

Deputy City Manager's Office
 Priorities and Finance Committee
 2020 June 8

ISC: UNRESTRICTED
 PFC2021-0834
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Richmond Green Needs Assessment and Real Estate Analysis

RECOMMENDATIONS:

That the Priorities and Finance Committee recommend that Council:

1. Approve the recommendations of the Richmond Green 'Needs Assessment' contained in Attachment 2;
2. Approve the cost of sale items contained in the Needs Assessment (Attachment 2) and approve an increase of \$7.429 million in 2022 in the capital budget in the Golf Course Redevelopment Budget ID A403784, funded by the sale proceeds from the approximately 5.5 acres land disposition at Richmond Green. These funds to be maintained within the Real Estate Services reserve. In addition, Council direct the balance of sale proceeds shown in Confidential Attachment 3 to Calgary Recreation (Golf); and
3. Direct that Attachment 3 remain confidential pursuant to Section 25 (Disclosure harmful to economic and other interests of a public body) of the *Freedom of Information and Protection of Privacy Act*, to be reviewed 2026 May 01.

RECOMMENDATION OF PRIORITIES AND FINANCE COMMITTEE, 2021 JUNE 08:

That Council:

1. Approve the recommendations of the Richmond Green 'Needs Assessment' contained in Attachment 2 and Attachment 3, **except for recommendation #12**;
2. **Approve a new recommendation #12 in Attachment 2 and Attachment 3 that states: Any proceeds from a land sale at Richmond Green are to fund improvements to Richmond Green Park including the development of a new Master Plan and the construction of it. This will include but not be limited to the replacement of the lost ball diamonds from Parcel 'A' and remediation and redevelopment costs for the Operations Workplace Centre (OWC);**
3. Approve an increase of \$7.429 million in 2022 in RE&DS capital budget ID A403784 to be funded from the Real Estate Services Reserve **for this work**;
4. **Direct Administration to develop and implement a comprehensive Master Plan for the new Richmond Green Park area using proceeds of the sale, with residual funds, if any, to be reinvested in the Community Investment Reserve. For clarity, work may proceed before the completion of the Master Plan, where such work would be required in any event (including but not limited to the remediation of the OWC);**
5. **In the event land use is not granted, direct Administration to return to the Priorities and Finance Committee with alternative options, without need for reconsideration, as soon as possible; and**
6. Direct that Attachment 3 remain confidential pursuant to Section 25 (Disclosure harmful to economic and other interests of a public body) of the *Freedom of Information and Protection of Privacy Act*, to be reviewed 2026 May 01.

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Opposition to Recommendations:

Against: Councillor Chu

HIGHLIGHTS

- Real Estate and Development Services (RE&DS) conducted a 'Needs Assessment' across all of Richmond Green Park and the Operations Workplace Centre (OWC). The Needs Assessment consulted Parks, Water Resources (WR), Facility Management (FM), Recreation, Transit, Transportation, and Sport and Golf Development (Golf), to determine the current and future land needs for Richmond Green Park, the Operations Workplace Centre (OWC) and the recently closed Richmond Green golf course;
- The Needs Assessment validates the approximately 5 acres (Parcel 'A') Land Use and Subdivision application in the NW corner of the park and highlights the need to preserve the remaining park land for both open space and water infrastructure needs. The findings from the Needs Assessment are included in an Executive Summary in Attachment 2. The larger report is included in Confidential Attachment 3;
- Development costs, internal land transfers, and estimated potential proceeds of sale that support the recommendations are provided in the Needs Assessment; and
- The remaining potential proceeds of sale are intended to go to Calgary Recreation (Golf), as per previous council direction.

What does this mean to Calgarians?

- An opportunity to increase publicly accessible open space at Richmond Green Park;
- Preserve inner city land for future potable water infrastructure needs;
- Repurposing of the former golf course and former depot lands for new open space opportunity;
- Smart densification in the established area to add to the tax base and capitalize on Bus Rapid Transit (BRT);
- Available funding for the park upgrades including one (1) new 76.2-metre baseball diamond at Richmond Green, playground upgrades and offsite little league ball diamonds;
- Demolition of outdated structure(s) at the Richmond Green Operations Workplace Centre (OWC) and the remediation/stripping and grading of the site to support future park amenities; and
- Funding for the next phase of master planning, which includes a new Outline Plan, Land Use, and Subdivision application for approximately 47 acres at Richmond Green Park that will include the extension of Quesnay Woods Road SW from Currie Barracks to 33 Avenue SW.

