



To: General Purposes Committee **Date:** June 30, 2021
From: Jim V. Young, P. Eng. **File:** 06-2050-20-SCC/Vol 01
Director, Facilities and Project Development
Elizabeth Ayers
Director, Recreation and Sport Services
Re: **Steveston Community Centre and Branch Library – Concept Design and Capital Budget**

Staff Recommendation

1. That the concept floor plans as outlined in the report titled, “Steveston Community Centre and Branch Library – Concept Design and Capital Budget,” dated June 30, 2021 from the Director, Facilities and Project Development and the Director, Recreation and Sport Services be approved;
2. That the existing Steveston Community Centre and Library be demolished as outlined in the report titled, “Steveston Community Centre and Branch Library – Concept Design and Capital Budget, dated June 30, 2021 from the Director, Facilities and Project Development and the Director, Recreation and Sport Services;
3. That the capital budget in the amount of \$90 million (2023 dollars) be approved and funded from the following sources as outlined in the report titled, “Steveston Community Centre and Branch Library – Concept Design and Capital Budget,” dated June 30, 2021 from the Director, Facilities and Project Development and the Director, Recreation and Sport Services:
 - a. \$63,000,000 from the Capital Building and Infrastructure Reserve;
 - b. \$21,333,812 from the Capital Reserve (Revolving Fund); and
 - c. \$5,666,188 from the Steveston Community Amenity provision;
4. That a Construction Escalation Contingency in the amount of \$5 million be approved and funded by the Capital Reserve (Revolving Fund) as outlined in the report titled, “Steveston Community Centre and Branch Library – Concept Design and Capital Budget,” dated June 30, 2021 from the Director, Facilities and Project Development and the Director, Recreation and Sport Services; and
5. That the Consolidated 5 Year Financial Plan (2021-2025) be amended accordingly.

Jim V. Young, P. Eng.
Director, Facilities and Project Development
(604-247-4610)

Elizabeth Ayers
Director, Recreation and Sport Services
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| REPORT CONCURRENCE | | |
|---|---|--|
| ROUTED TO: Engineering Finance Parks Services Transportation Library Services | CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> | CONCURRENCE OF GENERAL MANAGER <hr/> |
| SENIOR STAFF REPORT REVIEW | INITIALS: | APPROVED BY CAO <hr/> |

Staff Report

Origin

On December 15, 2020, Council approved the site and parking strategy for the Steveston Community Centre and Branch Library Replacement.

The purpose of this report is to obtain Council approval for the concept design and budget for the Steveston Community Centre and Branch Library, which will allow staff to proceed to detailed design including form and character, site preparation, and construction of the new facility.

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.

3.1 Foster community resiliency, neighbourhood identity, sense of belonging, and intercultural harmony.

3.2 Enhance arts and cultural programs and activities.

3.4 Celebrate Richmond's unique and diverse history and heritage.

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

4.1 Robust, affordable, and accessible sport, recreation, wellness and social programs for people of all ages and abilities.

4.2 Ensure infrastructure meets changing community needs, current trends and best practices.

This report supports Council's Strategic Plan 2018-2022 Strategy #8 An Engaged and Informed Community:

Ensure that the citizenry of Richmond is well-informed and engaged about City business and decision-making.

8.1 Increased opportunities for public engagement.

Background

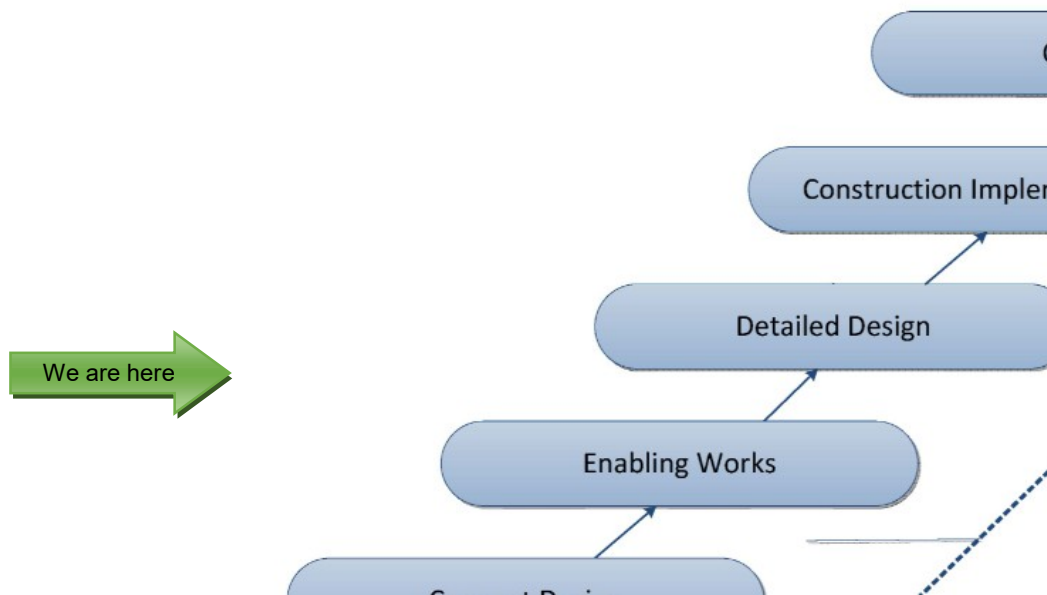
On December 12, 2016, Council identified the Steveston Community Centre and Branch Library as a priority Phase 2 Major Facilities project for 2016-2026. Since then Council has made a number of key decisions that have brought the project to the Concept Design which is the subject of this report.

On July 8, 2019, Council directed staff to advise Translink that the City does not support a location within Steveston Community Park as part of the Steveston Community Centre and Branch Library Replacement Project, as noted in the staff report titled, “Potential Transit Exchange as part of Steveston Community Centre and Branch Library Replacement Project.” Options for other possible locations for the Steveston Transit Exchange including Moncton Street or elsewhere in Steveston are scheduled for presentation to Council in the Fall of 2021.

