



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

**Council Chambers, City Hall
6911 No. 3 Road**

**Tuesday, January 30, 2024
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 20, 2023.*



NEXT COMMITTEE MEETING DATE

February 27, 2024, (tentative date) at 4:00 p.m. in the Council Chambers.

DELEGATIONS

1. (1) Chad Wetsch and Yvonne Chow, Vancouver, Coast & Mountains Tourism Region, Destination BC, to present on "Experience the Fraser," a recreational, cultural, and heritage initiative along the Lower Fraser River Corridor.
- PRCS-7** (2) Debbie Jiang and Kelvin Higo, to **delegate** on request to add names to Richmond Cenotaph.

COMMUNITY SERVICES DIVISION

- 2. **LONDON/STEVESTON DOG OFF-LEASH AREA UPDATE**
(File Ref. No. 06-2345-20-LSTE1) (REDMS No. 7461802)

PRCS-10

See Page **PRCS-10** for full report

Designated Speaker: Kevin Fraser

STAFF RECOMMENDATION

That Option 1, as outlined in the staff report titled “London/Steveston Dog Off-Leash Area Update”, dated December 20, 2023, from the Director, Parks Services, be endorsed.



- 3. **AWARD OF CONTRACT 8239P – DELIVERY OF ADVANCED LIFEGUARDING, LIFESAVING AND FIRST AID INSTRUCTIONAL AND RECERTIFICATION COURSES**
(File Ref. No. 11-7125-01) (REDMS No. 7431664)

PRCS-38

See Page **PRCS-38** for full report

Designated Speaker: Kirsten Close

STAFF RECOMMENDATION

(1) That Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses be awarded to L.I.T. Aquatics Ltd. for a three-year term for the projected contract value of \$1,449,000 exclusive of taxes, as described in the report titled, “Award of Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses”, dated January 2, 2024, from the Director, Recreation and Sport Services;

- (2) *That the Chief Administrative Officer and the General Manager, Community Services, be authorized to extend the initial three-year term, up to the maximum total term of five years, for the maximum total amount of \$2,415,000 exclusive of taxes, as described in the report titled, “Award of Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses”, dated January 2,2024, from the Director, Recreation and Sport Services; and*
- (3) *That the Chief Administrative Officer and General Manager, Community Services, be authorized to execute the contract and all related documentation with L.I.T. Aquatics Ltd.*

4. **FIRST NATIONS BUNKHOUSE INTERPRETIVE PROGRAM AND LEVEL OF SERVICE**

(File Ref. No. 11-7141-01) (REDMS No. 7373274)

PRCS-43

See Page **PRCS-43** for full report

Designated Speaker: Rebecca Clarke

STAFF RECOMMENDATION

That the First Nations Bunkhouse Interpretive Program and Level of Service as detailed in the staff report titled “First Nations Bunkhouse Interpretive Program and Level of Service”, dated January 9, 2024, from the Director, Arts, Culture and Heritage Services and Director, Facilities and Project Development be approved.

5. **MANAGER’S REPORT**

ADJOURNMENT



Parks, Recreation and Cultural Services Committee

Date: Wednesday, December 20, 2023

Place: Council Chambers
Richmond City Hall

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

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

Call to Order: The Chair called the meeting to order at 3:07 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 28, 2023, be adopted as circulated.

CARRIED

COMMUNITY SERVICES DIVISION

1. **2023 COMMUNITY SERVICES COMMUNITY NEEDS ASSESSMENT STUDY**
(File Ref. No. 11-7375-02) (REDMS No. 7446010)

Parks, Recreation & Cultural Services Committee
Wednesday, December 20, 2023

In response to queries from the Committee, staff noted (i) next steps to action the report recommendations, working with staff and partners (community associations, societies and other stakeholders) to measure and understand the impacts and outcomes of current programs, and identify additional programming opportunities, (ii) across all demographics, lack of awareness and lack of personal time were the two common themes identified for not participating in programs, (iii) 90% of those surveyed noted no barriers accessing programs based on disability, and (iv) a copy of the final report will be posted on the City's website.

It was moved and seconded

That the findings and recommendations outlined in the staff report titled "2023 Community Services Community Needs Assessment Study", dated November 15, 2023, from the General Manager, Community Services, be received for information.

CARRIED

2. **TERRA NOVA RURAL PARK HISTORICAL ASSETS PROGRAM PLAN GUIDING PRINCIPLES AND NEXT STEPS**

(File Ref. No. 11-7200-20-01) (REDMS No. 7313039)

In response to queries from the Committee, staff noted (i) the plan focuses on the programming and activation of the heritage precinct area (informing visitors of the rich history) and the activities in the park, (ii) the Terra Nova Slough project is part of the 2027 capital budget plan, anticipated to proceed in conjunction with dike upgrades in the area scheduled to begin in 2027, and (iii) following Council endorsement, Phase 2 is anticipated to begin in the first quarter of 2024.

It was moved and seconded

(1) *That the Terra Nova Rural Park Historical Assets Program Plan Guiding Principles as outlined in the staff report titled "Terra Nova Rural Park Historical Assets Program Plan Guiding Principles and Next Steps", dated November 15, 2023, from the Director, Parks Services, be endorsed; and*

(2) *That staff proceed with Phase 2 of the Terra Nova Rural Park Historical Assets Program Plan.*

CARRIED

Parks, Recreation & Cultural Services Committee
Wednesday, December 20, 2023

3. **2024 ENGAGING ARTISTS IN COMMUNITY PROGRAM PUBLIC ART PROJECTS**

(File Ref. No. 11-7000-09-20-089) (REDMS No. 7401791)

It was moved and seconded

That the 2024 Engaging Artists in Community Program Public Art Projects as presented in the staff report titled "2024 Engaging Artists in Community Program Public Art Projects", dated November 15, 2023, from the Director, Arts, Culture and Heritage Services, be approved for implementation once the Consolidated 5-Year Financial Plan (2024-2028) is adopted by Council.

CARRIED

4. **2024 COMMUNITY MURAL PROGRAM PROJECTS**

(File Ref. No. 11-7000-09-20-255) (REDMS No. 7417993)

It was moved and seconded

(1) *That the 2024 Community Mural Program Projects as presented in the staff report titled "2024 Community Mural Program Projects", dated November 15, 2023, from the Director, Arts, Culture and Heritage Services, be approved for implementation once the Consolidated 5 Year Financial Plan (2024-2028) is adopted by Council; and*

(2) *That external contributions received for the 2024 Community Mural Program Projects be added to the project budget and included as an amendment to the Consolidated 5 Year Financial Plan (2024-2028).*

CARRIED

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (3:24 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 20, 2023.

Councillor Chak Au
Chair

Lorraine Anderson
Legislative Services Associate

3.

Missing Names from the City of Richmond Cenotaph

Private Hikotaro Koyanagi & Private Kazuo Harada

Researched and submitted by Debbie Jiang
December 22, 2023

Japanese Canadian fishermen have long been part of the City of Richmond's history and maritime culture. Steveston was the hub of immigration from Wakayama Prefecture, Japan, after pioneer, Gihei Kuno was so impressed by the abundance of salmon in the Fraser River. Summoning his countrymen to come to British Columbia, the first wave of Issei began in the late 19th century. Canneries sprang up along the Steveston waterfront and on Sea Island where many Japanese Canadians fished and worked. Many were naturalized British subjects. One of the largest family clans to immigrate from Fukuoka, Japan to Richmond were the Koyanagi families.

HISTORICAL CONTEXT

Japan was Great Britain's ally at this time in history. When the First World War broke out in 1914, Japanese were eager to enlist for King and country. British Columbia's Japanese Canadians wasted no time in forming a battalion of 200 volunteers, but local politicians and Prime Minister Sir Robert Borden rejected them. Racism was rife but by 1916, the need for replacement troops on the Western front was dire. Military leaders in Alberta were keen to accept the volunteers and welcomed the Japanese Canadians from British Columbia.

This explains why Japanese Canadian soldiers' attestation papers show Albertan addresses instead of Eburne, Steveston, Vancouver, Nass or Skeena River area—places from where fishermen-immigrants from Japan lived and worked were recruited for war service¹. However, by studying the next-of-kin cards, the medal cards and the pay ledgers found in the First World War personnel records, they hold solid clues as to where the soldiers actually lived and worked prior to war. In addition, by studying the data in clusters, patterns of relationships can be seen among clansmen and those sharing the same profession. Ex: Out of seven soldiers who enlisted together between September 1 and 5, 1916 in Calgary, five of them gave 240 Alexander Street, Vancouver as their "latest address".

In the cases of Private Koyanagi² and Private Harada³, both clearly stated on their attestation papers that they were fishermen by profession. Koyanagi's marriage certificate gives the strongest evidence that he worked and lived in Eburne. He states "Terra Nova" as his residence.

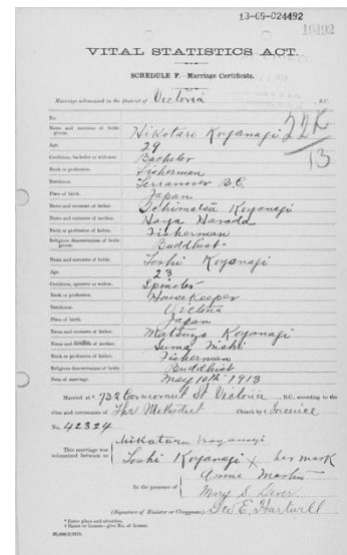
¹ Ito, Roy. We Went to War. Stittsville, ON. Canada's Wings, 1984.

² Library and Archives First World War Personnel Records, [RG 150, Accession 1992-93/166, Box 5253 - 20](#)

³ Library and Archives Canada, First World War Personnel Records, [RG 150, Accession 1992-93/166, Box 4035 - 10](#)

On May 10, 1913, he and Miss Toshi Koyanagi were married⁴ in Vancouver. Tragically, Toshi died in childbirth on March 7, 1914. Depressed and distraught, Hikotaro disappeared for six months⁵. By the time friends and family found him, he and his cousin had enlisted in the Canadian Expeditionary Force. Both their addresses were 240 Alexander Street, a rooming house in Little Tokyo (Vancouver). This was their temporary address where they were staying for a few months in 1916 when the Japanese Canadian battalion was raised up.

Toshi Koyanagi was the younger sister of Sakumatsu Koyanagi⁶, children of Matsuzo Koyanagi and Suma Nishi. Hikotaro, was the brother of Kuichi Koyanagi⁷, children of Ichimatsu Koyanagi and Haya Harada. All of these men were multi-generational fishers in Japan and Eburne. Toshi's maternal grandmother's maiden name is Harada.



Private Kazuo Harada, was the nephew of Otohachi Koyanagi⁸. Kazuo's mother was Mrs. Teo Koyanagi. His elder brother's name was Hatsuji Koyanagi. His uncle, Mr. Otohachi Koyanagi, being Harada's only relative in Canada, was assigned his monthly pay from the military. Otohachi Koyanagi was a fisherman on Sea Island, working for the Terra Nova Cannery⁹. Harada immigrated to Canada on March 9, 1915. Sixteen months later he had joined the 175th Battalion in the Canadian army. Therefore, there are no school records nor census records of him since he arrived at age 23, after the 1911 census was taken and died before the 1921 census was to be recorded.

During the Second World War, when 22,000 Japanese Canadians were forcibly uprooted and dispossessed, Otohachi's son, Ryushin, wrote a letter of protest to the federal government. In it, the 34-year old Canadian-born fisherman laments, "I have just received your letter and statement of my account of July 27, 1944. To say that I was shocked is putting it mildly. I am sure my aged parents will be shocked too when they learn that the land which they bought for me with the labour of their sweat and tears have been sold. **I know now that my cousins who fought and died in France for Canada during the last war have died in vain...**You have cunningly taken advantage of this war to deprive illegally the properties, which I, a Canadian subject had acquired legally."¹⁰

Ryushin Koyanagi's cousins are none other than Hikotaro and Kazuo as there are no other Japanese Canadian fishermen-soldiers within the Koyanagi family tree. The men both enlisted

⁴ British Columbia Vital Statistics [marriage certificate](#)

⁵ Koyanagi, J. (2013, November 9). [In Search of Private Hikotaro Koyanagi](#). *The Bulletin*.

⁶ Landscapes of Injustice Archive, Toshi and Sakumatsu Koyanagi's [family lineage](#)

⁷ Landscapes of Injustice Archives, Hikotaro Koyanagi's brother, [Kuichi Koyanagi](#)

⁸ BC Packers Fonds, Terra Nova Ledger, Accession 2001 34

⁹ Otohachi Koyanagi's [address](#)

¹⁰ Ryushin Koyanagi's [letter](#)

on the same day, September 1, 1916 at the same recruiting office in Calgary, one behind the other in a group of fishermen friends and boarding housemates. Incidentally, one of these men was Private Daitaro Araki, also a Sea Island Japanese Canadian labourer who lived at the Vancouver Cannery in Eburne. Judging by his regimental number, 697077, he stood in line right in front of Koyanagi whose number was 697078. (Unlike Koyanagi and Harada, Araki survived the war and returned home.)



LOCAL COMMEMORATION

The Japanese War Memorial was proudly unveiled on April 9, 1920 in Stanley Park, Vancouver, commemorating the 196 Japanese Canadians who served, 55 of whom died as a result of war. The cost was paid entirely privately by members of the Japanese Canadian community. A year later, in 1921, the Great War Veterans Association of Cumberland, BC erected a Memorial Arch where bronze tablets hang, bearing the names of their town's war dead, including Private Toraki Matsumura and Private Masaji Yamada. Apart from this memorial on Vancouver Island, there is no other city/town whose local war memorial honours any Japanese Canadian who died in the First World War¹¹. The Richmond Cenotaph was erected at a time when Japanese Canadians did not have the right to vote and were seen as a threat to the white population. The names of Japanese Canadians from Sea Island and Steveston were omitted from the cenotaph by a prejudiced society.

Mr. Kelvin Higo and I propose to have the names of Privates Koyanagi and Harada added onto the Celtic cross-shaped war memorial in Richmond. These soldiers' relatives are highly in favour. We seek to honour and recognize them for the contribution they made to Canada's war effort, albeit 103 years late.

