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

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

**Tuesday, November 28, 2023  
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 October 24, 2023.*



NEXT COMMITTEE MEETING DATE

December 20, 2023, (tentative date) at 4:00 p.m. in the Council Chambers.

COMMUNITY SERVICES DIVISION

- 1. OPPORTUNITY FOR JAPANESE CANADIAN BOAT BUILDER DISPLAY AT BRITANNIA SHIPYARDS**

(File Ref. No. 11-7141-01) (REDMS No. 7441423)

**PRCS-8**

**See Page PRCS-8 for full report**

*Designated Speaker: Rebecca Clarke*

STAFF RECOMMENDATION

- (1) *That staff be authorized to submit an application to the Japanese Canadian Legacies Fund for up to \$400,000 for the creation of a Japanese Canadian Boat Builders Display at Britannia Shipyards as described in the report titled “Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards”, dated October 25, 2023, from the Director, Arts, Culture and Heritage Services;*
- (2) *That should the funding application be successful, the Chief Administrative Officer and the General Manager, Community Services be authorized to execute the agreement on behalf of the City of Richmond with the Japanese Canadian Legacies Fund;*
- (3) *That should the funding application be successful, the Consolidated Five-Year Financial Plan (2023-2027) be amended accordingly; and*
- (4) *That should the funding application be successful, the Chief Administrative Officer and General Manager, Community Services be authorized to negotiate the terms of the Sakamoto donation, including the Crystal S vessel.*



2. **SPORTS FACILITY NEEDS ASSESSMENT – COMMUNITY ASSOCIATION AND SOCIETY ENGAGEMENT UPDATE**

(File Ref. No. 11-7000-10-01) (REDMS No. 7405278)

PRCS-26

[See Page PRCS-26 for full report](#)

*Designated Speaker: Mandy Hadfield and Keith Miller*

STAFF RECOMMENDATION

*That the prioritized sport facility and infrastructure list be received and endorsed for consideration in future corporate facility or park plans as outlined in the staff report titled “Richmond Sports Facility Needs Assessment – Community Association and Society Engagement Update”, dated October 20, 2023, from the Director, Recreation and Sport Services.*



Pg. #      ITEM

3.      **GARDEN CITY LANDS SOIL MANAGEMENT PRACTICES AND PROJECT UPDATE**

(File Ref. No. 06-2345-20-GCIT1) (REDMS No. 7417777)

**PRCS-39**

**See Page PRCS-39 for full report**

*Designated Speaker: Alex Kurnicki*

STAFF RECOMMENDATION

*That the staff report titled “Garden City Lands Soil Management Practices and Project Update”, dated October 27, 2023, from the Director, Park Services be received for information.*

4.      **MANAGER’S REPORT**

ADJOURNMENT



## Parks, Recreation and Cultural Services Committee

Date: Tuesday, October 24, 2023  
Place: Council Chambers  
Richmond City Hall  
Present: Councillor Chak Au, Chair  
Councillor Michael Wolfe  
Councillor Laura Gillanders  
Councillor Bill McNulty  
Absent: Councillor Andy Hobbs  
Also Present: Councillor Carol Day  
Call to Order: The Chair called the meeting to order at 4:00 p.m.

### MINUTES

It was moved and seconded

*That the minutes of the meeting of the Parks, Recreation and Cultural Services Committee held on September 26, 2023, be adopted as circulated.*

**CARRIED**

### COMMUNITY SERVICES DIVISION

1. **COMMUNITY SERVICES – SUMMER PROGRAMS UPDATE 2023**  
(File Ref. No. 11-7375-01) (REDMS No. 7366911)

It was moved and seconded

*That the staff report titled, “Community Services – Summer Programs Update 2023,” dated September 20, 2023, from the Director, Recreation and Sport Services, be received for information.*

**CARRIED**

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, October 24, 2023**

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2. **RICHMOND ARTS FACILITIES NEEDS ASSESSMENT**

(File Ref. No. 11-7000-11-01) (REDMS No. 7367861)

Jane Fernyhough, and Linda Barnes, representing the Richmond Arts Coalition (“RAC”), spoke in support of the report noting the increasing community need for different types of arts facilities that accommodate a range of various arts practices such as orchestra, dance, choral, and visual arts, and offered to assist with the needs assessment and any other support necessary in achieving the report recommendations in a timely manner. It was further noted that achieving the needs assessment earlier than the end of 2024 would assist RAC in preparing any appropriate submission for 2025 Capital Plan and apply for grants from other levels of government or development opportunities.