On September 23, 2019, Council approved the program totaling 60,350 sq. ft. for the Steveston Community Centre and Branch Library. On December 15, 2020, Council approved the site for the new community centre and branch library, which is to be located at the southeast quadrant of the park (Attachment 1 – Approved Site and Parking Strategy for the Steveston Community Centre and Branch Library).

Following Council approval of the program and site location, concept design development continued. The project has now reached the final steps in the Concept Design stage, which is the second stage of a six-stage process in the delivery of a major facility project as illustrated in Figure 1 below. Concept design is an iterative and involved process that brings the design to a point where program, location, massing, preliminary floor plans and building orientation are established.

Figure 1: Delivery Stages of a Major Facility Project



Council approval of the recommended concept floor plans and capital budget is required in order to develop the building form and character and progress to the next stages, Enabling Works and Detailed Design.

Analysis

Public Engagement Process

The Public Engagement Plan endorsed by Council in January of 2018, included a three-day design charrette and public feedback opportunity for development of the concept design for the new facility.

The design charrette occurred over three days, February 10 - 12, 2021 with the Steveston Community Centre and Branch Library Concept Design Building Committee (Building Committee) and key stakeholders meeting with the architects each morning to discuss factors and considerations related to the site and layout of the building. Figure 2 below shows the areas of focus set out for each day. The architects then refined the designs each afternoon, presenting a draft design option for consideration and review by the public and stakeholders at the end of each day. This process allowed stakeholders and the public to provide input, observe the evolution of the design and understand how the proposed layout maximizes program synergies and meets community needs.

Figure 2: Design Charrette Daily Focus



Following the design charrette, the architects refined the floor plans and developed renderings for key views within the facility for presentation to the public on Let's Talk Richmond and at a virtual open house which was held on March 11, 2021 (Attachment 2 – Concept Design Plans and Interior Perspectives for the Steveston Community Centre and Branch Library).

As a result of COVID-19, all of the engagement opportunities were provided in a virtual environment. Opportunities were advertised extensively through direct mail, social media, email, and School District 38 school newsletters. Staff also provided an option for in person meetings with residents who could not participate in a virtual environment. Two dates were offered with multiple time slots, however, only six individuals took advantage of this option.

Participation in the virtual charrette process averaged 30 people each evening with thoughtful and insightful questions asked, leading to a variety of layout improvements. Participation in the Let's Talk Richmond survey was strong with 125 surveys completed. An additional 31 people participated in the virtual open house.

Recommended Concept Design

The concept design for the Steveston Community Centre and Branch Library is a three storey facility which will be centrally located on the southern edge of the Steveston Community Park. The facility totals 60,350 sq. ft., meeting the program as approved by Council on September 23, 2019. (Attachment 3 – Approved Program for the Steveston Community Centre and Branch Library). The 36,000 sq. ft. building footprint provides a balanced approach where program synergies are realized, impact on green space is minimized and views and connections to the park are achieved from many of the program spaces. The location and orientation of the facility also maximize connections to other facilities, green space, a main plaza, parking for the facility and the transit stop.

The concept design represents the shared vision for how the program will best meet the needs of the community, while respecting the guiding principles for the project.

Key features of the concept design are:

- multi-purpose plaza that can be expanded or reduced in size for events or everyday use;
- gymnasium on the north end of the building, close to the Martial Arts Centre for tournaments and minimization of solar heat gain;
- single storey library with shared multi-purpose spaces, adjacent to the community living room;
- community living room with connections to a large outdoor plaza space;
- open mezzanine overlooking the community living room and gymnasium with a visual connection to a number of program spaces;
- fitness centre and active studio located together on the second floor for program synergies, access control from reception and high visibility from the street;
- large multi-purpose room located on the third floor with potential water views to the south;
- centrally located kitchen to support programs on all floors, including direct access to two multi-purpose rooms;
- two centrally located elevators that service all levels of the building, including parking;
- 60 parking spaces below the facility with direct access by both stairs and elevator; and
- multi-modal hub that focuses on other modes of travel to the site such as walking, cycling and transit.

The concept design was endorsed by the Building Committee and feedback on Let's Talk Richmond also indicated overwhelming support for the concept design as presented.

- 90% of respondents agree or strongly agree that the proposed building layout reflects the Guiding Principles.
- 85% of respondents agree or strongly agree that the proposed layout reflects co-location synergies between the community centre and branch library.
- 90% of respondents agree or strongly agree that they are excited to use this new facility.
- 93% of respondents agree or strongly agree that the community centre and branch library will allow them and their family to access services that support their educational, physical, wellness and social needs.

Through Let's Talk Richmond a variety of comments were received that will be addressed at the detailed design stage, which included requests for display space for art, and sound mitigation between program areas. Overarching comments regarding the concept design included the following:

“Happy the library is on the first floor and open to the lobby which is very inviting. I love the Ironwood library but walking up-downstairs with a lot of books scares me especially when with children. Also happy the library is on ‘a floor’ vs multi-levels especially for a community library.”

“Good to see more spaces in the community centre AND still remaining connected to the library.”

“Looks very bright. Love the bigger fitness area.”

“Looks fantastic. Can't wait to use the facility.”

Parking & Site Reinstatement

The parking assessment outlined in the previous report titled, “Steveston Community Centre and Branch Library Replacement – Site Selection,” adopted by Council on December 15, 2020, represents the anticipated incremental increase of 90 stalls as a result of the community centre and library expansion.

The site requires a total of 283 stalls to service the expanded facility, other facilities and the park, which will be provided by a combination of underground and surface parking. As outlined in the Council adopted report, staff determined that the combination provides the best balanced parking solution in consideration of the impact on park space, operational efficiency, cost impact and the availability of existing surface parking. The inclusion of underground parking not only satisfies the parking requirements but also optimizes construction efficiencies as it is contained within the same air space parcel, therefore further minimizing impacts on green space. The parking study will be further refined when the project advances to detailed design and the number of stalls will be re-verified at this stage.

Visitors to the Steveston Community Centre and Branch Library have a number of options when it comes to accessing the park site. This includes walking, driving, cycling, or arriving on one of two public transport buses. Whichever the case, the circulation to and within the project site will be further developed in the detailed design phase. Additionally, the analysis will explore options to mitigate parking impacts with provision of transportation demand management measures, which encourage alternate modes of travel to the site.