Why does this matter?

- Council directed RE&DS in PFC2020-0952 to complete the work;
- This work pertains to Scope 2 of PFC2020-0952 and the recommendations directly impact scope 1 (Land Use / Subdivision application);
- By advancing this scope of work ahead of Scope 1, Council can be informed of the rationale that supports the proposed land use application and land stewardship and funding opportunities available as a result of the potential sale of Parcel 'A';
- Citizens expect Administration to undertake appropriate due diligence prior to making

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- decisions about re-zoning and disposing of City land; and
- A unique City building opportunity without any request for new capital funds.

Strategic Alignment and Council Direction

- The Needs Assessment aligns with the following Council Citizen Priorities: “A Prosperous City”, “A City that Moves”, “A Healthy and Green City” and “A Well Run-City”.
- Background and Previous Council Direction is included in Attachment 1.

DISCUSSION

Current Status

Richmond Green Park and the OWC includes ±52 acres, stewarded by three City business units: Parks, Water Resources (WR) and Facility Management (FM). The uses on the overall lands are as follows:

- Water storage and includes two underground potable water reservoirs, pump stations, vents, fencing, and feeder mains stewarded by WR.
- Parks stewards and maintains three baseball diamonds, one tot lot, three tennis courts, one tobogganing hill, one parking lot, various pathways, and general open space locations.
- FM is the steward of the ±10 acres used for the Operations Workplace Centre (OWC), otherwise known as a maintenance depot. FM also stewards the now closed golf clubhouse building which did contain office space for the Calgary Neighbourhoods staff, up until 2021. The Richmond Green golf course was closed in 2019 (stewarded by Golf) and Council directed Administration to implement disc golf as an interim use in 2021.

As part of the Currie Barracks Outline Plan (LOC2014-0109), an extension of Quesnay Wood Drive SW was required from the north boundary of the community to 33 Avenue SW. This road will be built by Canada Lands Company.

Needs Assessment

Upon documentation and research of the above conditions, RE&DS validated future land stewardship, and amenity use/needs with individual BUs and stakeholders through a Triple Bottom Line (TBL) lens, and respecting the following principles:

- *Achieve a well-rounded multi-use site for the lands within Richmond Green Park, the former Richmond Green Golf Course and Operations Workplace Centre (OWC) site while providing opportunities for future water infrastructure expansion that supports inner city growth.*
- *Interim uses on the former Richmond Green Golf Course and OWC lands can offer an opportunity to provide amenities or other uses in the short to medium term.*
- *Prioritize public accessibility to the City-owned lands and open space areas where possible, while maximizing the opportunities to offer a variety of amenities that will provide greater benefit and value to the community and Calgarians.*
- *Capitalize on the Transit Oriented Development (TOD) opportunities related to the future Bus Rapid Transit (BRT) line and multi-modal connectivity to Currie Barracks and neighbouring communities.*

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- *A Triple Bottom Line (TBL) approach is key to finding the right balance that can create value and maximize the benefit to The City and Calgarians.*

The accompanying Executive Summary (Attachment 2) and Needs Assessment (Attachment 3) report outlines the work RE&DS took to document the existing uses and validate their continued, expanded or discontinued service. The outcome of this work includes recommendations for new stewardship boundaries, financial recommendations and obligations for surface and subsurface maintenance. These recommendations are as follows:

1. All the lands within Richmond Green Park except for Parcel 'A', Parcel 'B' and Parcel 'C' should be preserved for the future expansion or work related to the expansion of the existing water reservoirs and associated water infrastructure.
2. As Water Resources anticipates the east portion of the OWC site may be required at some point in the future for work related to the expansion of the existing and future water infrastructure, RE&DS recommends that OWC lands east of the proposed alignment of Quesnay Woods Road SW be jointly stewarded by Parks/WR and the business units continue to work together to program and time their desired needs.
3. A portion of sales proceeds from Parcel 'A' should be provided to Parks for the replacement of the lost ball diamonds.
4. Parks should become the steward of Parcel 'B' and the lands are to be dedicated as Municipal Reserve (MR) to be used as a replacement little league baseball diamond.
5. Any remaining Municipal Reserve required as a result of the subdivision of Parcel 'A' is to be dedicated to preserve the tennis courts and/or playground/tot lot as public open space at Richmond Green Park shown as Parcel 'C'.
6. A subsequent Outline Plan & Land Use Application/subdivision plan is recommended to be prepared at the appropriate time to complete the MR dedication, provide for the extension of Quesnay Woods Road SW and consolidate the remaining lands into the larger Richmond Green Park.
7. Parks/Water Resources should become the steward of the lands at Richmond Green Park as illustrated in Figure 3 – Proposed Stewardship contained in Attachment 2 and 3.
8. Parks and Water Resources should continue to work towards maximizing the park and open space opportunities at Richmond green for the benefit of Calgarians while ensuring the lands are retained for future water infrastructure expansion.
9. A portion of sale proceeds from Parcel 'A' should be provided to cover the cost of any remediation of the OWC site as required, in anticipation of Parks' redevelopment of the site as open space.
10. A portion of sale proceeds from Parcel 'A' should be designated by Council to Parks to fund the redevelopment of the OWC site or for other park upgrades or amenities, (apart from the remediation) as potential open space or future interim or permanent recreational amenities. A portion of sale proceeds should also be provided to Urban Forestry to replace potential tree canopy loss.
11. Facility Management should receive book value for the OWC lands as a cost of sale from the proceeds of Parcel 'A'.