It is time to bring them home. Lest we forget.



Private Hikotaro Koyanagi (1885-1917) Age 32
Killed at the Battle of Passchendaele, October 26, 1917
Commemorated on the Menin Gate, Belgium

Private Kazuo Harada (1890-1918) Age 28
Died of wounds from the Battle of Amiens, August 15, 1918
Buried in Netley Military Cemetery, United Kingdom

Debbie Jiang is the former National Coordinator of the Lest We Forget Cenotaph Research Project in Ottawa at Library and Archives Canada. Debbie's areas of expertise are teaching others how to use and interpret Canadian military personnel records and Chinese and Japanese Canadian genealogy.

¹¹ There is an obelisk erected by the Nass River Branch of the Japanese Canadian Association in Kincolith, BC dedicated to "Brave Soldiers who Died in the War". However, the date on it is before Armistice, so presumably dedicated to soldiers of the Russo-Japanese War of 1904-05. Source: Garvin, R. (1996, April/May) Japanese Canadian Monument Found on B.C. North Coast. *Nikkei Images*. Volume 1, No. 2., 5.



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee

Date: December 20, 2023

From: Todd Gross
Director, Parks Services

File: 06-2345-20-LSTE1/Vol 01

Re: London/Steveston Dog Off-Leash Area Update

Staff Recommendation

That Option 1, as outlined in the staff report titled “London/Steveston Dog Off-Leash Area Update”, dated December 20, 2023, from the Director, Parks Services, be endorsed.

Todd Gross
Director, Parks Services
(604-247-4942)

Att. 5

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Recreation & Sport Services Community Bylaws	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

In June 2023, construction began on the dog off-leash area at the north end of London/Steveston Neighbourhood School Park (London/Steveston Park). This site was identified as the preferred location for this amenity during public consultation for the London/Steveston Park Concept Plan (Concept Plan) that was approved by Council on May 25, 2015.

In July 2023, staff heard from neighbouring residents who expressed concerns about the dog off-leash area under construction. A delegation spoke to these concerns at the Parks, Recreation and Cultural Services Committee meeting on July 19, 2023, and staff received the following referral:

1. *That construction of the off-leash dog park in London/Steveston Park be paused except for essential infrastructure required for Park operations;*
2. *That staff consult with nearby residents of the off-leash dog park to review their concerns and explore options to address those concerns where possible; and*
3. *That staff provide an update at the next Parks, Recreation and Cultural Services Committee meeting.*

The purpose of this report is to provide Council with an overview of the results of the community engagement process that took place between September 25 and October 22, 2023, and recommend next steps.

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.

6.2 Enhance the City's network of parks, trails and open spaces.

Background

London/Steveston Concept Plan Implementation

Implementation of the Concept Plan (Attachment 1), which was approved by Council on May 25, 2015, has taken place over several years and phases. The dog off-leash area is one of the final components of the Concept Plan to be implemented before the Concept Plan is fully realized. Development of the Concept Plan was informed by a comprehensive three-phase community engagement process. Renewal of London/Steveston Park has taken place over the following phases:

- Phase 1 (2018) included new pathways to the north and south of Kingsley Estate, connecting the park to No. 2 Road;
- Phase 2 and 3 (2019–2020) included new pathways, rolling topography, tree planting and an updated playground;
- Phase 4 (2020–2021) included a multi-purpose plaza and basketball half-court;
- Phase 5 (2023–present) is to include construction of the dog off-leash area, which has been on hold since July 2023; and
- Phase 6 (2024–2025) is to include fitness equipment and interpretive signage.

London/Steveston Additional Dog Off-Leash Engagement

In response to the referrals from the July 19, 2023, Parks, Recreation and Cultural Services Committee meeting, staff led an additional targeted community engagement process to seek further input on the London/Steveston dog off-leash area. In keeping with the referrals from Council, the intent of this engagement was to answer two key questions:

1. Is there still support for a permanent dog off-leash area at London/Steveston Park?
2. If so, is there support for completing the project at the current site, as identified in the Council-approved London/Steveston Park Concept Plan?

The community engagement process consisted of a Let's Talk Richmond (LTR) survey (open from Monday, September 25 to Sunday, October 22, 2023) and on-site open houses on Saturday, October 14, 2023, from 9:00 to 11:00 a.m., and Wednesday, October 18, 2023, from 5:00 to 7:00 p.m. These opportunities were promoted through a variety of means, including:

- An invitation to participate in the online survey and on-site open houses, delivered by mail to residents that live within approximately 500 metres or a 10-minute walk of London/Steveston Park;
- On-site signage; and
- Targeted social media ads throughout the survey period.

Hard copy surveys were made available at on-site open house events.

London/Steveston Dog Off-Leash Area Community Engagement Information Boards (Attachment 2) were posted on the LTR site, providing project background and context. Residents were invited to

complete an online survey to share input. Upon conclusion of the engagement period, 327 survey responses had been received.

Analysis

Community Engagement Results

A detailed summary of the community engagement results is provided in the London/Steveston Dog Off-Leash Area Survey Report (Attachment 3). Overall, 72.5 per cent of respondents indicated support for a permanent dog off-leash area at London/Steveston Park, 25.4 per cent indicated they did not support a permanent dog off-leash area and 2.1 per cent were undecided. From the 72.5 per cent of respondents who indicated support, 97.4 per cent also indicated support for completion of the dog off-leash area at its current location. The survey also provided respondents with the option to submit written comments. Of the comments received, 189 (69.7 per cent) were supportive of the current dog off-leash location, and 82 (30.2 per cent) were not.

For those who expressed support for a permanent dog off-leash area and completion at the current location, the following is a summary of comments received:

- A significant amount of money has been spent and work completed to date; it would be a waste of resources to cancel or relocate the project.
- The quality of work completed to date has been well received.
- There is already a lot of noise created from existing park uses, e.g., ball diamonds and sports fields, and a dog off-leash area is not anticipated to exceed these noise levels.
- The proposed location away from other park amenities accommodates visitors to the park who may be nervous around dogs.
- There are many dogs currently roaming off-leash in the park.
- There are no dog off-leash areas currently within walking distance; this would allow people to walk to an amenity that they are required to drive at present.
- The proposed location for the dog off-leash area is currently underutilized.
- The proposed dog off-leash area site is centrally located, and its proximity to the parking lot off Williams Road is beneficial.

For those who expressed a lack of support for the current location of the dog off-leash area, the following is a summary of comments received:

- The proposed dog off-leash area is too close to residential properties.
- The proposed dog off-leash area is too close to the playground.
- The proposed dog off-leash area will be noisy and adversely affect adjacent residents.
- The proposed dog off-leash area presents smell, hygiene and maintenance concerns.
- There are safety concerns about off-leash, aggressive dogs.
- The proposed location for the dog off-leash area has displaced previous uses of the space, e.g., grass volleyball, kite flying, etc.

Options for Completion of Dog Off-Leash Area

Based on feedback received during the fall 2023 London/Steveston dog off-leash area community engagement, staff reviewed the current dog off-leash area plan, previous Concept Plan engagement results and existing park amenities, and have developed four options as described below, for consideration by Council.

Option 1 – Adjust dog off-leash boundary and enhance buffer zone (recommended)

Option 1 is to adjust the dog off-leash boundary by moving the western fence line to the east by approximately seven metres; this would increase the distance from the dog park fence to residential property lines from approximately eight to 15 metres. This increased buffer zone will allow for additional measures to reduce visual and noise impacts on park users and adjacent residents by introducing a one-metre high berm and dense tree planting.

Within the enclosed dog off-leash areas, this option retains the same amount of available open space for dogs to run and play, however, shows a reduction in the perimeter mulch pathways and landscaped areas. Refer to the London/Steveston Dog Off-Leash Area – New Concept Plan that illustrates the proposed changes to the plan (Attachment 4).

In terms of cost, this option would require an increase in the project budget of up to 20 per cent or \$40K. This is due to the need to redo and shift portions of the sub-grade preparation work (e.g., excavation and drainage) that has already been completed. The additional funding could be made available from Parks General Development capital accounts, which have been previously approved by Council as part of the capital planning process.

Option 1 is recommended, as it will address local resident concerns related to proximity to residential properties and noise while meeting the needs of respondents who were supportive of the dog off-leash area and prospective site. While these adjustments will require some modifications to work completed to date, they do not significantly deviate from the original plan. With Council endorsement of the recommended option, work to complete the project will resume as weather allows, with completion anticipated in Q2 2024.

Option 2 – Status quo (not recommended)

Option 2 is to maintain the status quo and complete construction in accordance with the London/Steveston Dog Off-Leash Area – Original Concept Plan (Attachment 5). This option would fit within the original project budget of \$200K, which was approved by Council as part of the capital planning process (2020–2024). This option offers the most efficient and cost-effective path forward, allowing the City to leverage the scope of work that has been completed to date.

While feedback from the community engagement process indicates support for this approach, Option 2 is not recommended, as it would fail to address resident concerns related to proximity to residential properties and noise.

Option 3 – Cancel project and return site to its original condition (not recommended)

Option 3 is to cancel the project and utilize the remaining project funds (approximately \$100K) to return the site to its original condition. This option is not recommended, as it would fail to deliver a park amenity that residents identified as a priority during the community engagement period for development of the London/Steveston Park Final Concept Design (Attachment 1).

The results of the fall 2023 community engagement process also indicated strong support for a dog off-leash area in London/Steveston Park, in particular one within walking distance for local residents; cancellation of the project would fall short of meeting these expressed community desires. Capital funding secured for this project would be fully expended, and fail to provide a benefit to the community.

Option 4 – Relocate dog off-leash area to ‘Recreational Open Lawn’ within London/Steveston Park (not recommended)

Option 4 is to relocate the dog off-leash area to the ‘Recreational Open Lawn’ space within London/Steveston Park. Given the layout of existing sports fields within London/Steveston Park, the only feasible alternative location is inside the paved walking trail circuit in the southwest portion of the park.

During the London/Steveston Park Final Concept Design community engagement process, residents expressed strong support for an open flexible green space for multi-use activities, games and sports. The large open space – identified as ‘Recreational Open Lawn’ in the London/Steveston Park Final Concept Design (Attachment 1) – was kept largely free of trees to serve this function.

Introducing a dog off-leash area to the ‘Recreational Open Lawn’ would displace this flexible space and the multi-use informal recreational activities it accommodates. Relocating the dog off-leash area and returning the current site to its original condition would incur significant costs and require an additional capital funding request (estimated at \$300K depending on specific siting).

For these reasons, this option is not recommended. Should Council choose and approve this option, an additional funding of \$300K from the Parks DCC and Capital Reserve (Revolving Fund) is required, and the Consolidated Five Year Financial Plan (2024-2028) would need to be amended accordingly. This would result in the cancellation or postponement of other DCC funded park projects such as playground renewals and park amenity components from larger projects.

Financial Impact

Should Option 1 be supported, the additional associated costs of up to \$40K could be made available from Parks General Development capital accounts, which have been previously approved by Council as part of the capital planning process.

Conclusion

In July 2023, following direction from Council, staff put the London/Steveston Dog Off-Leash Area construction project on hold to conduct additional community engagement that focused specifically on the details of the dog off-leash area. From September 25 to October 22, 2023, local residents were engaged via a Let's Talk Richmond survey and two on-site open houses. A total of 327 survey responses were received, and results indicated strong support for both a permanent dog off-leash area in London/Steveston Park and completion of the project at its current location, as identified in the London/Steveston Park Final Concept plan.

Staff recommend proceeding with Option 1, which addresses resident concerns related to proximity to residential properties and noise while allowing the City to leverage work that has been completed to date and finish the project using existing capital funds. With Council endorsement, construction will resume as weather allows, with completion anticipated in Q2 2024.



Jason Chan
Manager, Parks Planning,
Design and Construction
(604-233-3341)



Kevin Fraser
Research Planner 2
(604-233-3311)

- Att. 1: London/Steveston Park Final Concept Design
2: London/Steveston Dog Off-Leash Area Community Engagement Information Boards
3: London/Steveston Dog Off-Leash Area Survey Report
4: London/Steveston Dog Off-Leash Area – New Concept Plan
5: London/Steveston Dog Off-Leash Area – Original Concept Plan



1 WHAT'S HAPPENING?

The City of Richmond is seeking residents' feedback to inform next steps for the dog off-leash area at London/Steveston Park!

In June 2023, construction began on a dog off-leash area near the north end of London/Steveston Park. The site was identified for this amenity in the London/Steveston Park Final Concept Design that was completed and endorsed by Council in 2015.

In July 2023, staff heard from neighbouring residents who expressed concerns about the dog off-leash area under construction. A delegation spoke to these concerns at the Parks, Recreation and Cultural Services Committee meeting on July 19, 2023. Following the Council meeting on July 24, 2023, staff were directed to pause construction and conduct further public consultation to review concerns and explore options to address them where possible.

Due to the period of time that has elapsed since the London/Steveston Park Final Concept Design was completed, staff are seeking input from nearby residents on the following topics:

- Your level of support for a dog off-leash area in London/Steveston Park
- Your level of support for the dog off-leash area site identified in the London/Steveston Park Final Concept Design
- Anything else you would like to tell us

Feedback will improve our understanding of community concerns, needs and desires, and help us deliver the best possible outcome for all park users and nearby residents.



Please provide your feedback by completing a survey by **11:59 PM on Sunday, October 22, 2023**. Scan the QR code to visit the Let's Talk Richmond project page which includes a link to the survey.



The current concept plan for the London/Steveston dog off-leash area

WE ARE HERE



London/Steveston Dog Off-Leash Area Public Engagement

September-October 2023



2 PROJECT BACKGROUND



The Council-endorsed London/Steveston Park Final Concept Design with dog off-leash area highlighted

Why was the original site chosen?