As part of the site redevelopment to accommodate the new building and parking lot, the site will be upgraded in order to:

- provide a functional and safe transition from Moncton Street to the site and vice versa;
- provide a functional and safe transition from the parking lot to the new facility and existing adjacent amenities;
- improve safety considerations of both pedestrian and vehicle access; and
- repair any damage as a result of the construction work.

A detailed site reinstatement plan will be developed as part of the detailed design process.

Future Street Frontage Improvements

In order to help meet the City's greenhouse gas emission reduction targets and become a greener City, the Official Community Plan (OCP) is increasing the priority of sustainable transportation modes to encourage greater use of transit, cycling and walking. To provide better cycling connections between neighbourhood centres for easy city-wide travel, the OCP has identified Moncton Street as a major cycling route. The redevelopment of the site presents an opportunity for a street level focus to enhance the walking and cycling mobility experience to the site. A separate transportation study is being undertaken by the City's Transportation Department to analyse the viability of integrating a publically accessible dedicated bike and pedestrian path. The intention is to allow the safe movement of pedestrians and cyclists on a section of Moncton Street adjacent to the new facility and parking lot, ultimately promoting various modes of transportation other than vehicular. The location of the building will accommodate the street frontage improvements however this will be verified once a comprehensive site survey is carried out in the detailed design phase. As this is not part of the Steveston Community Centre and Branch Library scope, staff will develop options and costs in a future report for Council's consideration. The street frontage improvements will have to be finalized and approved by Council before the parking layout of the new facility is finalized.

Demolition – Existing Steveston Community Centre and Library

The existing Steveston Community Centre and Library located at 4111 Moncton Street will continue to remain operational during construction of the new Steveston Community Centre and Branch Library. In order to satisfy the parking requirements without impacting the surrounding green space, staff recommend that on completion and opening of the new facility, the existing centre and library 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% by weight for major civic facility renovations.

Tree Management Plan

City staff and the project arborist surveyed 135 trees located within the construction site and surrounding area. As a result, staff have confirmed that the number of trees anticipated to be impacted by the new facility is in the range of 80 - 90. The exact number of trees will be confirmed in a comprehensive tree management plan to be developed in tandem with the landscape design in the detailed design phase. The tree management plan which will be included in the form and character report for Council's information will include:

- complete inventory, condition assessment and retention value of all the trees that will likely be impacted by the new building and on site parking;
- strategy for the removal, retention or relocation of specific trees;
- protection plan for retained trees during construction; and
- ongoing maintenance and monitoring program to ensure the continued health of the trees.

Enabling Works

Enabling works is considered to be the required preparatory site works to facilitate the construction of the new centre, such as soil densification, dewatering, construction of access routes, removal of existing building structures, organics stripping, tree protection and reconfiguration of onsite civil services. The result is a site that is ready and equipped for the main body of works to begin. The enabling works phase of the project is expected to start in Q3 2022. If Council approves the concept design and capital budget, it will enable staff to construct the new facility within the anticipated project schedule.

Preliminary Project Cost and Schedule

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 concurrently based on the recommended concept design. The estimate of \$90 million as well as the anticipated project schedule are outlined in Table 1.

From approval of the concept design, the project is estimated to take four to five years to complete. Therefore, the new Steveston Community Centre and Branch Library is projected to be ready for occupancy in late 2025 or early 2026 should this report be approved by Council.

Table 1: Preliminary Project Cost Estimate and Schedule

| | |
|--|----------------|
| Size: 60,350 sq. ft. | |
| Project Duration: 4 – 5 Years for Occupancy | |
| Project Cost Estimate: \$90M (2023 \$) | |
| CONSTRUCTION COST ESTIMATE | |
| New Building (including Furnishings, Fixtures, and Equipment) | \$50M |
| Civil Works and Site Preparation | \$22M |
| Demolition of Existing Community Centre | \$2M |
| Demolition and Replacement of Educational Garden and New Park Washrooms | \$1.5M |
| Parking | \$14.5M |
| TOTAL (2023 \$) | \$90M |

Construction Escalation Contingency

Budgeting and Council approval for major facility projects such as the Steveston Community Centre and Branch Library, is generally completed when design is at a very early concept stage and can take up to two years before construction tendering. Given the timeframe between budget approval and tendering, there are market driven risks and unforeseen circumstances that may impact costs. To mitigate these risks, staff recommend that a construction escalation contingency in the amount of \$5 million be approved. The contingency is a buffer to protect the City from cost escalation and unforeseen factors that may occur between today and 2023, when project costs will largely be incurred. This contingency model was utilized during the planning process for the Oval and the Major Capital Facilities Program Phase 1 (Minoru Centre for Active Living, Fire Hall No. 1, and City Centre Community Centre).

Financial Impact

Staff recommend that the Steveston Community Centre and Branch Library Replacement capital project with a budget of \$90 million (2023 dollars) be approved and funded from the following sources:

- a. \$63,000,000 from the Capital Building and Infrastructure Reserve;
- b. \$21,333,812 from the Capital Reserve (Revolving Fund); and
- c. \$5,666,188 from the Steveston Community Amenity provision.

Staff recommend that a Construction Escalation Contingency in the amount of \$5 million be approved and funded by the Capital Reserve (Revolving Fund).

It is also recommended that the Consolidated 5 Year Financial Plan (2021-2025) be amended accordingly.

As of May 31, 2021, the Steveston Community Amenity provision has a balance of \$5,666,188 for the improvement of the Steveston Community Centre.

Operating Budget Impact

A detailed operating plan, including program and service levels with the proposed OBI, will be submitted to Council for consideration closer to construction of the facility.

Next Steps

Upon Council approval of the recommended concept design and capital budget, staff will proceed with procuring architectural and engineering firms to commence the detailed design for the new Steveston Community Centre and Branch Library. Concurrently, staff will procure construction management services to provide preconstruction services, which include design oversight, planning, cost estimating and enabling works. A recommendation report for both the preferred design team and construction manager will be presented to Council for their endorsement in Q1 2022.

