



**General Purposes Committee
Electronic Meeting**

**Anderson Room, City Hall
6911 No. 3 Road**

**Tuesday, July 2, 2024
4:00 p.m.**

Pg. # ITEM

MINUTES

GP-4 *Motion to adopt the **minutes** of the meeting of the General Purposes Committee held on June 17, 2024.*



PRESENTATION

1. Yannick Simovich, Board Chair, Tourism Richmond, and Nancy Small, CEO, Tourism Richmond, to provide an update on the tourism sector in Richmond and Tourism Richmond’s plans and initiatives.

FINANCE AND CORPORATE SERVICES DIVISION

2. **DEVELOPMENT OF A RICHMOND TOURISM MASTER PLAN**
(File Ref. No. 08-4150-01) (REDMS No. 7706191)

GP-12

See Page GP-12 for full report

Designated Speaker: Jill Shirey and Katie Ferland

STAFF RECOMMENDATION

That the approach to developing a Richmond Tourism Master Plan, including the guiding principles, as outlined in the staff report titled, “Development of a Richmond Tourism Master Plan,” dated June 10, 2024, from the Director, Business Services, be endorsed.



DEPUTY CAO'S OFFICE

3. **HUGH BOYD COMMUNITY FACILITY AND FIELDHOUSE – PROGRAM, SITE SELECTION, FORM AND CONCEPT DESIGN**
(File Ref. No. 06-2050-20-HBSC) (REDMS No. 7671729)

GP-17

See Page GP-17 for full report

Designated Speaker: Martin Younis and Keith Miller

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.*



General Purposes Committee Agenda – Tuesday, July 2, 2024

Pg. # ITEM

ADDED	4.	CAPITAL PROJECTS DELIVERY PERFORMANCE (File Ref. No. 10-6000-01) (REDMS No. 7735903)
GP-31		See Page GP-31 for full report
		<i>Designated Speaker: John Irving</i>
		STAFF RECOMMENDATION
		<i>That the report titled “Capital Projects Delivery Performance” from the Deputy CAO, dated June 27, 2024, be received for information.</i>

COUNCILLOR KASH HEED

ADDED	5.	BLUE-RIBBON OVERSIGHT COMMITTEE (File Ref. No.)
GP-44		See Page GP-44 for background materials
		MOTION
		(1) <i>That the City of Richmond establish a Blue-Ribbon Oversight Committee for the effective management and execution of Richmond publicly funded infrastructure projects exceeding \$50 million;</i>
		(2) <i>That the City of Richmond appoint five individuals with diverse expertise in major infrastructure projects to serve on the Blue-Ribbon Oversight Committee;</i>
		(3) <i>That the Blue-Ribbon Oversight Committee meet quarterly and receive remuneration similar to standard rates for Government committees;</i>
		(4) <i>That Council direct the CAO to determine protocols required for the committee including selection, staff resources, and reporting mechanism to Council; and</i>
		(5) <i>That the Blue-Ribbon Committee initiate oversight of the Steveston Community Center and Work’s Yard replacement projects as soon as practicable.</i>

ADJOURNMENT



General Purposes Committee

- Date: Monday, June 17, 2024
- Place: Anderson Room
Richmond City Hall
- Present: Mayor Malcolm D. Brodie, Chair
Councillor Chak Au (via teleconference)
Councillor Carol Day
Councillor Laura Gillanders
Councillor Kash Heed
Councillor Andy Hobbs
Councillor Alexa Loo
Councillor Bill McNulty
Councillor Michael Wolfe
- Call to Order: The Chair called the meeting to order at 4:02 p.m.

MINUTES

It was moved and seconded
That the minutes of the meeting of the General Purposes Committee held on June 3, 2024, be adopted as circulated.

CARRIED

1. **RESPONSE TO PROVINCIAL HOUSING BILLS: SMALL-SCALE MULTI-UNIT HOUSING (SSMUH) ZONING DISTRICT BYLAW AND ASSOCIATED ZONING BYLAW AMENDMENTS**
(File Ref. No. 08-4045-30-02) (REDMS No. 7686824)

Staff provided an overview on the report highlighting that:

- Bill 44 introduces amendments to zoning bylaws in affected areas to permit Small-Scale Multi-Unit Housing (SSMUH) development;
- affected areas include lots where current zoning does not permit the minimum number of units as prescribed by the Province;

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- the Province requires that the minimum number of housing units on a lot are three to six units depending on residential lot size;
- for these areas, no minimum on-site parking is allowed;
- staff suggests that a new zoning district (RSM) for single-family zoned properties be introduced to allow anywhere from three to six units depending on lot size and proximity to frequent transit;
- prioritize rental by limiting stratification to duplex-zoned lots;
- the built form regulations will help maintain house-like form and scale that would keep with existing neighbourhood development; and
- properties that are located in an environmentally sensitive area (ESA), are an irregular shape, or encroaches into the setback area will require an application for a Development Permit.

In reply to queries from Committee, staff advised that:

- the current ESA maps will be revised as part of the OCP stage;
- the City's lot coverage, impermeable pavement coverage and live plant material policies would all apply for outdoor green infrastructure, adding that each unit requires a combination of private and shared common space;
- home owners/builders can stratify the units by applying for a rezoning application for Council consideration;
- once bylaws are adopted by Council, the bylaws would pre-zone approximately 25,000 properties that would allow a property owner to build three to six units on the lot;
- staff will be contacting the affected properties with information on upcoming consultation sessions, adding that social media campaigns and advertising will also be conducted to inform residents, small builders, and other stakeholders about upcoming meetings;
- utility infrastructure can be supported;
- staff have applied for a compliance exemption for the Steveston neighbourhood until 2030;
- provide enhanced flexibility for multiplex development, adding single family development will remain unchanged; and
- the Affordable Housing Strategy will be impacted, noting density bonus and/or cash in lieu.

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Discussion ensued with respect to the DP process, FAR, housing affordability/ownership, rental tenure, and stratification. Staff noted that they have reviewed the Provincial guidelines and have taken into account Richmond's lack of laneways, basements, and floodplain, in adjacency to other established neighbourhoods noting that modifications can be brought forward once the base bylaws are adopted and consultation with the public, small builders and stakeholders have occurred.

