



**Parks, Recreation and Cultural Services Committee
Electronic Meeting**

**Anderson Room, City Hall
6911 No. 3 Road**

**Tuesday, January 27, 2026
4:00 p.m.**

Pg. # ITEM

MINUTES

PRCS-4 *Motion to adopt the **minutes** of the meeting of the Parks, Recreation and Cultural Services Committee held on December 17, 2025.*



NEXT COMMITTEE MEETING DATE

February 24, 2026, (tentative date) at 4:00 p.m. in the Anderson Room.

PARKS, RECREATION & CULTURE DIVISION

- 1. 2026 COMMUNITY MURAL PROGRAM PROJECTS**
(File Ref. No. 11-7000-09-20-255) (REDMS No. 8214349)

PRCS-8

See Page PRCS-8 for full report

Designated Speaker: Biliana Velkova

Parks, Recreation and Cultural Services Committee Agenda
Tuesday, January 27, 2026

Pg. # ITEM

STAFF RECOMMENDATION

That the 2026 Community Mural Program Projects as presented in the report titled “2026 Community Mural Program Projects”, dated January 5, 2026, from the Director, Arts, Culture and Heritage Services, be approved.

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2. **FIRST NATIONS BUILDING COMMITTEE TERMS OF REFERENCE AND REFERRAL RESPONSE**

(File Ref. No. 11-7000-01) (REDMS No. 8266114)

PRCS-30

[See Page PRCS-30 for full report](#)

Designated Speaker: Marie Fenwick

STAFF RECOMMENDATION

That the First Nations Building Committee Terms of Reference, as detailed in the report titled “First Nations Building Committee Terms of Reference and Referral Response”, dated January 5, 2026, from the Director, Arts, Culture and Heritage Services, be approved.

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3. **VOLUNTEER MANAGEMENT STRATEGY – GUIDING PRINCIPLES**

(File Ref. No. 01-0370-20-006) (REDMS No. 8152829)

PRCS-44

[See Page PRCS-44 for full report](#)

Designated Speakers: Mandy Hadfield & Christine Nesbitt

STAFF RECOMMENDATION

That the guiding principles, as detailed in the report titled “Volunteer Management Strategy – Guiding Principles”, dated January 5, 2026, from the Director, PRC Planning and Strategic Initiatives, be approved and used to inform the strategic directions and actions of the new five-year Volunteer Management Strategy.

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Parks, Recreation and Cultural Services Committee Agenda
Tuesday, January 27, 2026

Pg. # ITEM

4. **ENGAGEMENT PLAN FOR THE MULTI-USE COVERED
RECREATION AND SPORT COURT**

(File Ref. No. 06-2052-01) (REDMS No. 8266265)

PRCS-49

See Page PRCS-49 for full report

Designated Speaker: Mandeep Bains

STAFF RECOMMENDATION

That the engagement plan for the multi-use covered recreation and sport court, as outlined in the report titled, “Engagement Plan for the Multi-Use Covered Recreation and Sport Court”, dated January 5, 2026, from the Director, PRC Planning and Strategic Initiatives, be received for information.

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5. **MANAGER’S REPORT**

ADJOURNMENT

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Parks, Recreation and Cultural Services Committee

Date: Wednesday, December 17, 2025

Place: Anderson Room
Richmond City Hall

Present: Councillor Michael Wolfe, Chair
Councillor, Chak Au
Councillor Laura Gillanders
Councillor Andy Hobbs
Councillor Bill McNulty

Also Present: Mayor Malcolm Brodie
Councillor Carol Day
Councillor Kash Heed
Councillor Alexa Loo

Call to Order: The Chair called the meeting to order at 4:32 p.m.

MINUTES

It was moved and seconded

That the minutes of the meeting of the Parks, Recreation and Cultural Services Committee held on November 25, 2025, be adopted as circulated.

CARRIED

ENGINEERING AND PUBLIC WORKS DIVISION

1. **EXPERIENCE THE FRASER: RICHMOND OPPORTUNITIES AND NEXT STEPS**

(File Ref. No. 06-2400-01) (REDMS No. 8165641)

It was moved and seconded

That the report titled "Experience the Fraser: Richmond Opportunities and Next Steps", dated November 24, 2025, from the Director, Parks Services, be received for information.

CARRIED

1.

Parks, Recreation & Cultural Services Committee
Wednesday, December 17, 2025

2. PUBLIC-FACING NAME OF JAPANESE FISHERMEN'S BENEVOLENT SOCIETY BUILDING – 3811 MONCTON STREET

(File Ref. No. 11-7141-01) (REDMS No. 6623702)

Dr. Jim Tanaka was in attendance to speak on behalf of the elders within the Japanese community, expressing some of the concerns with respect to the Japanese Fishermen's Benevolent Society building, the consultation process and the timeline provided to respond to the online survey.

Staff noted the online survey was circulated through the Steveston Historical Society, the Japanese Cultural Centre groups and Dr. Tanaka to share with his groups within the community and recipients were encouraged to share the survey broadly in an effort to receive as much input from as many as possible. An extension to the response timeline was granted to allow additional time to translate and share with others.

It was moved and seconded

That the Japanese Fishermen's Benevolent Society building at 3811 Moncton Street be given the public-facing name Steveston Japanese Canadian Museum, as presented in the report titled "Public-Facing Name of Japanese Fishermen's Benevolent Society Building – 3811 Moncton Street", dated November 24, 2025, from the Director, Arts, Culture and Heritage Services.

CARRIED

3. HERITAGE ALTERATION PERMIT APPLICATION AT 3811 MONCTON STREET (JAPANESE FISHERMEN'S BENEVOLENT SOCIETY BUILDING)

(File Ref. No. HA 25-026393) (REDMS No. 8220478)

Dr. Tanaka expressed concern with respect to the location and the placement of the National Historic Event plaque (NHE Plaque).

In response to a query from Committee, staff noted with respect to the mounting of the signage and placement of the NHE Plaque, there has been input from the Japanese community on the Heritage Alteration Permit with the landscaping as well as letters of support from representatives of the Japanese Cultural Centre, and that the landscape architects, Hapa Collaborative (Joseph Fry), were involved with the project which was very well received.

It was moved and seconded

(1) That a Heritage Alteration Permit be issued for the protected heritage building at 3811 Moncton Street (Japanese Fishermen's Benevolent Society Building), which would permit a new exterior sign, plaque and plantings; and

2.

Parks, Recreation & Cultural Services Committee
Wednesday, December 17, 2025

- (2) *That staff be directed to discuss with the Richmond School District No. 38 appropriate commemorative signage at Tomekichi Homma Elementary School to commemorate Mr. Homma.*

The question on the motion was not called as a brief discussion ensued with respect to the presentation to the Council School Board Liaison Committee.

The question on the motion was then called and it was **CARRIED**

4. **MANAGER'S REPORT**

(i) *Kaiwo Maru – May 2026*

In response to the positive feedback, staff are scheduled to present to the Steveston 2020 group in January to engage with more of the Steveston associations and groups and how they would like to be involved in the Kaiwo Maru event. Staff are in communication with the ship and working to finalize the details of their visit.

