



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** August 22, 2019
From: Elizabeth Ayers **File:** 06-2052-25-
 Director, Recreation and Sport Services SCCR1/Vol 01

Jim V. Young, P.Eng.
 Acting Director, Facilities

Re: Steveston Community Centre and Branch Library Proposed Program and Site Area

Staff Recommendations

1. That the program totaling 60,350 sq. ft, (Table 2, page 5) for the Steveston Community Centre and Branch Library be approved, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Proposed Program and Site Area," dated August 22, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities;
2. That the area on Steveston Community Park as shown on Attachment 2, be approved as the area for site options, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Proposed Program and Site Area," dated August 22, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities.

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Jim V. Young, P.Eng.
 Acting Director, Facilities
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Att. 2

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

Staff Report

Origin

At the General Purposes Committee meeting on July 16, 2018, staff received the following referral in relation to the proposed program:

- (2) That staff work with the Steveston Community Centre Concept Design Building Committee to further examine the size of the community centre and library and to review whether the community centre and library should be standalone facilities or build additional space.*

At the General Purposes Committee meeting on November 19, 2018, staff received the following referral in relation to the proposed program:

That the staff report titled "Steveston Community Centre and Branch Library Program Update" dated November 1, 2018 be referred back to staff to work with the Steveston Community Centre Concept Design Building Committee to examine:

- (1) options for meeting rooms;*
- (2) options for child care space;*
- (3) potential use of the airspace parcel;*
- (4) a bus exchange;*
- (5) multipurpose room space;*
- (6) changerooms and washrooms for the Park; and*
- (7) potential impacts on the Community Police Station.*

Responses to the abovementioned referrals will be addressed in three reports. This report addresses referral item (2) from July 16, 2018, as well as referral items (1), (2), (5), (6) and (7) from November 19, 2018. Items (3) and (4) are being addressed in separate reports.

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.

3.3 Utilize an interagency and intercultural approach to service provision.

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.

Analysis

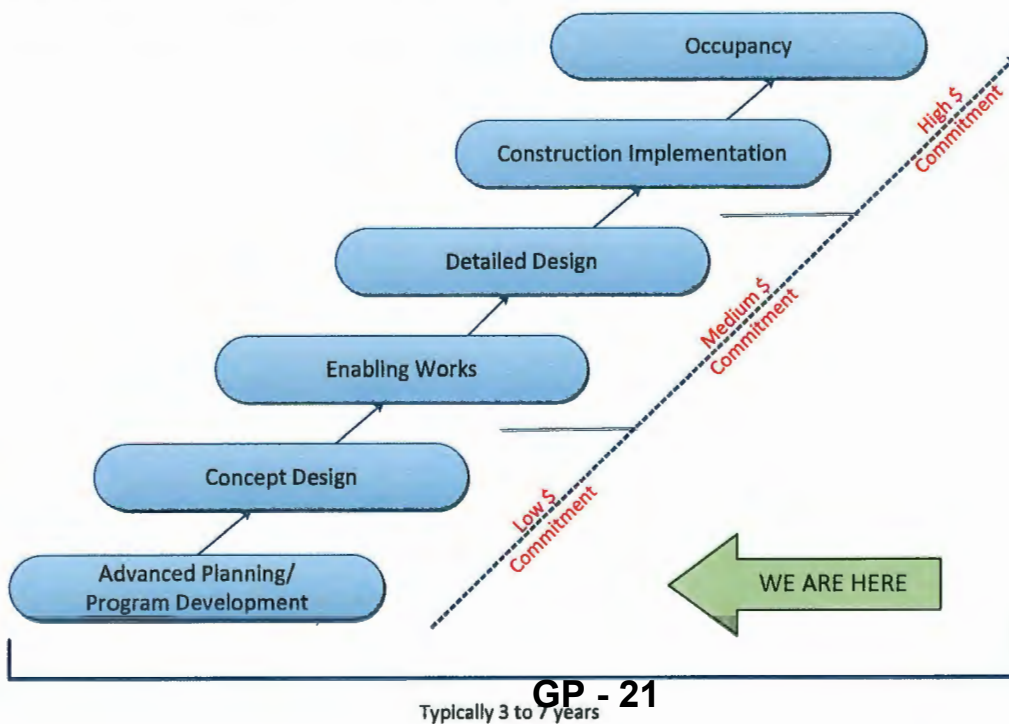
Background

On December 12, 2016, Council identified the Steveston Community Centre and Branch Library as a priority Phase 2 Major Facilities project.