It was moved and seconded

- (1) *That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579 be introduced and given first reading;*
- (2) *That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579, having been considered in conjunction with:*
 - (a) *the City's Financial Plan and Capital Program; and*
 - (b) *the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;*

is hereby found to be consistent with said program and plans, in accordance with Section 477(3)(a) of the Local Government Act;
- (3) *That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579, having been considered in accordance with Section 475 of the Local Government Act and the City's Official Community Plan Bylaw Preparation Consultation Policy 5043, is found not to require further consultation;*
- (4) *That Richmond Zoning Bylaw 8500, Amendment Bylaw 10573, to introduce a new zoning district for small-scale multi-unit housing, and associated amendments required to comply with the requirements of Bill 44 (Housing Statutes (Residential Development) Amendment Act, 2023), be introduced and given first, second and third reading, and be adopted;*
- (5) *That Building Regulation Bylaw 7230, Amendment Bylaw 10572 be introduced and given first, second and third reading;*
- (6) *That Development Cost Charges Imposition Bylaw 9499, Amendment Bylaw 10577 be introduced and given first, second and third reading;*
- (7) *That, subject to adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10573, the Minister of Housing be provided with:*
 - (a) *notification in writing of the bylaw amendments included in the report titled "Response to Provincial Housing Bills: Small-Scale Multi-Unit Housing (SSMUH) Zoning District Bylaw and Associated Zoning Bylaw Amendments" from the Director, Policy Planning dated June 12, 2024, as required to demonstrate compliance with Bill 44 (Housing Statutes*

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(Residential Development) Amendment Act, 2023); and

- (b) the location of exempted properties and associated legislative provisions permitting the exemptions; and*
- (8) That staff monitor the implementation of the bylaw amendments and report back to Council as further developments occur.*

The question on the main motion was not called as discussion ensued in regards to stratification. As a result of the discussion, the following **amendment motion** was introduced:

It was moved and seconded

That the main motion be amended to add:

- (9) That stratification of all units be permitted and that staff be directed to provide an analysis on stratification and rental tenure options.*

The question on the amendment motion was not called as discussion ensued regarding the analysis of (i) affordable housing options, (ii) attainable home ownership, (iii) the number of stratified units and secondary rental units, and (iv) the operations and maintenance of stratified units.

The question on the **amendment motion** was then called and it was **CARRIED** with Cllrs. Day and Wolfe opposed.

The question on the main motion as amended, which reads as follows:

- (1) That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579 be introduced and given first reading;*
- (2) That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579, having been considered in conjunction with:
 - (a) the City's Financial Plan and Capital Program; and*
 - (b) the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;**

is hereby found to be consistent with said program and plans, in accordance with Section 477(3)(a) of the Local Government Act;

- (3) That Richmond Official Community Plan Bylaw 9000, Amendment Bylaw 10579, having been considered in accordance with Section 475 of the Local Government Act and the City's Official Community Plan Bylaw Preparation Consultation Policy 5043, is found not to require further consultation;*

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- (4) *That Richmond Zoning Bylaw 8500, Amendment Bylaw 10573, to introduce a new zoning district for small-scale multi-unit housing, and associated amendments required to comply with the requirements of Bill 44 (Housing Statutes (Residential Development) Amendment Act, 2023), be introduced and given first, second and third reading, and be adopted;*
- (5) *That Building Regulation Bylaw 7230, Amendment Bylaw 10572 be introduced and given first, second and third reading;*
- (6) *That Development Cost Charges Imposition Bylaw 9499, Amendment Bylaw 10577 be introduced and given first, second and third reading;*
- (7) *That, subject to adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 10573, the Minister of Housing be provided with:*
 - (a) *notification in writing of the bylaw amendments included in the report titled “Response to Provincial Housing Bills: Small-Scale Multi-Unit Housing (SSMUH) Zoning District Bylaw and Associated Zoning Bylaw Amendments” from the Director, Policy Planning dated June 12, 2024, as required to demonstrate compliance with Bill 44 (Housing Statutes (Residential Development) Amendment Act, 2023); and*
 - (b) *the location of exempted properties and associated legislative provisions permitting the exemptions;*
- (8) *That staff monitor the implementation of the bylaw amendments and report back to Council as further developments occur; and*
- (9) *That stratification of all units be permitted and that staff be directed to provide an analysis on stratification and rental tenure options.*

was then called, and it was **CARRIED**.

As a result of the discussion, the following **referral motion** was introduced:

It was moved and seconded

That staff be requested to explore options to increase density, such as 1.0 and 1.2 Floor Area Ratio (FAR), using different heights and different lot coverages and also to compare options if the existing height and setback requirements were to remain without specifying a maximum FAR.

The question on the referral motion was not called as discussion ensued with respect to the proposed bylaws and increased density.

The question on the referral motion was then called and it was **CARRIED** with Cllr. Day opposed.

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2. **RESPONSE TO PROVINCIAL HOUSING BILLS: TRANSIT-ORIENTED AREAS (TOA) DESIGNATION BYLAW AND ASSOCIATED ZONING BYLAW AMENDMENTS**
(File Ref. No. 08-4045-30-02) (REDMS No. 7643794)

Staff provided an overview on the report highlighting that:

- Bill 47 introduces a Transit-Oriented Area (TOA) bylaw to remove parking minimums by June 30, 2024, to increase residential density around transit hubs;
- the Province sets the minimum densities and heights known as the Minimum Allowable Density Framework (MD Framework) which only applies to areas that are designated for residential land uses;
- the TOA overlaps with the City Centre Area Plan (CCAP) and staff recommends adding areas within the CCAP to expand TOA to prevent SSMUH development;
- factors such as density, disconnect to transit and Transport Canada's Airport Zoning Regulations will impact certain areas within Richmond; and
- staff expect that parking will still be included in residential tower proposals; therefore, staff recommend reviewing the building massing implications of the FAR exemption for above grade parking within TOA in response to the elimination of minimum residential off-street parking requirements and the increased residential densities and building heights prescribed by Bill 47.

It was moved and seconded

- (1) *That Transit-Oriented Areas (TOA) Designation Bylaw No. 10560, to designate the City's Transit-Oriented Areas in compliance with the requirements of Bill 47 (Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023), be introduced and given first, second, and third reading;*
- (2) *That Richmond Zoning Bylaw No. 8500, Amendment Bylaw No. 10561, to exempt residential use in Transit-Oriented Areas from the requirement to provide a minimum amount of off-street vehicle parking spaces, other than accessible parking spaces, in compliance with the requirements of Bill 47 (Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023), and update loading provisions and transportation demand management measures in Transit-Oriented Areas, be introduced and given first, second, and third reading;*

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- (3) *That the Minister of Transportation and Infrastructure be notified in writing of the final adoption of Transit-Oriented Areas (TOA) Designation Bylaw No. 10560 and Richmond Zoning Bylaw No. 8500, Amendment Bylaw No. 10561, including a copy of both bylaws, in compliance with the requirements of Bill 47 (Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023); and*
- (4) *That staff review the building massing implications of the Floor Area Ratio exemption for above grade parking within Transit-Oriented Areas (TOA) in response to the elimination of minimum residential off-street parking requirements and the increased residential densities and building heights prescribed by Bill 47 (Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023) and report back.*

The question on the motion was not called as discussion ensued with respect to looking at different driveway and design measures for future rezoning applications and establishing a parking policy.

The question on the motion was then called, and it was **CARRIED**.

3. **STEVESTON TRANSIT EXCHANGE – TRANSLINK PUBLIC ENGAGEMENT RESULTS**

(File Ref. No. 10-6480-03-01) (REDMS No. 7629827)

It was moved and seconded

That TransLink be advised the City does not support TransLink’s proposed alternate location for the Steveston Transit Exchange as described in the staff report titled “Steveston Transit Exchange – TransLink Public Engagement Results”, dated May 27, 2024 from the Director, Transportation.