Following contract award, the first tasks will involve developing the form and character in consultation with the Building Committee and key stakeholders. Subsequently, the recommended form and character will be presented to the Advisory Design Panel and then for Council consideration in Q2 2022. Upon Council approval, the appointed design team will continue to work on the detailed design.

Conclusion

The recommended concept design presented in the report are the results of a rigorous design charrette process. The concept design represents the shared vision for how the program will best meet the needs of the community, while respecting the guiding principles for the project. Approval from Council for the concept design and capital budget in the amount of \$90 million will allow the project to move forward to the detailed design phase, and provide a facility that will meet the health and wellness needs of the community for generations to come.



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Elizabeth Ayers
Director, Recreation and Sport Services
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MY: mk

Att. 1: Approved Site and Parking Strategy for the Steveston Community Centre and Branch Library

Att. 2: Concept Design Plans and Interior Perspectives for the Steveston Community Centre and Branch Library

Att. 3: Approved Program for the Steveston Community Centre and Branch Library

**Approved Site and Parking Strategy
for the Steveston Community Centre and Branch Library**

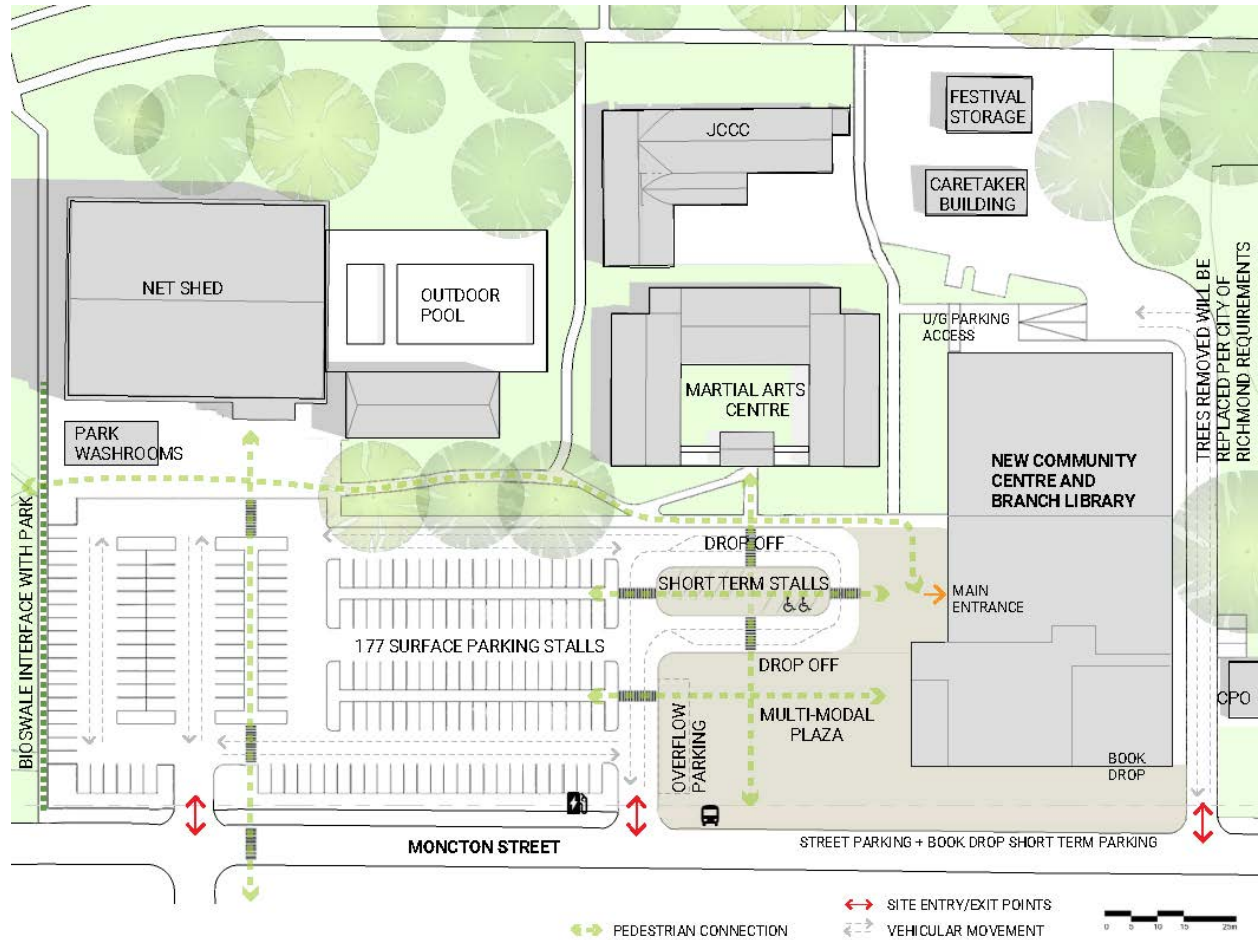


Concept Design Plans and Interior Perspectives for the Steveston Community Centre and Branch Library