(ii) *Richmond Celebrates Soccer*

The announcement from FIFA on December 5, 2025 confirmed which teams will be playing on some of the dates in Richmond, and more information about the Fan Zone in Vancouver has been released. Staff are awaiting to hear about the broadcast rights and will share with Council once received.

(iii) *Snow Angels Program*

Staff advised of the great participation levels this year for the Snow Angels program and that a new online sign-up process was initiated whereby residents were automatically mapped through a system which then ties in with the registration for the volunteers to connect them by location. Currently there are 100 residents that will be supported by 110 volunteers this year. An orientation session for the volunteers was recently held and they are fully ready for the snow season should it come.

Parks, Recreation & Cultural Services Committee
Wednesday, December 17, 2025

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (5:06 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Parks, Recreation and Cultural Services Committee of the Council of the City of Richmond held on Wednesday, December 17, 2025.

Councillor Michael Wolfe
Chair

Lorraine Anderson
Legislative Services Associate



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
From: Marie Fenwick
Director, Arts, Culture and Heritage Services
Date: January 5, 2026
File: 11-7000-09-20-255/Vol 01
Re: 2026 Community Mural Program Projects




Staff Recommendation

That the 2026 Community Mural Program Projects as presented in the report titled "2026 Community Mural Program Projects", dated January 5, 2026, from the Director, Arts, Culture and Heritage Services, be approved.

CM Fenwick

Marie Fenwick
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Recreation and Sport Services	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Facility Services and Project Development	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

On February 13, 2018, Council endorsed the Public Art Community Mural Program (the Mural Program). The focus of the Mural Program is to install murals in highly visible locations in publicly accessible areas throughout Richmond.

This report brings forward seven mural proposals for the 2026 Mural Program, for consideration to be painted at Garratt Wellness Centre, McNair Secondary School, St. Anne's Anglican Church, Fisherman Storage Building (Steveston Harbour Authority) and three trail and park washrooms located at West Dyke Recreational Trail and Blundell Road, McLean Neighbourhood Park and UBC Boathouse.

This report supports Council's Strategic Plan 2022–2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

6.3 Foster intercultural harmony, community belonging, and social connections.

This report supports the Artworks: Richmond Arts Strategy 2026–2031 Strategic Direction 5:

Activate public spaces through (and for) the arts.

Analysis

Background

Richmond's Mural Program provides opportunities to add vibrancy to highly visible public spaces, foster community dialogue and cross-cultural exchange, and engage diverse and multi-generational communities. Since Council's endorsement in 2018, 34 murals have been installed through this program at civic facilities, private businesses, schools and other buildings. In 2025 six new murals were completed (Attachment 1). These artworks have been well-received by the general public, facility users and community groups.

Open Call for Mural Locations

The open call for mural locations for the 2026 Mural Program was issued on August 7, 2025, with a deadline of September 22, 2025.

The following 12 applications were received, proposing a total of 15 locations:

- Brighthouse Elementary School;
- City of Richmond (trail and park washrooms at Blundell Road, Trail Washroom along the Middle Arm Recreational Trail (near UBC Boathouse) and McLean Neighbourhood Park);
- Garratt Wellness Centre;
- Kuo Hua Trading Company Ltd.;
- Maple Lane Elementary School;
- McNair Secondary School;
- Panatch Group;
- St. Anne's Anglican Church;
- Fisherman Storage Building at 12040 Sixth Avenue (Steveston Harbour Authority); and
- Walter Lee Elementary School.

On September 26, 2025, staff reviewed and evaluated all proposals based on location, public visibility, community impact, wall surface condition, and budget. Walls not recommended for murals were excluded due to a combination of factors, including surface condition, budget limitations, and, in some cases, the presence of a recently completed mural.

Seven locations are thereby recommended for the 2026 Mural Program:

- Fisherman Storage Building at 12040 Sixth Avenue (Steveston Harbour Authority);
- Garratt Wellness Centre;
- McNair Secondary School;
- St. Anne's Anglican Church;
- Trail washroom at West Dyke Recreational Trail and Blundell Road;
- Trail washroom along the Middle Arm Recreational Trail (near UBC Boathouse); and
- Washroom at McLean Neighbourhood Park.

Proposed Mural Projects

In compliance with the Mural Program artist selection procedure, artists are pre-selected from the Mural Program Artist Roster through an open call process every two years. Murals for the 2026 program will be created by artists selected from the 2024–2026 roster.

The following seven proposed mural locations and artists have been endorsed by the Richmond Public Art Advisory Committee (RPAAC). Further details are in Attachment 2.

Fisherman Storage Building at 12040 Sixth Avenue (Steveston Harbour Authority)

Location: east facing wall, visible from Sixth Avenue

Size: 750 square feet

Budget: \$14,100

The artist selection meeting on October 21, 2025, included members from the Steveston Harbour Authority Board. They selected artist Aysha McConkey to work with members of the board to inform the design; exploring themes of fishing and the Fraser River.

Garratt Wellness Centre

Location: front façade of the building, facing Chelsea Place

Size: 700 square feet

Budget: \$12,000

The artist selection meeting on October 24, 2025, included members from the Richmond Division of Family Practice, Richmond Home and Community Care and Garratt Wellness Centre staff. They selected artist Jillian Mundy to work with members of the staff to inform the design exploring themes of health care, belonging and well-being.

McNair Secondary School

Location: protruding wall adjacent to the entrance of the school, facing No. 4 Road

Size: 300 square feet

Budget: \$7,500

The artist selection meeting on November 4, 2025, included teachers from McNair Secondary School. They selected artist Olivia di Liberto to work with students from the school to inform the design exploring themes of Richmond's ecology.

St. Anne's Anglican Church

Location: south facing wall, visible from Francis Road

Size: 160 square feet

Budget: \$3,500

The artist selection meeting on October 20, 2025, included members from St. Anne's Anglican Church. They selected artist Joey Mallett to work with members of the church to inform the design exploring themes of community and unity.

Trail Washroom at West Dyke Recreational Trail and Blundell Road

Location: West Dyke Recreational Trail and Blundell Road

Size: 600 square feet

Budget: \$7,000

The artist selection meeting on October 10, 2025, included Facility Services staff. They selected artist Mohadese Movahed to work with the theme of local wildlife to inform her design.

Trail Washroom along the Middle Arm Recreational Trail (near UBC Boathouse)

Location: Middle Arm Recreational Trail

Size: 600 square feet

Budget: \$6,000

The artist selection meeting on October 10, 2025, included Facility Services staff. They selected artist Jean Bradbury to explore the theme of native flora diversity in the region.

Washroom at McLean Neighbourhood Park

Location: McLean Neighbourhood Park

Size: 500 square feet

Budget: \$5,000

The artist selection meeting on October 10, 2025, included Facility Services staff. They selected artist Anais Lera to explore themes of plant life and the region's agricultural heritage.

The selected organizations will retain and maintain the murals for a minimum of five years. The cost for any maintenance and repairs required for the artwork at the locations that are not owned by the City will be the responsibility of the selected organizations. Following Council's approval of the 2026 Mural Program projects, all project partners including the City, artists and the selected organization will enter into a tri-party written agreement with the City to outline maintenance and repair responsibilities.