The question on the motion was not called as discussion ensued on the following:

- staff recommends pausing on finding an alternate location so they can review the new Bill 47 TOA requirements;
- requesting TransLink to reschedule the timing of the routes to minimize bus congestion;
- staff bring back to the next Active Transportation Committee meeting the safety concerns as a result of not moving forward with the alternate location; and
- staff can work with TransLink and Coast Mountain Bus Company to push back bus parking spaces to increase sightlines and safety.

The question on the motion was then called and it was **CARRIED**.

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ADJOURNMENT

It was moved and seconded
That the meeting adjourn (5:35 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the General Purposes Committee of the Council of the City of Richmond held on Monday, June 17, 2024.

Mayor Malcolm D. Brodie
Chair

Andrea Mizuguchi
Legislative Services Associate



City of Richmond

Report to Committee

To: General Purposes Committee

Date: June 10, 2024

From: Katie Ferland
Director, Business Services

File: 08-4150-01/2024-Vol
01

Re: Development of a Richmond Tourism Master Plan

Staff Recommendation

That the approach to developing a Richmond Tourism Master Plan, including the guiding principles, as outlined in the staff report titled, "Development of a Richmond Tourism Master Plan," dated June 10, 2024, from the Director, Business Services, be endorsed.

Katie Ferland
Director, Business Services
(604-247-4923)

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER	
SENIOR STAFF REPORT REVIEW	INITIALS:
APPROVED BY CAO	

Staff Report

Origin

Multiple City strategies and plans have guided past tourism initiatives and related Municipal and Regional District Tax (MRDT) investments, helping to shape the development of Richmond's tourism industry and the evolution of the Community Tourism Partnership Model that exists today. These include the 2008 Community Tourism and Sport Hosting Strategy, 2012 Official Community Plan, and the 2014 Resilient Economy Strategy.

Developing a new long-term strategy has been identified as a priority by the tourism partners to ensure Richmond's approach to tourism considers both the current context and future challenges and opportunities. The City, Tourism Richmond, and the Richmond Hotel Association (RHA) committed to jointly developing a Tourism Master Plan in the City's 5-Year Strategic Tourism Plan (2022-2027), which was endorsed by Council and approved by the Government of British Columbia through the MRDT Program application process.

In advance of the next MRDT application cycle (2027-2032) and in alignment with the development of the City's new Economic Development Strategy, it is timely to commence work on developing this Tourism Master Plan for Richmond. It is anticipated that the Tourism Master Plan will develop a shared vision for tourism in Richmond and a comprehensive framework of key goals that align tourism, economic development, and the community in Richmond. This would be done through a lens of social, cultural, economic, and environmental sustainability to provide long-term opportunities for the greatest breadth of residents and communities possible.

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

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

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.

2.5 Work collaboratively and proactively to attract and retain businesses to support a diversified economic base.

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.

Analysis

Proposed Guiding Principles

It is proposed that the Tourism Master Plan be developed in alignment with the following Guiding Principles:

- **Create a shared vision.** Through the process of developing the Tourism Master Plan, extensive community and industry consultation will enable a greater understanding of multiple perspectives, with the aim that the final Plan reflects a shared vision to guide activities to enhance Richmond as a tourist destination.
- **Grow sustainably.** The Tourism Master Plan will guide future growth of the tourism sector in Richmond and will identify opportunities to grow the visitor economy sustainably over the long-term, building resilience to address shorter-term impacts. The lens of social, cultural, economic, and environmental sustainability will seek to provide long-term opportunities for the greatest breadth of residents and communities possible.
- **Positively impact the community.** In considering future growth of the sector, the Tourism Master Plan will be guided by a focus on approaches and actions that positively impact the broader Richmond community.
- **Guide future investments.** The Tourism Master Plan will help provide direction for future public and private investments related to tourism in Richmond over the longer term. This includes guiding future MRDT applications, investments and associated activities undertaken by the City and its partners to support growth and development of the tourism sector in Richmond.

Proposed Approach

It is proposed that Tourism Richmond, as the City's contracted Destination Marketing Organization (DMO), lead this project in partnership with the City and in collaboration with other key tourism partners and stakeholders. Tourism Richmond has the capacity and funding to complete this work and is well positioned and recognized in the community and tourism industry.

A Steering Committee would guide and govern the development of the Master Plan. This Committee could be comprised of City staff, Tourism Richmond Board members, Tourism Richmond's CEO and select team members, and potentially other community members and leaders. The role of the Committee would be to provide feedback on the project scope of work, review and approve key deliverables, and potentially be engaged in follow up implementation of the Master Plan, once approved. Extensive industry and community engagement would inform the work of the Committee and the development of the Plan.

The Tourism Master Plan would be brought forward to both the Tourism Richmond Board and to Council for approval.

Table 1: Work Plan for Richmond Tourism Master Plan

Task	Description	Estimated Timeline
Steering Committee formed	Members of Steering Committee identified and convened; input provided to guide the project's detailed scope of work.	Q3 2024
Phase 1: Research and Analysis	Based on the agreed scope of work, Tourism Richmond will engage experts to conduct research and analysis of the city's tourism sector and broader landscape, including an examination of Richmond's strengths, weaknesses, opportunities and threats to better inform the development of the Plan's vision and key goals.	Q3 2024 – Q1 2025
Memo to Council - Research results and plans for public engagement	An Information Memo to Council by staff to provide results of the research and analysis phase and information on plans for upcoming community and industry engagement.	Q1 2025
Phase 2: Consultation and Public Engagement	Engagement with businesses and others in the tourism sector, as well as the broader community, to provide input and help develop the Master Plan vision and key goals. Members of Council will be invited to participate in these engagement opportunities.	Q2 2025
Phase 3A: Draft Master Plan	Creation of the Master Plan based on the research and analytical work undertaken and input from the business and public engagement processes.	Q3 2025
Report to Council – Draft Master Plan	Draft Master Plan presented to Council; additional community and industry engagement as needed.	Q3 2025
Phase 3B: Final Master Plan, including presentation to Tourism Richmond Board and Report to Council	Final Master Plan presented to the Tourism Richmond Board of Directors for endorsement and then to Council for approval.	Q4 2025

Upcoming MRDT Renewal

The City will be required to submit an application to the Government of BC for the next 5-year MRDT cycle (2027-2032) on or before September 30, 2026. The above timelines would ensure that the Tourism Master Plan is completed in advance and that this strategic document can guide the content and goals of the application, and that proposed activities align with the strategic needs of the industry and community as presented to and approved by Council.

It is anticipated that the Tourism Master Plan would form part of the City's MRDT application package, in addition to the required 5-year strategic business plan jointly developed by the three tourism partners and a tactical plan outlining specific actions to be taken in the first year. Subsequent tactical plans are required to be submitted to the Government of BC on an annual basis,

and any future City-led initiatives would be brought forward to Council for consideration as appropriate.

Financial Impact

None. Tourism Richmond will provide funding for the full cost required to develop the Richmond Tourism Master Plan.

Conclusion

Richmond has a key opportunity to consider and strategically plan for the future of its tourism sector, given the past challenges of the COVID-19 pandemic and continuing global and local economic challenges and opportunities. A Richmond Tourism Master Plan would help shape how tourism businesses and partner entities such as Tourism Richmond align on key goals and initiatives to drive both growth and sustainability in the sector. Initiating this work in 2024 could align development with the City’s new Economic Development Strategy and also ensure that a Master Plan is in place prior to the 2027-2032 MRDT application cycle.