In 2015, the London/Steveston Park Final Concept Design was completed and endorsed by Council. The plan was informed by a public engagement process - please refer to the below timeline noting key events related to planning for the overall park and dog off-leash area:

February 2015 - Two public open houses were held; they focused on learning what the community valued about the existing London/Steveston Park and wanted to see in the future

March 2015 - Two public open houses were held; the first to gather input on London/Steveston Park concept plan options, and the second to share the preferred concept plan with the community

April 2019 - A public open house was held to raise awareness of forthcoming London/Steveston Park enhancements, including grading and drainage, creation of a hill and introduction of stormwater detention ponds, a new trail circuit, playground renewal and expansion, a covered multi-purpose plaza, basketball half-court, tree planting, and flexible open space to accommodate informal park uses as the surrounding neighbourhood densified; the London/Steveston Park Final Concept Design, which showed the dog off-leash area at its current location, was included on display boards and signage posted in the park

April 2022 - A project description for the dog off-leash area at London/Steveston Park was featured in the City's 2022 Capital Project Highlights, which included a Let's Talk Richmond public engagement process

April 2023 - A project description and concept plan for the dog off-leash area at London/Steveston Park was featured in the City's 2023 Capital Project Highlights, which included a Let's Talk Richmond public engagement process and in-person open house event at City Hall

May 2023 - Signs including a concept plan and City contact information were installed at the future dog off-leash area to provide notice of upcoming construction; these were in place for approximately three weeks prior to the start of construction

June 2023 - Construction of the dog off-leash area commenced (Currently on hold for further public engagement)

London/Steveston Dog Off-Leash Area Public Engagement
September-October 2023



3 SITE MAP



London/Steveston Park

London/Steveston Park accommodates a number of existing uses and facilities, including ball diamonds, soccer fields, a basketball court, playground, passive recreation, and planting areas. Usage of some of these amenities is shared with Steveston-London Secondary School.

Park development has occurred in phases:

- Phase 1 (2018) included new pathways to the north and south of Kingsley Estate, connecting the park to No. 2 Rd.
- Phase 2 and 3 (2019-2020) included new pathways, rolling topography, tree planting, and an updated playground.
- Phase 4 (2020-2021) included a multi-purpose plaza and basketball half-court.

Construction of the dog off-leash area represents the final phase of park development.

Help us determine a path forward


London/Steveston Park attracts a wide range of users that are likely to have different priorities. The final outcome may not be a perfect solution for everyone, but City staff are seeking to provide an equitable solution that maximizes community benefits.

By sharing your input, you can help us to devise an approach that meets practical constraints and community needs. If you live in the area and are a park user, we want to hear from you!

Current Site Considerations

- Proximity to Williams Rd parking lot
- Cost effectiveness for existing project budget
- Ease of access for maintenance and servicing
- Follows Council-endorsed London/Steveston Final Design Concept
- Opportunities to modify existing design and/or footprint of off-leash area

LEGEND

 LONDON/STEVESTON PARK (CITY-OWNED PROPERTY)

 CURRENT DOG OFF-LEASH AREA SITE



London/Steveston Dog Off-Leash Area Survey Report

SURVEY RESPONSE REPORT

23 September 2023 - 23 October 2023

PROJECT NAME:

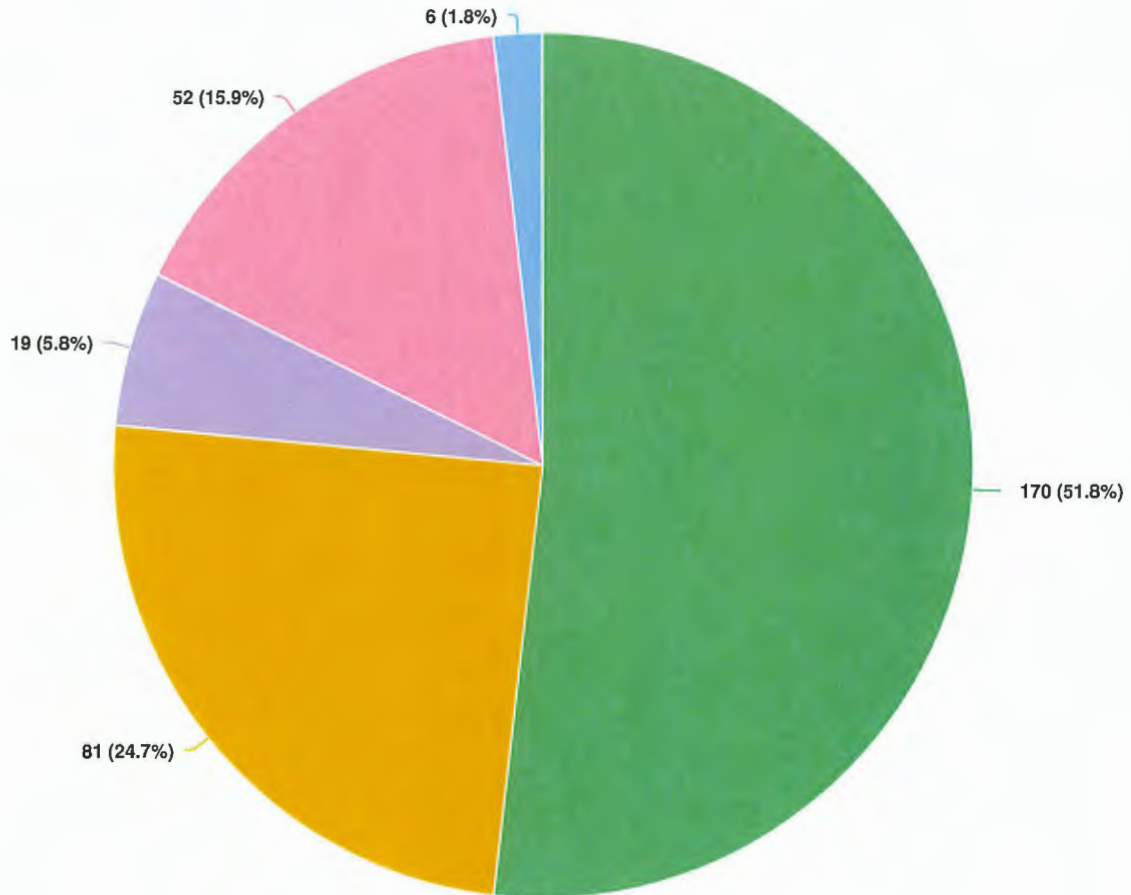
London/Steveston dog off-leash area





SURVEY QUESTIONS

Q1 The following statement best describes me. I visit London/Steveaston park:

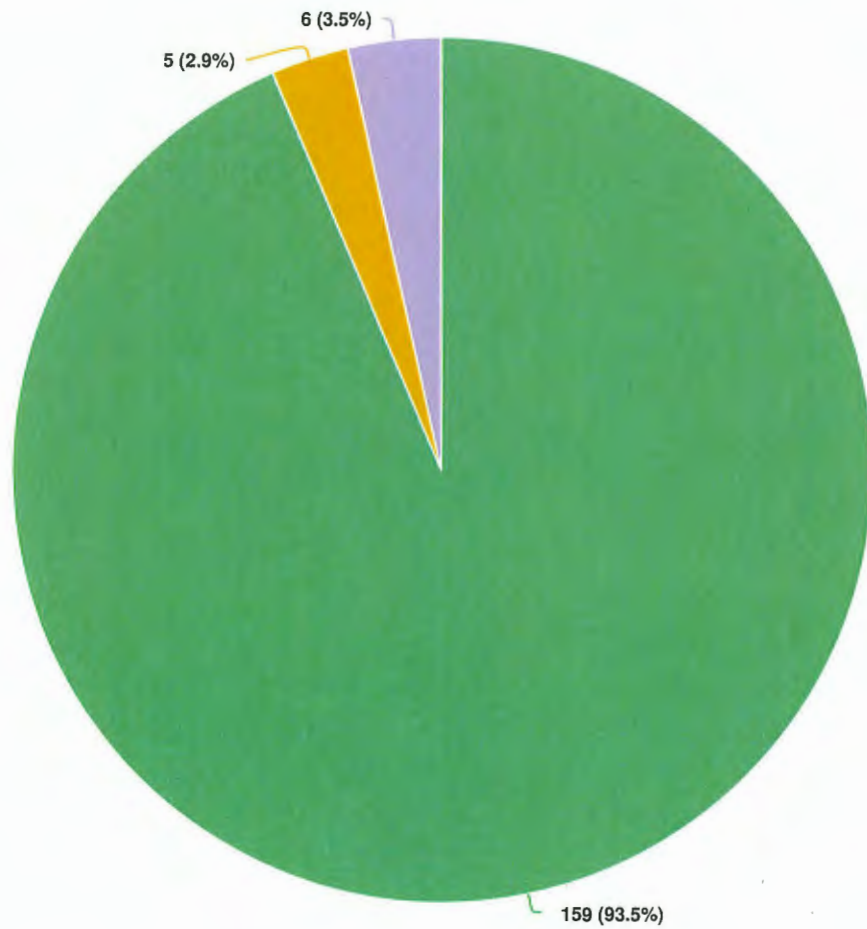


Question options

- Daily
- About once per week
- About once per month
- I don't currently visit London/Steveaston Park regularly but would once a dog off-leash area is constructed
- I don't visit London/Steveaston Park regularly and don't expect to in the future

*Optional question (328 response(s), 2 skipped)
Question type: Dropdown Question*

Q2 I typically visit London/Steveston Park by:

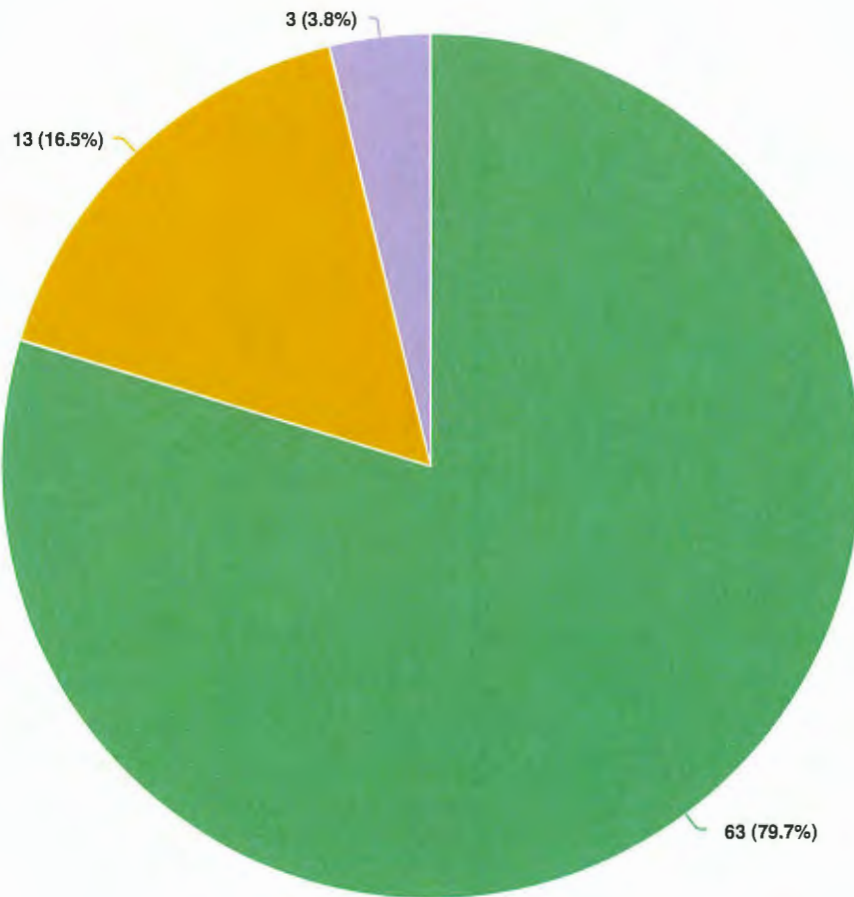


Question options

- Walking or rolling (e.g. by bicycle, scooter or assistive mobility device)
- Driving
- Other (please specify)

*Optional question (170 response(s), 160 skipped)
Question type: Dropdown Question*

Q3 The following statement best describes me:



Question options

● I am a dog owner

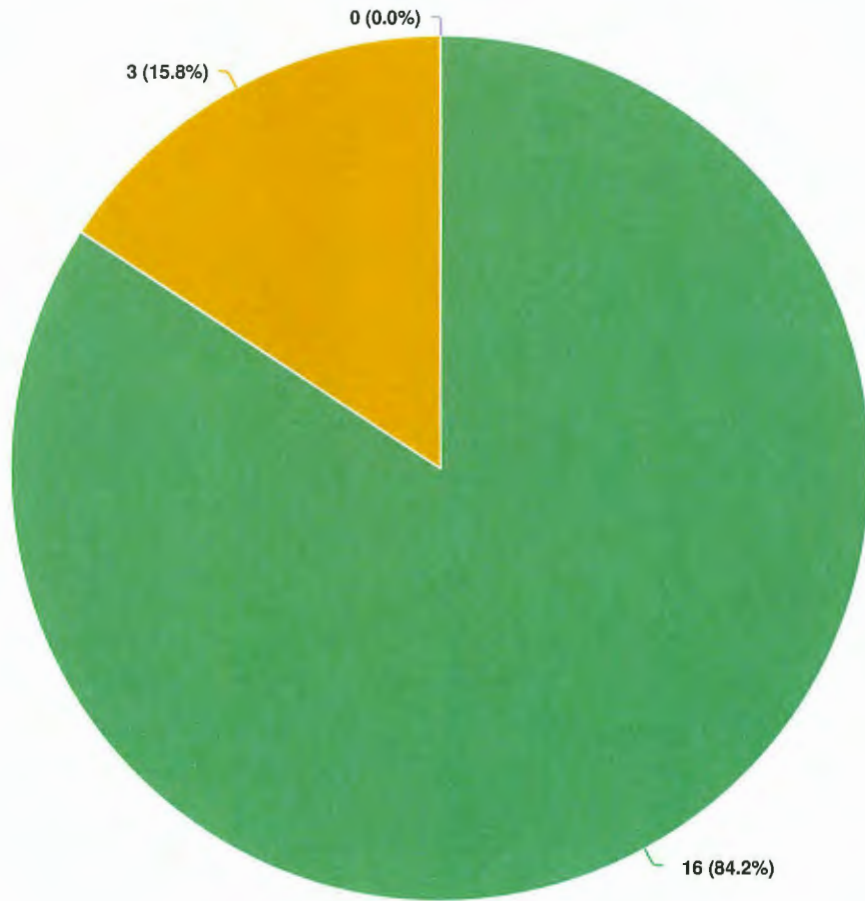
● I am not a dog owner

● I am not a dog owner but plan to be one in the future

Optional question (79 response(s), 251 skipped)