Next Steps

Pending Council endorsement of the proposed mural locations and artists, staff will work with the artists and community partners to execute agreements, outline maintenance and repair responsibilities and develop project implementation work plans. If approved, the projects will move into the development phase, with the murals to be completed by September 2026.

Financial Impact

The 2026 Community Mural Program budget of \$35,000 is included in the Council approved 2026 Public Art Program operating budget. An additional \$18,000 will be committed from existing City budgets. The Steveston Harbour Authority has dedicated a \$2,100 cash contribution, bringing the total 2026 Community Mural Program budget to \$55,100.

Conclusion

Council approval is required to implement the seven mural proposals for the 2026 Community Mural Program.

January 5, 2026

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Murals add vibrancy to the community by energizing our public spaces, fostering community identity and civic pride, engaging youth and deterring graffiti. The creation of murals brings together local artists, students, community groups, residents and local businesses to transform the places where we live, work, and play, into welcoming and beautiful environments that invite interaction as well as appreciation of art and culture.









Biliana Velkova
Public Art Planner
(604-247-4612)

Att. 1: Completed Community Mural Program murals 2019–2025

Att. 2: 2026 Community Mural Proposals

Community Mural Program Completed Projects 2025

2025	
	<p>David Camisa <i>A Meeting of Parliament</i> Trail Washroom at Terra Nova Adventure Play Environment</p>
	<p>Aysha Mcconkey <i>Bats in Richmond</i> Trail Washroom at No. 7 Road Pier Park 15911 River Road</p>
	<p>Amy (Yun Ru) Bao <i>Home of the Ravens</i> MacNeill Secondary School 6611 No. 4 Road</p>
	<p>Ben Evely <i>Life Layers</i> Tait Elementary School 10071 Finlayson Drive</p>

2025	
	<p>Ho Lay Hoon <i>United in Play</i> Minoru Park 6820 Gilbert Road</p>
	<p>Carly Bouwman <i>Park Washroom Mural</i> Thomas Kidd Park 10851 Shell Road</p>

2026 Community Mural Proposals

Aysha McConkey | Fisherman Storage Building at 12040 Sixth Avenue

Artist Aysha McConkey will work with members of the Steveston Harbour Authority Board to inform the mural design and will consider themes of Steveston fishing heritage.

Aysha McConkey is a wildlife artist and scientific illustrator with a passion for animals and the natural world. She uses her art to inspire and educate others about wildlife conservation in British Columbia.

Examples of Previous Projects:



Aysha McConkey, *Heart of the Fraser Valley*, Abbotsford, 2024



Aysha McConkey, *Heart of the Fraser Valley*, Abbotsford, 2024



Proposed mural wall at the Fisherman Storage Building at 12040 Sixth Avenue (approximately 750 square feet)

Jillian Mundy | Garratt Wellness Centre

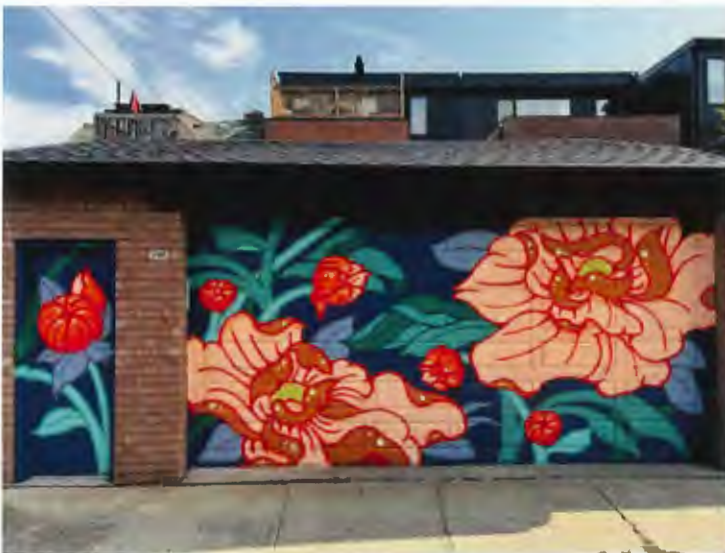
Artist Jillian Mundy will work with Garratt Wellness Centre staff to inform the mural design and consider themes of health care, belonging and well-being.

Jillian Mundy is an interdisciplinary artist who works across traditional and digital mediums, with a strong focus on murals. She creates bright and bold illustrative works, drawing inspiration from the natural world to craft intricate environments.

Examples of Previous Projects:



Jillian Mundy, *Midnight Delight*, Vancouver, 2022



Jillian Mundy, *Private Residence Mural*, Vancouver 2022



Proposed mural wall at Garratt Wellness Centre (approximately 700 square feet)

Olivia Di Liberto | McNair Secondary School

Artist Olivia Di Liberto will work with students from McNair Secondary School to inform the design of the mural, exploring themes of school spirit and community.

Olivia Di Liberto is a mural artist, illustrator, designer, textile artist and painter. Her artwork reflects her interests in culture, history and landscapes, incorporating graphic illustrative components, specific colour palettes and intricate line work.

Examples of Previous Projects:



Olivia Di Liberto, *VMF Mural*, Vancouver, 2019



Olivia Di Liberto, *Private Commission*, Vancouver, 2020



Proposed mural wall at McNair Secondary School (approximately 300 square feet)

Joey Mallett | St. Anne's Anglican Church

Artist Joey Mallett will consider themes of community and unity to inform her design.

Joey Mallett is a multidisciplinary artist best known for her murals which combine painting, sculpture and mixed media. She also works as a certified expressive arts therapist, leading school residencies and collaborative projects that integrate visual art with movement, music and storytelling.

Examples of Previous Projects:



Joey Mallett, *Kensington Community Centre Mural*, Vancouver, 2002



Joey Mallett, *Old Hastings Mill*, Vancouver, 2001



Proposed mural at St. Anne's Anglican Church (approximately 160 square feet)

Mohadese Movahed| Trail Washroom at West Dyke Recreational Trail and Blundell Road

Artist Mohadese Movahed will consider the theme of local wildlife to inform her mural design.

Mohadese Movahed is an artist and educator with a focus on painting and murals. From concept to completion, her work reflects a deep passion for crafting immersive and impactful visual landscapes.

Examples of Previous Projects



Mohadese Movahed, *Uprising Sonata*, Vancouver, 2023



Mohadese Movahed, *Hard Greens*, oil on canvas, 2021



Proposed mural on trail washroom at West Dyke Recreational Trail and Blundell Road (approximately 600 square feet)

Jean Bradbury | Trail Washroom along the Middle Arm Recreational Trail (near UBC Boathouse)

Artist Jean Bradbury will consider themes of the Fraser River and native plant life to inform the design of the mural.

Jean Bradbury is a multidisciplinary artist specializing in illustration and mural work. Her practice focuses on fostering inclusive and uplifting community spaces through public art.

