



City of Richmond

Report to Committee

To: General Purposes Committee

Date: November 29, 2018

From: Elizabeth Ayers
Director, Recreation Services

File: 06-2052-25-
LBOW1/Vol 01

Jim V. Young, P. Eng.
Senior Manager, Capital Buildings Project
Development

Re: **Richmond Lawn Bowling Clubhouse Site and Program Update**

Staff Recommendations

1. That Council direct staff as to the preferred location for the lawn bowling greens, as described in the staff report titled "Richmond Lawn Bowling Clubhouse Site and Program Update," dated November 29, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development;
2. That Council direct staff as to the preferred site for the Richmond Lawn Bowling Clubhouse, as described in the staff report titled "Richmond Lawn Bowling Clubhouse Site and Program Update," dated November 29, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development; and
3. That Council direct staff as to the preferred program for the Richmond Lawn Bowling Clubhouse, as described in the staff report titled "Richmond Lawn Bowling Clubhouse Site and Program Update," dated November 29, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development.

Elizabeth Ayers
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(604-247-4669)

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

Att. 5

REPORT CONCURRENCE		
ROUTED TO: Finance Department Parks Services	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER
REVIEWED BY SMT	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

On December 12, 2016, Council approved a budget of \$2.0 million for the Advanced Planning and Design for Phase 2 Major Facilities Projects, including the Richmond Lawn Bowling Clubhouse. Capital funding in the amount of \$4.0 million for the replacement of the Lawn Bowling Clubhouse was subsequently approved on December 4, 2017.

At the General Purposes Committee meeting on May 22, 2018, staff presented the report titled, "Major Facilities Phase 2 – Richmond Lawn Bowling Program Plan and Site" and received the following referral:

That the report be referred back to staff to provide revised options for site locations and building size.

The purpose of this report is to address the referral and obtain Council approval of a location and configuration for the lawn bowling greens, and site and program option for the replacement of the Richmond Lawn Bowling Clubhouse.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.

2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.

This report supports Council's 2014-2018 Term Goal #6 Quality Infrastructure Networks:

Continue diligence towards the development of infrastructure networks that are safe, sustainable, and address the challenges associated with aging systems, population growth, and environmental impact.

6.1. Safe and sustainable infrastructure.

6.2. Infrastructure is reflective of and keeping pace with community need.

This report supports Council's 2014-2018 Term Goal #9 A Well-Informed Citizenry:

Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

9.2. Effective engagement strategies and tools.

Analysis

Background

The Richmond Lawn Bowling Clubhouse was constructed in 1963 and is located in the northeast corner of Minoru Park. The clubhouse is an approximately 1,920 sq. ft., one-storey, pan-abode style building that consists of a multipurpose room, washrooms, kitchen, lockers, and interior and exterior storage.

The clubhouse supports two regulation-sized, lawn bowling greens which are maintained by the City. The natural grass greens were replaced in 2009 with two artificial turf greens which allow the club members to play year-round, weather permitting. The greens are inspected annually and are due for replacement as early as 2019, as they are nearing their end of life which is typically 10 to 12 years.

The Richmond Lawn Bowling Club (the “Club”) currently has 250 members, with an average age of 65 years old, and projects membership to reach 400 in the next five years. Membership peaked in 2010 with 300 members. The club is responsible for day-to-day costs of managing the clubhouse whereas the City of Richmond provides ongoing maintenance and utilities. These terms are expected to continue in the replacement building as the Club’s existing User Agreement with the City of Richmond will be updated in conjunction with the building process.