Question type: Dropdown Question

Q4 (If 'I am a dog owner' was selected) I regularly visit dog off-leash areas with my dog:

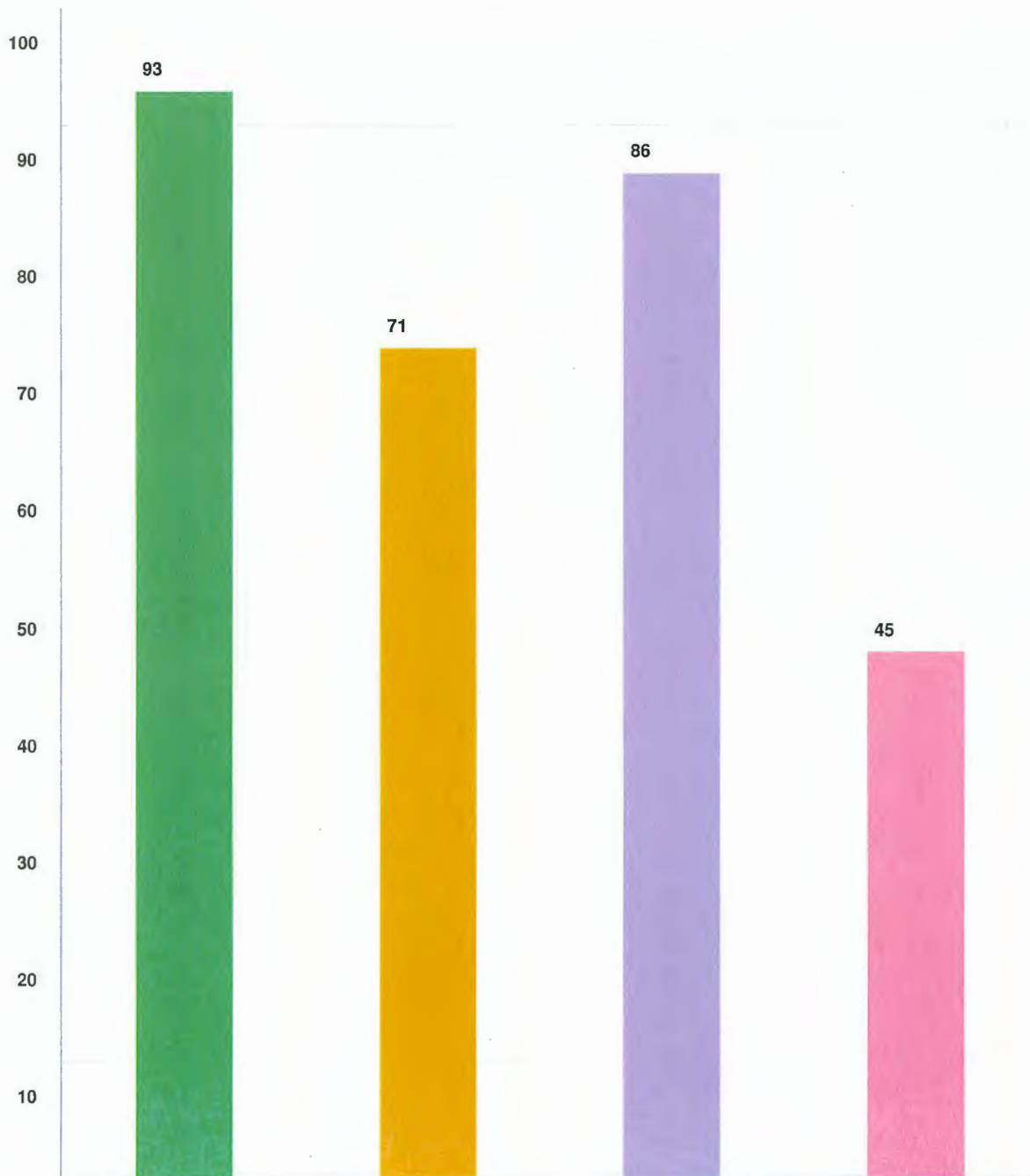


Question options

- Yes
- No

*Optional question (19 response(s), 311 skipped)
Question type: Dropdown Question*

Q5 (If 'yes' was selected) I regularly visit the following dog off-leash areas (check all that apply):

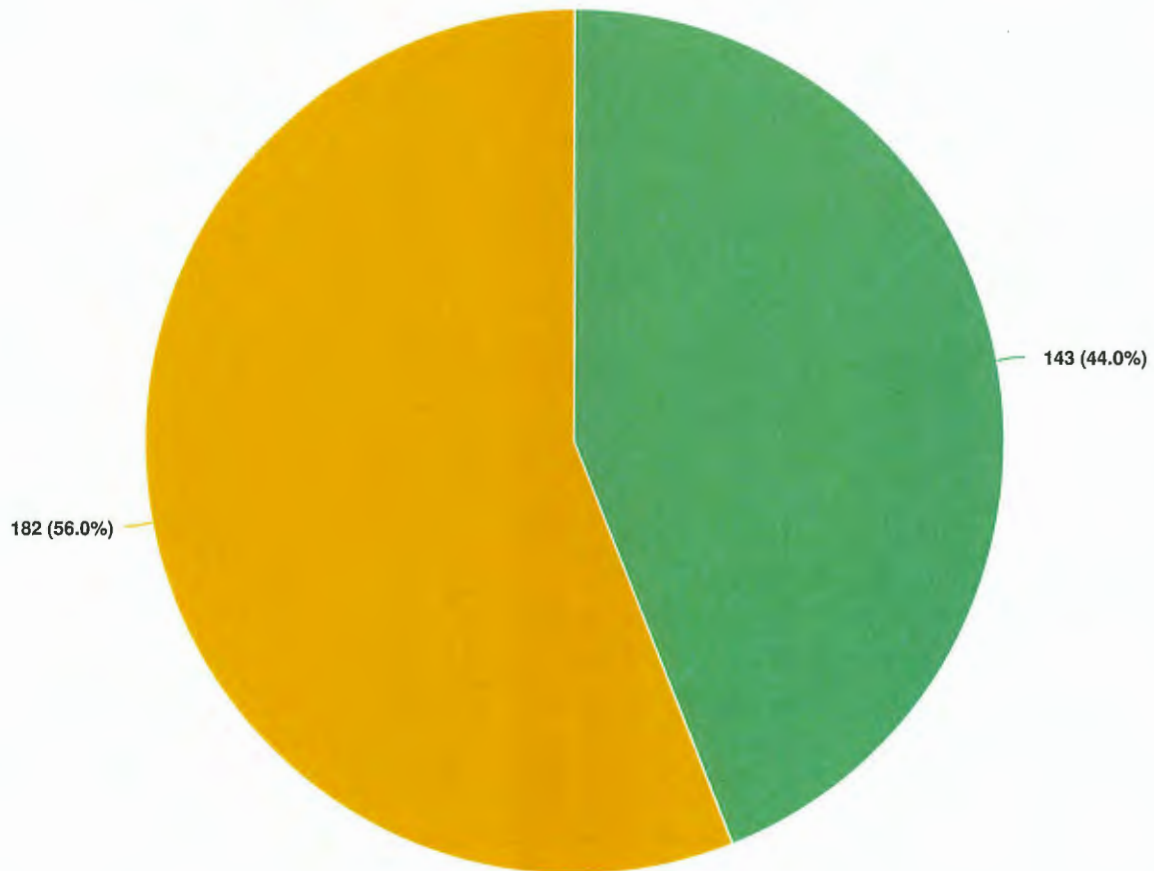


Question options

- Steveston Community Park
- South Arm Community Park
- No. 3 Road Bark Park
- Other (please specify)

Optional question (153 response(s), 177 skipped)
Question type: Checkbox Question

Q6 | The availability of nearby parking opportunities would influence my ability to visit a dog off-leash area at London/Steveston Park:



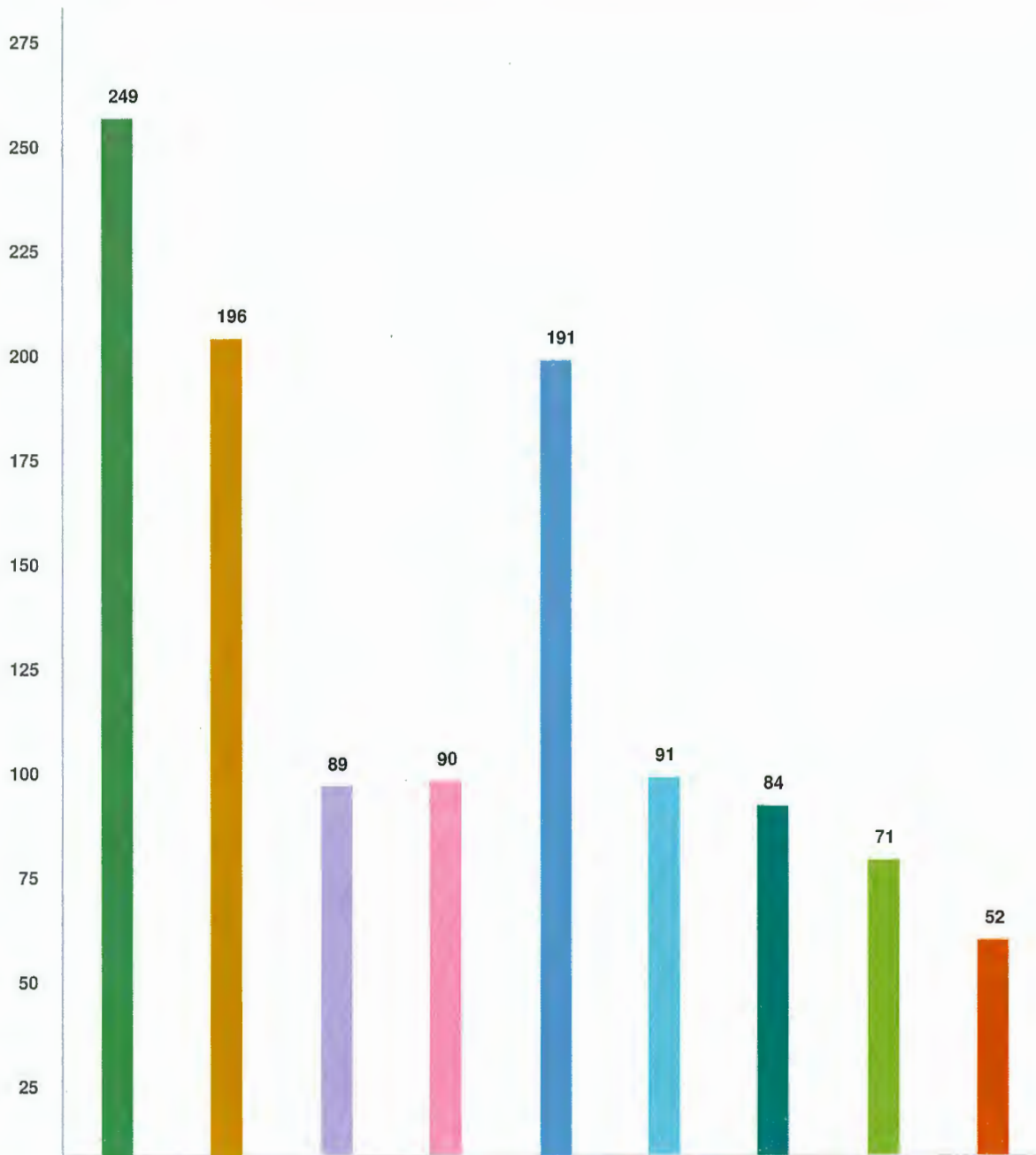
Question options

- Yes
- No

Optional question (325 response(s), 5 skipped)

Question type: Radio Button Question

Q7 I care about the following issues related to dog off-leash areas (select all that apply):