Examples of Previous Projects:



Jean Bradbury, *Wildlife of Kennewick*, Kennewick, 2025



Jean Bradbury, *Lewis and Clark Elementary School Mural*, Richland, 2018



Proposed mural on trail washroom at UBC Boathouse (approximately 600 square feet)

Anais Lera | Washroom at McLean Neighbourhood Park

Artist Anais Lera will consider themes of local ecology, water and migratory birds to inform the design of the mural.

Anais Lera a visual artist with an active painting and mural practice. Her work features intricate, nature-inspired designs, characterized by vibrant compositions rich in flora and fauna from both terrestrial and marine environments.

Examples of Previous Projects:



Anais Lera, *Marine Lilies*, Burnaby, 2024



Anais Lera, *Pacific Northwest Forest Floor*, Surrey, 2024



Proposed mural on Washroom at McLean Neighbourhood Park (approximately 500 square feet)



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services
Committee

From: Marie Fenwick
Director, Arts, Culture and Heritage Services

Re: **First Nations Building Committee Terms of Reference and Referral Response**

Date: January 5, 2026

File: 11-7000-01/2025-Vol
01



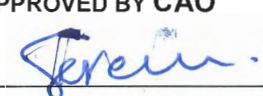
Staff Recommendation

That the First Nations Building Committee Terms of Reference, as detailed in the report titled "First Nations Building Committee Terms of Reference and Referral Response", dated January 5, 2026, from the Director, Arts, Culture and Heritage Services, be approved.

CM Fenwick

Marie Fenwick
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 4

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Intergovernmental Relations and Protocol Unit	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
Facilities and Project Development	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

At the January 30, 2024, Parks, Recreation and Cultural Services Committee staff received the following referral in regards to the First Nations Building:

(2) That staff investigate the historical use of the building as a smokehouse; (3) That a joint committee of Council and Britannia Heritage Society members be formed to oversee the restoration; and (4) That the National Historical Sites and Monuments Board should be consulted on the restoration process.

At the July 22, 2024, Council meeting, Councillors Andy Hobbs, Chak Au and Carol Day were appointed to a joint advisory committee titled the First Nations Building Committee (the Committee).

The purpose of this report is to seek Council approval for the Terms of Reference for the First Nations Building Committee (the Terms of Reference) to confirm roles and responsibilities and allow for the involvement of the Musqueam Indian Band in this project, and to provide information in response to items 2 and 4 of the referral.

This report supports Council's Strategic Plan 2022–2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.5 Enhance and preserve arts and heritage assets in the community.

Analysis

The First Nations Building – Background

The First Nations Building is one of the last buildings at Britannia Shipyards National Historic Site (Britannia Shipyards) to be made operational.

Council approved \$6.5 million to restore and develop exhibits for the First Nations Building at Britannia Shipyards as part of the Consolidated 5 Year Financial Plan (2024–2028). On February 12, 2024, Council approved the interpretive program and level of service for the First Nations Building. The approved interpretive program includes:

- Museum-style displays and re-created historical displays, providing flexibility to tell Indigenous stories in a variety of methods;
- Climate-controlled washrooms, a kitchenette and storage;
- New landscaping elements, including native plantings, to support displays and programming related to Indigenous cultural heritage to the west of the First Nations Building; and

- In-person interpretative programming such as:
 - Curriculum-linked school programs;
 - Guided tours;
 - In-situ interpretation;
 - Demonstrations or workshops;
 - Storytelling or performances; and
 - Special/seasonal programs, including National Indigenous Peoples Day and National Day for Truth and Reconciliation.

Proposed First Nations Building Committee Terms of Reference

In follow up to Council's direction to create a committee to provide advice on this project, staff held several meetings with the Council-appointees and representatives from the Britannia Shipyards National Historic Site Society (the Society). This group guided the development of the proposed Terms of Reference found in Attachment 1.

Following discussions held at several meetings, the group endorsed the Terms of Reference for Council's consideration at a meeting on December 9, 2025.

As detailed in the Terms of Reference, the proposed purpose of the Committee is to provide staff advice and input at key milestones during the planning and restoration/construction process for the First Nations Building at Britannia Shipyards.

The Committee recommends that in addition to the voting representatives from Council and the Society, the Musqueam Indian Band (Musqueam) be invited to provide a non-voting advisor to provide input during the planning and restoration/construction process for the First Nations Building. Musqueam have expressed an interest in being involved with the First Nations Building project in recent discussions with City staff.

Working with Musqueam to ensure any future programming and interpretation is reflective of Musqueam and Indigenous perspectives is key to advancing Truth and Reconciliation in Richmond.

Historical Research on First Nations Building

Since the 1980s, there have been many historical research studies on Britannia Shipyards which included information about the First Nations Building. A comprehensive list can be found in Attachment 2.

Research on the historical use of the First Nations Building to date suggests it was originally built by the Phoenix Cannery company as a residence for Indigenous seasonal workers, due to its resemblance to Indigenous housing at other BC canneries. It was likely used by Indigenous groups from a variety of coastal communities in BC who came to the Steveston area to support cannery operations in the late 19th and early 20th centuries. Although the building may have been used in similar ways to a traditional longhouse (sometimes referred to as a smokehouse), there is no evidence the building was a traditional longhouse whose hallmarks are cedar post and beam construction, totemic carvings, and communal living areas.

The original location of the First Nations Building was on a slough farther inland in Steveston. In the late 1940s, the Anglo-British Columbia Packing Company relocated the First Nations Building to the Britannia Shipyards site, to support its Phoenix Cannery operations. After its relocation and during its remaining years of operation, the First Nations Building was used for gear and net storage.

Dendrochronology testing conducted in 1992 on a selection of the wood battens and posts from the First Nations Building dated the lumber to 1884–1885, four years earlier than the shipyard building. In 1988, archaeologist Leonard Ham undertook archaeological testing around the site and provided some historical information and descriptions of the existing buildings. Based on his analysis of the First Nations Building's structure, Ham stated, "The building may have been a cannery dwelling originally used to house Indian workers."

Because the First Nations Building was moved from its original location, now occupied by townhouses, archaeological investigation of the original location is not possible. However, the archaeological study conducted across the western side of the site in 1994 concluded that, "All cultural material observed and recovered to date at the Britannia Heritage Shipyard Site (DgRs 26/DgRt 6) has been historic. No evidence of precontact aboriginal material has been recovered during monitoring of these excavations."

In 2022, a research report titled, *Phoenix Cannery Building; Research Report and Conservation Options*, included a review of all previous research done and a new investigation of local archives. This report was shared with Council via memo on August 1, 2024. The research report concluded that, "...there has been no additional primary sources uncovered in the past three decades, or through an extensive search of historical records as part of this Research Report, which unequivocally demonstrates that this building served as an accommodation specifically for Indigenous workers. However, the peculiar form and scale of this structure is similar to other accommodations built by and for Indigenous people in resource extraction industries across British Columbia... While its original usage and date of construction have not been verified, its approximate age; construction method and material; known historical usage; and associations make it a significant heritage resource on its own..."