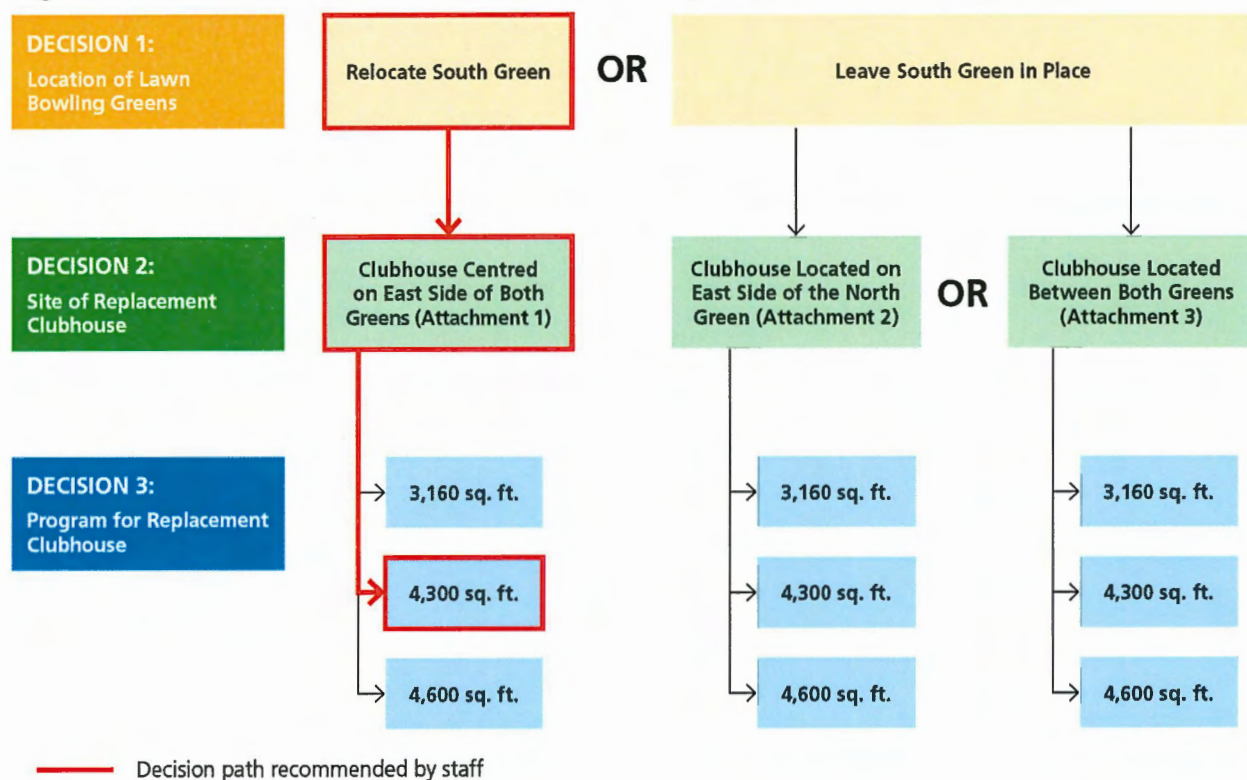
The Club has hosted Provincial and National level tournaments including the 2015 National Senior Triples which drew teams from across Canada. The Richmond Sport Hosting Office worked with the club to secure and host this tournament as it benefitted tourism in Richmond. On average, five National tournaments are awarded annually to clubs across Canada along with eight Provincial tournaments. The Club would like to continue to host tournaments in the future and has a dedicated group of volunteers willing to bring tournaments to Richmond.

The size and amenities within the existing clubhouse have made it challenging for the Club to accommodate their membership, and has limited the number of Provincial and National level tournaments they are able to host.

Decisions Required

A number of inter-related decisions are required by Council to move the Richmond Lawn Bowling Clubhouse replacement forward. The decision tree, outlined in Figure 1 on the next page, provides an overview of the decisions required, the options for each, and the decisions recommended by staff. The decision tree is intended to provide a picture of the options to guide Council through the decision making process. The details regarding each option outlined in this report follow the decision tree and include important considerations associated with each decision.

Figure 1: Decision Tree for Richmond Lawn Bowling Greens and Clubhouse



Program and Site Review Process

To address the May 22, 2018, referral from the General Purposes Committee, a staff review was conducted. In addition to regular consultations with the Richmond Lawn Bowling Club’s Building Committee (the “Building Committee”), the program and site review included:

- Review of the draft Minoru Park Vision Plan;
- Analysis of an Arborist Report for the lawn bowling site;
- Crime Prevention Through Environmental Design (CPTED) analysis of proposed building locations;
- Industry research and analysis of membership trends and projections by province; and
- Review of best practices site visits, feedback from open houses and consultation with the Building Committee completed prior to the referral.

The program and site review confirmed the following key considerations:

- Connectivity to both lawn bowling greens;
- Proximity to the parking lot;
- Impacts to green space, trees and Minoru Lakes;
- Impact on neighbours;
- Alignment with the draft Minoru Park Vision Plan; and
- Pedestrian access and circulation through and around Minoru Park.

Location of Lawn Bowling Greens

As a result of the site review, the location of the lawn bowling greens was discussed from which a new option emerged to relocate the south green to the north side of the existing lawn bowling site, as shown in Attachment 1.

The cost for relocation was not part of the \$4.0 million project budget approved by Council as part of the 2018 Capital Building Program. However, the estimated cost of \$980,000 could be submitted for Council consideration through the 2019 Capital Budget process within the Minoru Park Lakes Renewal project, with funding from Parks Development Cost Charges. Replacement of the artificial turf surfaces will be funded from the turf replacement fund as they are at the end of their lifecycle.