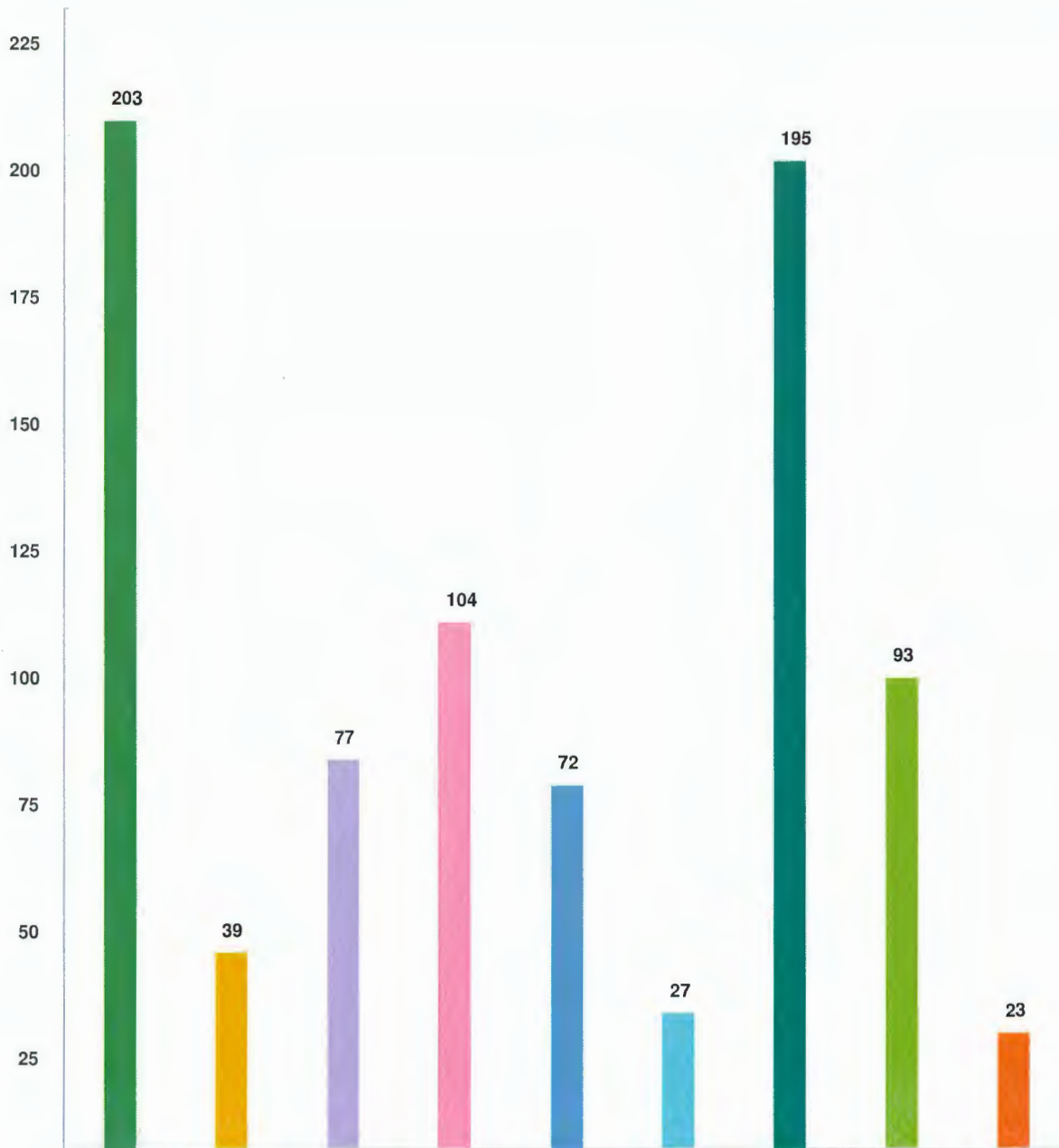


Question options

- Cleanliness
- Dog conflicts
- Proximity to residential properties
- Universal accessibility
- Maintenance
- Noise
- Parking availability
- Taking space from other park amenities
- None of the above

Optional question (327 response(s), 3 skipped)
Question type: Checkbox Question

Q8 I feel the following features are the most important for a successful dog off-leash area (select up to three):



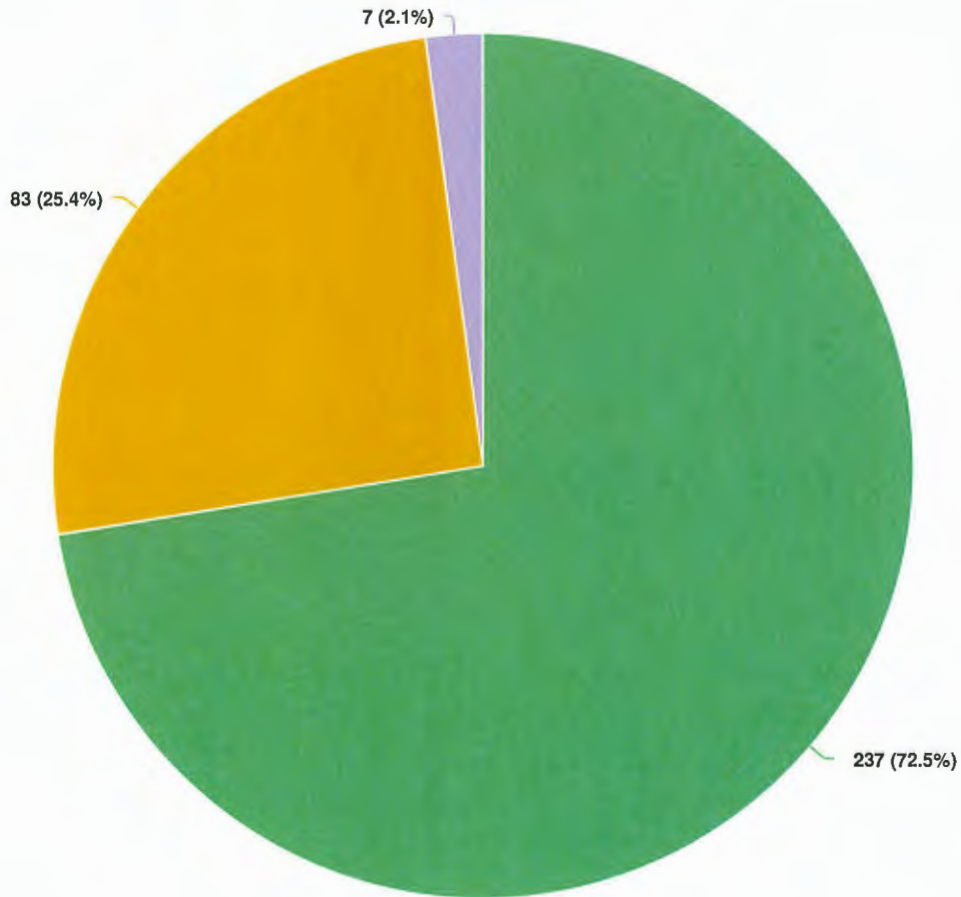
Question options

- Adequate size for exercise/play
- Seating
- Shade
- Drinking fountain
- Location away from residential properties
- Universal accessibility
- Enclosed fence
- Separate enclosure for small/shy dogs
- Nearby parking

Optional question (320 response(s), 10 skipped)

Question type: Checkbox Question

Q9 The following statement best describes me:

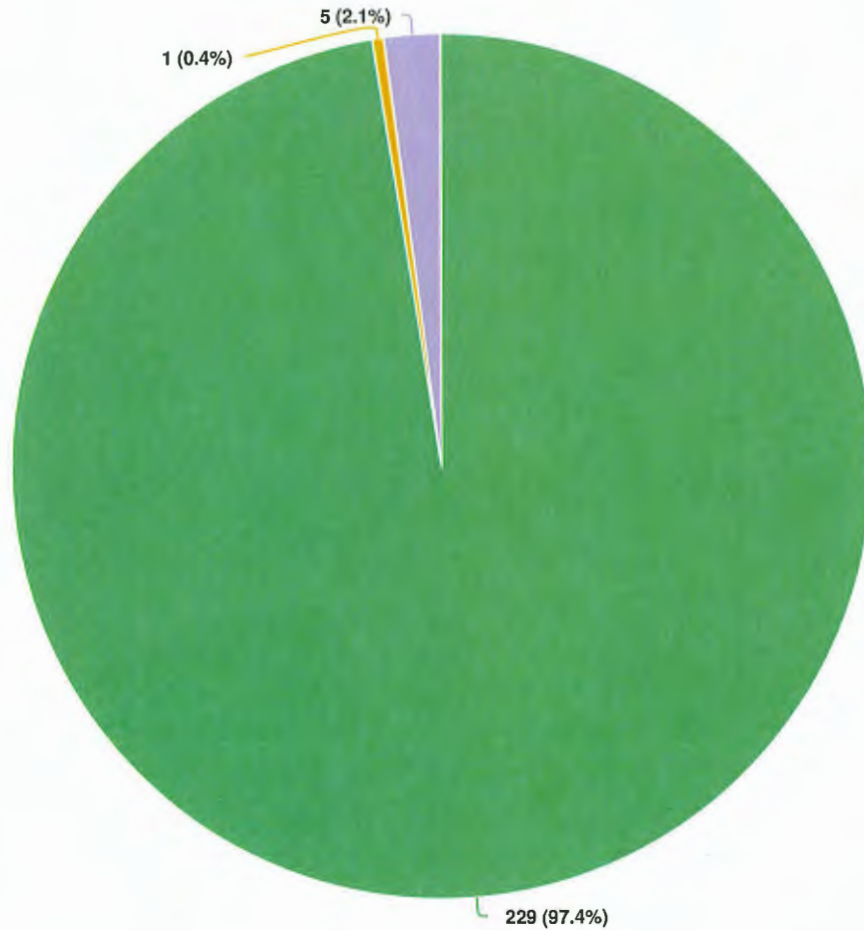


Question options

- I support the creation of a permanent dog off-leash area at London/Steveston Park
- I do not support the creation of a permanent dog off-leash area at London/Steveston Park
- I am undecided about the creation of a permanent dog off-leash area at London/Steveston Park

*Optional question (327 response(s), 3 skipped)
Question type: Dropdown Question*

Q10 | The following statement best describes me:

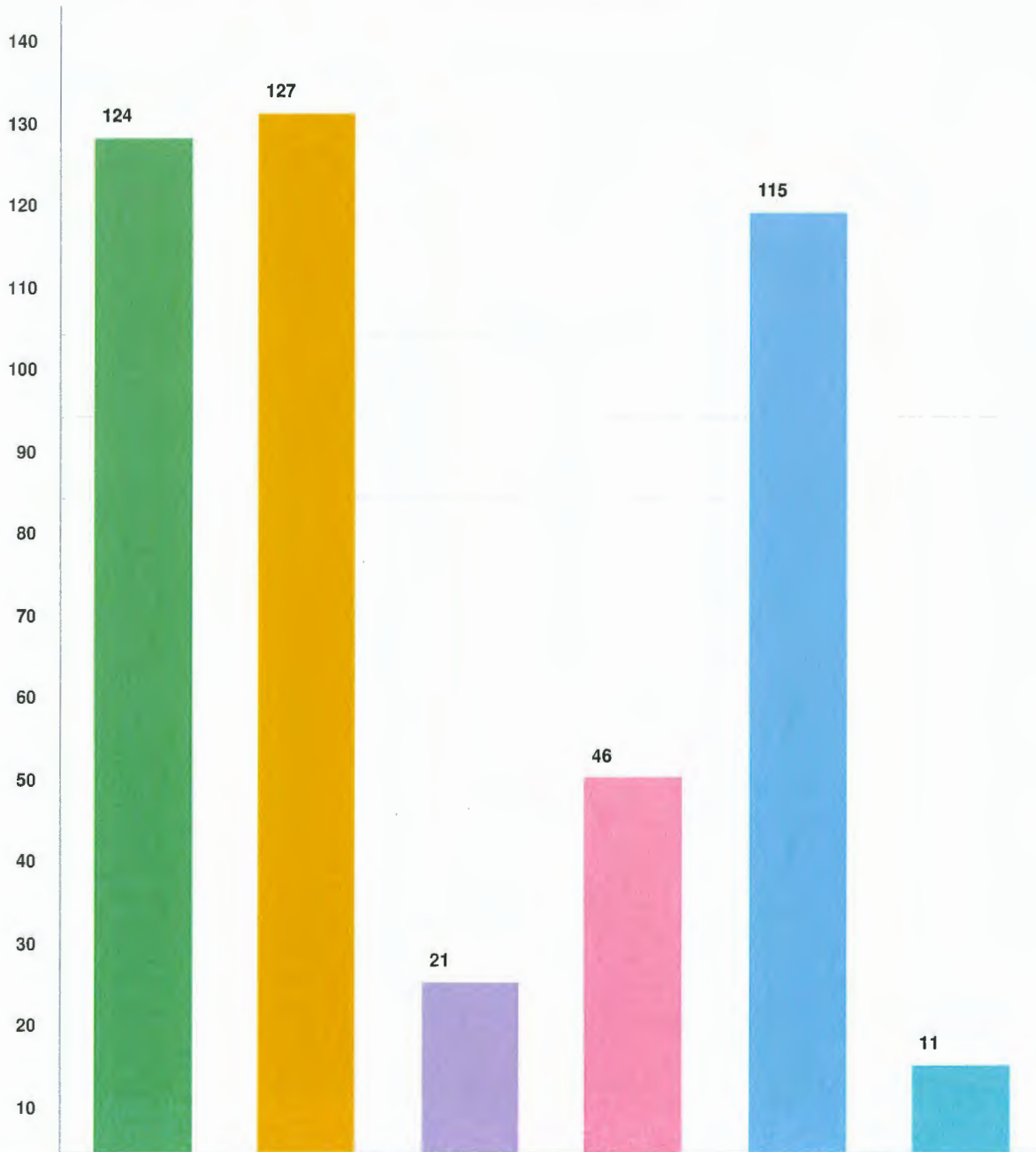


Question options

- I support completion of the dog off-leash area at its current location in London/Steveston Park (as identified in the London/Steveston Park Final Concept Design)
- I do not support the dog off-leash area being constructed at its current location
- I am undecided about my preferred location for the dog off-leash area

Optional question (235 response(s), 95 skipped)
Question type: Dropdown Question

Q11 I heard about this engagement via: (check all that apply)



Question options

- Postcard mailed to my residence
- Signs posted at London/Steveston Park
- On-site open house
- Social media ads
- Word of mouth
- Other (please specify)

