



City of Richmond


Report to Committee


To: General Purposes Committee **Date:** November 1, 2018
From: Elizabeth Ayers **File:** 06-2052-25-SCCR1/Vol 01
 Director, Recreation Services
 Jim V. Young, P.Eng.
 Senior Manager, Capital Buildings Project Development

Re: **Steveston Community Centre and Branch Library Program Update**

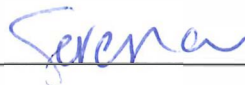

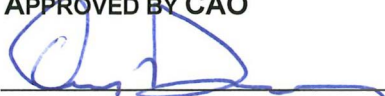
Staff Recommendation

1. That the program totaling 60,350 sq. ft. for the Steveston Community Centre and Branch Library, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Program Update," dated November 1, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development, be approved.
2. That site options for the Steveston Community Centre and Branch Library program, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Program Update," dated November 1, 2018, from the Director, Recreation Services and the Senior Manager, Capital Buildings Project Development, be brought to Council for consideration at a later date.


 Elizabeth Ayers
 Director, Recreation Services
 (604-247-4669)


 Jim V. Young, P. Eng.
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Att: 3

REPORT CONCURRENCE		
ROUTED TO: Finance Department Arts, Culture & Heritage (Library)	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

On September 24, 2014, the Parks, Recreation and Cultural Services Committee returned the Steveston Community Centre Space Needs Report to City staff with the following referral:

- (1) the space issue in the Steveston Community Centre and/or replacement of the Steveston Community Centre, including development partnerships (e.g. Vancouver Coastal Health, the Buddhist Church, etc.), other City property, or other options and report back to Committee within 12 months; and (2) short term options for the relocation of the Steveston Library and report back to committee within six months.*

At the General Purposes Committee meeting on July 16, 2018, staff received the following referral:

- (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.*

The purpose of this report is to address the referrals and to seek Council's approval for the program for the new Steveston Community Centre and Branch Library.

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.

2.1. Strong neighbourhoods.

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.

9.1. Understandable, timely, easily accessible public communication.

9.2. Effective engagement strategies and tools.

Analysis

Background

Council has identified the replacement of the Steveston Community Centre and Branch Library as a priority through Major Facilities planning and has approved capital funding for advanced planning and design.

The Steveston Community Centre and Branch Library Concept Design project scope includes the replacement of the community centre and library. Concept design development is an iterative and involved process to bring the design to a point where program, location, preliminary floor plans, form/character, site orientation and costing are established. Program confirmation is required to be able to progress the project to site selection and concept design.

Development Partnership

To address Part 1 of the September 24, 2014 referral from the Parks, Recreation and Cultural Services Committee, staff commenced discussions with Vancouver Coastal Health to explore development partnership opportunities. Staff worked closely with Vancouver Coastal Health to develop concept level designs to identify basic building configurations that maximize synergies while fully meeting care facility and community centre needs. However, it was found that the needs of Vancouver Coastal Health for its Care facility could not be met in a joint facility. Accordingly, in December 2016, Vancouver Coastal Health advised the City of their appreciation for considering a joint facility, but that they would not pursue this opportunity further.

Program Review and Confirmation

To address the July 16, 2018, referral from the General Purposes Committee, a staff review of the program was conducted which resulted in no material space change and confirmation that the program proposed is the recommended option for the Steveston Community Centre and Branch Library. Staff also confirmed that the Steveston Community Centre Concept Design Building Committee (the "Building Committee") concurs that the proposed program meets the needs of the Steveston Community Society and Richmond Public Library Board, meets both current and future population growth, and accommodates programs and services for the local community, and special events and tournaments with regional appeal.

The program review also reconfirmed that the program outlined in the staff report titled, “Steveston Community Centre and Branch Library Program,” and provided to the General Purposes Committee meeting on July 16, 2018 aligns with:

- The Steveston Community Centre Concept Design Guiding Principles (Attachment 1);
- Community needs, values and priorities identified through public engagement (See Attachment 2 for the Council approved Engagement Strategy);
- Feedback from stakeholders and subject matter experts; and
- Best practices and trends for recreation, sports fitness and library facilities.

The program review included:

- Review and confirmation of community needs identified through the public engagement process;
- 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.;
- Two Building Committee meetings, including a detailed review of the program;
- Meetings with Steveston Community Society subject matter experts to discuss storage requirements; and
- Site visits to Lower Mainland recreation facilities to view kitchens and storage areas.