Staff recommend relocating the south green to the north side of the existing lawn bowling site as it will create a unified lawn bowling hub with the clubhouse and lawn bowling greens fully integrated on the site. The relocation supports the draft Minoru Park Vision Plan by connecting Gollner Avenue to the Minoru Lakes via a significant pedestrian pathway. It also allows for additional informal park space to be created in the area currently occupied by the south lawn bowling green. The opportunities and challenges associated with relocating the green are further outlined below.

Opportunities

- Eliminates the need for an ancillary service building;
- Reduces the site footprint to achieve a less fragmented lawn bowling venue and more efficient site layout, where the clubhouse and greens are fully integrated;
- Strengthens the relationship between the clubhouse and both of the greens, resulting in increased service levels and quality of play, which have been identified as high priorities for the Club;
- Eases the flow and improves sightlines between each of the greens as the full length of both greens would face each other in the centre;
- Provides opportunity for park space to be utilized by the Club for outdoor social functions as an extension of the clubhouse;
- Improves functionality of the underutilized northeast area of Minoru Park towards Westminster Hwy;
- Enhances pedestrian connections from Gollner Avenue to Minoru Lakes and Richmond Hospital, as illustrated in the City Centre Area Plan and draft Minoru Park Vision Plan; and
- Allows for redevelopment of the area currently occupied by the south lawn bowling green into informal park space with improved visual and physical connections to the lakes, as well as pathways, additional tree planting, seating and picnic spaces.

Challenges

- Cost of relocating the south green is a new capital cost for the City;
- New green would encroach onto the adjacent pathway and potentially the upper lake basin which would require redesign of the adjacent pathway, replacement of existing benches and possible modification to the upper lake basin; and

- Requires relocation or replacement of approximately 19 trees:
 - Four high retention value - two relocated and two replaced at a ratio of 3:1;
 - Nine medium retention value (all pines) - all replaced at a ratio of 2:1; and
 - Six low retention value (all pines) - all replaced at a ratio of 2:1.

Relocation of the south green is supported by the Richmond Lawn Bowling Club's Building Committee as well as City staff as it aligns with and creates opportunities to enhance the draft Minoru Park Vision Plan, improves connectivity to both lawn bowling greens and addresses the lack of passive park space within Minoru Park, while meeting the needs of the Richmond Lawn Bowling Club.

Site Selection for the Replacement Clubhouse

In response to the referral from the General Purposes Committee on May 22, 2018, potential building location options were discussed with the Building Committee. Staff also met with the Richmond RCMP to review Crime Prevention Through Environmental Design (CPTED) considerations for various site options which included:

- Opportunities for passive security from parking lot, and neighbouring residential and commercial buildings;
- Increasing pedestrian safety by reducing secluded areas;
- Enhancing sightlines from Gollner Avenue to the Minoru Lakes; and
- Minimizing possible congestion of pedestrians along the pathway intersecting the existing greens.

The site review included a discussion about locating the replacement clubhouse on the east side of the south green, in front of the neighbouring townhomes. It was determined that this option would not meet the site criteria priorities. This option only provides connectivity to the south green, as opposed to both greens, and may result in noise and privacy concerns for the nearby residents especially during tournaments or other Club events. The Building Committee also felt it was too far away from the parking lot.

As a result of the site review, staff recommend locating the replacement Richmond Lawn Bowling Clubhouse centred on the east side of both greens, as illustrated in Attachment 1. This site provides several advantages including being in close proximity to the parking lot and meeting CPTED best practices. In addition, the existing clubhouse can remain in operation while the replacement facility is being constructed, which will allow the Club to continue to use the greens.

Should Council decide not to relocate the south lawn bowling green, or not approve the proposed 2019 Capital Budget for the Minoru Park Lakes Renewal project, the lawn bowling greens can remain in the current location with two site options for the replacement Richmond Lawn Bowling Clubhouse, as outlined in the decision tree on page 4. The first option would be to place the replacement clubhouse on the east side of the existing north green, as shown in Attachment 2. The second option would be for the replacement clubhouse to be built between the two existing greens, as shown in Attachment 3. Although the second option reflects the Building Committee's

preference, this option would cause the pathway connecting Gollner Avenue and the Minoru Lakes to be eliminated and a high retention value Sequoia tree to be removed. It also conflicts with the draft Minoru Park Vision Plan's priority to strengthen pedestrian and visual corridors in and around the lawn bowling greens.