If endorsed, next steps would involve working with Tourism Richmond to form the Steering Committee and providing input on the more detailed project scope of work that would be aligned with the guiding principles and approach outlined in this report. Extensive community and industry engagement will help to inform the development of the Plan, which would then be brought forward to Council for approval.



Jill Shirey
Manager, Economic Development
(604-247-4682)



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
 (604-204-8501)

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.



Mile Racic
Manager, Capital Buildings
Project Development
(604-247-4655)

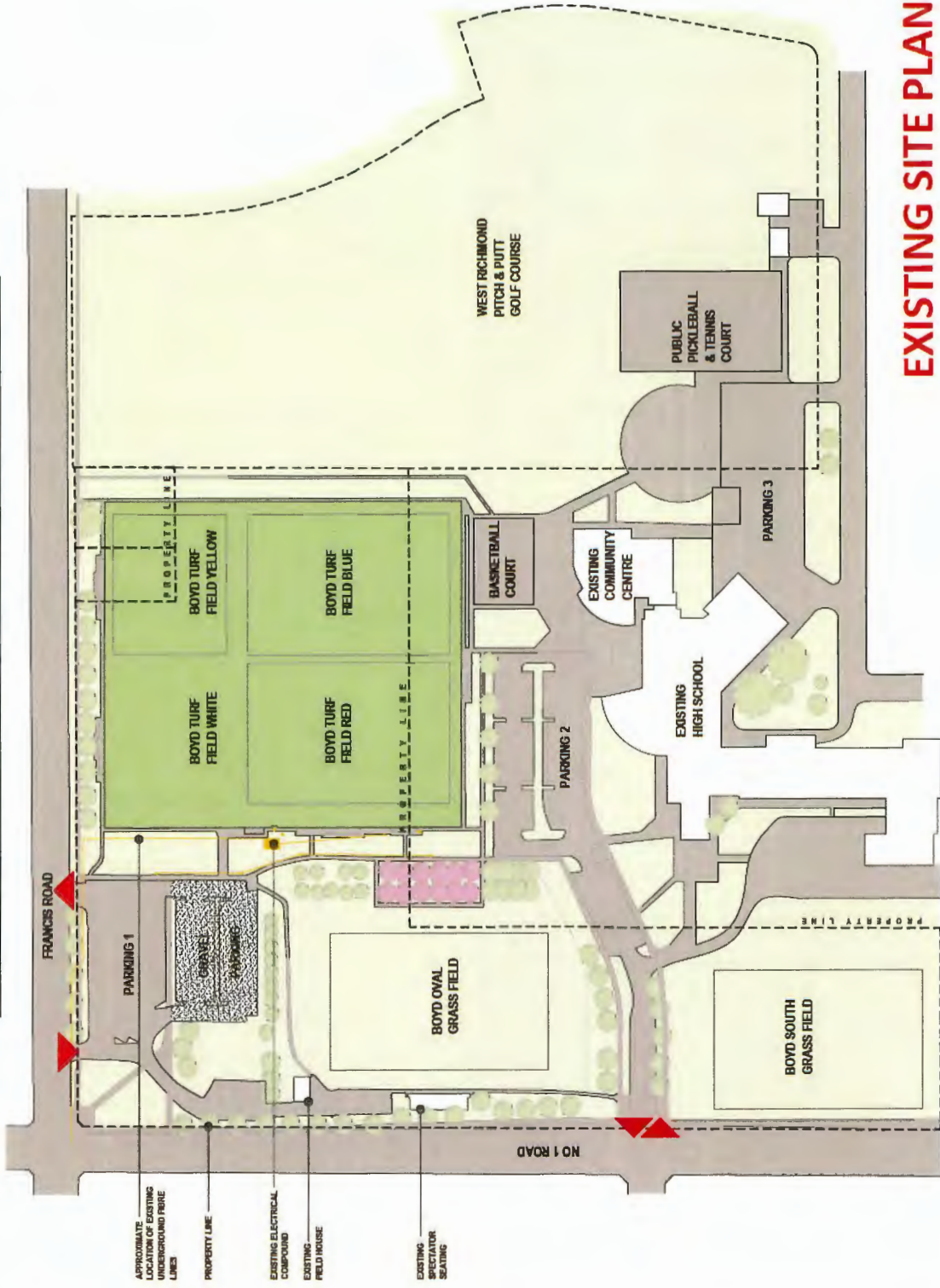


Mandeep Bains
Manager, Community Services
Planning and Projects
(604-247-4479)

Att. 2

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

Existing Site Plan – Hugh Boyd Community Park

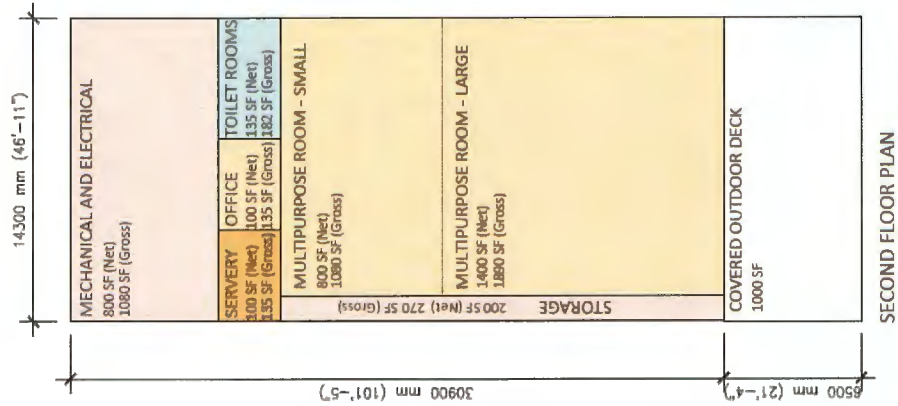
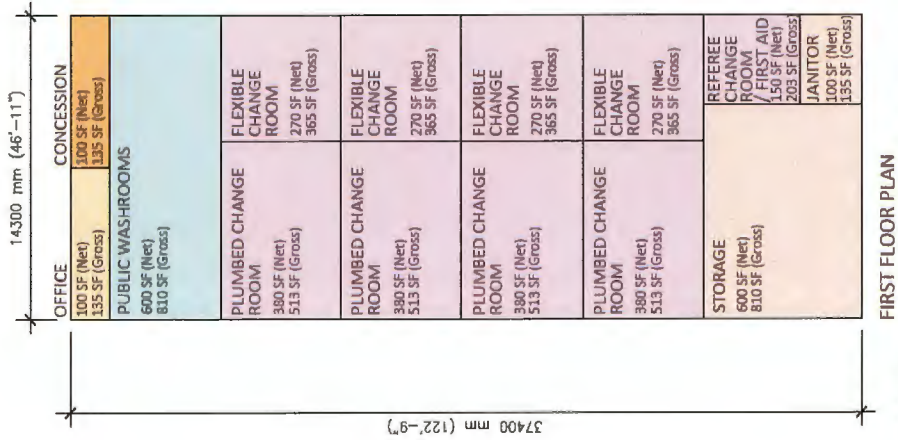


EXISTING SITE PLAN

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





To: General Purposes Committee

Date: June 27, 2024

From: John Irving, P.Eng. MPA
Deputy CAO

File: 10-6000-01/2024-Vol 01

Re: Capital Projects Delivery Performance

Staff Recommendation

That the report titled “Capital Projects Delivery Performance” from the Deputy CAO, dated June 27, 2024, be received for information.