The current work plan is to develop a concept design for the new community centre and branch library, which would include program, location, preliminary floor plans, form and character, site orientation and costing, for Council consideration.

The steps in the development of a major facility are illustrated in Table 1 below. To date, project work has been focused on the Advanced Planning/Program Development step for the Steveston Community Centre and Branch Library project. In order to progress to the Concept Design step, Council approval of the proposed program and direction on potential use of the airspace parcel is required.

Table 1: Steps to Deliver Major Facilities



Recommended Program

In conjunction with the Steveston Community Centre Concept Design Building Committee (the “Building Committee”), staff have reconfirmed that the program, as outlined in Table 2 below, exceeds current community needs, allows for future population growth, and provides space for regional level programs and events. It provides 60 per cent more space overall, and is 19,000 sq. ft. larger than most other community centres in Richmond. Importantly, the program responds to the Steveston Community Society’s (the “Society”) request for a larger gymnasium, kitchen and storage areas to support local programs as well as regional tournaments for karate, judo and kendo.

The Building Committee supports the program outlined in this report.

Table 2: Recommended Program for the Steveston Community Centre and Branch Library

Program Area		Existing Facility Program (sq. ft.)	Proposed Facility Program (sq. ft.)
COMMUNITY CENTRE			
1.	Gymnasium	5,300 (1 gym)	14,000 (2 high school basketball courts with extra clearance and spectator space)
2.	Fitness Rooms – includes Active Studio	4,700 (1 room)	6,000 (2 rooms + specialized training space)
3.	Multipurpose Rooms	5,100 (3 rooms)	7,800 (5 rooms)
4.	Meeting Rooms – includes Society Meeting Room	700 (2 rooms)	1,000 (3 rooms)
5.	Social/Games Room	900 (1 room)	1,000 (1 room)
6.	Kitchen	300 (1 kitchen)	750 (1 kitchen + food servery)
7.	Administration and Reception – offices, staff room, reception	1,500	2,000
8.	Foyer and Gathering	1,800	1,500
9.	Circulation and Support Areas – corridors, service areas, washrooms, changerooms, storage	11,400	13,900
10.	Other – stage, squash court	1,700	0
Subtotal – Community Centre		33,400	47,950

Table 2: Recommended Program for the Steveston Community Centre and Branch Library
(Continued)

Program Area		Existing Facility Program (sq. ft.)	Proposed Facility Program (sq. ft.)
CO-LOCATED BRANCH LIBRARY			
11.	Collections Space	2,600	3,100
12.	Children's and Youth's Resources/Reading Space	0	2,700
13.	Digital Services and Computers	0	1,000
14.	Silent Study/Reading Areas	0	1,300
15.	Educational Program Rooms	0	800
16.	Administration and Control – offices, info desk, self-checkout	1,250	1,400
17.	Circulation and Support Areas – corridors, service areas	150	2,100
Subtotal – Library		4,000	12,400
Total Floor Area – Community Centre and Library		37,400	60,350

A detailed program chart outlining potential program room uses is provided in Attachment 1.

Program Review and Confirmation

To address the July 16, 2018 and November 19, 2018 referrals from the General Purposes Committee, several program reviews were conducted, which resulted in no suggested space change and confirmation that the program outlined in Table 2 is the recommended option for the Steveston Community Centre and Branch Library.

The program review included:

- Review and confirmation of community needs identified through public engagement;
- Review and confirmation of population projections of 28,023 to year 2041 for the Steveston planning area;
- Comparison of the program space to the City standard of one square foot of community recreation space per resident, which exceeds the standard by 19,925 sq. ft.;
- Meetings with subject matter experts from the Society to discuss space requirements;
- Site visits to Lower Mainland recreation and child care facilities; and

- Building Committee meetings, including presentations by subject matter experts and detailed reviews of the proposed program areas.

The program review re-confirmed that the recommended program aligns with:

- The Steveston Community Centre Concept Design Guiding Principles;
- Community needs, values and priorities identified through public engagement;
- Feedback from stakeholders and subject matter experts; and
- Best practices and trends for recreation, sports fitness and library facilities.