Program and Cost for the Replacement Clubhouse

As a result of the program review, staff have developed three program options for Council's consideration. The program options are outlined in Table 1 below, with order of magnitude costs for each and a comparison to the existing Richmond Lawn Bowling Clubhouse areas. A detailed program chart, outlining program room uses, is provided in Attachment 4.

Table 1: Program Options for the Richmond Lawn Bowling Clubhouse

Program Area		Existing Facility	Option 1	<u>Recommended</u>	Option 3
			\$3.6M ^{1,2}	Option 2	\$5.0M ^{1,2}
			Meets Budget	Exceeds Budget by \$600K	Exceeds Budget by \$1.0M
		1,920 sq. ft.	3,160 sq. ft.	4,300 sq. ft.	4,900 sq. ft.
1.	Multipurpose Room	970 sq. ft. (approx. 60 people)	1,250 sq. ft. (approx. 125 people)	2,260 sq. ft. (approx. 216 people)	2,500 sq. ft. (approx. 240 people)
2.	Kitchen	150 sq. ft.	200 sq. ft.	250 sq. ft.	300 sq. ft.
3.	Changeroom and Lockers	165 sq. ft. (190 lockers)	350 sq. ft. (approx. 250 lockers)	400 sq. ft. (approx. 275 lockers)	500 sq. ft. (approx. 400 lockers)
4.	Washrooms	175 sq. ft.	350 sq. ft.	350 sq. ft.	400 sq. ft.
5.	Storage	150 sq. ft.	400 sq. ft.	400 sq. ft.	500 sq. ft.
6.	Main Entry	0 sq. ft.	150 sq. ft.	150 sq. ft.	150 sq. ft.
7.	Admin	0 sq. ft.	75 sq. ft.	100 sq. ft.	100 sq. ft.
8.	Circulation and Support – corridors, service areas	310 sq. ft.	385 sq. ft.	390 sq. ft.	450 sq. ft.

¹ See Attachment 5 for the building replacement cost breakdown details

² Does not include the cost to relocate the greens (approximately \$980,000), proposed to be funded from Parks Development Cost Charges

The program options include areas not in the existing clubhouse such as administrative space, a main entry foyer and a universal changeroom with shower. The other spaces are updated and expanded to accommodate the current membership, and allow for growth in membership and hosting of tournaments.

In addition to the program areas, an outdoor covered viewing area with seating will be incorporated during detailed design to provide bowlers with a sheltered area to view the greens and gather during Club events.

Program Option 1 (3,160 sq. ft., \$3.6 million) – Not Recommended

Program Option 1 is 65 per cent larger than the current Richmond Lawn Bowling Clubhouse. Although it meets current membership needs and better positions the Club to host Provincial and National level tournaments, Program Option 1 provides little space for membership growth. The proposed Multipurpose Room can accommodate up to 125 people seated cafeteria-style and the neighbouring Minoru Centre for Active Living's Main Hall could be utilized for larger functions as it can provide space for approximately 240 people.

Program Option 1 can be achieved within the budget of \$4.0 million (2019 dollars) approved by Council as part of the 2018 Capital Building Program.

Program Option 2 (4,300 sq. ft., \$4.6 million) – Recommended

It is a clubhouse of approximately 4,300 sq. ft. and is more than two times the size of the existing clubhouse. The proposed program expands on Program Option 1 providing a larger Multipurpose Room that will allow the Club to host tournaments and club events with cafeteria-style seating for up to 216 people. The size of the kitchen, storage room and changeroom have also been increased, the latter which can accommodate approximately 275 lockers. Program Option 2 meets the current needs of the Club, will accommodate growth in membership, and better positions the Club to attract Provincial and National level tournaments.

Program Option 2 can be achieved for \$4.6 million (2019 dollars), which exceeds the budget in the 2018 Capital Building Program by \$600,000. Program Option 2 is recommended by staff.

Program Option 3 (4,900 sq. ft., \$5.0 million) – Not Recommended

Program Option 3 is a clubhouse of approximately 4,900 sq. ft. and reflects the program requested by the Richmond Lawn Bowling Club. It builds on Program Option 2 as follows:

- Larger Multipurpose Room that would allow the club to host events with cafeteria-style seating for up to 240 people, which may occur 8-10 times per year if membership grows and tournaments are hosted;
- Larger changeroom resulting in an increased capacity for lockers from 250 to approximately 400, with the option to expand to 500 lockers in the future;
- Larger Kitchen to service the increased Multipurpose Room capacity and provide space for the large number of volunteers that work to support food services at functions; and
- Additional storage for tables and chairs and other Club belongings.