Program review discussions with the Building Committee highlighted four areas that required further evaluation in order to confirm that the program meets service and program needs.

Kitchen and Food Servery – Upon further review of program needs, particularly the need for storage and flexibility in service access, 50 sq. ft. of space has been added to the kitchen and food servery area. This change can be accommodated through the detailed design process. This will provide adequate space for the types of events hosted by the Steveston Community Society, including the large number of volunteers that work to support food services at events, storage for equipment and access for people with disabilities.

Fitness Spaces – A comparison of the planning area populations and fitness spaces for all City of Richmond community centres was conducted in order to confirm whether the space included was adequate. Through this process, it was identified that the total fitness space in the program for the new Steveston Community Centre, including the Fitness Centre, Active Studio and Gymnasium, exceeds the service levels of other City of Richmond community centres. As a result, the Building Committee confirmed that the total fitness space allocation for the new Steveston Community Centre will meet both current and future program needs.

Storage for Martial Arts Mats – During a meeting with representatives from Steveston’s Martial Arts Groups, it was determined that it is not necessary to include space to store the martial arts mats in the new community centre, as the mats can remain in the Tennis Net Shed. However, should the Tennis Net Shed be displaced by the new facility, storage space will need to be provided. One option to accomplish this would be the addition of approximately 1,000 sq. ft. of space to the facility.

General Building Storage – To assess the overall building storage being provided in the program, site visits ensued to three recreation facilities with comparable double gymnasiums and ancillary program areas. Staff also conducted a thorough comparison of storage areas in other City facilities. As a result, it was determined that the overall building storage being provided in the Steveston Community Centre and Branch Library program is substantial and will meet the Steveston Community Society's needs.

The program for the new Steveston Community Centre and Branch Library is provided in Table 1 below and on the following page. A detailed program chart outlining program room uses is provided in Attachment 3.

Table 1: Program for the Steveston Community Centre and Branch Library

Program Area		Existing Facility Program	New Facility Program
		sq. ft. (# of areas)	sq. ft. (# of areas)
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	1,700	0
<i>Subtotal – Community Centre</i>		<i>33,400</i>	<i>47,950</i>

Table 1: Program for the Steveston Community Centre and Branch Library (Continued)

Program Area		Existing Facility Program	New Facility Program
		sq. ft. (# of areas)	sq. ft. (# of areas)
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
<i>Subtotal – Library</i>		<i>4,000</i>	<i>12,400</i>
Total Floor Area – Community Centre and Library		37,400	60,350

As a result of the program review described above, the Building Committee supports the program outlined in this report.

Co-Location

The Building Committee agreed that co-locating the community centre and branch library has several advantages and was the favoured option 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.

Additional Space

Per the July 16, 2018 Council referral, staff asked the Steveston Community Centre Concept Design Building Committee to provide comments on the concept of building additional space in conjunction with the new community centre and branch library. While the Building Committee is willing to consider the addition of space to the facility, they were hesitant to provide specific feedback as the impact on the facility would vary greatly depending on what type of space is to be considered.

Generally, there were concerns regarding the additional time that would be required to include additional space with the facility. As well, it was noted that the public expressed concerns regarding the potential loss of green space as a result of a new expanded facility. Any additional space is expected to have an impact on green space due to considerations such as parking, and this was a noted concern of residents at the open houses and through the Let's Talk Richmond surveys.

The program outlined in this report will meet both current and future community needs as it allows for program growth as a result of expanded interest and population growth. As a result, additional space for community recreation use is not required.

However, should Council wish to consider the addition of other spaces and increase service levels to accommodate City-wide programs and services, consideration could be given to the spaces outlined in Table 2 as shown below. These spaces are in addition to the program outlined in this report and would result in increased project costs.

Table 2: Additional Space Options to Serve City-wide Programs or Services

Program Space	Program/Service Provided	No. of sq. ft.	Approximate Cost (in 2020 dollars)
Community Police Station	Replacement of existing Community Police Station	1,500 – 2,000	\$1.1M – \$1.4M
Meeting Space	1 – 3 meeting rooms for community groups	500 – 1,500	\$250K – \$750K
Changerooms and Washrooms for Park	Addition of changeroom space and expanded washrooms to serve park users	1,500 – 2,000	\$1.3M – \$1.7M
Child Care Space	Child Care could include infant, toddler and/or school age care	2,300 – 7,300 (plus dedicated playground space)	\$1.6M – \$5.1M
Multipurpose Space	Addition of program room for Library	1,500	\$1.1M

Salmon Shed

The Steveston Community Society has expressed a desire for replacement or expansion of the existing Salmon Shed, to be included in the Steveston Community Centre and Branch Library project scope. The Society would like a storage facility that provides enough space to store their vehicles, floats and trailers, special event equipment and supplies, as well as a workshop space, in one location.