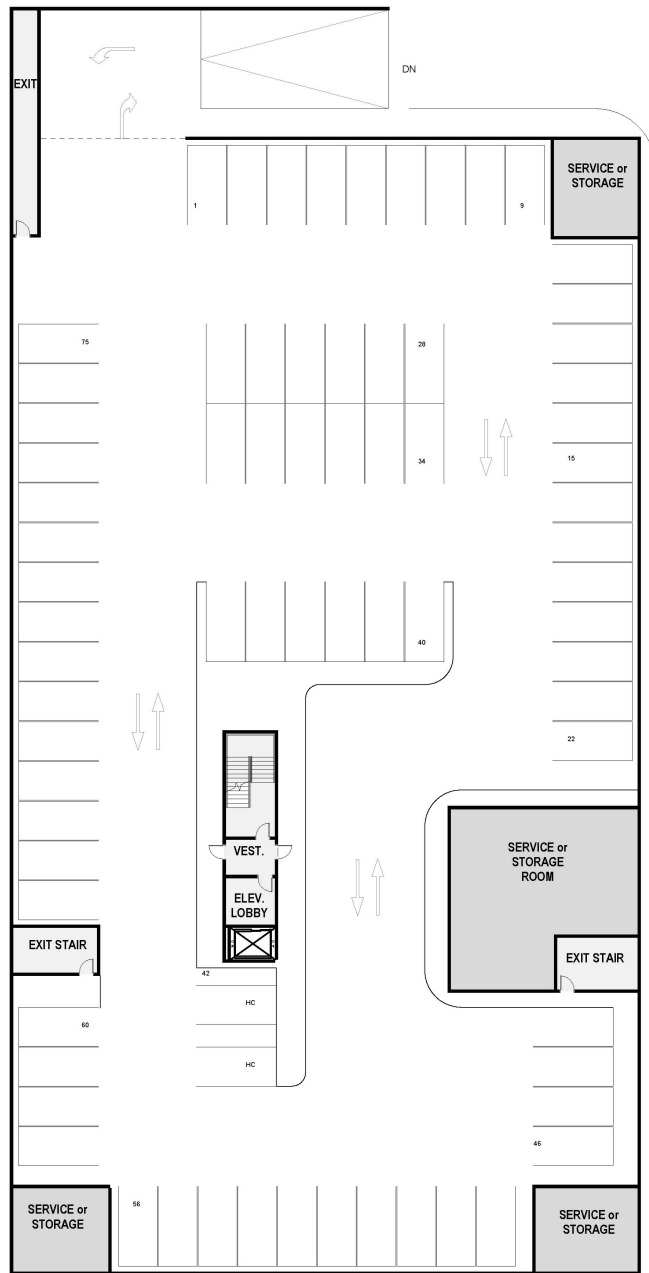
Context Plan – Steveston Community Centre and Branch Library



Site Plan – Steveston Community Centre and Branch Library

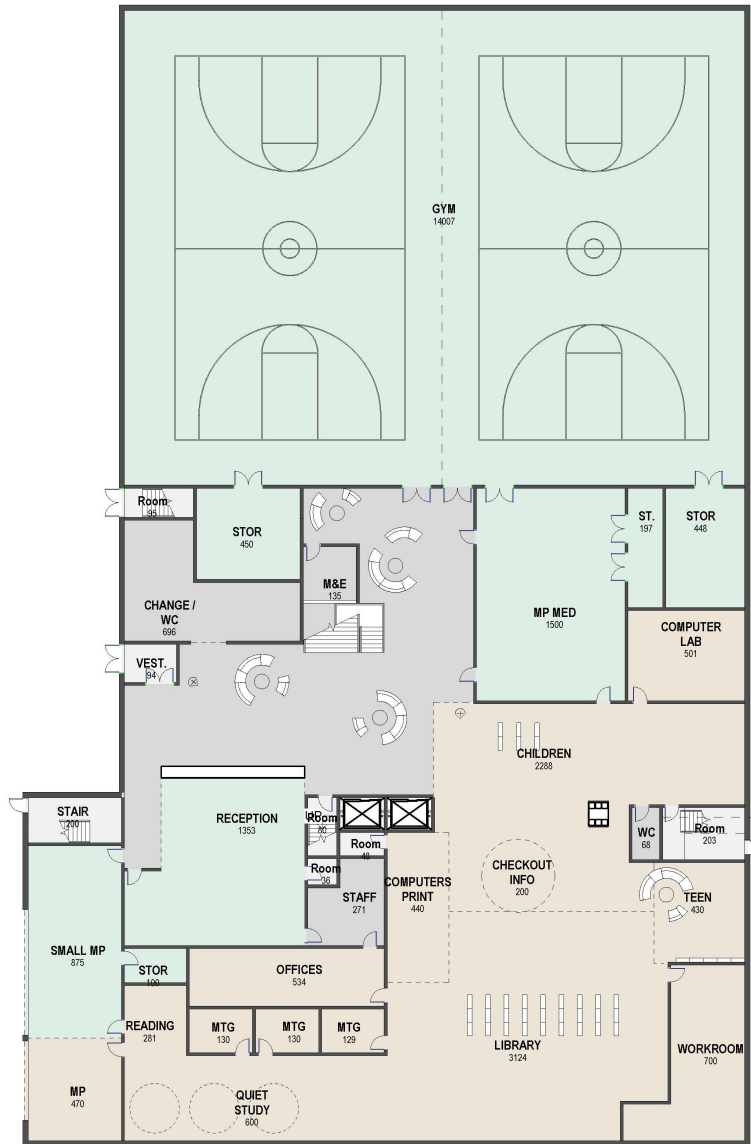


Underground Parking Plan – Steveston Community Centre and Branch Library



SCCL PARKING PLAN
1/16" = 1'-0"