This option meets current and future needs for the Richmond Lawn Bowling Club and provides a higher level of service than membership suggests, as the Club has experienced minimal growth over the past 10 years. The *Bowls Canada Annual Report 2017-2018*, states that, in the last six years, membership of lawn bowlers across British Columbia was at its lowest in 2017 and has fluctuated by only 86 members, or two per cent overall, further suggesting that this option provides more space than required.

Program Option 3 can be achieved for \$5.0 million (2019 dollars), which exceeds the budget in the 2018 Capital Building Program by \$1.0 million.

Financial Considerations

Council previously approved a budget in the amount of \$2.0 million for Advanced Planning and Design for Major Facilities Projects, as well as \$4.0 million in the 2018 Capital Building Program for the Richmond Lawn Bowling Clubhouse. Furthermore, as part of their presentation to the Parks, Recreation and Cultural Services Committee in March 2016, the Richmond Lawn Bowling Club pledged \$90,000 towards the construction of the replacement clubhouse which will be used towards the project.

Should Council approve a location for the lawn bowling greens, and a site and program for the replacement clubhouse, as outlined in this report, staff will engage an architectural firm to complete design. The estimated cost for this service is typically about 10 per cent to 15 per cent of the construction cost and is included in the project budgets noted in Attachment 5.

Should Council endorse a program option that exceeds the previously approved budget of \$4.0 million in the 2018 Capital Building Program, staff will review the City's funding sources to determine how to fund the additional costs, and include a recommendation for additional funding in the Budget and Form/Character report scheduled for presentation to Council in May 2019.

The preliminary Operating Budget Impact (OBI) for the replacement clubhouse is projected to be \$15,000 to \$25,000 (in 2020 dollars) when the facility is anticipated to be operational, if construction begins in 2019. The OBI has not been included as part of the Richmond Lawn Bowling Clubhouse project as refinement of the OBI will be developed and submitted to Council for consideration as part of the Budget and Form/Character report scheduled for May 2019.

Funding to decommission and relocate the south green could be submitted for Council consideration through the 2019 Capital Budget process within the Minoru Park Lakes Renewal project, independent of the previously approved \$4.0 million Lawn Bowling Clubhouse Replacement project. The cost for this work is estimated to be approximately \$980,000 and is proposed to be funded through Parks Development Cost Charges. Capital funds for the Minoru Bowling Green Artificial Turf Replacement project will likewise be submitted for Council consideration through the 2019 Capital Budget process and have been factored into the estimated cost to relocate the south green. If approved by Council, the proposed aforementioned 2019 capital projects will be included accordingly in the 5 Year Financial Plan (2019-2023).

If the decommissioning and relocation work is not approved by Council, the budgeted costs for the Minoru Park Lakes Renewal project will be reduced accordingly.

Construction Cost Escalation and Schedule

Locally, there are currently difficulties commencing or even completing construction projects due to high bids and/or an inability for contractors to meet schedules. Some of the main reasons are noted below. These conditions are anticipated to continue locally for the short term.

- Current market conditions are such that there is so much work available that Contractors/Trades are over capacity and unwilling to take-on more work.
- There are tariffs on various construction related materials which has contributed to significant cost escalation and contractor availability.

Recent discussions with consultants in the building industry have indicated cost escalation is up to 18%. Staff have included an allowance of 6% cost escalation on the Lawn Bowling Club replacement program options.

Staff will fast-track the design and construction procurement processes in an effort to accommodate the 55+ BC Games scheduled for September 2020 by inviting select design and construction proponents to submit bids. Once bids are received, staff will understand if there is sufficient funding to complete the project and if the contractors can complete the work on a schedule to accommodate the 55+ BC Games. Staff will report back to Council with the findings.

Next Steps

Should Council approve a location for the lawn bowling greens, and site and program for the replacement clubhouse, staff will proceed with the design process. Staff will report back with form and character prior to completing the detailed design. This process would also include design for the relocated green, as well as the informal park space in the area currently occupied by the south lawn bowling green.

Council approved funding in the amount of \$4.0 million to deliver Option 1 as part of the 2018 Capital program. Should Council direct staff to implement either of Options 2 or 3, both of which exceed \$4.0 million, a budget amendment will be required.

Conclusion

The relocation of the south lawn bowling green, and site and program options for the replacement Richmond Lawn Bowling Clubhouse meet the needs of the club and support a sport that serves our older adult population. The replacement clubhouse will help to reinvigorate the north portion of the Minoru Park as the Minoru Vision Plan unfolds over the next decade and beyond.



