatics, older adults and the pavilion. The building area of 109,000 ft<sup>2</sup> is achievable within the approved budget.

Programmable space under this option would be less than in Option 2 due to the need to duplicate some functions for each program element.

In this option, shared spaces would likely include the following program elements:

- Staff Areas
- Storage
- Commercial Kitchen
- Back of house functions such as loading areas and waste management
- Mechanical/Electrical/IT Rooms

All other spaces are anticipated to be dedicated to each of the individual program elements in this option.

Pros:

- Programmable space is greater than it would be with three separate buildings because support spaces are shared.
- Changes could be made in the future to building functions as demographics and community need change.
- Tenant spaces can be designed to serve multiple markets and revenue can be maximized.

Cons:

- Because spaces are designed for specific uses, future flexibility is limited somewhat.
- User groups and individuals must cooperate around items such as facility operating costs.

**Evaluation**

Staff developed criteria to evaluate each option. The criteria and evaluation table is included as Attachment 2 to this report.

Option 2 is recommended as it provides for the least duplication of support spaces therefore increasing the programmable space available to all users. It is also consistent with trends and best practices and provides the most flexibility to the City for the future as needs and demographics change.

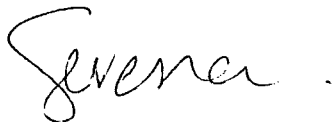
Option 2 provides an opportunity, through future programming and operating agreements, to assign spaces where it makes sense to individual user groups. A collaborative framework for planning will assist in ensuring that spaces are designed and operated in a manner that meets current and future stakeholder needs.

**Financial Impact**

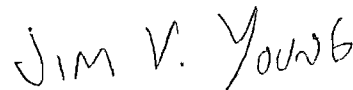
There is no financial impact.

**Conclusion**

Endorsing the guiding principles and Option 2 for configuration of the key program elements will provide direction for the project team to continue its work towards completing the functional space program for Council's consideration.



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Att. 1: Guiding Principles  
Att. 2: Option Evaluation



# Minoru Recreation Complex

## Guiding Principles:

### 1. BE EXCEPTIONAL



Design and build an extraordinary, innovative and well-functioning centre for aquatics, older adults and community sport development that creates a sense of place and speaks to its surroundings.

### 2. BE SUSTAINABLE

Reflect sustainability principles through all stages of the project:



- **FINANCIAL** - Deliver the project on time and on budget



- **SOCIAL** - Ensure decisions are transparent, responsive to community input and contribute to community development through public engagement



- **ENVIRONMENTAL** - consider options for construction and operations that deliver exceptional energy management and improve and respect the natural environment.

### 3. BE ACCESSIBLE



Prioritize cultural and physical accessibility and ensure spaces/ places are designed with all aspects of accessibility in mind.

### 4. BE "A CENTRE OF EXCELLENCE FOR ACTIVE LIVING AND WELLNESS"



Demonstrate that Richmond is the best place for residents to play, live a long and healthy active life, raise their family and achieve their highest potential by reflecting a 'Sport for Life' model.

### 5. BE SYNERGISTIC



Take advantage of the opportunity to create synergy among users and uses while being sensitive to unique needs. Ensure multi-purpose spaces facilitate excellence and ensure appropriate, dedicated spaces are available where needed.

### 6. BE CONNECTED



Improve the urban realm and respect the history and uses in Minoru Park while integrating public art, transportation, circulation improvements and connections to the outdoors and nature to benefit all visitors to the Civic Precinct.

**Option Evaluation**

Comparison factors that assisted in evaluating each configuration option are listed below:

1. Ratio of programmable space to circulation and support spaces
  - What is the amount of space needed for circulation and support versus the space available to users for programming?
2. Intensity of use of programmable spaces
  - How available are spaces for use at all times of day and to multiple users or uses?
3. Operating costs
  - How are similar uses connected to allow for efficiencies in operating cost items such as staffing, cleaning, maintenance, heating and cooling?
4. Consistency with trends and best practises
  - How consistent is the building configuration with general recreation trends and those related to the key program elements?
5. Provision for future flexibility
  - How flexible is the facility(s) to change as community needs and demographics change?
6. Ease of cooperation
  - How much cooperation and coordination among users will be required to ensure programs and services are successful?
7. Opportunity for revenue generation
  - How much visibility and market will the facility(s) provide to create revenue generating opportunities for the City and tenants?
8. Maximization of open space
  - What level of impact will the building configuration have on the availability of open space on the site?

**Table 1: Comparison of Configuration Options**

		<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
1.	Ratio of programmable space to circulation and support space	Low	High	Medium
2.	Intensity of use of programmable Spaces	Medium	High	High
3.	Operating efficiencies	Medium	High	High
4.	Consistency with best practises	Low	High	Medium
5.	Provision for future flexibility	Low	High	Medium
6.	Ease of cooperation	High	Medium	Medium
7.	Opportunity for revenue generation	Low	High	High
8.	Maximization of open space	Low	High	High