In June 2024, at the invitation of the Society, a group of archaeologists and anthropologists visited site and were invited to provide a professional opinion on the First Nations Building's historical connection to Indigenous people. Consensus among this group was that the First Nations Building may be representative of a transitional period in Indigenous culture between the time when communities lived in traditional longhouses and when families began to live in western style housing. The result of this investigation was a letter from Dr. Bruce Miller, Professor Emeritus in Anthropology at the University of British Columbia, giving his opinion of the First Nations Building's historical importance. In this letter, Dr. Miller states, "It is my opinion that the building in question was occupied and used by Indigenous people, Coast Salish, in the late 19th century and into the 20th century. This building should be understood as an early transitional building type, neither identical to historic longhouses or to the contemporary longhouses..." He continues to say, "I know of no other such transitional buildings in the Coast Salish area." (Attachment 3).

Historical Research on Building – Next Steps

While there has been some research on the history of the First Nations Building and its uses, to date, the City has not received any information specific to the First Nations Building from Musqueam or other Indigenous communities. The Council-approved funding for the project includes funding further research and engagement with Indigenous communities, including Musqueam, to inform future interpretative exhibits and programs to take place in this space. Future conversations with Indigenous peoples may shed new light on the First Nations Building and its use. With the addition of a Musqueam advisor to the Committee, the procurement process to hire an Indigenous researcher to undertake this work can begin.

Role of the Historic Sites and Monuments Board in Conservation Activities

The role of the Historic Sites and Monuments Board (HSMBC) is to provide advice to the Government of Canada on the designation of places, persons and events that have marked and shaped Canada. The HSMBC does not have a formal role in the care of designated historic places. Parks Canada is the federal agency that supports the HSMBC and leads conservation work at historic sites owned by the federal government.

Staff have had two communications with Parks Canada regarding conservation work on buildings at Britannia Shipyards. In 2022, subsequent to a grant application to Parks Canada to support the repair and restoration of the Richmond Boat Builders building, staff were informed that the national designation for the site does not include the buildings. This is specifically outlined in the Statement of Significance for the national designation of the site (Attachment 4). Because of this, conservation work on buildings at Britannia Shipyards is not currently eligible for Parks Canada funding or the accompanying conservation advice that may come with the funding.

In 2024, staff corresponded with a Senior Built Heritage Advisor at Parks Canada to inquire about the possibility of Parks Canada providing advice for the conservation of buildings at national historic sites, such as Britannia Shipyards. The response was, “When a national historic site is owned by a custodian who is not Parks Canada, we are not directly involved in conservation projects. We might provide some informal advice about best practices but it would be very limited. An NHS designation is honorific and does not come with specific obligations nor protection.”

Parks Canada developed the *Standards and Guidelines for Conservation of Historic Places in Canada* (the Guidelines) to help custodians in caring for historic places. Application of these guidelines is a requirement of the City of Richmond Heritage Alteration Permit process. The Guidelines, as well as best practices in deconstruction and salvage of heritage buildings, will be used to inform future work on the First Nations Building including, ensuring character defining elements are reinstated; retaining as much original building materials as possible; and appropriate reuse of original materials.

Next Steps

Should Council approve the Terms of Reference, staff will invite the Musqueam Indian Band to appoint a representative to act as an advisor to the Committee. Committee meetings will continue to be held as the project progresses based on the work to be undertaken at the call of the City, in consultation with the Chair.

Council approved \$6.5 million to restore and develop exhibits for the First Nations Building at Britannia Shipyards as part of the Consolidated 5 Year Financial Plan (2024–2028). The project is partially funded by the \$3.4 million of the Province of BC's Growing Communities Fund grant received in 2023, which must be fully expended by March 2028. Design is scheduled to be completed by Q4 2026. Upon completion of detailed design, if required, staff will return to Council with updated project costing, as the original budget approved in December 2023 was based on a project construction start in 2025.

Financial Impact

None.

Conclusion

Approval of the Terms of Reference for the First Nations Building Committee confirm the roles and responsibilities of this committee and will allow for involvement of the Musqueam Indian Band in this project.

Extensive research has been conducted on the First Nations Building at Britannia Shipyards. It is one of the oldest original buildings in Richmond and is significant for its unique structure and use as part of the Phoenix Cannery. It is likely the First Nations Building was used as a residence for Indigenous peoples working in the early fishing industry in Steveston. Its transitional form (neither traditionally Indigenous nor Western) makes the First Nations Building unique in the area and possibly in Canada. Further investigations and conversations with Indigenous peoples may shed additional light on its past history.

Conservation work on historic buildings is the responsibility of the owner. Neither the Historic Sites and Monuments Board of Canada, nor their supporting agency (Parks Canada), play an active role in advising on the conservation of non-federal historic places. The *Standards and Guidelines for Conservation of Historic Places in Canada* were developed by Parks Canada to support custodians of historic places. These guidelines are actively used by the City to guide decisions about its designated heritage sites, including the First Nations Building.



Marie Fenwick
Director, Arts, Culture and Heritage Services
(604-276-4288)

January 5, 2026

- 7 -

- Att. 1: Proposed Terms of Reference – First Nations Building Committee
- Att. 2: Historical Research Related to the First Nations Building at Britannia Shipyards
- Att. 3: Letter from Dr. Bruce Miller, dated February 22, 2025
- Att. 4: Britannia Shipyard National Historic Site of Canada Statement of Significance

Proposed Terms of Reference – First Nations Building Committee

Purpose

The purpose of the First Nations Building Committee (the Committee) is to provide advice and input to staff at key milestones during the planning and restoration/construction process for the First Nations Building at Britannia Shipyards National Historic Site (Britannia Shipyards) in alignment with the Council-approved program. Should the Committee have recommendations outside the Council-approved program, these may be presented to Council for consideration.

Objective

In a collaborative manner, provide advice and input on the building, planning and restoration/construction and research related to the history of the First Nations Building.

Role of Committee

Committee members are to act within the Council-approved program for the First Nations Building.

Committee members are to act in the best interests of the community and the preservation of the Britannia Shipyards National Historic Site. Members are asked to refrain from personal opinions that do not reflect the interests of their respective group.

Members of the Committee are responsible for:

- Advising on building design and restoration/construction that considers the current and future needs of users of the First Nations Building and Britannia Shipyards;
- Communicating and liaising with their groups as required and in a timely manner; and
- Supporting decisions made by the Committee, even at times where consensus may not be attained but are supported by the majority of Committee members.

Members of the Committee are accountable for:

- Representing the interests of their respective groups while also considering that the interests of the broader community shall always supersede the interests of any one individual or group; and
- Adhering to all approved matters of scope, schedule and budget related to the project, as approved by Council.

Membership

There will be six (6) voting members. Membership shall consist of:

- Three (3) members of Richmond City Council; and
- Three (3) representatives from the Britannia Shipyards National Historic Site Society.

The Director, Arts, Culture and Heritage will be the designated staff liaison. Other City staff and subject matter experts will attend meetings and provide technical support when required.

Musqueam Advisor

The Musqueam Indian Band will be invited to provide a non-voting advisor to provide input during the project.