During the review of the program, the Society raised two predominant concerns – storage for martial arts mats and replacement or expansion of the Salmon Shed. The outcomes of these discussions are outlined below:

- Following consultation with representatives from Steveston’s Martial Arts Groups, the Building Committee was advised that the martial arts mats can remain in the Tennis Net Shed unless it is displaced by the new facility; in which case, approximately 1,000 sq. ft. of storage space will need to be provided elsewhere.
- The project scope for the Steveston Community Centre and Branch Library Concept Design does not include replacement or expansion of the Salmon Shed, a storage shed that supports the Society’s delivery of large-scale special events. Staff recommend that a new shed not be built, unless it is displaced by the new community centre and branch library. Alternately, staff will work with the Steveston Community Society to identify solutions to address their storage requests, such as improving the internal functionality of the current shed, building an addition onto the existing structure or providing off-site storage for special event vehicles. Identified solutions may result in additional funding requests through the annual budget process.

Staff have confirmed with the Building Committee that the recommended program meets the needs of the Steveston Community Society and Richmond Public Library Board, meets both current and future population growth, and accommodates programs, services and events for the local community, as well as regional special events and tournaments.

Co-location

Co-locating the community centre and branch library has several advantages and is recommended over the alternative of two standalone facilities. Co-location offers numerous space efficiencies, including shared washrooms, staff rooms and lobbies, as well as opportunities for synergies in program and service delivery, resulting in improved customer service and increased community connectedness. The program totaling 60,350 sq. ft. is contingent on the community centre and branch library being co-located; if two standalone facilities are required, the program area would increase due to the loss of space efficiencies.

Analysis of Program Expansion Opportunities

In response to the November 19, 2018, referrals from the General Purposes Committee in relation to the program, opportunities for expansion were explored for multipurpose and meeting rooms, child care space, changerooms and washrooms for Steveston Community Park, and the Steveston Community Police Office.

Multipurpose and Meeting Rooms

The proposed program includes multipurpose and meeting rooms of varying sizes, to be used primarily for community centre and library programs and events. As per current practice, unused space would be available for community groups to book.

Through a detailed review and discussion with the Building Committee, it has been confirmed that the multipurpose and meeting room areas in the recommended program meet the needs of the Steveston Community Society and Richmond Public Library Board; therefore, additional space for multipurpose and meeting rooms is not recommended.

Options for Child Care Space

The Society currently provides three licensed preschool programs for children aged three to five years which are running at an 86 per cent fill rate, indicating extra capacity. The multipurpose rooms within the recommended program will accommodate the Society's current licensed preschool classes, and accommodate space to expand their services to offer Before and After School Care.

Staff consulted with the Building Committee regarding the option of adding space to the community centre and branch library program to provide full-day child care along with the licensed preschool programs already offered at Steveston Community Centre. The objective of these discussions was to understand the impacts that the addition of purpose-built child care space could have on the recommended program and future service delivery.

Opportunities and challenges identified are outlined below:

Opportunities

- Meets City-wide and community child care needs;
- Heightens awareness of other community centre and library programs due to more children, parents and caregivers at the facility;
- Promotes lifelong participation in recreation and library use;
- Strengthens parenting capacity by enhancing access to other support services within the community centre and library;
- Broadens staff and volunteer support base; and
- Potential to explore reciprocal use of child care, community centre and library spaces for mutually agreed upon compatible activities.

Challenges

- Increase in construction time to the project schedule;
- Increase in capital cost;
- Probable loss of green space due to a larger building and separate licensed outdoor play area, as well as increased parking requirements;
- Potential increase to building footprint if the licensed outdoor play area is placed on an upper floor;
- Limits facility layout options, including room adjacencies and programming considerations (to ensure compatible activities are placed in rooms adjacent to child care spaces due to potential noise transfer);
- Additional operating costs due to required upkeep and maintenance for the child care facility;
- Increases vehicle traffic during child care drop-off and pick-up times;
- Co-location of three facilities increases the complexity of space planning and may require compromise from stakeholders in order to accommodate areas required by Licensing;

The need for additional child care spaces in Richmond and the Steveston Planning Area is confirmed by the following¹:

- There are 3,425 children aged zero to 12 years in Steveston, which is the second highest number of children in a Richmond Planning Area (following City Centre);
- In the Steveston planning area, only 11.4 per cent of children aged zero to two years old have access to licensed group child care spaces, compared to 17.7 per cent city-wide;
- In the Steveston planning area, 35.6 per cent of children aged three to five years have access to licensed group child care spaces, compared to 48.6 per cent city-wide; and
- Recent provincial child care initiatives, that reduce fees and increase access to child care benefits for families, are expected to increase the number of families able to afford and require child care in the next several years.