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12. RE&DS recommends Council amend their original direction to provide funding for the replacement of the lost ball diamonds from Parcel 'A' and include remediation costs to provide for additional open space to be repurposed at the OWC in addition to providing for reinvestment to sustain the overall operations of public golf courses in Calgary as further outlined in Section 10 of this report.
13. RE&DS recommends the preservation of as much of the existing structures and amenities as is possible and to look to design and construct Quesnay Woods Drive SW in a manner that minimizes the disturbance to the site and the requirements for additional land.
14. Should the alignment of Quesnay Woods Road SW result in the demolition of the former clubhouse/Calgary Neighbourhood Services building, RE&DS recommends taking the cash equivalent from Canada Lands Company and forego reconstruction of the building at Richmond Green so that land is preserved for water and open space needs.

An estimated timeline is available in Attachment 4. It illustrates the possible schedule for Parcel 'A' development, and the remaining Richmond Green Park, should Council accept the recommendations for this work. The Estimated Development Costs for the work as recommended in the Needs Assessment is provided in Attachment 2. The preferred alignment of Quesnay Woods Road SW is as shown on Figure 3 – Proposed Stewardship in Attachment 2.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- Public Engagement was undertaken
- Public Communication or Engagement was not required
- Public/Stakeholders were informed
- Stakeholder dialogue/relations were undertaken

RE&DS worked with Customer Service and Communication's Engage Resource Unit and the project consultant, O2 Design and Planning, to undertake public and stakeholder engagement. Attachment 5 contains the results of the engagement process. Please note that stakeholder engagement combined the two scopes as directed by Council. Scope 1 being the Land Use Application and Scope 2 being the 'Needs Assessment'.

Who we engaged: Internal stakeholders such as Transit, Transportation, Water Resources, Parks, Facility Management, Golf, and Recreation. External stakeholders: Carewest, Canada Lands Company, Grace Lutheran Manor, Calgary West Little League, Rutland Park Community Association, Richmond/Knob Hill Community Association, Killarney-Glengarry Community Association, and the general public.

What we did: The project team developed a website to communicate key project facts, illustrate timelines, and provide contact information for community members who wished to direct questions about the project to the RE&DS project manager. A running FAQ was created and uploaded to the website for viewing. Finally, RE&DS developed a social media campaign to advertise the project, installed onsite and community signage, and developed a

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post card for the 2021 May 04 virtual open house. Over 500 people registered for the event and approximately 280 people attended the meeting.

What we heard:

The following items were the primary concerns for both scopes of work:

- The importance of green space. The deficiency of green space in surrounding communities and protecting the future of Richmond Green as a Regional Park;
- Concerns about selling park land;
- Concerns about the loss of the little league baseball diamond;
- Density, height, commercial uses, and traffic concerns for the Parcel 'A';
- Water infrastructure security;
- The CFB West Master Plan policies;
- Funding for the Park, Council direction and process questions; and
- Golf course and OWC land requirements now, and into the future.