The Salmon Shed supports the Steveston Community Society's delivery of large-scale special events that have both local and regional appeal, such as the Steveston Salmon Festival, Steveston Farmers and Artisans Market and Winter Hayrides through Steveston Village. It provides the Steveston Community Society with space to repair items and build new ones, decorate their hay wagons and parade floats, and store supplies and equipment for special events (e.g., hay wagons, fork lift, golf cart, 10'x10' tents, carnival games, portable stage, etc.). However, as the quantity of items needing to be stored increased, the space has become undersized, resulting in additional storage containers and a trailer being utilized on-site, as well as an off-site storage area for two hay wagons.

The project scope for the Steveston Community Centre and Branch Library Concept Design is for the replacement of the community centre and library. Replacement or expansion of the Salmon Shed is not included in the project as it is a storage facility and not an area from which programs or special events are delivered. Furthermore, it is plausible that the Steveston Community Society could likely meet their additional space needs in the existing Salmon Shed through more efficient use of space and consideration of storing vehicles, such as their hay wagons and parade float, off-site. Should the Salmon Shed be displaced once the site for the new community centre and branch library is chosen, options to replace the storage facility will be explored.

Staff recommend that a new storage facility is not built, unless the shed is displaced by the new Steveston Community Centre and Branch Library facility. However, staff will work with the Steveston Community Society to identify solutions to address their storage requests. These may include improving the internal functionality of the current shed, building an addition onto the existing structure or providing off-site storage for vehicles. Identified solutions may result in additional funding requests through the regular budget process.

Site Evaluation and Selection

Upon Council approval of the program outlined in this report, staff will continue with the concept design process by identifying and evaluating site options for the facility. The site evaluation process will include ranking of criteria for the comprehensive analysis of site options within Steveston Park as well as an opportunity for the public to provide feedback on the site and concept design options. Utilizing the community needs, values and priorities identified through the public engagement process, the Steveston Community Centre Concept Design Guiding Principles, as well as the principles of urban and facility design, the site evaluation criteria will include considerations such as synergies with existing site amenities, access to transportation, parking requirements, constructability costs, impacts to green space and established trees, proximity to residents, sustainable siting, and pedestrian access.

Preferred site options will be brought to Council with preliminary costing, including program, parking, replacement/repairs to impacted amenities and additional associated costs, and a funding strategy, for approval to move forward with concept design and public consultation.

Following Council approval of the site options, the Building Committee and members of the public will be invited to participate in a design charrette to develop the layout of the building, including program adjacencies and efficiencies for each of the site options. These concepts will be brought to Council for consideration and approval of the preferred option.

Financial Considerations

The program for the new Steveston Community Centre and Branch Library outlined in this report will cost up to \$68M (in 2020 dollars) for the building. Additional costs will be incurred based on the specific siting of the building within Steveston Park. These additional costs will cover items such as parking, relocation of displaced services, temporary utility services, pre-load, demolition, etc. As an example, additional costs associated with the Minoru Centre for Active Living included field demolition, pavilion relocation and temporary services.

Should Council approve this report, staff will proceed to advance the design and develop site options at which time the associated additional costs can be developed.

The preliminary operating budget impact (OBI) estimate for the facility is \$990,000 (in 2023 dollars) when the facility is projected to be operational, if approved by Council for construction starting in 2019/2020. A detailed business plan and refinement of the OBI will be developed and submitted to Council for consideration.

Conclusion

The Steveston Community Centre and Branch Library program has been reconfirmed and will meet both current and future community needs. Next steps include site evaluation and selection, continued public consultation, and the development of costing and a funding strategy for the Steveston Community Centre and Branch Library facility, which will be brought forward to Council for consideration in Winter of 2019.

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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Martin Younis
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- Att. 1: Steveston Community Centre Concept Design - Project Guiding Principles
- 2: Engagement Strategy for the Steveston Community Centre and Branch Library Concept Plan
- 3: Program Details for Steveston Community Centre and Branch Library

Steveston Community Centre Concept Design Project Guiding Principles

(Approved by Council on January 15, 2018)

These Guiding Principles are intended to provide overall direction in the development of the concept design. They have been endorsed by Richmond City Council.