Level 1 Floor Plan – Steveston Community Centre and Branch Library



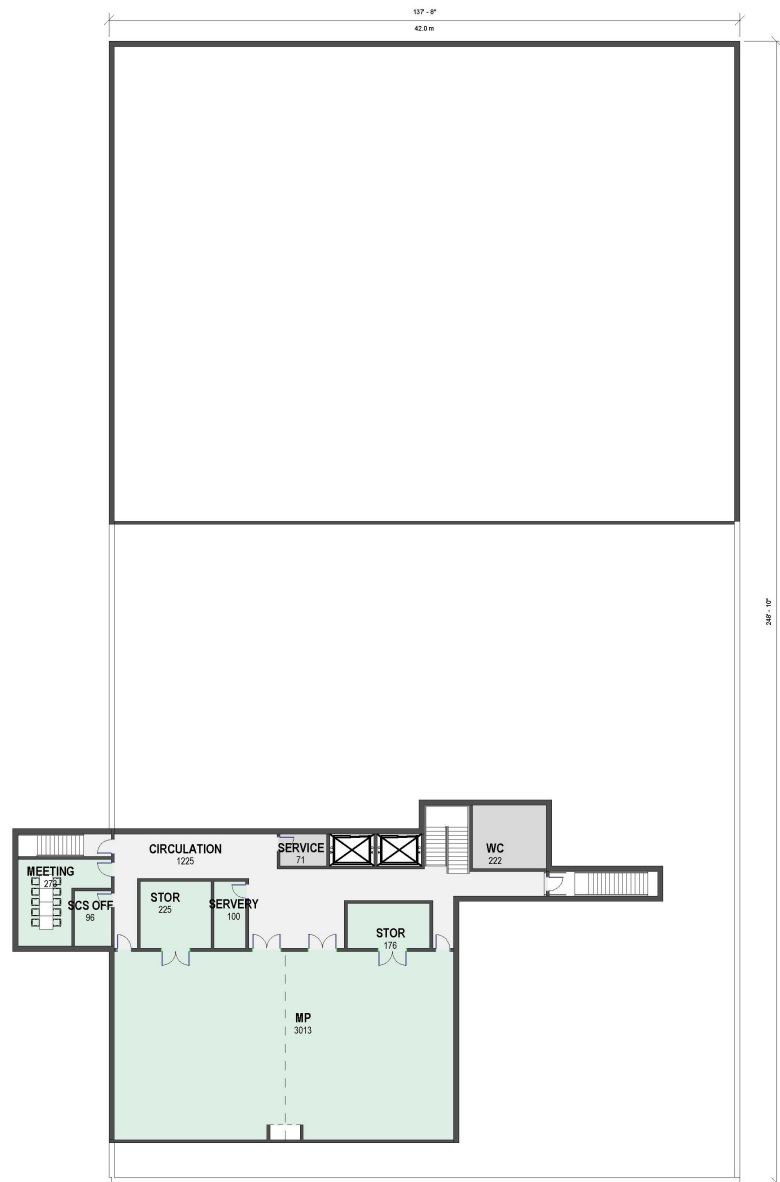
SCCL MAIN FLOOR PLAN
1/16"=1'-0"
Level 1 – 36,000 sq. ft. approximately

Level 2 Floor Plan – Steveston Community Centre and Branch Library



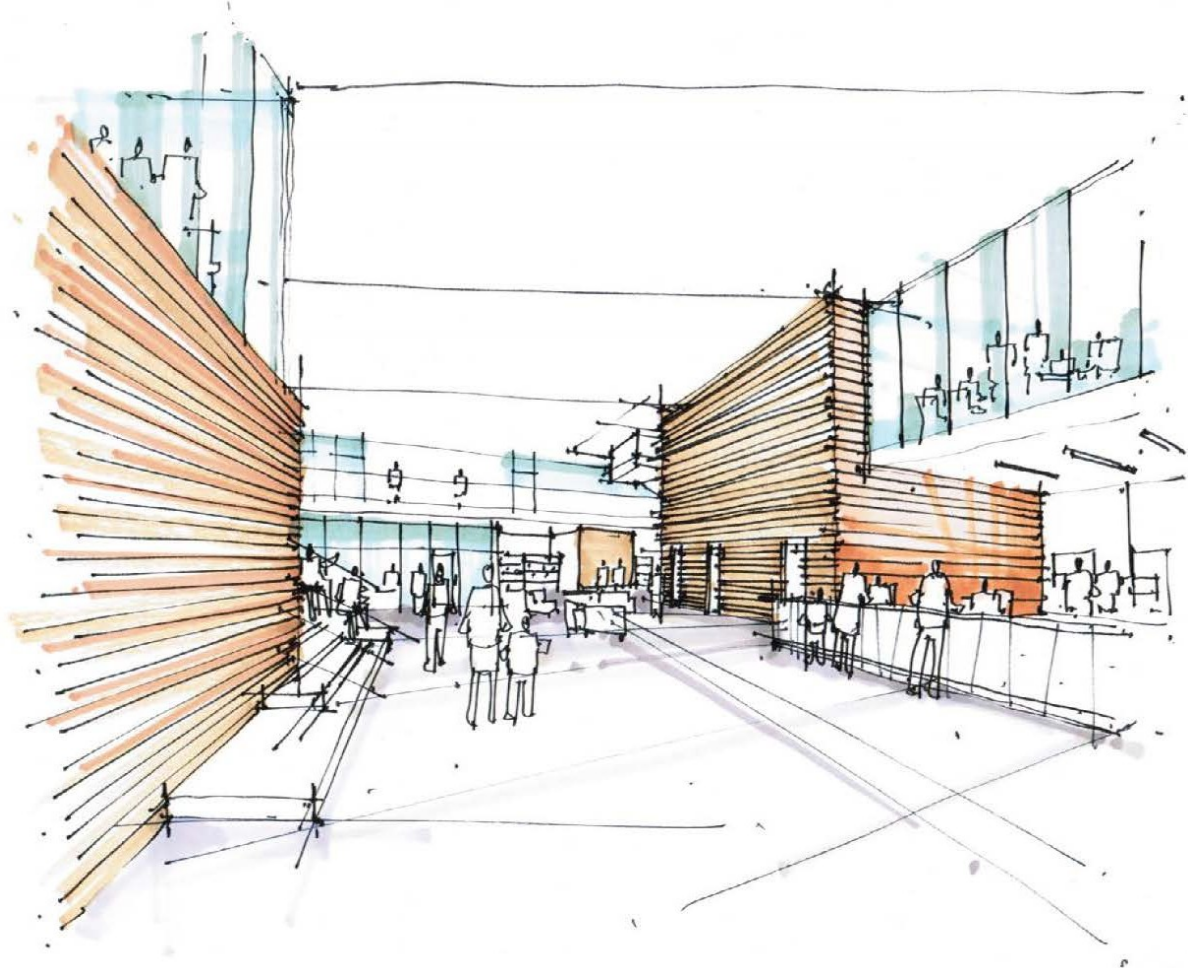
SCCL SECOND FLOOR PLAN
1/16"=1'-0"
Level 2 – 18,000 sq. ft. approximately