Procedures and Meetings

- The members of the Committee will choose a Chair and a Vice Chair.
- The term of the Committee will be for the duration of the planning and restoration/construction process of the First Nations Building.
- Meetings will be at the call of the City, in consultation with the Chair, based on the work to be undertaken.
- A quorum will be a majority of voting members.
- Copies of the agenda and record of the previous meeting will be circulated to the Committee members.
- The City will provide the Committee with staff support for the preparation of minutes and agendas.
- Community representatives are responsible for keeping other members of their group informed of the decisions of the Committee.

Member Conduct

Committee members are expected to be respectful towards each other and work cooperatively. Committee members will be expected to consider the best interests of the community in an effort to reach consensus.

Committee members are asked to identify any and all conflicts of interest prior to a discussion taking place. Where a conflict is not recognized, the City may exercise its prerogative to excuse the member from the meeting and/or restrict access to pertinent information.

Without the express consent of the City, members are not authorized to discuss with media identified confidential matters covered by the Committee or information provided in the course of carrying out their roles.

In addition to the conduct guidelines outlined above, all members of the Committee are required to comply with the *Richmond Council Code of Conduct – Policy No. 1500*. This policy applies to members of City Council and, where specified, to individuals appointed by City Council to boards, committees, commissions, panels, or task forces.

Committee members serve at the pleasure of Richmond City Council. Council may amend these Terms of Reference at its discretion.

Historical Research Related to the First Nations Building at Britannia Shipyards

Building History

The Britannia/Phoenix Heritage Study, Duncan Stacey, 1983, pp. 34–35

Final Report: Britannia Complex Phase II, Robert G. Lemon Architecture and Preservation, 1990, p. 3

Historic Sites and Monuments Boat Agenda Paper: Buildings on the Britannia Shipyard Property, David Lee, 1991, p. 591

First Nations Bunkhouse Statement of Significance, Luxton and Associates, 2016

Phoenix Cannery Building; Research Report and Conservation Options, Luxton and Associates, 2022

Phoenix Cannery Building; Research Report and Conservation Options, Addendum, Luxton and Associates, 2024

Letter of Opinion from Dr. Bruce Miller, RE: Indigenous longhouse located at the Britannia Shipyards National Historic Site, dated February 22, 2025.

Building Dendrochronology

Some Tree Ring Dates for Buildings at Britannia Heritage Shipyard, M.L. Parker, 1992

Site Archaeology

A Heritage Overview of “Area E” of the Britannia Waterfront, Being Part of the Cannery Row West Historic Archaeological Site; DgRt6, Leonard C. Ham, 1988

Archaeological Monitoring at Britannia Heritage Shipyard, Deva Heritage Consulting, 1994

Related History

Report on First Nations Involvement in the Fishing and Canning Industry in the Steveston Area, Gulf of Georgia Cannery Society, 2020



THE UNIVERSITY OF BRITISH COLUMBIA

Department of Anthropology

Faculty of Arts

RE: Indigenous longhouse located at the Britannia Shipyards National Historic Site

February 22, 2025

The Luxton Report (December 2022) and other documents, including, significantly the work of the late Dr. Leonard C. Ham, an archaeologist, offer opinions on the nature of the structure variously termed the smokehouse, big house, longhouse, bunkhouse, and rancheria. As noted in the Luxton report, Dr. Ham asserted that this structure "may have been . . . originally for Indigenous cannery workers. . . (ibid., 2), and he noted the typological similarities of the structure to a traditional Coast Salish "smokehouse." This position is supported by the extensive oral history program with people associated with the cannery complexes (ibid.). The Luxton report provides a discussion of the similarities of the structure to Coast Salish structures of the region. There is no need to reproduce that work here; however, I wish to add some comments. I should note that I have visited the structure in question three times recently but, as of yet, have not been in the interior.

First, I spent eight summers in the 1990s living in an earthen floor Coast Salish longhouse in Stó:lō Nation territory at the invitation of the late Chief Frank Malloway. The structure I stayed in was a contemporary building but reproduced essential features of an historic longhouse and enabled the same activities as its' historic antecedents. Winter ritual/spiritual ceremonies were and are held in the longhouse; people resided temporarily on the wooden bleachers along the perimeter; community events were hosted there; ceremonial masks were housed in a separate compartment within the building. I witnessed all of these uses and features. As was done historically, the building was heated by a central fire and cooking was done in a separate space within the building. There are a number of other contemporary longhouses within the several Coast Salish communities and I have visited many of them. My conversations with Chief Malloway concerned how he and his father before him in an earlier iteration designed the longhouse to meet both cultural expectations and current building practices. From these talks I can conclude that their buildings had both historic and innovative features. Innovation does not preclude the buildings from being understood as Coast Salish longhouses, as they term them. In addition, these structures continue to be the site of important Indigenous ritual events---including *Seowyn* spirit dancing, ancestral namings, marriages, funerals, and others.

Despite restrictions imposed by Canadian law, many of the Coast Salish ritual practices continued right through the nineteenth century to the present. We know, for example; that

Coast Salish people continued to make masks used in ritual life at the time the longhouse in question here was constructed. I mention this to point out that in my opinion, when Coast Salish people occupied the building as part of early commercial fisheries, **there is no doubt that they were conducting ritual/ceremonial practices in the building.** These practices, some of which I named above, were and are essential to social cohesion, relationships with spirit beings, passing on family non-material possessions such as ancestral names, and so on.

Second, in a February 2025 visit to the longhouse with Harold Steves, Chief Jim Hornbrook, and my colleague, Dr. Michael Blake, an archaeologist and professor emeritus of the Department of Anthropology UBC, we examined the building and discussed the work of Dr. Ham. Blake, who knew Ham professionally for several decades, was able to confirm what we already knew, namely, the quality of Ham's work and the reliability of his conclusions. In brief, Dr. Ham is a credible and important source. Dr. Blake is a major scholar of Coast Salish archaeology. I have been a scholar of the Coast Salish world since 1976 and I am the author of several books and many journal articles concerning the Coast Salish. I have been accepted on a number of occasions as an expert on Indigenous and Coast Salish culture and history in local and national courts and tribunals in Canada and the United States.

It is my opinion that Dr. Ham was correct in his view that the building in question was occupied and used by Indigenous people, Coast Salish, in the late 19th century and in to the 20th century. This building should be understood as an early transitional building type, neither identical to historic longhouses or to the contemporary longhouses such as the one I lived in. The size of the structure is sufficient for Indigenous ritual activities to have taken place there. And note; the **longhouses in which Coast Salish lived were also the location of the activities I have mentioned; there were not separate buildings. I know of no other such transitional buildings in the Coast Salish area.** The historic buildings are gone (except in an archaeological sense of post holes and features in the ground). Because of this, the building has great importance in understanding the difficult period that Indigenous people faced in the 19th century with loss of control of much of their resource base, movement to reserves, population decline, entry into commercial fisheries, and so on. It is not significant whether Coast Salish people themselves constructed the building, but rather, what we can understand took place there and how Coast Salish people adapted to their changing circumstances.

This building should be protected and Coast Salish people along with city staff engaged in developing interpretations available to the general public.

Sincerely,



Bruce Granville Miller, PhD
Professor Emeritus

Designations of National Historic Significance

Britannia Shipyard National Historic Site of Canada

Richmond, British Columbia



(© Agence Parcs Canada/Parks Canada Agency,(NHS-images), 2004.)