1. BE INNOVATIVE

Demonstrate creativity and innovation when developing a facility that fully meets the current and future needs of the Steveston community.



2. BE SUSTAINABLE

Reflect sustainability principles through all stages of the project:

- i. **Financial** – deliver the project on time and budget, as well as plan for financial sustainability of the entire facility during its operation.
- ii. **Social** – ensure decisions are transparent, responsive to community input and contribute to community development through public engagement.
- iii. **Adaptable** – develop processes and structures which not only meet the needs of current users, but also support the ability of future generations to maintain a healthy community.
- iv. **Environmental** – consider options for construction and operations that deliver exceptional energy management and respect the natural environment.



3. BE INCLUSIVE

Ensure all aspects of accessibility are considered and that the project reflects the community as a whole.



4. BE A MODEL OF WELLNESS

Demonstrate that Richmond is a place where individuals feel supported and included and residents raise families to live happy, healthy, connected and active lives.



5. BE SYNERGISTIC

Create synergy among users and uses, and indoor and outdoor spaces, while being sensitive to unique needs.



6. BE CONNECTED

Encourage and develop community connectedness so that users feel a sense of belonging, and that they are in the heart of the community.

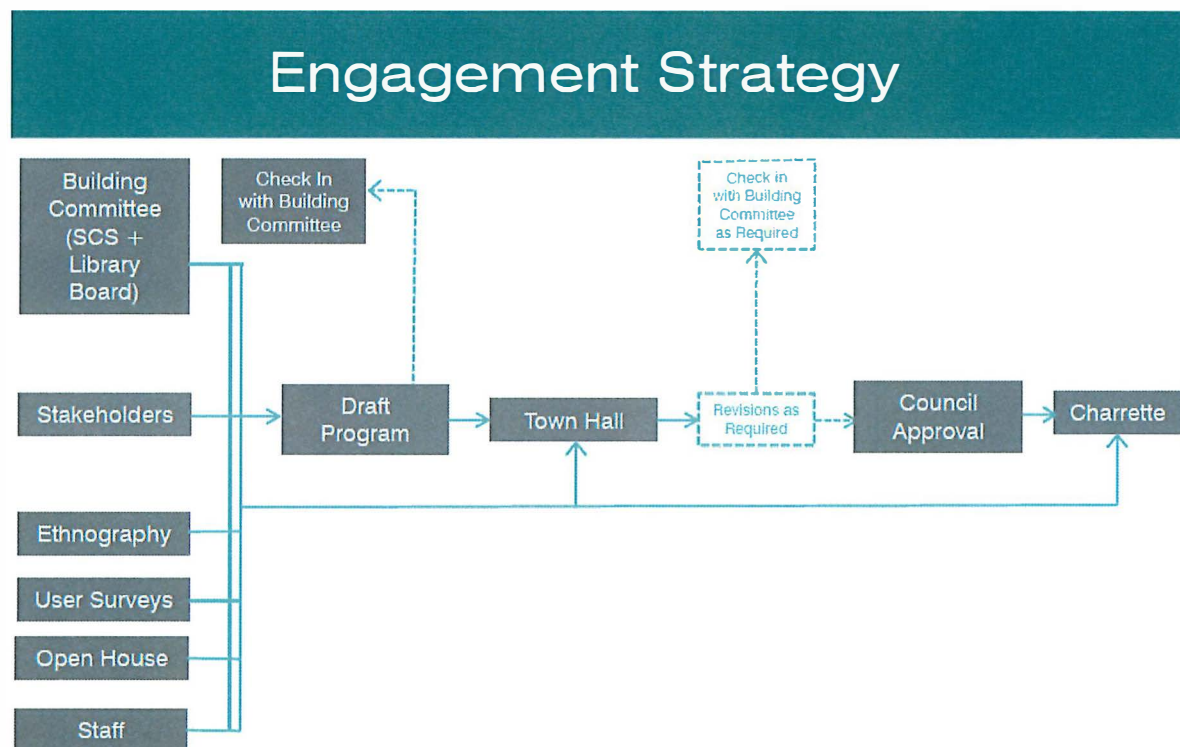


7. BE REFLECTIVE

Recognize the unique cultural and historical identity of Steveston and ensure this spirit is reflected throughout the project to inspire current and future generations.