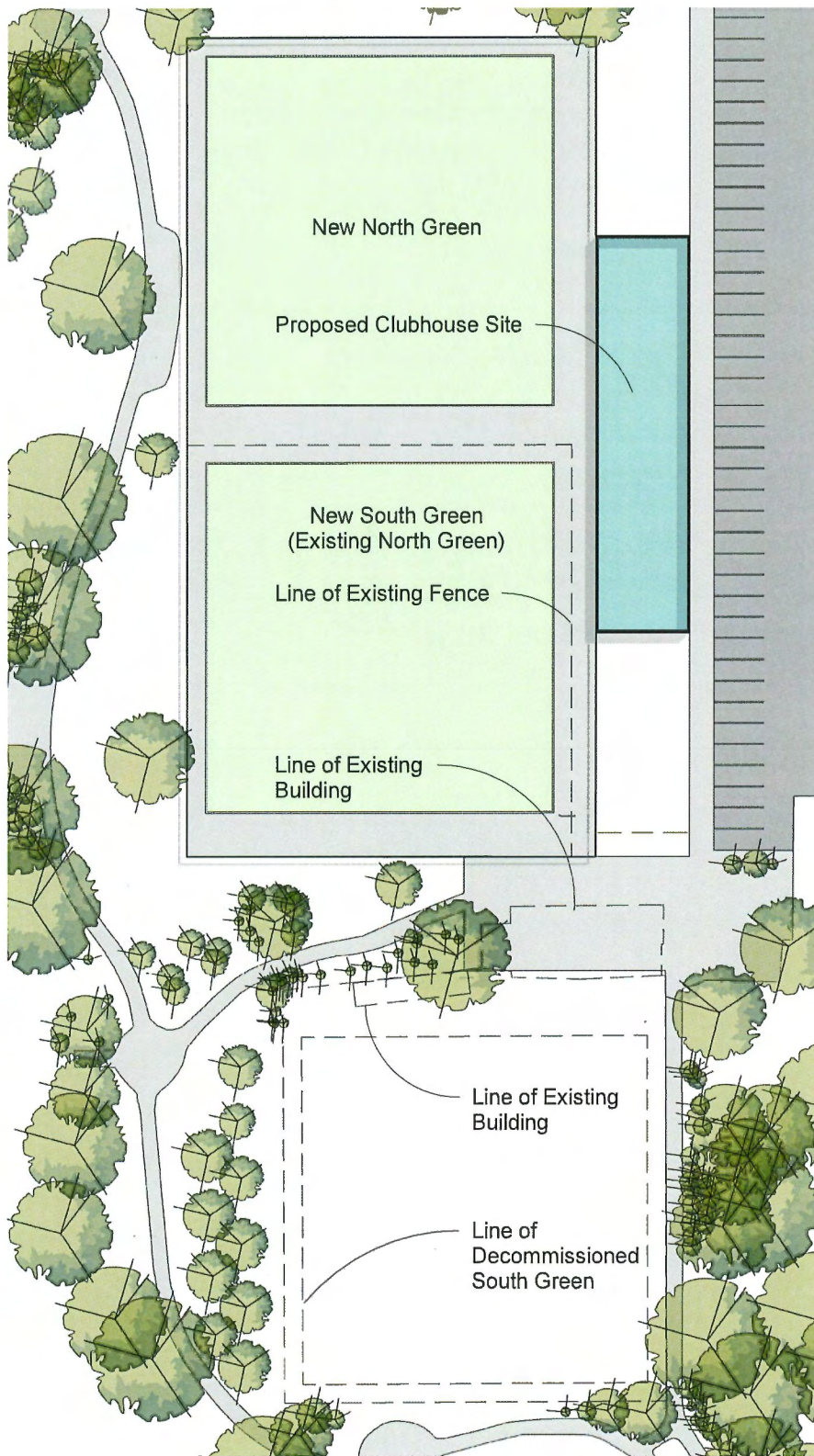
Gregg Wheeler
Manager, Sport and Community Events
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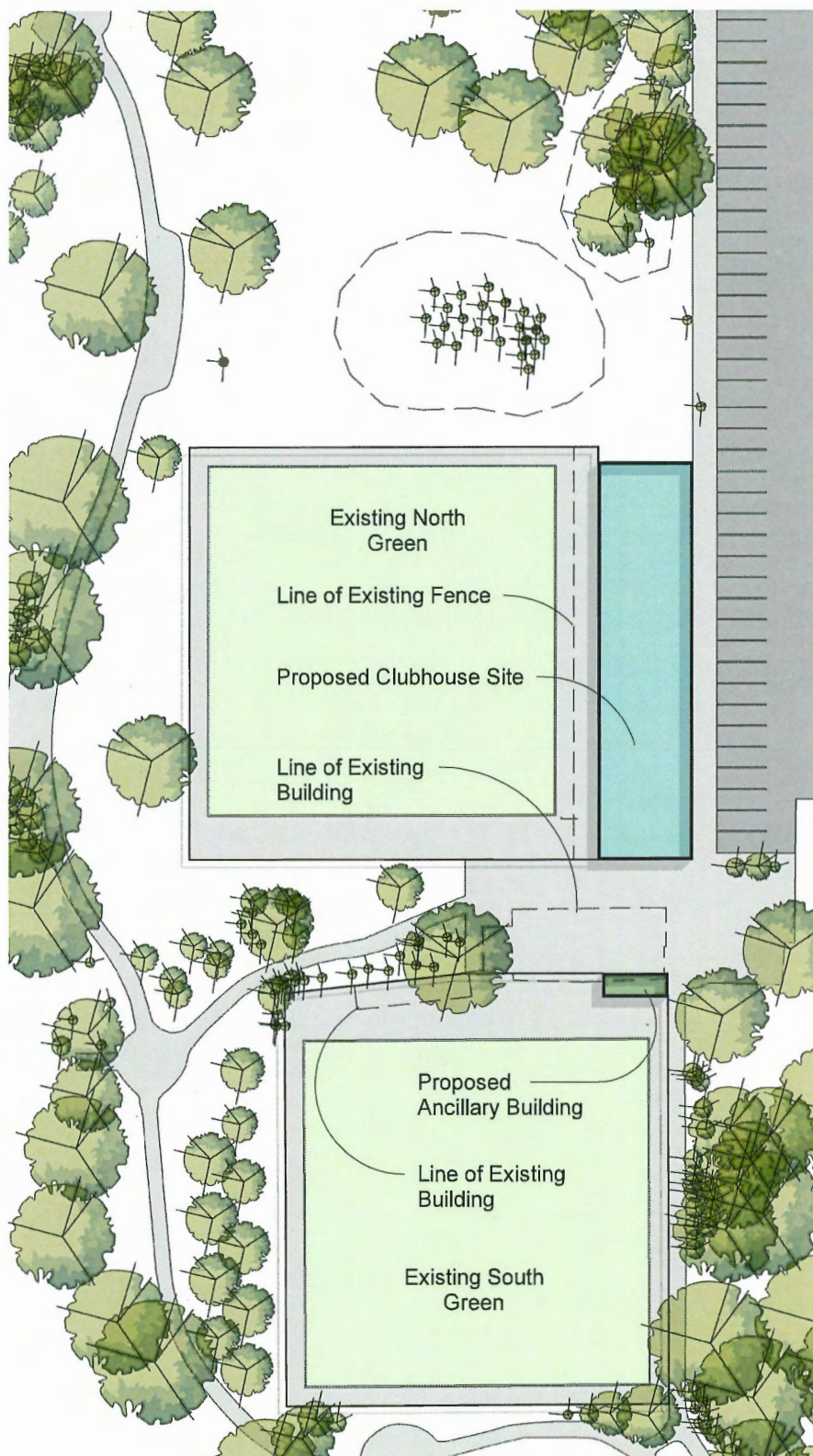
Jon Thibodeau, PMP
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Capital Buildings Project Development
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- Att. 1: South Green Relocated
2: South Green Left in Place: Clubhouse Site Option 1
3: South Green Left in Place: Clubhouse Site Option 2
4: Program Details for the Richmond Lawn Bowling Clubhouse
5: Building Project Cost Breakdown