The Building Committee is supportive of adding space to the program to co-locate a purpose-built, City-owned child care facility with the new Steveston Community Centre and Branch Library.

Should Council choose to add purpose-built child care space to the recommended program, staff suggest a 9,000 sq. ft. (5,000 sq. ft. indoor space, and 4,000 sq. ft. outdoor space), 37-space, City-owned child care facility to be co-located with the community centre and branch library. This would accommodate 12 spaces for Group Child Care (under 36 months) and 25 spaces for Group Child Care (30 months to school age), including distinct indoor and outdoor spaces for play and activity for each age group, as well as a kitchen, staff office and storage. The child care facility would also have access to other amenities on site.

¹ 2017 – 2022 Richmond Child Care Needs Assessment and Strategy – 2018 Update

Associated construction costs are estimated to be \$6.5 million (2022 dollars) for a co-located space. This cost estimate does not include furniture, fixtures and equipment which are normally supplied by the operator. In addition, the OBI is estimated at \$75,000.

Staff do not recommend the addition of full-day child care space to the program. Full-day child care was not identified as a program priority during the extensive community engagement. With competing corporate interests and priorities, cost escalation, growing demands for other city infrastructure and costs associated with preservation of existing ageing facility infrastructure, the increased scope and capital cost associated with adding child care space may preclude the realization of other priority projects.

Changerooms and Washrooms for Steveston Community Park

The recommended program for the Steveston Community Centre and Branch Library includes washrooms to support visitors of the adjacent playground and splash park. Changerooms are not a level of service typically provided to support playgrounds or splash parks, as they are not required by Vancouver Coastal Health regulations, incur additional maintenance costs, and pose safety and security risks for staff and public. Therefore, staff do not recommend the addition of exterior-access changerrooms to the program.

Depending on the final location of the facility, a standalone washroom facility would be provided if the location of the community centre and branch library does not facilitate connectivity to the playground.

Community Police Office

The existing Steveston Community Police Office (the “CPO”), currently located on the southeast quadrant of the Steveston Community Park site, achieves a strong community presence and serves community needs through crime prevention programs and services. Staff re-confirmed with the Community Safety Division that it is not recommended to rebuild the CPO unless the existing facility is impacted by the location chosen for the new community centre and library facility.

Although the proposed site area for the Steveston Community Centre and Branch Library is not expected to impact the CPO, an additional 1,500 sq. ft. to 2,000 sq. ft. of ground level, storefront space will be incorporated into the program if it is impacted. This would provide the same level of service currently provided while ensuring the community police station meets modern safety requirements.

Proposed Area on Steveston Community Park for Development of Building Site Options (Attachment 2)

The current Steveston Community Centre and Branch Library facility is located on Steveston Community Park, along with other buildings and amenities such as the Tennis Net Shed, Steveston Martial Arts Centre, Japanese Canadian Cultural Centre, Steveston Outdoor Pool and changing house, Steveston Interurban Tram Building, Salmon Shed storage facility, baseball

concession and storage building, fieldhouse/caretaker suite, and Steveston Community Police Office. The Park is also home to other recreation amenities including a destination playground and splash park, outdoor tennis courts, lacrosse box, three baseball diamonds, horseshoe pitch, and educational gardens.

Upon Council approval of the program, staff recommend that the new community centre and branch library be located within the highlighted area on Steveston Community Park indicated in Attachment 2, and that the current facility be demolished. Through the site selection process, staff will explore various options for the building footprint within the proposed area.

Some of the buildings that currently exist on Steveston Community Park, such as those mentioned above, may be impacted by the selected site of the new facility, with the exception of the Japanese Canadian Cultural Centre and Steveston Martial Arts Centre. These impacts will be detailed within each of the site options presented to Council during the next phase of the project.