Level 3 Floor Plan – Steveston Community Centre and Branch Library

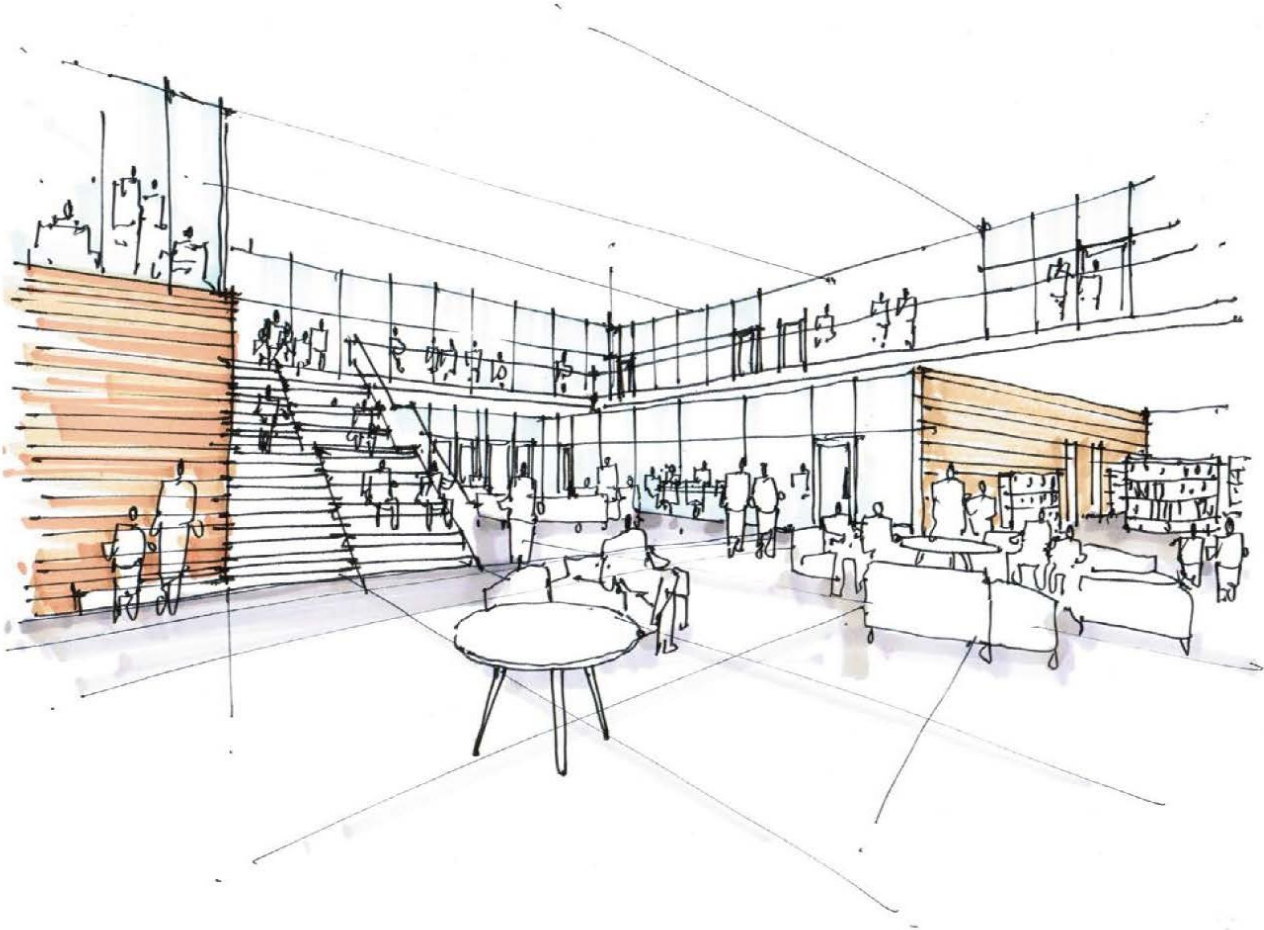


SCCL Third Floor Plan
1/16"=1'-0"
Level 3 – 6,350 sq. ft. approximately

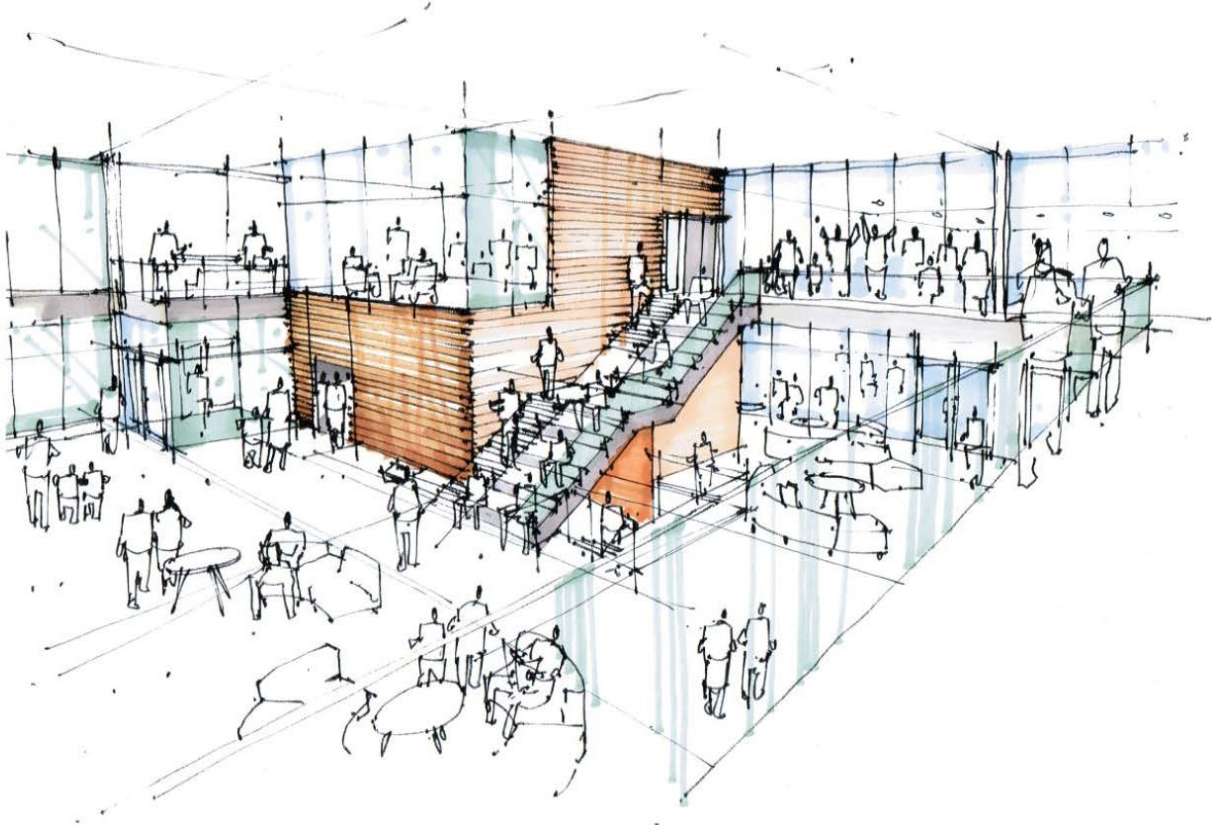
VIEW OF LOBBY FROM MAIN ENTRANCE



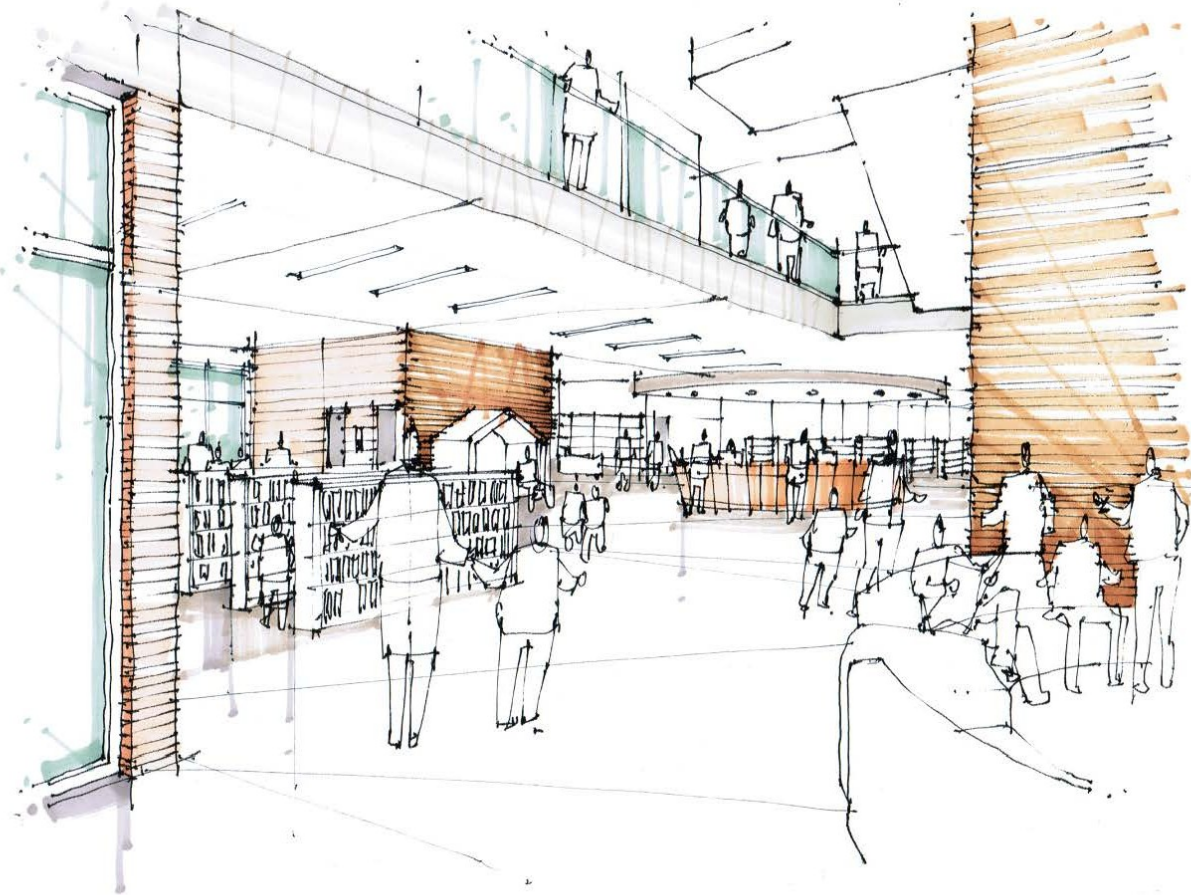
VIEW OF LOBBY AND 2nd FLOOR FROM RECEPTION



VIEW OF LOBBY FROM 2nd FLOOR



VIEW OF LIBRARY FROM LOBBY



ATTACHMENT 3

Approved Program for the Steveston Community Centre and Branch Library

| Program Area | | Approved Facility Program (sq. ft.) |
|--|---|--|
| COMMUNITY CENTRE | | |
| 1. | Gymnasium | 14,000 (2 high school basketball courts with extra clearance and spectator space) |
| 2. | Fitness Rooms – includes Active Studio | 6,000 (2 rooms + specialized training space) |
| 3. | Multipurpose Rooms | 7,800 (5 rooms) |
| 4. | Meeting Rooms – includes Society Meeting Room | 1,000 (3 rooms) |
| 5. | Social/Games Room | 1,000 (1 room) |
| 6. | Kitchen | 750 (1 kitchen + food servery) |
| 7. | Administration and Reception – offices, staff room, reception | 2,000 |
| 8. | Foyer and Gathering | 1,500 |
| 9. | Circulation and Support Areas – corridors, service areas, washrooms, changerooms, storage | 13,900 |
| 10. | Other – stage, squash court | 0 |
| Subtotal – Community Centre | | 47,950 |
| CO-LOCATED BRANCH LIBRARY | | |
| 11. | Collections Space | 3,100 |
| 12. | Children’s and Youth’s Resources/Reading Space | 2,700 |
| 13. | Digital Services and Computers | 1,000 |
| 14. | Silent Study/Reading Areas | 1,300 |
| 15. | Educational Program Rooms | 800 |
| 16. | Administration and Control – offices, info desk, self-checkout | 1,400 |
| 17. | Circulation and Support Areas – corridors, service areas | 2,100 |
| Subtotal – Library | | 12,400 |
| Total Floor Area – Community Centre and Library | | 60,350 |