Address : 5189 Westwater Drive, Richmond, British Columbia

Recognition Statute: Historic Sites and Monuments Act (R.S.C., 1985, c. H-4)

Designation Date: 1991-06-10

Dates: 1890 to 1955 (Construction)
1890 to 1980 (Significant)

Other Name(s): Britannia Shipyard (Designation Name)
Britannia Shipyard Property (Plaque name)

Research Report Number: 1991-030

| Plaque(s)

Existing plaque: 5180 Dyke Road, Richmond, British Columbia

The buildings on this site are important components of a large complex of workshops and dwellings that served the shore-based salmon fishery during its boom years (1890-1913). The historic property included the Britannia Shipyard building itself and two boatworks operated by

Japanese-Canadians. Labourers and craftsmen of diverse cultural origins lived in houses on site, and worked in salmon canneries, on the fishing boats, and in the boatworks. They built and serviced wooden fishing vessels for British Columbia's coastal salmon fleet.

Description of Historic Place

The Britannia Shipyard Property National Historic Site of Canada is a historic park located along the south arm of the Fraser River in Richmond, British Columbia. The site relates to the area's long involvement with the salmon fishery. Built out over the water, the shipyard is part of Steveston's historic "Cannery Row" extending from Garry Point and the Gulf of Georgia Cannery National Historic Site of Canada on the west end to London Heritage Farm in the east. The designation refers to the 3.3-hectare site located along the Steveston Channel of the Fraser River. The historic park includes several wooden structures used for cannery and boat-building purposes between 1890 and the mid 1950s which are not included in the official recognition.

Heritage Value

Britannia Shipyard Property was designated a national historic site in 1991 because its extant boatworks and shipyard are representative of fishing boat construction and repair activities in Canada's Pacific Coast salmon fishery.

Originally, the Britannia Shipyard Property was constructed as a cannery (1890), a function it retained until 1918, after which it was adapted for use as a boat repair yard. This use persisted until 1980, with individual buildings within the complex functioning both as part of the cannery and the boatyard. The yard is representative of the once more numerous workshop complexes involved in the construction and repair of shore-based salmon fishery vessels. The heritage value of the national historic site resides in its historic association with the construction and repair of salmon fishery boats as illustrated by the 3.3-hectare site, its location and spatial relationship to the fisheries-related activities along the Fraser River.

Sources: Historic Sites and Monuments Board of Canada, Minutes, June 1991, July 1995.

Character-Defining Elements

Key elements contributing to the heritage value of this site include: the site's location in the settlement of Steveston and its historic spatial relationship to the fisheries-related activities along the Fraser River; the siting of the shipyard, built out over the river on reclaimed land; the extensive site accommodating a complex of buildings associated with the production of fishing vessels; the typicality of the yard with its informally sited, vernacular buildings.



City of Richmond

Report to Committee

To: Park, Recreation and Cultural Services Committee **Date:** January 5, 2026
From: Mandeep Bains **File:** 01-0370-20-006/2025-
Director, PRC Planning and Strategic Initiatives Vol 01
Re: **Volunteer Management Strategy – Guiding Principles**

Staff Recommendation

That the guiding principles, as detailed in the report titled “Volunteer Management Strategy – Guiding Principles”, dated January 5, 2026, from the Director, PRC Planning and Strategic Initiatives, be approved and used to inform the strategic directions and actions of the new five-year Volunteer Management Strategy.

Mandeep Bains
Director, PRC Planning and Strategic Initiatives
(604-247-4479)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Arts, Culture and Heritage	<input checked="" type="checkbox"/>	
Community Social Development	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Recreation and Sport Services	<input checked="" type="checkbox"/>	
Environmental Programs	<input checked="" type="checkbox"/>	
Public Works	<input checked="" type="checkbox"/>	
Richmond Public Library	<input checked="" type="checkbox"/>	
RCMP Community Policing	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

The City offers a variety of meaningful volunteer opportunities that allow residents to engage, connect and contribute to their community.

The Council-adopted *Volunteer Management Strategy 2018–2021: Engaging and Supporting Volunteers for a Vibrant, Connected City* has guided volunteer management, fostering a strong volunteer spirit, prioritizing volunteer support and capacity building to nurture a sense of community connectedness.

Funding to develop a new Volunteer Management Strategy (Strategy) was approved by Council as part of the Consolidated 5-Year Financial Plan (2025–2029). The purpose of this report is to seek Council's approval of the proposed guiding principles (Guiding Principles) that will help shape the development of the new five-year Strategy.

This report supports Council's Strategic Plan 2022–2026 Focus Area #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

1.4 Leverage a variety of approaches to make civic engagement and participation easy and accessible.

This report supports Council's Strategic Plan 2022–2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

6.3 Foster intercultural harmony, community belonging, and social connections.

Additionally, the new five-year Strategy will align and support the advancement of several Council-endorsed strategies, including: *Community Wellness Strategy (2018-2023)*, *Recreation and Sport Strategy (2019-2024)*, *Signature and Community Events Plan (2025–2029)*; *Richmond Arts Strategy, (2026–2031)*; *Seniors Strategy (2022–2023)*; *Youth Strategy (2022–2032)*; *Richmond Accessibility Plan (2023–2033)*, *Cultural Harmony Plan (2019–2029)* and *Building our Future Together: Social Development Strategy (2025–2035)*.

Analysis

Volunteers play a vital role in creating a strong sense of community and vibrancy in Richmond. Volunteer opportunities include various roles that primarily support Parks, Recreation and

Culture programs and events, including those provided by the City, Community Associations and Societies. In addition, volunteer roles support the Richmond Public Library and the RCMP Community Policing Office. The City and its partners collaborate with volunteers to support the delivery of many community events, services, and programs, while also supporting volunteers in the development and achievement of their personal goals through the promotion of positive, meaningful volunteer experiences and achievements. Through this reciprocal relationship with volunteers, the City is able to increase the scope and variety of activities and services offered to those who live, work and play in Richmond.

The need for a new Strategy emerged in response to Richmond's shifting demographics, rapid population growth, as well as the changing nature and patterns in volunteerism that are surfacing in Richmond and across Canada. The Strategy will build on the progress made by the previous volunteer management strategies to ensure the City remains at the forefront of volunteer management practices. The Strategy will reflect the current and future needs of Richmond's volunteers, and further support community partners and staff with volunteer management. The Strategy will identify key priorities, and set the strategic direction, objectives, and actions to ensure that effective, meaningful and appropriate opportunities, supports, and tools are in place to reflect the changing needs of Richmond's volunteer community.

Project Phases

The development of the Strategy will be undertaken over two phases. These include:

Phase 1: Review, Research, and Engagement

- Develop Guiding Principles to help guide the project;
- **Seek Council approval of Guiding Principles;**
- Conduct background and emerging trends research, including an analysis of learnings from the previous Volunteer Management Strategy; and
- Develop an engagement plan and engage with interested parties, current volunteers, and the broader community to ensure that a variety of resident perspectives on volunteerism are heard and considered.