Steveston Community Park Context

While considering the program for the new facility, it is important to note that Steveston Community Park has a total area of 30.65 acres and is the third smallest of Richmond's parks containing community centres, after Hamilton and Sea Island. Building and parking lot footprints on Steveston Community Park currently occupy 14 per cent of the total park area. In comparison, South Arm Park has a total area of 37.23 acres (not including School District property), with building and parking lot footprints occupying 8.9 per cent of the total park area. During development of concept design options, the amount of park area that is already fully programmed will be taken into consideration when determining the footprint of the new facility.

Financial Analysis

A preliminary estimate of \$90 million for the Steveston Community Centre and Branch Library capital project was included in the Consolidated 5 Year Financial Plan (2019-2023) for the 2020 year, which includes an assumption for items that may be added to the base. Once the full scope of the project has been refined, staff will bring forward an updated project budget, anticipated for the second quarter of 2020.

As of July 31, 2019, \$5.5 million has been received into the Steveston Community Amenity provision for the improvement of the Steveston Community Centre. The City has also applied to the Investing in Canada Infrastructure Program Community, Culture and Recreation Stream, to request funding of up to \$10 million for the Steveston Community Centre and Branch Library replacement project, as per Council's endorsement on January 28, 2019. Should the City be successful, the amount received will reduce the City funding accordingly.

Based on the 60,350 sq. ft. program, the project cost for the new Steveston Community Centre and Branch Library is estimated to range from \$92 million to \$110 million (2022 dollars). Upon continuation of the concept design process, and development of building footprint and site options for the new building, project costs will be refined depending on what might be included (or not included) in the base scope such as parking, temporary utility services, temporary relocation of displaced programs and services, and replacement of or repairs to impacted

buildings or amenities such as the Tennis Net Shed, Steveston Outdoor Pool and/or Salmon Shed. As an example, additional costs associated with the Minoru Centre for Active Living included sport field demolition and relocation, pavilion demolition and other temporary services.

On May 24, 2016, Council was presented with the staff report titled, “Steveston Pool Repair Proposal,” which outlined critical pool lining failures that prevented the pool from opening. Council adopted staff’s recommended solution which extended the pool life by approximately 10 years. Should the chosen site of the new Steveston Community Centre and Branch Library impact the Steveston Outdoor Pool, a replacement pool would be included in the project scope.

Operating Budget Impact

The preliminary Operating Budget Impact (OBI) for the facility is \$1.1 million (2027 dollars) when the facility is anticipated to be operational, if approved by Council for construction starting in 2022. A detailed business plan, including service levels and refinement of the OBI, will be submitted to Council for consideration in a future report to be brought forward by Community Services.

Once site options for the new building are developed, the OBI will be finalized and submitted to Council for consideration, and will include any buildings or amenities on Steveston Community Park that will be impacted by each of the options (e.g., Tennis Net Shed, Salmon Shed).

Next Steps

Upon Council approval of the program, staff will proceed to the Concept Design stage by developing site options, and concept designs within the highlighted area on Steveston Community Park, outlined in Attachment 2.

In an effort to minimize the building footprint while maximizing operational efficiencies, options for a multi-storey building will be explored.

The process to develop preferred site and concept design options will include:

- Evaluation and ranking of criteria, such as synergies with existing site amenities, access to transportation, parking requirements, construction costs, impacts to green space and established trees, proximity to residents, program adjacencies, future expansion, and staff operations; and
- Consultation with the Building Committee, key stakeholders and the public through a design charrette and open house.

Preferred site and concept design options, including building footprints and layouts with program adjacencies and efficiencies for each of the site options, will be presented to Council. These options will include costing for items such as program, parking, replacement or repairs to impacted amenities, and a funding strategy for Council consideration.

Eligibility for Investing in Canada Infrastructure Program Funding

On January 28, 2019, Council endorsed the City's submission to the Investing in Canada Infrastructure Program Community, Culture and Recreation (CCR) Stream. Council's approval of the program, as outlined in this report, followed by concept design and site selection (next report to Council) for the replacement facility is required by late Fall of 2019 in order to meet the latest eligible project completion of March 31, 2027, in keeping with the CCR funding guidelines. As program approval by Council has not yet been confirmed, staff will seek schedule saving opportunities such as fast tracking design and construction procurement to meet the CCR schedule. Any further project delays may impact the funding request.