Optional question (323 response(s), 7 skipped)
Question type: Checkbox Question

London/Steveston Dog Off-Leash Area - New Concept Plan

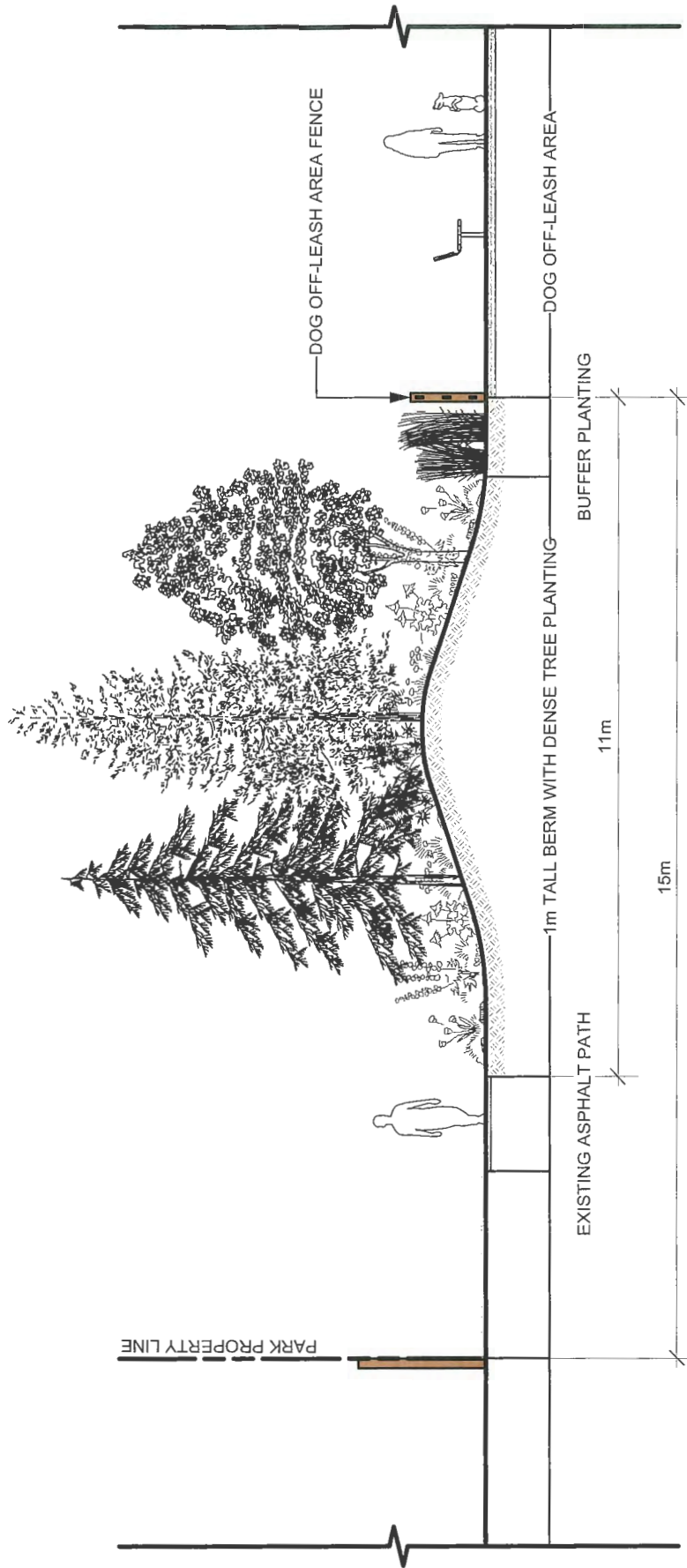


PRCS - 34

LEGEND

- ① Dog Run (Crushed Gravel)
- ② Perimeter Pathway (Wood Fibre)
- ③ Planting Area (Shrubs and Trees)
- ④ Fenced Enclosure
- ⑤ Double-gated Entrance
- ⑥ Log/Boulder Edge Treatment
- ⑦ Bench
- ⑧ Drinking Fountain
- ⑨ Service Gate
- ⑩ 1m Tall Berm with Dense Tree Planting
- ⑪ 1.5m Wide Buffer Planting (Grasses)

ALL DOGS ENCLOSURE: APPROX. 1,160 SQ M
 SMALL/SHY DOGS ENCLOSURE: APPROX. 780 SQ M



London/Steveston Dog Off-Leash Area - Original Concept Plan

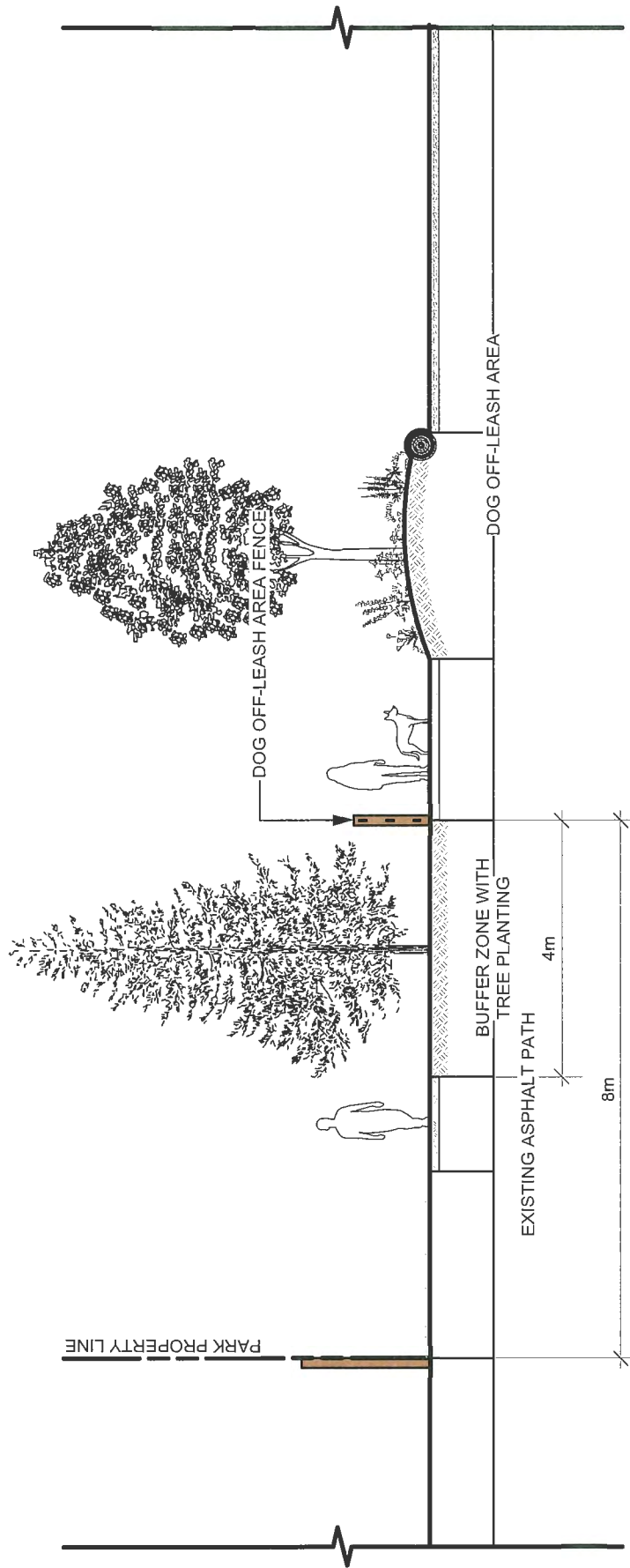


PRCS - 36

ALL DOGS ENCLOSURE: APPROX. 1,600 SQ M
 SMALL/SHY DOGS ENCLOSURE: APPROX. 1,000 SQ M

LEGEND

- 1 Dog Run (Crushed Gravel)
- 2 Perimeter Pathway (Wood Fibre)
- 3 Planting Area (Shrubs and Trees)
- 4 Fenced Enclosure
- 5 Double-gated Entrance
- 6 Log/Boulder Edge Treatment
- 7 Bench
- 8 Drinking Fountain
- 9 Service Gate



SECTION 'A'



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee **Date:** January 2, 2024



From: Keith Miller, Director, Recreation and Sport Services **File:** 11-7125-01/2023-Vol 01

Re: **Award of Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses**

Staff Recommendation

1. That Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses be awarded to L.I.T. Aquatics Ltd. for a three-year term for the projected contract value of \$1,449,000 exclusive of taxes, as described in the report titled, “Award of Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses”, dated January 2, 2024, from the Director, Recreation and Sport Services;
2. That the Chief Administrative Officer and the General Manager, Community Services, be authorized to extend the initial three-year term, up to the maximum total term of five years, for the maximum total amount of \$2,415,000 exclusive of taxes, as described in the report titled, “Award of Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses”, dated January 2, 2024, from the Director, Recreation and Sport Services; and
3. That the Chief Administrative Officer and General Manager, Community Services, be authorized to execute the contract and all related documentation with L.I.T. Aquatics Ltd.

Keith Miller
 Director, Recreation and Sport Services
 (604-247-4475)

REPORT CONCURRENCE		
ROUTED TO: Finance Department Purchasing	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO 

Staff Report

Origin

Since 2005, Aquatic Services has provided advanced lifesaving, lifeguarding, and first-aid instructional and recertification courses (Advanced Aquatic Courses) in City of Richmond facilities through a revenue sharing contract with a third-party service provider. The five-year contract with the current service provider, L.I.T. Aquatics Ltd., will end in May 2024.

To engage qualified service providers and ensure competitive pricing for the provision of Advanced Aquatic Courses, a procurement process was undertaken. The purpose of this report is to provide a summary of the submission results and to seek Council’s approval to enter into a new three-year contract (Contract 8239P) with L.I.T. Aquatics Ltd., with an option to renew for an additional two-year term.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #3 A Safe and Prepared Community:

3.2 Leverage strategic partnerships and community-based approaches for comprehensive safety services.

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

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

This report supports the Recreation and Sport Strategy 2019-2024 Focus Area #6 Community Capacity Building:

6.6 Develop and implement career awareness, preparation and development strategies to attract and educate new leaders.

Background

The City offers Advanced Aquatic Courses at two facilities, Minoru Centre for Active Living and Watermania, for individuals looking to pursue a career in aquatics. Through a revenue sharing contract, the courses are delivered by a third-party service provider with the specialized expertise and quantity of qualified personnel required to teach these specific types of courses. Seasonal registration for the Advanced Aquatic Courses is processed through the City’s registration system. The service provider invoices the City for course-related supply costs as well as their share of net revenues. The balance of net revenues is retained by the City.

The City of Richmond continues to be a municipal leader in offering Advanced Aquatic Courses. By contracting with a third-party service provider, the City has been able to increase the number of Advanced Aquatic Course offerings by approximately 20 per cent, compared to pre-pandemic numbers. Over 2,500 individuals take part in these training courses annually, enabling the City to continue actively recruiting vital aquatics staff, such as Instructor/Lifeguards, Swimming Instructors and Aquatic Attendants, thus supporting an increase in the delivery of swimming

lessons and other aquatic services to the community. In addition, many of these courses support individuals working in other City departments, including Recreation and Sport Services, Parks Services, and Fire-Rescue, as well as the general public. By conveniently offering these courses in Richmond, current or future City staff have the opportunity to train and practice in the same facilities they work in, thus creating an increased level of confidence and sense of ownership.

Public Request for Proposals Process

A Request for Proposals (RFP) 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses was posted to BC Bid on Thursday, October 19, 2023, and closed on Thursday, November 16, 2023. Four proposals were received including three complete submissions and one deemed incomplete as it did not respond to all requirements of the RFP.

Proposal Evaluation

The Evaluation Committee, consisting of three City staff, undertook independent reviews of the three complete submissions. Proposals were scored and evaluated against pre-determined criteria that included:

- Corporate profiles and background;
- Project understanding;
- Methodology, workplan and schedule;
- Skills, expertise, and qualifications of personnel;
- Available resources and capacity to deliver the services; and
- Financial proposal, including value-added services and revenue sharing arrangement.

Based on the team’s evaluation process, L.I.T. Aquatics Ltd.’s proposal received the highest overall score and was therefore ranked first out of the three complete submissions. A summary is provided in Table 1 below. Although their revenue sharing proposal was not the most profitable, L.I.T. Aquatics Ltd. offered a guaranteed annual minimum profit and is deemed to offer the best value to the City. They possess the resources and capacity required to deliver the volume of Advanced Aquatic Courses required by the City, and, most notably, their proposal demonstrated readiness and the ability to meet the timelines outlined in the RFP. L.I.T.

Table 1: Evaluation Summary of RFP Submissions

Ranking	Vendor Name	RFP Score
1	L.I.T. Aquatics Ltd.	81.80
2	ProSafe First Aid Training School Inc.	61.60
3	The Royal Life Saving Society Canada, British Columbia and Yukon Branch	58.00
4	Pacific First Aid	Disqualified

L.I.T. Aquatics Ltd. has over 25 years of experience and provides services to a variety of Lower Mainland municipalities and businesses, including the City of Richmond since 2005. They are an industry leader with a solid reputation for providing high quality courses and have access to a large pool of highly qualified instructors in order to fulfill all required programming.

Financial Analysis

The City’s contract with the service provider is a variable revenue sharing agreement whereby each party receives an agreed upon percentage of net revenues from the course registration fees collected by the City. Net revenues are determined after deducting program supply costs, including course manuals and exam fees, that are paid directly to the service provider.

In 2023, Advanced Aquatic Course offerings were maximized and yielded high registration numbers. A similar volume of courses are being planned over the next year; therefore, the City’s projected share of net revenues from Contract 8239P has remained steady in the 2024 Operating Budget. After paying the service provider for supply costs and their share of net revenues, the City is anticipated to retain approximately \$300,000 over the initial three-year term, and \$500,000 over the maximum five-year term, should the City choose to execute the optional two-year contract extension. Actual net revenues may fluctuate based on factors such as registration numbers and potential changes to course registration fees.

The projected total cost for Contract 8239P is outlined in Table 2 below, estimated at \$1,449,000 for the initial three-year term and \$2,415,000 for the maximum five-year term. A 15 per cent contingency has been included to allow for growth in Advanced Aquatic Course offerings over the contract term and, therefore, a potential increase in the service provider’s supply costs and share of net revenues.

Table 2: Projected Total Cost for Contract 8239P (2024 – 2029)

Contract Year	Projected Total Cost¹
Year 1 (April 1, 2024 – March 31, 2025)	\$420,000
Year 2 (April 1, 2025 – March 31, 2026)	\$420,000
Year 3 (April 1, 2026 – March 31, 2027)	\$420,000
Contingency 15%	\$189,000
Subtotal: Initial Three-Year Term	\$1,449,000
Optional Year 4 (April 1, 2027 – March 31, 2028)	\$420,000
Optional Year 5 (April 1, 2028 – March 31, 2029)	\$420,000
Contingency 15%	\$126,000
Subtotal: Two-Year Extension	\$966,000
Total	\$2,415,000

¹ Includes supply costs and service provider’s share of net revenues

Financial Impact

Contract 8239P is a variable revenue sharing agreement that includes a guaranteed annual minimum profit to the City. The execution of this contract is estimated to result in net revenue of approximately \$300,000 over the initial three-year term and \$500,000 over the maximum five-year term. The estimated cost to award Contract 8239P to L.I.T. Aquatics Ltd. to deliver the Advanced Aquatic Courses is \$1,449,000 for an initial three-year term, and up to a maximum of \$2,415,000 for the maximum five-year term.