John Irving, P. Eng., MPA
Deputy CAO
(604-276-4140)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF DEPUTY CAO
Engineering	<input checked="" type="checkbox"/>	
Public Works	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Sustainability	<input checked="" type="checkbox"/>	
Information Technology	<input checked="" type="checkbox"/>	
SMT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

The purpose of this report is to provide additional insight with respect to the delivery of City capital projects and the associated reporting, internal controls and risk mitigation practices which are in place.

This report supports Council's Strategic Plan 2022-2026 Focus Area #4 Responsible Financial Management and Governance:

Responsible financial management and efficient use of public resources to meet the needs of the community.

4.3 Foster community trust through open, transparent and accountable budgeting practices and processes.

Background

The City defines and delivers a broad and multifaceted range of capital projects to meet the needs of the community. A forecasted population growth to 280,000 by 2041 in the City's Official Community Plan (OCP) suggests future facility and infrastructure needs may be required to maintain service levels and potential increased demand.

The majority of the City's 168 civic facilities are community services related, including community centres, swimming pools, arenas, parks buildings, sports related, childcare amenities, arts, culture and heritage buildings. The remaining facilities are generally related to community safety, engineering and public works services. In addition, the functional adequacy and condition of City buildings is taken into consideration.

There is also an extensive network of road and utility services throughout the City, including 634 km of water pipes, 567 km of sanitary sewer pipes, 154 sanitary pump stations, 814 km of flood protection pipes/ culverts /watercourses, 39 drainage pump stations, 49 km of dikes, and 1,338 lane km of roads. The road and utility capital program considers factors such as the need to replace ageing infrastructure nearing the end of its useful lifespan, adaptation to climate change induced sea level rise, and upgrades to support growth of the City.

Within the parks system of 140 parks (2,153 acres), there is an extensive array of infrastructure including 8 artificial fields, 28 sport fields, 26 ball fields, 2 bike parks, 5 spray parks, 59 playgrounds and 136 km of trails which are maintained through various sport industry and Canadian safety standards and replaced through the parks ageing infrastructure and capital program. As the community needs grow and change, the inventory is expanded.

Analysis

There are 557 capital projects that have been approved by Council since 2014 and have been completed with the project account closed. 100% of these projects have been completed on or under budget. The total budget for these projects was \$495M and total actual costs were \$449M. The remaining \$46M was returned to the original funding sources, most typically to various City reserve funds.

Of these 557 completed projects, there were 8 projects that required additional budget and those additional budgets were approved by Council. All 8 projects were completed within the revised budgets. Details for the 557 projects, additional detail on Major Facility projects and revised budget projects, yet to be completed, are provided in Attachments 1 and 2.

This high performance result is not accidental. It is the result of very focused and comprehensive efforts to maintain and constantly improve how we deliver projects. While there are multiple layers of accountability and transparency built into the City's capital delivery process that are essential to creating successful outcomes, there are three key elements that are equally essential:

1. Managing Change Risk

As an organization, the City very broadly does an excellent job of managing change risk in project delivery. This risk arises when funding and expenditure have already been committed through contracts or other means, the project has been mobilized and is in the construction phase, and then a decision is made to make a significant change, typically by adding or altering the scope. Implementing change at this stage can be very costly. In rare instances, the need for a change can result from uncontrollable events, but more often, it stems from not having sufficiently defined the project beforehand.

In most cases, capital projects brought forward to Council for funding approval have been carefully defined and refined through Council-approved strategies and plans, stakeholder consultation, professional review, and a rigorous process of options assessment and estimating. Larger projects, such as the Steveston Community Centre and Library, can be in this definition and prioritization stage for a decade or more. While this stage can sometimes seem lengthy and frustrating, it ultimately results in a very well-defined and detailed project scope that accurately reflects the needs of the community and stakeholders. This makes it much easier for the project team to move to the detailed design and construction phase, minimizing the risk of further changes. Architects and engineers can more easily create efficient and effective detailed designs, and contractors can provide competitive pricing without needing to account for unknown variables.

Preliminary project cost estimates presented to Council reflect different project scopes and site options, and are often quoted in current dollars, rather than being escalated to reflect the future construction. A preliminary estimate and a final project budget can vary depending on the expenditure period, approved scope and risk mitigation factors.

2. Project Category Experience

City staff, and the regional contracting and consulting industry, have a very high level of experience and expertise in delivering the type of projects that the City does. Almost all City capital projects fall into common categories such as underground piping, landscaping, roads, office space, community space, earthworks etc. Each project will always have unique features, but they almost always fall into these general categories. The City does many of these project types and does them repeatedly, so the broader team expertise, familiarity and competency becomes very high and risks and costs are minimized.

If a project is of a type or category that has never (or rarely) been done before by the City, and the regional consulting industry has limited or no experience in the area, then it must be recognized that there is a significantly elevated risk. Under those circumstances it would be highly recommended to use other tools and methods beyond the City's standard practices to ensure that risk is managed.

3. Internal Project Management Model

Fundamental to successful project management and delivery is maintaining in-house expertise at all levels. This includes trained and qualified project managers, engineers/technicians, financial analysts, procurement specialists, trades people, etc. Having these staff services available allows the City to effectively manage contracted services and ensure the best possible value is realized. Organizationally and strategically, the internal staff team's values and interests are highly aligned with those of the City to an extent that can never be fully realized through contracted services.

This internal project management model is not consistently used in many government organizations at all levels. It is not uncommon to see operating budget controls and reductions prioritized by limiting commitments to regular full-time staff positions. This typically proves to be a false economy as any savings can be small relative to the cost risk introduced by not having a high quality project management.

Consistent Council support for the internal project management model and staffing over many years has created a stable and highly functional team that is one of the key reasons for the long term success of City's the capital program. Continuous improvement of this model is ongoing as most recently demonstrated by the Chief Administrative Officer's creation of the Deputy Chief Administrative Officer's role and the elevation of the Facility Services and Project Development Department under the Deputy CAO.

Project Management

The principles of project management are similar for all capital projects. For clarity, this section describes the process used by staff for large, complex City facility capital projects. Similar processes are followed for major capital projects throughout the City.

A project management life cycle consists of five distinct phases that transform a project idea into a working facility:

➤ Initiation ➤ Planning ➤ Execution ➤ Monitoring ➤ Closure

A project requires many elements before it can start, often gathered during the initiation phase. Once the project begins, each stage of execution has its own specific requirements for the project team, along with key deliverables and action items that keep the project moving forward successfully. Mastering these phases is essential to keep the project on track while completing essential tasks and checkpoints throughout the process.