Engagement Strategy for the Steveston Community Centre and Branch Library Concept Plan

Approved by Council January 15, 2018



The following table outlines the planned methodology and expected timing of each engagement:

Public Engagement Plan

Engagement/communication method	Description	Expected timing
Building Committee – Steveston Community Society and Richmond Public Library Board	A Building Committee with representatives from both the Steveston Community Society and the Richmond Library Board has been established. This Building Committee will provide input throughout the process to ensure the proposed program and concept reflects the needs of the community.	Kick off meeting held November 20, 2017. Meetings to be held at key points through the process.
Individual Interviews – Steveston Community Society and Richmond Public Library Board	Each member of the Steveston Community Society and the Richmond Library Board will be interviewed to allow each person to voice ideas and concerns, ensuring each individual has input into the program.	December 2017

Public Engagement Plan (Continued)

Engagement/communication method	Description	Expected timing
Individual Interviews – Steveston Community Centre and Library Staff	Key staff from both the Steveston Community Centre and the Steveston Branch Library will be interviewed to allow each person to voice ideas and concerns, ensuring each individual has input into the program.	December 2017
Meetings with Steveston Community Society and Richmond Public Library Board	<p>Following the individual meetings with members, the findings will be compiled and then presented back to the groups as a whole.</p> <p>The intent of these meetings is to share findings and develop consensus among the groups regarding program priorities.</p>	December 2017/ January 2018
Stakeholder Consultation and Meetings	<p>Direct consultation and meetings will provide opportunities for stakeholder groups, such as the Steveston Martial Arts Centre User Groups, Steveston Historical Society, and the Richmond Centre for Disability, to provide input and receive and share information. A complete list of the groups to be consulted is provided in Attachment 2, Stakeholder Groups to be Consulted.</p> <p>The intent is to reach a broad representation of the community, including children and youth.</p> <p>These groups will also be invited to attend all public consultation opportunities associated with the process.</p>	January 2018

Public Engagement Plan (Continued)

Engagement/communication method	Description	Expected timing
Ethnographic Interviews	<p>A rigorous screening process will lead to the selection of 10 diverse households from the community who will be recruited and interviewed for two hours in their own homes.</p> <p>This method of engagement is unique and used to get a deeper understanding of people’s needs, opening the door for more possibilities and opportunities in the development of the program. It has been found an effective tool for reaching the hard to reach. This is the first time that this technique has been used in the City.</p>	January 2018
Let’s Talk Richmond	A survey will be distributed through the facility and on Let’s Talk Richmond to gain input from the general public.	January 2018
Open House	An open house will be held to present the draft program to the general public. It is an opportunity to inform the public of progress to date and to elicit ideas and feedback on the draft program.	March 2018
Design Charette – 3 days	<p>A three day design charette will be held where stakeholders and the public are invited to participate in the design process.</p> <p>The Building Committee and key stakeholders are invited to join the architects each morning to work on the layout of the building components. The architects then refine work each afternoon, presenting a draft design option for consideration and review by the general public at the end of each day.</p> <p>The end result is three viable options vetted by the Building Committee, stakeholder groups, and the public.</p>	Following approval of the program by Council, June 2018.

Public Engagement Plan (Continued)

Engagement/communication method	Description	Expected timing
Best Practices Tours	Staff and the Building Committee will visit facilities in the lower mainland, as well as via virtual tour presentations, to learn from others and see best practices in action.	July 2017 and December 2017
Public Meetings of Committee and Council	Reports related to the project will be brought forward to the Parks, Recreation and Culture Committee, and then forwarded to Council. The public will have access to open agendas and the opportunity to delegate at these meetings.	As required and determined by the Project Team and/or Council.
Translation	When appropriate, communication documents and other facets of the consultation will be translated into one or more languages, other than English, to allow greater accessibility.	As required.
Promotions via print and social media	All public engagement opportunities, including Town Halls, surveys on Let's Talk Richmond, and design charettes, will be widely publicized via print and social media to ensure the widest audience possible is aware and engaged in the design process.	As required.
Direct promotions	Email and direct mail will be used to invite stakeholders and neighbours of the park to engagement sessions as required.	As required.

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' high school basketball courts, eight badminton/pickleball courts, two volleyball courts); martial arts tournaments; and special events.	14,000
2.	Fitness Room – includes Active Studio	Cardio and strength equipment, free weights and stretching areas; includes an alcove for spin, TRX or other specialized training; 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; and Society meeting space.	1,000
5.	Social/Games Room	Inclusive, active space to play games, watch movies, hangout and socialize.	1,000
6.	Kitchen and Food Servery	Support space for multiple rooms; space for cooking classes, and food preparation and service for activities and events.	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, info 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