Actual net revenues and costs to the City are contingent on registration revenues received for the Advanced Aquatic Courses offered.

Funding is available within the City's Operating Budget and Consolidated Five Year Financial Plan.

Conclusion

This report requests approval from Council to award Contract 8239P – Delivery of Advanced Lifeguarding, Lifesaving and First Aid Instructional and Recertification Courses to L.I.T. Aquatics Ltd. for an initial three-year term, with the option to renew for an additional two-year term. L.I.T. Aquatics Ltd.'s proposal resulted in the highest overall score, and represents the best value to the City in terms of revenue sharing, experience and capacity to deliver Advanced Aquatic Courses to the residents of Richmond and beyond. Offering these courses from the City's aquatics facilities provides several benefits, such as providing opportunities for more individuals to become qualified Swimming Instructors, Aquatic Attendants and Instructor/Lifeguards.



Kirsten Close
Manager, Aquatics and Community Wellness
(604-238-8041)



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee **Date:** January 9, 2024

From: Marie Fenwick, Director, Arts, Culture and Heritage Services **File:** 11-7141-01/2023-Vol 01

Martin Younis, B. Eng., M. Eng.
Director, Facilities and Project Development

Re: **First Nations Bunkhouse Interpretive Program and Level of Service**

Staff Recommendation

That the First Nations Bunkhouse Interpretive Program and Level of Service as detailed in the staff report titled "First Nations Bunkhouse Interpretive Program and Level of Service", dated January 9, 2024, from the Director, Arts, Culture and Heritage Services and Director, Facilities and Project Development be approved.

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

Martin Younis, B. Eng., M. Eng.
Director, Facilities and Project Development
(604-204-8501)

Att. 6

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

Staff Report

Origin

On February 28, 2021, Council endorsed a program plan to guide future planning and a capital submission for the First Nations Bunkhouse as detailed in the staff report titled "First Nations Bunkhouse Program Plan," dated October 14, 2020, from the Director, Arts, Culture and Heritage Services to guide future planning and a capital submission for the First Nations Bunkhouse.

On December 11, 2023, Council approved \$6.5 M in capital funding to construct a replica First Nations Bunkhouse building as part of the 2024 budget process.

The purpose of this report is to provide information, including capital costing for the facility construction, and to seek Council approval of the interpretive program and the associated service level for the First Nations Bunkhouse.

This report also responds to the January 30, 2018, referral from Parks, Recreation, and Cultural Services Committee:

That staff examine removing the caretaker suite from Point House at Britannia Shipyards National Historic Site and install exhibits and display First Nations' stories and report back.

This report also responds to the January 26, 2021, referral from Parks, Recreation, and Cultural Services Committee:

That staff be directed to investigate the inclusion of First Nations welcoming totems at the front of the building.

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.

This report supports the *Steveston Heritage Sites Interpretive Framework*, endorsed by Council on November 14, 2023, which identified the following interpretive goals for the Britannia Shipyards:

- Create authentic and immersive experiences of the daily life of the people who worked in West Coast fishing and boatbuilding;
- Foster greater understanding of the cultural diversity of people that supported West Coast fishing and boatbuilding;
- Encourage discovery of the complex workings of West Coast fishing and boatbuilding industry; and
- Inspire connections to and stewardship of West Coast maritime heritage and Fraser River.

The *Steveston Heritage Sites Interpretive Framework* identified interpretation of Indigenous Peoples in Steveston as a gap in the stories currently shared at the heritage sites in Steveston.

This report supports the following objectives set out in the *Richmond Cultural Harmony Plan*:

Strategic Direction #1: Intercultural Connections

- 1.1 Continue to recognize and celebrate Richmond's diverse cultures and unique heritage through intercultural celebrations and events.
- 1.2 Develop and implement a neighbourhood approach to facilitating positive intercultural exchange and understanding between Richmond's diverse cultural communities, such as community-based dialogues, storytelling, and sharing of art, food, and music.

Strategic Direction #5: Programs and Services

- 5.4 Strengthen relationships with various cultural and ethnic communities in order to integrate their arts, cultural and heritage practices into the City's programs and events.

Analysis

Background

The building currently referred to as the First Nations Bunkhouse at the Britannia Shipyards National Historic Site (Britannia Shipyards) is a place of historical significance and is one of the site's last buildings to be made operational (Attachment 1).

The building was constructed in the 1890s and it is believed to be the only structure of its kind remaining on the BC coast. In the *1991 Agenda Paper* produced by the Historic Sites and Monuments Board of Canada, the building was considered of significant heritage value. The Statement of Significance indicates, "...the First Nations Bunkhouse is important for its historical, aesthetic, cultural, and social values, particularly for its association with First Nations working in the fishing and canning industries"(Attachment 2).

Measuring 31' x 116', the building provides approximately 3,300 square feet of usable space. It originally had a cedar shingle roof, plank flooring inside, eight small square windows, and one central doorway on the south face. The character defining elements of the building include:

- Simple rectangular building form and horizontal massing;
- Gable roof with wood shingle and remnants of wood gutters;
- Weathered vertical board and batten cedar siding on the exterior;
- Wood door; and
- Visible indication of former window and door openings.

Like many buildings used in the fishing and canning industries, the First Nations Bunkhouse had multiple functions over the years. Due to its resemblance to Indigenous housing at other BC canneries and similarities to traditional Indigenous dwellings, it is believed this building was originally built by a cannery company as a residence for Indigenous seasonal workers

(Attachment 3). It is likely the building was 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.

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

Currently, the structure is heavily deteriorated, with temporary measures having been previously implemented to stabilize the structure from collapse. The building is not safe to occupy and is surrounded by a chain link fence to ensure public safety.

To support the conservation/reconstruction and future interpretation of the building, an investigation of the historical background and reconstruction options was undertaken throughout 2023. This work included a research report by heritage architect, Don Luxton, investigating the building's history and construction. A structural feasibility assessment was done by a structural engineer and constructability analysis by a Construction Management firm to see if conserving the building was possible. Findings indicated that the current structure is not salvageable without exposing the project to unreasonable risks. It was concluded that the construction of a replica is the best approach.

Facility Construction

On December 11, 2023, Council approved the 2024 capital budget which included \$6.5 M for the construction of a like-for-like replica of the First Nations Bunkhouse which honours the character-defining elements outlined above. Included in the capital costs are:

- Deconstruction of the existing building and salvage what is possible of the materials;
- Construction of a replica building;
- Interior fit out including interpretive exhibits and furniture, fixtures and equipment required to deliver the proposed program;
- New exterior landscaping to support programming; and
- Funds for planning and engagement with Indigenous communities.

Reconstruction

The replica will be constructed utilizing a similar methodology to the existing building, consisting of a modern structural framework and clad in materials matching the original building. It will have the same dimensions and exterior aesthetic as the original building. As much of the original building materials as possible will be salvaged for reuse.

Since the original First Nations Bunkhouse was not built as a traditional Indigenous structure, staff do not recommend incorporating a house post or welcome figure into the building's construction. Background on the cultural significance of house posts and welcome totems is provided in Attachment 4.

Building Fit Out and Landscaping

To support the future program, the new building will include climate-controlled washrooms, a kitchenette, and storage. The remainder of the building would remain uninsulated with spot heating to provide a truer interpretive experience of the space similar to what is found elsewhere at Britannia Shipyards.

Approximately 2,000 square feet of the overall 3,300 square feet will be used for exhibits. This space will include both museum-style displays as well as re-created historical displays, providing flexibility to tell Indigenous stories in a variety of methods. This style of exhibit is in keeping with the other displays at Britannia Shipyards and may include a mix of the following elements:

- artifact cases;
- audio/visual elements;
- digital displays;
- custom made props;
- text panels; and
- re-created living quarters offering visitors a glimpse into the life of the buildings original occupants.

By utilizing a range of display methods, the exhibit will support telling the stories of how the original building was used and the people who used it, as well as the broader context of Indigenous peoples and the fishing industry. Attachment 5 provides a sample floor plan with reference images of exhibit elements.

New landscaping elements, including native plantings, will support displays and programming related to Indigenous cultural heritage to the west of the building. Attachment 6 provides a concept of what this may look like. The creation of this space will allow flow between the interior and exterior of the building similar to its historical use. This space would be one of the first impressions of Britannia Shipyards that visitors have upon arrival.

The other location where Indigenous stories are currently told at Britannia Shipyards is the Point House. The Point House currently provides both exhibition space and a caretaker's suite. At this time staff do not recommend altering the interpretive displays or removing the caretaker's suite. The caretaker actively provides valuable services to the site including a presence during early morning, evening and overnight times that enhances site security, prevents property misuse, and supports after hour rentals. The stories told in the Point House can be considered as part of the engagement done with Musqueam for the First Nations Bunkhouse. Should the outcome of this engagement recommend changes to the exhibits in the Point House, this can be done at a future time in a manner complementary to the stories told in the First Nations Bunkhouse.

Proposed Interpretive Program

The proposed program for the future First Nations Bunkhouse is to interpret Indigenous stories through exhibits and programming. This interpretation will create a broader understanding of Indigenous cultural heritage by sharing the lived experiences of those working in Steveston's fishing industry and the impact of colonization by the fishing industry on local Indigenous communities with visitors to Britannia Shipyards. This robust interpretive program will honour the spirit of the Truth and Reconciliation Commission's Calls to Action by shedding light on the

seldom-told stories of First Nations and the fishing industry and by telling these stories through words of First Nations peoples. Sharing these stories will help the public better understand the systemic racism found within Canada's fishing industry and the resulting displacement from the industry's growth.

In-person interpretative programming can help bring to life these sensitive stories, facilitate hands-on experiences for public, and give visitors an opportunity to interact with locals to have their questions answered. Having a person available to speak with visitors is shown to greatly improve a visitor's experience of a museum or heritage site. For public programming, which would serve both local residents and visitors, staff would provide in-person interpretation to general visitors during the Britannia Shipyards' high season (Victoria Day to Labour Day) and for occasions such as National Indigenous Peoples Day. Prior to the completion of permanent exhibits, which is expected to take several years, in-person programming would be the primary method of interpretation offered in the First Nations Bunkhouse. Programming will include a variety of different activities for both residents and visitors, such as:

- Curriculum-linked school programs;
- Guided tours;
- In-situ interpretation;
- Demonstrations or workshops;
- Story-telling or performances; and
- Special/Seasonal programs, including National Indigenous Peoples Day.

Level of Service

The development and delivery of each of these type of programs requires special skills and attention to ensure they are done in a purposeful and respectful way. To effectively deliver new in-person interpretive programming in this new facility, additional staff will be required. Currently, Britannia Shipyards has 0.5 FTE budget for a School Program Coordinator.

The staff required to support this level of service includes:

- RFT Educational Program Coordinator;
- RFT Community Facilities Programmer; and
- Heritage Interpreter auxiliary hours.

The First Nations Bunkhouse is part of the overall operation of Britannia Shipyards. The site is open to the public February to December each year, with longer hours during the summer season. The First Nations Bunkhouse will be the ninth building at the Britannia Shipyards to open to the public. As such, existing site operations will support the general administration, marketing and promotion, and space rentals for the First Nations Bunkhouse.

Council approved an Operating Budget Impact (OBI) of \$185,824 for the First Nations Bunkhouse facility as part of the 2024 capital budget. The on-going costs and revenues for the proposed interpretive program are outlined in Table 1.

Table 1: Operating Budget Impact (OBI)

	Base Facility	School Programming	Public Programming	TOTAL
Revenue	\$1,620	\$7,350	\$12,400	\$21,370
Expense	\$43,838	\$58,388	\$104,968	\$207,194
Net Cost	\$42,218	\$51,038	\$92,568	\$185,824

The annual base facility cost (without any program) of \$42,218 includes utilities, cleaning, security, Wi-Fi, building maintenance, and maintenance of new park infrastructure. The total OBI includes staffing costs for the proposed interpretive program.

The benefits of the proposed First Nations Bunkhouse Interpretive Program include advancing Truth and Reconciliation in Richmond, filling a gap in the interpretive stories and programs offered at the heritage sites in Steveston, offering teachers the opportunity to enhance their teaching of Indigenous cultural heritage and supporting tourism destination development by offering new experiences related to Indigenous cultural heritage.

Next Steps

Should Council approve the interpretive program and service level as outlined, staff will move forward with the project as outlined below.

Engagement

As outlined in the October 14, 2020 report, “First Nations Bunkhouse Program Plan,” detailed planning on the interpretive program will be done in collaboration with Indigenous knowledge keepers. Preliminary engagement with the Musqueam Indian Band around the First Nations Bunkhouse began in 2018 and Musqueam representatives have expressed an interest in participating in the development of interpretation in this space. Staff have informed Musqueam of the status of the project and will continue to seek their input. Staff will also engage with the many Indigenous communities who historically came to Steveston to participate in the fishing industry to provide an opportunity for them to share their stories.

Local community groups will also be invited to participate in further program development. The Britannia Shipyards National Historic Site Society has been informed of the project and will be given the opportunity to provide regular input as the development of the interpretive program takes shape. Additionally, representatives from the Gulf of Georgia Cannery Society, Richmond School District No. 38, Tourism Richmond, and the Richmond Intercultural Advisory Committee will be offered an opportunity to provide input. Additional groups may be identified through the planning process.

Engagement with all of the identified groups will begin in 2024.

Planning and Design

Detailed design for the construction of a replica will take place in 2024. These designs will be part of a future Heritage Alteration Permit. Deconstruction and construction will be coordinated

with the ongoing structural and envelope renewals in the Seine Net Loft and Shipyard Building which is scheduled for late 2025 with completion anticipated in early 2027.

Following initial engagement with Indigenous communities, concept designs for the interpretive program will be developed with input from the communities who wish to participate. This process will include concepts for exhibits, landscaping and programming.

Staff will continue to look for grant opportunities to support the development and implementation of exhibits and programming in the First Nations Bunkhouse.