The project team seeks Council approval at multiple project milestones, including the following:

- Facility priorities
- Guiding Principles
- Program recommendation (square footage, services)
- Site selection options (if applicable)
- Concept Design, Form and Character
- Capital Budget

Additionally, memos are issued to Mayor and Councillors to provide progress updates and information.

Initiation Phase

The main goal of the Initiation Phase is to ensure that the project meets business needs and that stakeholders and project teams are aligned on the project success criteria throughout the project life cycle.

Staff review Council's strategic plan, needs assessments and reports, then utilize the capital ranking process to rank proposed major facilities projects for the next ten-year timeframe, using the Council-approved capital ranking criteria. Each proposed project includes rationale, deliverables, estimated cost and resource requirements.

Preliminary Budget Development

Through the identification process, projects are prioritized and the capital costs, based on concept level possibilities, are projected. The preliminary budget is developed with considerations to scope, cost escalation, risk management and schedule.

The construction industry continues to be affected by the rising skilled labour shortage and associated wage increases in BC. This shortage is the result of a significant labour gap as many skilled veteran workers are retiring without sufficiently experienced replacements, reducing the pool of qualified trades and professionals. Increased interest rates and strong public infrastructure spending will continue to drive construction costs.

The industry is further impacted by high market volatility due to material supply chain inconsistencies, carrying unknown short and long term impacts on pricing levels and anticipated projected construction escalation. Notable cost increases for fuel, concrete, copper, steel, HVAC materials and electrical equipment have been observed. Concrete alone is set to increase by approximately five per cent over the next six months.

Preliminary cost estimates also identify the year for which the estimate was derived in order to reflect annual escalation rates. Staff compare the data provided by Statistics Canada on the non-residential building cost index and projected costs increases from Quantity Surveyors (construction cost consultants/cost estimators) and Construction Management (CM) firms to project the following year's escalation rates (see Table 1).

Table 1: Non-residential construction price increases – Statistics Canada

2016	2017	2018	2019	2020	2021	2022	2023
5.3%	5.3%	6.1%	2.2%	0.4%	8.3%	9.0%	8.7%

Risk identification is a proactive strategy that involves identifying and managing known risks through contingency measures. This is done through comprehensive project management processes and allocating appropriate levels of contingency.

Planning

Following approval of the project, staff procure the design team (Architect Team, CM Pre-construction) to focus on the specific requirements, tasks, timelines, and actions needed to cover the scope, achieve the deliverables, and meet the overall goal. Simultaneous award of the Architect and CM is essential, as design assistance and constructability efficiencies are maximized when the work is integrated.

For large-scale capital projects (greater than \$5M), the City's procurement processes are consistent with other public sector organizations and are designed to comply with binding trade treaties, the City's Procurement policy and relevant bylaws. The City continues to promote a commitment to process transparency, competitive bidding, sustainable and circular procurement and a philosophy of continuous improvement.

The Purchasing Department facilitates the procurement of all goods and services on behalf of all City departments (and wholly-owned municipal corporations upon request) in compliance with the City's Procurement Policy and binding Trade Treaties (i.e. the Canadian Free Trade Agreement (CFTA), the Canada-EU Comprehensive Economic Agreement (CETA) and the New West Partnership Trade Agreement (NWPTA)) that affect City procurement activities.

The City uses its online eProcurement platform (known as bids&tenders) to advise bid opportunities and receive submissions from suppliers. The number of responses to advertised bids on the platform remains strong, offering greater opportunities to realize better value for money through more open competition and being recognized as a client of choice for many suppliers. By managing responses through bids&tenders, the City has been able to streamline and better organize the processing of both bids and contracts.

In all cases, the City advertises bid opportunities on BC Bid in compliance with binding trade treaty legislation. Depending on the nature of the project, bidders may be initially pre-qualified and then subsequently invited to submit a response to a formal Request for Proposal. All submissions received are evaluated according to pre-determined evaluation criteria and when appropriate, supplemented by interviews with bidders and further validated by contacting references. For major construction projects, industry accepted forms of agreement are typically negotiated with contractors to maximize cost certainty, protecting the interests of the City and designed to minimize the likelihood of change orders.

CM Pre-construction services encompass a range of planning, analysis, and coordination activities conducted before the actual construction work begins. These services aim to enhance project efficiency, manage risks, and ensure successful project delivery. Typically, pre-construction services include:

- **Project Planning and Scheduling:** Developing detailed project timelines, identifying critical milestones, including any required sequencing plans to streamline construction delivery.
- **Cost Estimating and Budgeting:** Prepare detailed cost estimates at key milestones in the design process.
- **Design Review and Coordination:** Collaborating with architects, landscape architects, engineers and specific trade expertise to review and refine design plans, ensuring they are practical, cost-effective, and meet project requirements.
- **Constructability Review:** Analyzing the design documents to identify potential construction challenges and suggesting improvements to enhance buildability.
- **Value Engineering:** Assessing alternative construction methods and materials to achieve the best value for money without compromising quality or performance.
- **Risk Management:** Identifying potential risks and developing strategies to mitigate them, including safety planning.
- **Procurement Planning:** Establishing procurement strategies for materials, equipment, and subcontractors to ensure timely availability and cost control.

By providing these pre-construction services, the CM helps to lay a solid foundation for the construction phase, aiming to minimize delays, control costs, and enhance the overall quality of the project.

The project team, consisting of City staff, the design team, stakeholders, and additional consultants, conducts multiple reviews at the preliminary design, 50%, 75%, and 90% design stages. The CM completes detailed estimates at these key intervals to ensure the project remains within budget. The accuracy of the estimates improves at each of the design drawing stages. If the cost estimate exceeds the project budget, the City will be advised, and the design team, in conjunction with the construction manager, will recommend corrective actions such as redesign or material changes to bring the project back within budget.

Additional consultants are retained to provide professional review of the design process and costing, including the following:

- **Third Party Quantity Surveyor (QS):** The QS is responsible for providing an independent cost analysis and identifying implications during each design drawing packages, on behalf of the City. If it appears that the cost analysis may exceed the project budget, the QS will advise the City with recommendations for corrective action (i.e. redesign, value engineering).
- **Third Party Design Peer Review Consultant:** A Peer Review Consultant team is responsible for conducting design reviews for the Project, on behalf of the City. The design reviews are used to determine that appropriate standards, codes, sufficient design details and accreditation were used in the developing the design packages. The Consultant also recommends areas of improvement to the design where applicable.

Risk Management

Each construction project is unique and comes with its own set of challenges and opportunities. Risks inherent in construction projects can be financial, contractual, operational, and environmental and can be caused by both internal and external sources. Risk management is seen as the formal process whereby risk factors are systematically identified, assessed and provided for. Such provisions constitute response planning and may include such defensive actions as mitigation by risk avoidance, deflection by insurance or contractual arrangement and contingent planning such as the provision and prudent management of budgeted contingency allowances to cover uncertainties. Together with accredited professionals, construction contractors and other stakeholders, a risk registry document is formed to capture and record potential risks associated with a construction project to avoid serious impact on costs, schedules, and performance of the project. This mitigation prevents delays and disputes during the project life cycle.