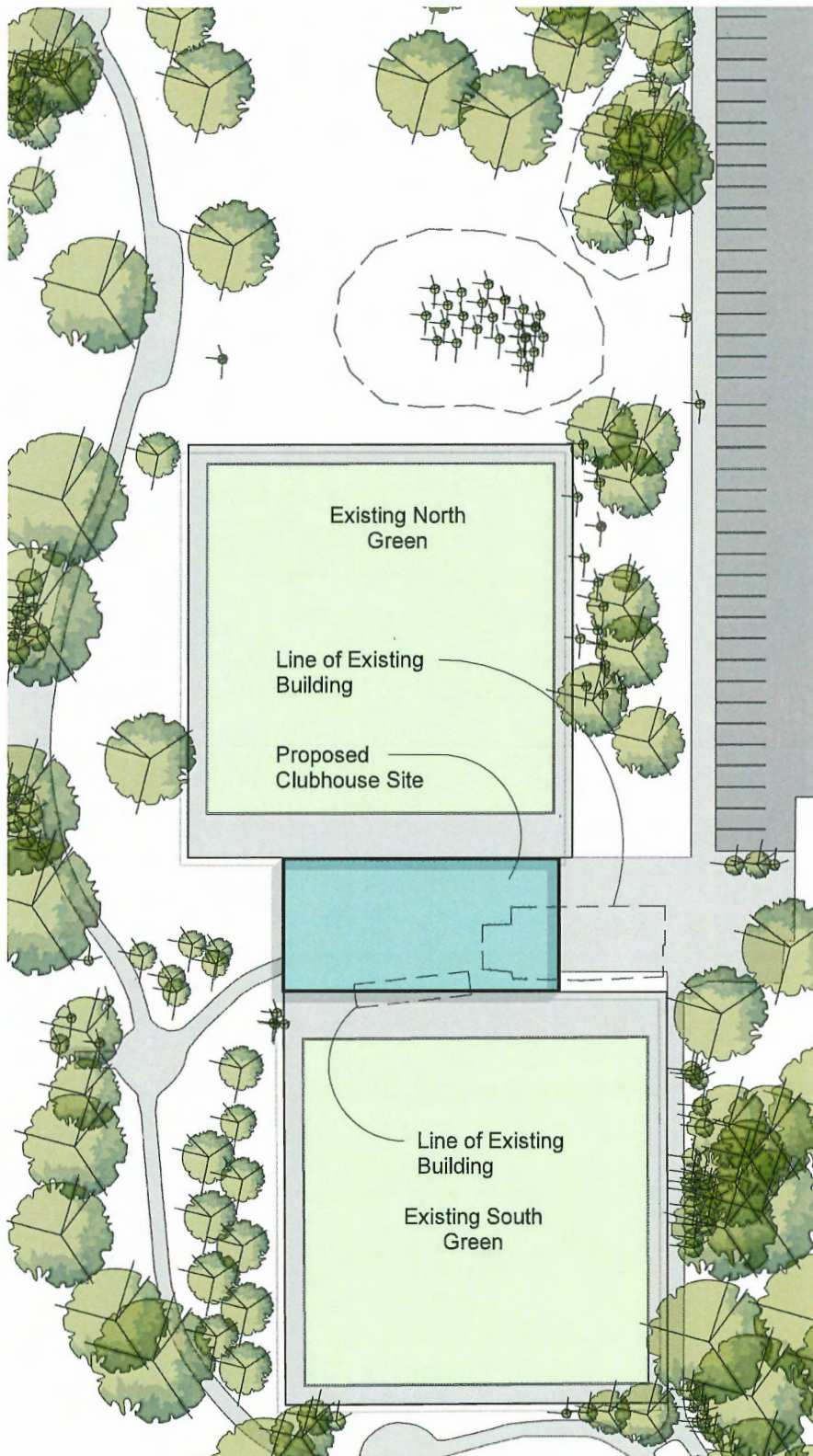
South Green Relocated



South Green Left in Place: Clubhouse Site Option 1



South Green Left in Place: Clubhouse Site Option 2



Program Details for Richmond Lawn Bowling Clubhouse

Program Area	Key Ideas/Uses
Multipurpose Room	Dividable space for group meetings, special events, tournaments and viewing of greens.
Kitchen	Support space to serve and prepare food for tournaments and club events.
Changeroom and Lockers	Accessible change / shower facility; secure lockers to keep personal bowls, shoes and other belongings.
Washrooms	Washrooms to be easily accessible from both greens.
Storage	Folding tables, chairs, tents, BBQ, maintenance equipment and other sundry items.
Main Entry	Foyer and gathering area; space to display trophies and club information.
Admin	Office with one workspace and secure storage for files and records.
Circulation and Support Spaces	Corridors; mechanical, electrical, and communications rooms; janitorial closet.
Outdoor Viewing Decks	Covered outdoor area to provide wide viewing angles and protection from weather elements; includes bench seating.

Building Project Cost Breakdown

Cost Element	Option 1 3,160 sq. ft.	Option 2 4,300 sq. ft.	Option 3 4,900 sq. ft.
Design	\$275,000	\$345,000	\$380,000
Site Development	\$315,000	\$315,000	\$315,000
New Building Construction	\$1,571,000	\$2,008,000	\$2,238,000
Offsite Work	None anticipated	None anticipated	None anticipated
Furniture and Equipment	\$110,000	\$140,000	\$152,000
Construction/Design Contingency and Escalation	\$712,000	\$887,000	\$976,000
Soft and Project Costs	\$617,000	\$905,000	\$939,000
Total Building Project Costs	\$3,600,000	\$4,600,000	\$5,000,000