What was done with the information:

RE&DS received the public input and made the following project changes:

1. The Needs Assessment (Scope 2) was prioritized slightly ahead of the Land Use / subdivision Application (Scope 1), to assist Council decision making on the future of the park and its funding. This may help to provide the certainty the public wants to see for the funding, before deciding on the Land Use changes;
2. A height modifier of 4 storey maximum was placed adjacent to Sarcee Road SW to respect the adjacent single detached houses across the street and the height of the rest of the site was dropped from 25 metres to 22 metres. Policy was introduced within the CFB West Master Plan to ensure that 'residential' is the primary use for the MU-1 site.
3. One new baseball diamond is recommended at Richmond Green Park. This will provide a replacement for at least one of the two lost diamonds, mitigating impacts to Calgary West Little League. Administration will continue to work with Calgary West Little League to find additional diamonds to ensure there is no loss of playing time.
4. A second Outline Plan and Land Use application is recommended in order to secure the 10 per cent municipal reserve owing as a result of the subdivision of Parcel 'A'. This will be undertaken once demolition is largely complete and the necessary remediation is initiated, and the alignment of Quesnay Woods Road SW is finalized. The appropriate land use district will be determined to support WR and Parks infrastructure and open space needs.

IMPLICATIONS

Social

Prior to the closure of the Richmond Green Golf Course, golf was a pay-to-play activity at Richmond Green. With the introduction of disc golf (which will double as free, publicly accessible open space) and the recommendation by RE&DS to convert the roads portion of the OWC to open space, 27 acres of land will eventually become accessible to Richmond Green Park users. In addition, funding is expected to be available from the proceeds of the sale of

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Parcel 'A' to support upgrades to the park and additional amenities. The development of Parcel 'A' also supports our ongoing inner-city density goals.

Environmental

The potable water reservoirs at Richmond Green are some of the oldest in Calgary. As the city densifies (especially in this pressure zone), land should be preserved around the reservoirs to meet future water demand. The future road between Currie Barracks and Quesnay Wood Drive SW is a Bus Rapid Transit (BRT) road and thus modest densification capitalizes on this infrastructure. The proximity to downtown and the established area context leverages existing infrastructure. Repurposing of the brownfield OWC to open space will allow for the remediation of the site.

Economic

The potential sale and development of Parcel 'A' will result in a tax uplift from the newly subdivided parcel (Attachment 6). In addition, the sale proceeds will fund the remediation of the OWC and potential park upgrades and future amenities. Proceeds are also available to support golf operations as per the original direction from Council. The multi-faceted approach allows for Golf to meet their sustainability goals, new park space to be replaced in a greater quantity than what would be disposed of, while upgrading and replacing lost amenities (i.e. new approximately 76-metre baseball diamond).

Service and Financial Implications

No anticipated financial impact

RE&DS utilized the Real Estate Reserve for the project costs. To date, approximately \$300,000 has been spent of the budgeted \$750,000. There was an annual operating cost savings of \$150,000 for Golf, based on the closure of Richmond Green golf course, and the addition of approximately 4 acres of green space at the OWC, will not have a significant effect on the Parks operating budget for Richmond Green Park. Golf utilized a Recreation Reserve to fund approximately \$40,000 in disc golf infrastructure and it is expected that in the interim golf will maintain the disc golf landscape via staff from Shaganappi Golf Course. In summary, this project requires no new funds from Council, costs are all recouped through the sale of land with only minimal impact on operating budgets.

Opportunity Cost of Pursuing the Recommendation

If the Needs Assessment is not accepted by Council, specifically the costs needed to replace the lost green space and baseball diamond, then Administration recommends abandoning the approximately 5 acre Land Use application in the NW corner of the Park (Parcel 'A'). This is because it does not provide the funding guarantees that citizens expect when it comes to replacing lost green space. Subsequently, the status quo would continue at Richmond Green

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Park, until such time that Water Resources determines a timeline and location for reservoir expansion.

RISK

If Council does not allocate the funding from the potential sale of Parcel 'A' as indicated in Attachment 3 – Confidential Needs Assessment, then the redevelopment of Richmond Green Park and the OWC would not have a funding source. Golf Course operations would continue with their Golf sustainability initiatives, with no possible revenue from the proposed land sale.

ATTACHMENTS

1. Previous Council Direction
2. Richmond Green Needs Assessment Executive Summary
3. Confidential Richmond Green Needs Assessment - Full Report
4. Richmond Green Estimated Timeline
5. Public Engagement Summary
6. 2021 Tax Scenario
7. Public Submissions
8. **Additional Public Submissions**

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Darrel Bell	Facility Management	Consult
Francois Bouchard	Water Resources	Consult
Kyle Ripley	Parks	Consult
James McLaughlin	Recreation	Consult.
Ryan Vanderputten	Transportation Planning	Consult
Campbell Berry	Real Estate and Development Services	Consult