Program, Site Selection and Budget

The Planning phase also includes finalization of the stakeholder register, engagement plan and guiding principles. Following extensive stakeholder and public engagement, the project team recommends the program for Council endorsement. As parking requirements, land costs and ground improvements are dependent on confirmed facility location, site selection is a key design parameter presented to Council. The proposed capital budget is reviewed and revised based on a defined program and scope.

Execution

Design Development

Upon approval of the program, confirmed site selection and capital budget, the project team develops the design for Council endorsement at various stages including:

- Concept Design
- Form and Character Design

Construction Implementation

At the conclusion of detailed design, drawings and specifications will be submitted by the architect to the Construction Manager to obtain competitive bid prices from sub-contractors. A minimum of three prices for each work package are to be requested by the Construction Manager for review and approval by the City.

Once the design documents are finalized by the Prime Consultant, the CM coordinates the solicitation of the competitive procurement process by obtaining a minimum of 3 bids for each division of work (prequalified subcontractors are coordinated in advance). The CM reviews the bid submission of the subcontractors with the City and Consultants for completeness, to be performed by the subcontractor.

Upon review of the bid submission of the subcontractors, City staff makes a recommendation to proceed into construction, by entering into a construction contract, with the CM as the General Contractor for the work performed by the subcontractor.

Monitoring, Reporting and Control

Project monitoring and control are essential to completing a project on schedule, on budget, and within scope. Monitoring and control processes identify deviations from the project plan. Project monitoring and control ensure that performance is seamless, efficient, and on track.

As construction is underway, this phase includes budget tracking, progress controls and quality assurance. The project team keeps track of change management documents, spending records, as well as quality assurance checklists/inspections. Aside from monitoring the progress of tasks, the project manager also tries to identify issues or risks, creates a mitigation plan with the team, and reports the project status regularly to stakeholders or Council as required.

Every quarter, staff present an Active Capital Projects Financial Update report to the Finance Committee, to provide an overview of the capital project financial performance and capital projects highlight. The report includes active capital projects that are work in progress as well as budget to actual information to ensure transparency. Staff consistently review the capital project costs to ensure that costs are incurred within the approved project scope and meet the cost definition in accordance with Canadian public sector accounting standards.

The capital project cost and transactions are also independently audited by an external auditor appointed by Council to ensure management is responsible and accountable for the integrity and reliability of the financial statements. Attachment 1 provides financial highlights of over 550 capital projects that were completed and approved by Council in the past 10 years.

Tracking the performance of the project through various metrics is crucial to ensure projects stay on schedule, on budget and within scope. As project progresses, there may be grant opportunities, additional scope of work identified, or unforeseen cost increases that cannot be mitigated. In such cases, staff may have to request a budget increase to complete the project. Any revisions to the capital project's budget would be presented to Council for approval in accordance with Council's Budget Amendments Policy (Policy 3001). All budget amendments are consolidated into the Amendments to the Consolidated 5 Year Financial Plan report and presented to Council for approval and bylaw adoption. Attachment 2 provides a summary of 17 capital projects which were approved by Council in the past 10 years that had the budget increased over the original approved amount in accordance with Council's Budget Amendments Policy (Policy 3001).

Close-out

These involve the submission of substantial completion, commissioning, final inspection, obtaining certificate of occupancy, facility handover, payment and the commencement of the warranty period. This phase also includes capitalization of tangible assets in accordance with Canadian public sector accounting standards.

Financial Impact

None.

Conclusion

Major Capital projects are delivered in a systematic and agile approach. Staff continue to apply rigorous processes to ensure compliance with the project deliverables, budget and schedule. The completed projects result in new infrastructure that provides continued community service levels.



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Att. 2

Att. 1: Financial Highlight of Completed Capital Projects Approved by Council in 2014-2023
2: List of Capital Projects with Council Approved Budget Increases in 2014-2023

City of Richmond

As of May 31, 2024

Amounts are in thousand dollars (\$'000s)

Closed Capital Projects with Plan Year between 2014 to 2023

Capital Program	# of closed projects	Budget	Actual	Variance
Roads	104	\$ 89,494	\$ 79,715	\$ 9,779
Traffic	29	9,748	9,019	729
Flood Protection	74	93,834	84,154	9,680
Water	36	65,741	58,786	6,955
Sanitary Sewer	43	32,849	25,563	7,286
Infrastructure Advanced Design & Minor Public Works	39	24,892	24,259	634
Infrastructure Program	325	\$ 316,558	\$ 281,496	\$ 35,062
Building Program	73	\$ 81,275	\$ 74,423	\$ 6,852
Parks Program	61	\$ 31,896	\$ 31,313	\$ 583
Equipment Program	41	\$ 41,600	\$ 40,603	\$ 997
Information Technology Program	57	\$ 23,651	\$ 21,090	\$ 2,561
Total Projects	557	\$ 494,981	\$ 448,925	\$ 46,056

Major Facilities Projects completed between 2014 to 2023

Project Name	Project Status	Budget	Actual	Variance
Animal Shelter Replacement	Substantially Complete	\$ 8,000	\$ 6,825	\$ 1,175
Major Facilities Advanced Design	Closed	2,697	2,695	2
City Centre Community Centre	Closed	6,439	6,439	-
City Centre Community Police Office	Closed	6,170	5,908	262
Fire Hall No. 1	Substantially Complete	22,300	22,300	-
Fire Hall No. 3	Closed	20,781	20,781	-
Minoru Centre for Active Living	Substantially Complete	76,900	76,900	-
Major Facilities Phase I Multi Project Contingency and Construction Escalation Contingency	Open	17,314	5,767	11,548
Advanced Planning and Design for Major Facilities Phase 2	Closed	1,084	1,062	22
Phoenix Net Loft Design	Closed	500	458	42

Summary of Projects with Council Approved Budget Amendments

Approved by Council between 2014 to 2023

As of May 31, 2024

Amounts are in thousand dollars (\$'000s)