Financial Impact

None.

Conclusion

The First Nations Bunkhouse is an important part of the Britannia Shipyards National Historic Site and is deemed to have significant heritage value due to its age and uniqueness. The construction of a replica building with surrounding landscaping will help complete the experience of Britannia Shipyards and support important interpretation of Indigenous Peoples. This report seeks Council approval of the interpretive program and level of service to serve schools and the general public as outlined to enhance the visitors' experience of the First Nations Bunkhouse and help achieve the goals of Truth and Reconciliation.



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- Att. 1: Current Image of the First Nations Bunkhouse
- 2: Statement of Significance for the First Nations Bunkhouse
- 3: Archival photo of Indigenous cannery dwelling
- 4: Background on house posts and welcome figures
- 5: Concept floor plan with reference images
- 6: Concept landscape plan

Current Image of the First Nations Bunkhouse



First Nations Bunkhouse at Britannia Shipyards National Historic Site, 2021

**First Nations Bunkhouse
 Britannia Heritage Shipyard National Historic Site
 Statement of Significance**

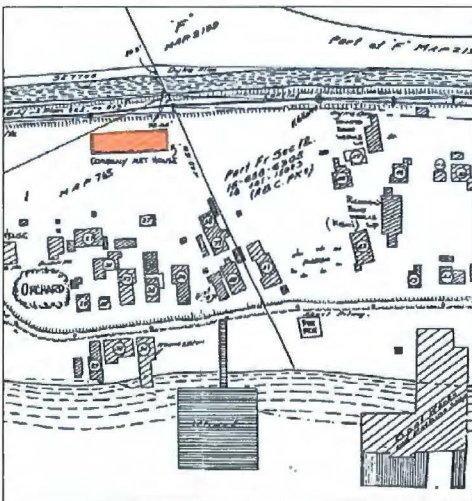
c.1895

5180 Westwater Drive, Richmond, BC

Description

The First Nations Bunkhouse is a one-storey, long, narrow wooden structure with a gable roof, wood gutters and board and batten siding, situated north of and parallel to the boardwalk at Britannia Shipyard.

The First Nations Bunkhouse is part of Britannia Heritage Shipyard National Historic site, which was declared a National Historic Site in 1991 and opened as a city park in 1995.



Waterworks Atlas Map showing the original location of the First Nations Bunkhouse on the Phoenix Cannery property, 1936. (Richmond Archives 1997-15-9)



Values

The First Nations Bunkhouse is important for its historical, aesthetic, cultural and social values, particularly for its association with First Nations working in the fishing and canning industries, and for its potential to interpret this history.

The First Nations Bunkhouse is important for its early construction date, around 1895, as a dwelling for First Nations workers employed by the Phoenix Cannery, and as a rare example of this type of communal dwelling, likely the last surviving First Nations residence associated with the Steveston canneries.

The First Nations Bunkhouse is significant for its association with First Nations working in the fishing and canning industries, where they initially comprised the majority of the work force. Traveling by canoe

First Nations Bunkhouse Statement of Significance

early in the season from areas up and down the BC coast, First Nations followed a seasonal work pattern that brought them to the canneries, to farm fields, and back to their traditional territory in the winter off-season. First Nations men were fishermen, while Native women were sought for constructing and mending nets and working on the salmon canning lines.

Accommodation according to racial divisions was part of life in the canneries, and this is reflected at Britannia. Canneries had separate living quarters for First Nations, Japanese, Chinese and Europeans. As with many in the work force, First Nations cannery workers lived communally, first in village sites and later in housing provided by the canneries.

Considered to have a similar appearance to First Nations longhouses, the building form is important for its ability to communicate the communal living conditions and lifestyle common to First Nations, seen in its long, low rectangular form with evidence of multiple door and window openings. First Nations huts had openings for indoor fire ventilation and smokehouses for salmon and eulachons. Constructed of common materials including vertical red cedar board and batten siding and originally secured with square cut iron nails, the building is rare and intact example of First Nations cannery housing.

Ongoing relocation and re-purposing of buildings was common in the fishing and canning industry. The First Nations bunkhouse was originally located on pilings further north along the main dyke, near a previously existing slough, and later used for net storage. Some time between 1942 and 1946, it was moved forward to its present location.

The structure is an integral part of the Britannia site as it helps to tell the complete story of the fishing industry on the west coast.

Character-defining Elements

Site and setting

- Location north of and parallel to the historical boardwalk

Building

- Remnant of original building cluster pattern
- Simple rectangular building form and horizontal massing
- Gable roof with wood shingle and remnants of wood gutters
- Weathered vertical board and batten siding on the exterior
- Wood door
- Visible indication of former window and door openings

Intangible cultural features

- Oral histories

Britannia Shipyard Selected References
Statement of Significance

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Archival photo of Indigenous cannery dwelling



Indigenous housing at Star Cannery in Steveston, circa 1900

Background on House Posts and Welcome Figures

While the First Nations Bunkhouse is believed to have served as a residence for Indigenous Peoples who worked for the canneries during the summer season, it cannot be considered a traditional Indigenous living space, such as a “longhouse”. These traditional residences are central elements of Indigenous communities and are built as lasting structures for specific family clans or communal use. House posts are sacred poles carrying the crest images belonging to the heads of a House and are typical elements at the entrance to longhouses. Longhouses and house posts play an important role in First Nations cultural heritage, not only to provide shelter, but as a means of preserving and passing along traditional knowledge and practices and recognizing family ancestry.

A “welcome post” or “welcome figure” is generally a single, larger-than-life carved human figure that often stands at an arrival point (traditionally near the beach) in Northwest Coast communities to welcome visitors. These posts are stand-alone figures and not incorporated into a building structure.

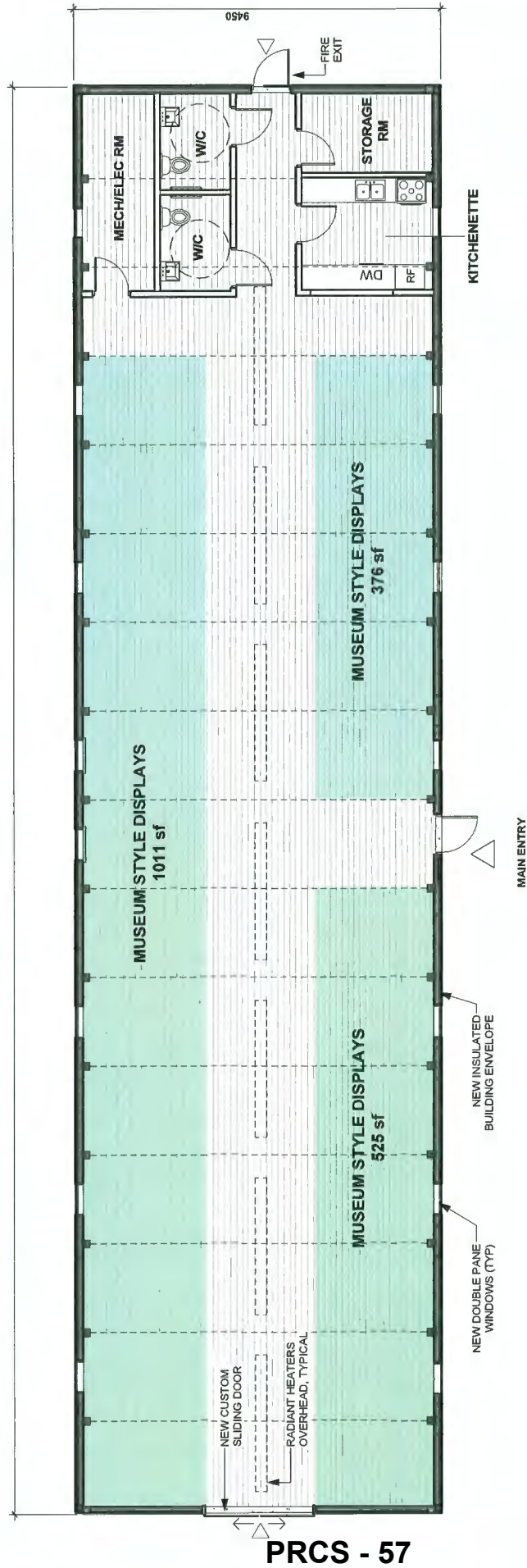


Musqueam welcome figures at YVR, 1996
(YVR)



Musqueam poles and new house, 1915
(BC Archives)

Concept Floor Plan with Reference Images

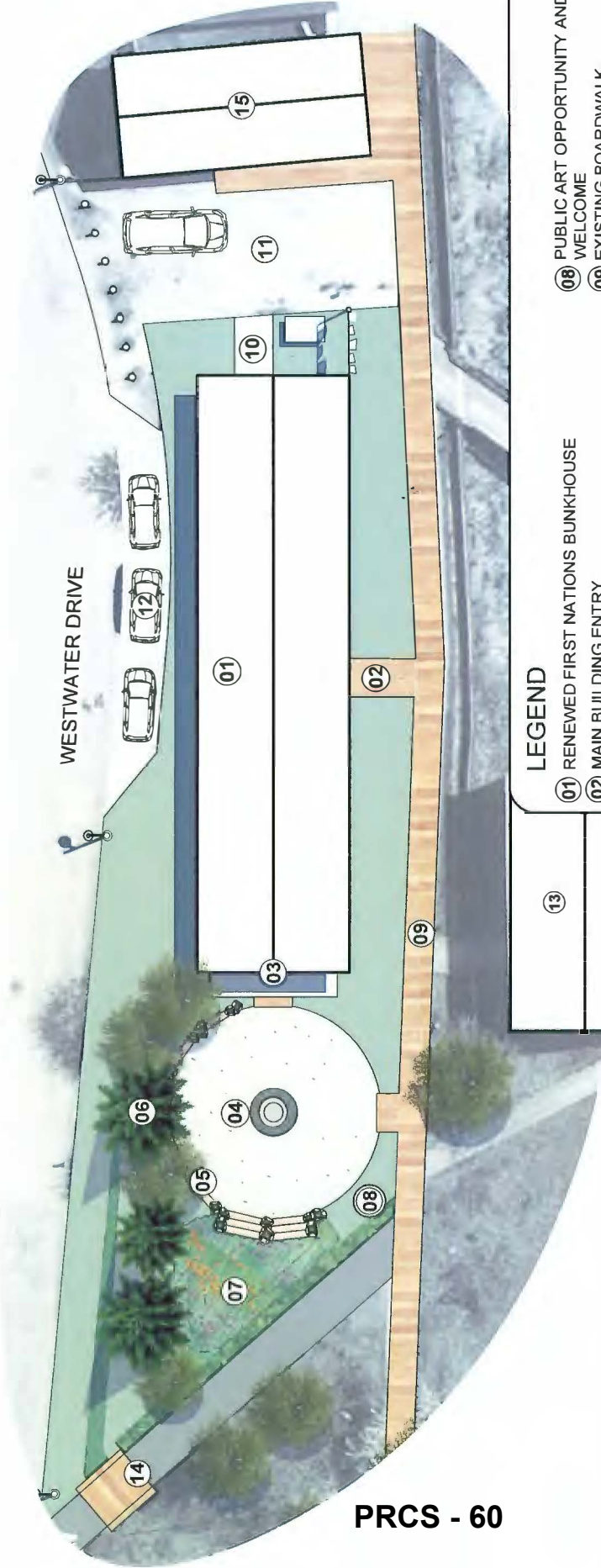


PRCS - 57





SITE PLAN VISION: TO CREATE A VIBRANT AND WELCOMING SPACE THAT IS ALIVE WITH **LEARNING, CELEBRATION, CEREMONY, AND CULTURE.**



PRCS - 60

LEGEND

- | | |
|--|--|
| <ul style="list-style-type: none"> 01 RENEWED FIRST NATIONS BUNKHOUSE 02 MAIN BUILDING ENTRY 03 SLIDING DOORS AND PRIMARY ACCESS TO OUTDOOR SPACE 04 GATHERING CIRCLE FOR FLEXIBLE PROGRAMMING AND INTERPRETATION 05 INTEGRATED INFORMAL SEATING 06 ADDITIONAL NATIVE TREE PLANTING AND SCREENING 07 NATIVE PLANTING, POTENTIAL FOOD AND MEDICINE GARDEN. | <ul style="list-style-type: none"> 08 PUBLIC ART OPPORTUNITY AND SITE WELCOME 09 EXISTING BOARDWALK 10 SERVICE AND STORAGE ACCESS 11 SERVICE VEHICLE ACCESS 12 EXISTING STREET PARKING 13 JAPANESE DUPLEX 14 EXISTING BRIDGE AND PATHWAY 15 MURAKAMI BOATWORKS |
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**BRITANNIA SHIPYARDS
FIRST NATIONS BUNKHOUSE RENEWAL
SITE PLAN**



SCALE 1:250
DATE: DECEMBER 19, 2023





WESTWATER DRIVE



PROCS LEGEND

- 01 SLIDING DOORS FOR INDOOR-OUTDOOR CONNECTION
- 02 GATHERING CIRCLE FOR FLEXIBLE PROGRAMMING AND INTERPRETATION
- 03 INTEGRATED INFORMAL SEATING
- 04 INTERPRETIVE SIGNAGE AND DISPLAY OPPORTUNITIES
- 05 PACIFIC NORTHWEST NATIVE PLANTING - POTENTIAL OPPORTUNITY FOR A FOOD AND/OR MEDICINE GARDEN
- 06 ADDITIONAL NATIVE TREE PLANTING AND SCREENING
- 07 CONNECTION TO EXISTING BOARDWALK
- 08 PUBLIC ART OPPORTUNITY AND SITE WELCOME
- 09 EXISTING PATHWAY CONNECTION TO SITE PARKING AND IMPERIAL LANDING
- 10 EXISTING DRAINAGE SWALE



**BRITANNIA SHIPYARDS
FIRST NATIONS BUNKHOUSE RENEWAL
CONCEPT PLAN FOR OUTDOOR GATHERING CIRCLE - ENLARGEMENT**



SCALE 1:150
DATE: DECEMBER 19, 2023