We are here

Phase 2: Review of Engagement Results and Strategy Development

- Develop a summary report to capture findings from Phase 1 engagement;
- Develop the draft Strategy;
- **Present the draft Strategy to Council and seek endorsement to solicit feedback on the draft Strategy;**
- Solicit feedback on the draft Strategy; and
- **Present the finalized Strategy for Council adoption.**

Guiding Principles

The Guiding Principles are a set of values that establish a framework for expected behaviour and decision-making that will help guide the Strategy's development through the different phases of the project by providing a common understanding of what is important.

The following Guiding Principles are proposed:

1. Accessible and Inclusive: Centre Strategy development and implementation on the diverse range of volunteer interests, skills, needs, aspirations, backgrounds and abilities to ensure equitable access, participation, and outcomes for all volunteers.
2. Participation and Retention: Develop a vision with aligned strategic actions that strengthens long-term volunteer participation and retention.
3. Volunteer Development and Empowerment: Provide a framework to guide investment in training and development for volunteers.
4. Volunteer Recognition: Design a Strategy that actively recognizes and celebrates the contributions of volunteers.
5. Capacity Building: Consider the roles of staff and community partners in implementing the Strategy so that the Strategy supports and builds volunteer management and community capacity.
6. Strategic Alignment and Community-Centered: Create a Strategy that is supported by research, data, community engagement and aligned with City policies and plans.

The Guiding Principles will serve as a guide for City staff when making decisions, planning engagement activities, and considering actions for the development of the Strategy.

Engagement Plan

An engagement plan will be developed using a multi-pronged approach with engagement efforts likely to include surveys, focus groups, interviews, and open houses to capture the spectrum of experiences and needs. Engagement will also be offered in a variety of formats, such as printed materials, as well as in-person and online opportunities, to ensure an inclusive approach to engagement.

The goal of engagement is to gain key perspectives, understand the current volunteer landscape, capture new ideas, understand needs and interests, and inform volunteer management. As such, current volunteers, community partners, interested parties and the broader Richmond community will be engaged.

Next Steps

Following Council's approval of the Guiding Principles, the engagement plan will be developed. Concurrently, background research will begin, which will include a scan of emerging trends in volunteerism and volunteer management, and an analysis of learnings from the previous Volunteer Management Strategy.

A draft Strategy will be brought to Council for consideration and adoption in Q3 2026, and the final Strategy in Q4 2026.

Financial Impact

None.

Conclusion

The Guiding Principles proposed in this report will lay a strong foundation for the development of a new five-year Volunteer Management Strategy that reflects the changing needs of Richmond's volunteer community. The Strategy will support the City, community partners and interested parties, and local volunteers in the advancement of their collective efforts to build a thriving community for the benefit of all Richmond residents and visitors.



Christine Nesbitt
Research Planner 2
(604-204-8908)



Mandy Hadfield
Manager, Sport & Community Events
(604-204-8550)



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
From: Mandeep Bains
Director, PRC Planning and Strategic Initiatives
Date: January 5, 2026
File: 06-2052-01/2025-Vol 01
Re: Engagement Plan for the Multi-Use Covered Recreation and Sport Court

Staff Recommendation

That the engagement plan for the multi-use covered recreation and sport court, as outlined in the report titled, "Engagement Plan for the Multi-Use Covered Recreation and Sport Court", dated January 5, 2026, from the Director, PRC Planning and Strategic Initiatives, be received for information.

Mandeep Bains
Director, PRC Planning and Strategic Initiatives
(604-247-4479)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Facilities and Project Development	<input checked="" type="checkbox"/>	
Recreation and Sport Services	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

A multi-use covered recreation and sport court project was approved by Council as part of the 5-Year Capital Plan (2026–2030), titled Covered Lacrosse Box. In order to progress this project, work has been initiated to develop the program, concept design, site selection and obtain updated costing for Council consideration in 2026. The purpose of this report is to outline the engagement plan to support this work.

This report supports Council’s Strategic Plan 2022–2026 Focus Area #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond’s interests.

1.3 Increase the reach of communication and engagement efforts to connect with Richmond’s diverse community.

1.4 Leverage a variety of approaches to make civic engagement and participation easy and accessible.

This report supports Council’s Strategic Plan 2022–2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

6.3 Foster intercultural harmony, community belonging, and social connections.

Analysis

Background

The multi-use covered recreation and sport court project was approved by Council as part of the 5-Year Capital Plan (2026–2030) and endorsed by Council in 2023 as one of the priority projects in the Richmond Sports Facility Needs Assessment (the Assessment). The Assessment identified this project as a multi-use facility for year-round use, featuring a sport court surface suitable for various activities such as lacrosse, ball hockey, soccer and tai chi, designed to accommodate a broad range of uses, from sport-specific rentals and registered programs to public drop-in opportunities.

Given the range of potential uses, the project name used in this report is a working title, and an appropriate facility name will be recommended for Council consideration, once the program and priority uses are confirmed.

Covered Multi-Sport Facilities

A review of recently completed multi-use covered sport court projects in Burnaby, Ladner, Surrey (currently in the planning stage), Nanaimo and Central Saanich highlighted an emphasis on adaptable, multi-use designs that respond to evolving community needs. The review revealed that these facilities accommodate a range of recreation, sport and cultural activities such as pickleball, badminton, ball hockey basketball, yoga, tai chi, and dance. An additional important consideration with each is ensuring general community access.

The review also highlighted two delivery approaches: upgrading an existing lacrosse box to enable the court to be used year-round, and the construction of new, purpose-built facility. Several factors were considered in determining the appropriate approach, including impacts to surrounding infrastructure and amenities, geotechnical conditions, compatibility with adjacent neighbourhoods and potential sound and noise considerations, among others. The preferred approach has yet to be determined and will be informed by the facility program, concept design and location.

Engagement Plan

To advance the planning of the multi-use covered recreation and sport court, the engagement process for the project will occur in early Q1 2026. As this facility will serve both the broader community and sport user groups, the engagement approach will include consultation with Richmond residents, as well as the following groups and organizations:

- Local Sport Organizations (e.g., lacrosse, ball hockey, pickleball);
- Richmond Sport Council and member organizations;
- Council Advisory Committees (e.g., Seniors, Youth, Accessibility);
- Richmond School District No. 38; and
- Community Associations/Societies that provide recreation, sport and cultural programs and services.

To ensure an inclusive approach, the engagement will include print and online Let's Talk Richmond surveys, in-person intercept surveys, a series of workshops, and open houses.

To support the planning and design of a facility that enhances the user experience and provides maximum benefit to the community, engagement will inform:

- Understanding current and future community needs and priorities;
- Development of a program;
- Development of a concept design; and
- Site selection.

Recommendations will be brought forward to Council for consideration on each.

Financial Impact

None.

Conclusion

The engagement plan for the delivery of the multi-use covered recreation and sport court will support the development of the program, concept design, site selection, and updated costing to inform the development of a facility that will meet a broad range of community needs supporting community participation, health, and well-being.

A handwritten signature in black ink, appearing to read 'Bains', enclosed within a large, loopy circular stroke.

Mandeep Bains
Director, PRC Planning and Strategic Initiatives
(604-247-4479)