Project Name	Plan Year	Original Budget	Revised Budget	Actual	Variance	Project Status	Reason of Budget Increase
Flood Protection Program <i>Reason: The consolidation of various flood protection projects and budget amendment following the award of \$16.63M in provincial grant funding for the construction of 4 drainage pump stations and various dike upgrades.</i>	2016	4,758	28,302	23,666	4,636	Closed	Administrative change
Public Works Infrastructure Advance Design <i>Reason: The budget was amended to reflect the award of EMBC grants for engineering studies.</i>	2023	2,630	2,930	302	2,628	Open	Administrative change
Active Transportation Improvement Program <i>Reason: The \$300K increase to the 2020 Active Transportation program represents the grant from TransLink's Bicycle Infrastructure Capital Cost Share Recovery Program (BICCS).</i>	2020	600	900	519	381	Open	Scope Change
Energy Management - 2015 Projects <i>Reason: Additional \$17K for joint City of Richmond and BC Hydro LED street lighting and adaptive controls trial program.</i>	2015	585	602	599	3	Closed	Scope Change
Richmond Cultural Centre Annex Implementation <i>Reason: Council approved \$2.577M in 2019. \$749K was transferred from Project Development's operating budget in the 2020 capital budget amendment to address building aging infrastructure that was not included in the project budget due to the delay of the project during Covid where the building was converted to an ERC.</i>	2019	2,577	3,326	3,306	20	Open	Scope Change
Playground Replacement and Safety Upgrade Program <i>Reason: The budget for renewal of the South Arm Community Park playground was increased to reflect a community contribution of \$200K from the South Arm Community Association. As a result, additional playground equipment was added to the scope of work.</i>	2018	500	700	688	12	Closed	Scope Change
Traffic Signal Program <i>Reason: The Shell and Steveston Traffic Signal improvement included a rail crossing between the two intersections. The project increase represents grant received from Transport Canada to improve the rail crossing as part of the signal project.</i>	2017	1,600	2,147	1,913	234	Open	Scope Change
No. 2 Road Widening, Steveston Highway to Dyke Road <i>Reason: The budget was amended to add drainage box culvert repair scope to the existing, approved road works capital project. Following preconstruction assessment of the No. 2 Road drainage box culvert, it was determined to be necessary to complete culvert repairs prior to completion of the surface/road project scope.</i>	2016	7,300	11,000	10,153	847	Closed	Scope Change
Annual Asphalt Re-Paving Program - MRN <i>Reason: The unusually low temperatures and high snowfall during the 2016/2017 winter led to accelerated deterioration of the City's roadways. The scope of the 2017 Asphalt Paving Program was increased to rehabilitate additional roads and prevent further deterioration that would lead to costly road replacement.</i>	2017	1,036	1,238	1,238	-	Closed	Scope Change

Project Name	Plan Year	Original Budget	Revised Budget	Actual	Variance	Project Status	Reason of Budget Increase
Annual Asphalt Re-Paving Program - Non-MRN <i>Reason: The unusually low temperatures and high snowfall during the 2016/2017 winter led to accelerated deterioration of the City's roadways. The scope of the 2017 Asphalt Paving Program was increased to rehabilitate additional roads and prevent further deterioration that would lead to costly road replacement.</i>	2017	3,223	4,055	4,028	27	Closed	Scope Change
Garden City Lands Phase 2 <i>Reason: Council approved a budget of \$3.17M in 2015. A budget increase of \$175K was to complete a Soil Remediation Study which was not part of the original scope of work.</i>	2016	3,170	3,345	3,256	89	Open	Scope Change
King George Park Master Plan <i>Reason: The budget increased from \$259K to \$374K to accommodate expanded scope of work and additional community engagement.</i>	2013	259	374	273	101	Open	Scope Change
Energy Management Projects <i>Reason: In 2017, Council approved a budget increase of \$750K using FCM grant funding for a deep energy and GHG emission reduction project at Library Cultural Centre. In 2018, Council approved an additional \$500K from Carbon Tax Provision and \$170K from Energy Operating Provision. In 2020, Council approved increasing the budget by \$1.63M funded by Gas Tax Provision, Capital Building & Infrastructure Reserve, and grants from BC Hydro and FortisBC to complete this project.</i>	2017	289	3,339	2,977	362	Closed	Scope change and unplanned cost increase
City Centre Community Police Office¹ <i>Reason: Council approved a budget of \$5.1M in 2018. Council then approved an additional \$1.4M due to the enhanced RCMP requirements and escalated construction costs. \$5.1M was funded by voluntary developer amenity contributions and \$1.4M from the phase 1 multi-project contingency.</i>	2018	5,100	6,170	5,908	262	Closed	Unplanned cost increase
Lawn Bowling Club Replacement <i>Reason: The Council approved budget is \$5.3M. \$4.0M was approved for the replacement of the Lawn Bowling Clubhouse as part of the 2018 Capital Budget for a 3,160 sq.ft. facility. At the May 27, 2019 Council meeting, an additional amount of \$1.3M was approved for the construction of 4,900 sq.ft. replacement clubhouse. (Area was increased by 1,740 sq.ft. After tendering the project on 3 occasions using different procurement methods, Council directed that the facility be reduced in size to 3,200 sq.ft. to fit within the approved \$5.3M budget.</i>	2018	4,000	5,300	464	4,836	Open	Unplanned cost increase
Phoenix Net Loft Building Stabilization <i>Reason: Council approved \$11.5M in 2018. An open and competitive procurement process was conducted in 2020. Staff received a contractor's price of \$19.44M which exceeds the Council approved budget by \$7.94M.</i>	2018	11,500	19,440	1,687	17,753	Open	Unplanned cost increase
Steveston Multi-Use Pathway <i>Reason: The Council approved budget was \$9.01M, including external grant funding. Following an open and competitive procurement process, staff received a contractor's price of \$11.5M which exceeds the Council approved budget by \$2.49M.</i>	2020	9,010	11,500	3,196	8,304	Open	Unplanned cost increase

¹ Council approved \$1.4M transferred from Major Facilities Phase I Multi Project Contingency and Construction Escalation Contingency at the Closed Council meeting held on April 23, 2019. Subsequently, the remaining \$0.3M was returned to the contingency project upon project closure.

Please note the above excludes budget amendments due to the following reason:
- Project not constructed by the City (i.e. Canada Line Capstan Station Design)

Subject: Blue-Ribbon Oversight Committee

Member of Council: Kash Heed

Meeting: General Purposes Committee

Notice Provided on: June 26, 2024

For Consideration on: July 2, 2024 in accordance with Procedure By-law No 7560

Background

The establishment of a prestigious Blue-Ribbon Oversight Committee is imperative for the effective management and execution of publicly funded infrastructure projects in Richmond. This committee will ensure accountability, transparency, risk management, compliance, and quality assurance in all infrastructure projects exceeding \$50 million that utilize taxpayer funds.

The primary objective of this committee is to achieve value for taxpayer dollars, guarantee timely project completion, and maintain budget adherence.

The committee will consist of five highly experienced individuals with diverse expertise in major infrastructure project management including oversight of large-scale construction undertakings, extensive development comprehension, financial proficiency, quantity survey familiarity, and comprehensive knowledge of the complexities involved in managing significant construction endeavors.

By establishing a Blue-Ribbon Oversight Committee, Richmond will demonstrate its commitment to responsible fiscal management, project transparency, and the delivery of high-quality infrastructure that meets the needs of the community. This proactive approach will not only ensure that taxpayer funds are utilized responsibly but also contribute to the sustainable growth and development of the city's infrastructure for years to come.

The committee's oversight will strive to meet the highest standards of efficiency and effectiveness in project management, thus reinforcing public trust and supporting Richmond's long-term infrastructure goals.

Motion

1. That the City of Richmond establish a Blue-Ribbon Oversight Committee for the effective management and execution of Richmond publicly funded infrastructure projects exceeding \$50 million;
2. That the City of Richmond appoint five individuals with diverse expertise in major infrastructure projects to serve on the Blue-Ribbon Oversight Committee;
3. That the Blue-Ribbon Oversight Committee meet quarterly and receive remuneration similar to standard rates for Government committees;
4. That Council direct the CAO to determine protocols required for the committee including selection, staff resources, and reporting mechanism to Council; and,
5. That the Blue-Ribbon Committee initiate oversight of the Steveston Community Center and Work's Yard replacement projects as soon as practicable.