Financial Impact

Based on the 60,350 sq. ft. program, the project cost for the new Steveston Community Centre and Branch Library is estimated to range from \$92 million to \$110 million (2022 dollars).

Once preferred site and concept design options are determined, further refinement of costing and identification of funding sources will be brought forward to Council for consideration, projected for the second quarter of 2020, and the Consolidated 5 Year Financial Plan (2020 – 2024) will be amended accordingly.

Any amounts received through the Investing in Canada Infrastructure Program will reduce the City funding allocated to the project.

Conclusion

The Steveston Community Centre and Branch Library program has been reconfirmed and will meet both current and future community needs. Upon confirmation of the program, next steps include the development of site and concept design options, continued public consultation, and the development of costing and a funding strategy for the Steveston Community Centre and Branch Library replacement facility, which will be brought forward to Council for consideration in the second quarter of 2020.

A new Steveston Community Centre and Branch Library will serve the community into the future and contribute to the City of Richmond becoming the most appealing, livable and well-managed community in Canada.



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- Att. 1: Program Details for Steveston Community Centre and Branch Library
- 2: Proposed Area for Site Options Within Steveston Community Park

Program Details for Steveston Community Centre and Branch Library

Program Area		Key Ideas/Uses	Approximate Area (sq. ft.)
COMMUNITY CENTRE			
1.	Gymnasium	Dividable; sports programs (two 84 ft. high school basketball courts, eight badminton/pickleball courts, two volleyball courts); martial arts tournaments; and special events.	14,000
2.	Fitness Rooms – includes Active Studio	Cardio and strength equipment, free weights and stretching areas; includes an alcove for spin, TRX or other specialized training, and an Active Studio for group fitness, yoga, dance, martial arts, and other movement-based classes.	6,000
3.	Multipurpose Rooms	Flexible, adaptable and dividable; preschool, children's and youth programs such as visual arts, music, playtime, group fitness, martial arts and creative movement classes; community functions; and special events.	7,800
4.	Meeting Rooms	Group meetings, book clubs, educational workshops, smaller group activities; includes a Society meeting space.	1,000
5.	Social/Games Room	Inclusive, active space to play games, watch movies, hangout and socialize.	1,000
6.	Kitchen	Support space for multiple rooms; space for cooking classes, and food preparation and service for activities and events; includes separate food servery.	750
7.	Administration and Reception	Offices, staff room and reception desk.	2,000
8.	Foyer and Gathering	Accessible, safe, welcoming and inclusive spaces to read and relax, meet new neighbours, and engage with friends and family.	1,500
9.	Circulation and Support Areas	Corridors; mechanical, electrical and communications rooms; janitors closets; washrooms and changerooms; and storage.	13,900
<i>Subtotal – Community Centre Area</i>			<i>47,950</i>

Program Details for Steveston Community Centre and Branch Library (Continued)

Program Area	Key Ideas/Uses	Approximate Area (sq. ft.)
CO-LOCATED BRANCH LIBRARY		
10. Collections Space	Accessible book stacks, periodicals, and reading area to support the library's diverse and evolving collection.	3,100
11. Children's and Youth Resources/ Reading Spaces	Comfortable spaces to study and read with age-appropriate resources; includes storytime/program room.	2,700
12. Digital Services and Computers	Computer workstations, computer lab, and space for scanning, printing and copying.	1,000
13. Silent Study/ Reading Areas	Quiet, comfortable place for individual reading, studying and relaxing.	1,300
14. Educational Program Rooms	Group activities, studying, reading circles, meetings and classes.	800
15. Administration and Control	Offices, circulation workroom, information desk and self-checkout.	1,400
16. Circulation and Support Areas	Corridors, and mechanical, electrical and communications rooms.	2,100
<i>Subtotal – Library</i>		<i>12,400</i>
Total Floor Area – Community Centre & Library		60,350

Proposed Area for Site Options Within Steveston Community Park



LEGEND

..... STEVESTON PARK PROPERTY BOUNDARY

--- PROPOSED AREA FOR SITE OPTIONS