Discussion ensued with respect to the immediate facilities need for the arts’ community and opportunities to expedite the timing for the funding as outlined in the report.

It was moved and seconded

*That the proposed scope of work for the Richmond Arts Facilities Needs Assessment as presented in the report titled, “Richmond Arts Facilities Needs Assessment,” dated September 6, 2023, from the Director, Arts, Culture and Heritage Services, be endorsed.*

**CARRIED**

It was moved and seconded

*That a one-time funding of \$75,000 be taken from Council Contingency Fund to initiate the Richmond Arts Facilities Needs Assessment.*

**CARRIED**

3. **STEVESTON COMMUNITY CENTRE AND LIBRARY SIGNATURE OUTDOOR ARTWORK CONCEPT PROPOSAL**

(File Ref. No. 11-7000-09-20-334) (REDMS No. 7367419)

In response to queries from the Committee staff noted that further details such as durability, climbability, lighting and maintenance will be looked at as part of the concept design development process.

It was moved and seconded

*That the Concept Proposal for the Steveston Community Centre and Library Signature Outdoor Artwork as presented in the report titled, “Steveston Community Centre and Library Signature Outdoor Artwork Concept Proposal,” dated September 6, 2023, from the Director, Arts, Culture and Heritage Services, be approved.*

**CARRIED**

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, October 24, 2023**

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4. **STEVESTON HERITAGE INTERPRETIVE FRAMEWORK**

(File Ref. No. 11-7141-01) (REDMS No. 7359279)

Linda Barnes, representing the Steveston Historical Society, expressed appreciation and support for the report, noting it brings to light the varying roles of the different societies and sites, how they overlap and how they differ, and where some of the gaps may be.

It was moved and seconded

*That the Steveston Heritage Interpretive Framework as detailed in the staff report titled "Steveston Heritage Interpretive Framework," dated September 15, 2023, from the Director, Arts, Culture and Heritage Services be endorsed for the purpose of guiding the future development of interpretive programs, exhibits and initiatives in Steveston.*

**CARRIED**

5. **MANAGER'S REPORT**

*(i) City Halloween Events*

Staff noted there are over 20 Halloween-inspired events and programs taking place across the city leading up to October 31. Staff advised that the City's premier Halloween fireworks festival will be taking place at Minoru Park, with stage performances, trick-or-treating and other family-friendly activities, including taking a selfie with North America's largest pumpkin, grown in Richmond and weighing a monstrous 2,212 pounds.

*(ii) Update - London/Steveston Off-Leash Dog Park Public Engagement Process*

Staff reported a targeted public engagement program was carried out between September 25 and October 22, which included two public open houses in the park on October 14 and October 18 (receiving over 100 interested residents). During this period over 300 surveys were received that are currently being sorted and analyzed with a target to submit a report, to include analysis and recommended next steps, to Committee in January.

In response to queries from the Committee, staff noted (i) the report back to Committee will capture and highlight the key results from the public engagement, and (ii) staff will categorize and formulate potential steps forward including alternative uses.

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, October 24, 2023**

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**ADJOURNMENT**

It was moved and seconded  
*That the meeting adjourn (4:37 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 Tuesday, October 24, 2023.

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Councillor Chak Au  
Chair

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Lorraine Anderson  
Legislative Services Associate



**To:** Parks, Recreation and Cultural Services Committee      **Date:** October 25, 2023

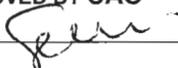
**From:** Marie Fenwick, Director, Arts, Culture and Heritage Services      **File:** 11-7141-01/2023-Vol 01

**Re:** **Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards**

**Staff Recommendations**

1. That staff be authorized to submit an application to the Japanese Canadian Legacies Fund for up to \$400,000 for the creation of a Japanese Canadian Boat Builders Display at Britannia Shipyards as described in the report titled “Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards”, dated October 25, 2023, from the Director, Arts, Culture and Heritage Services;
2. That should the funding application be successful, the Chief Administrative Officer and the General Manager, Community Services be authorized to execute the agreement on behalf of the City of Richmond with the Japanese Canadian Legacies Fund;
3. That should the funding application be successful, the Consolidated Five-Year Financial Plan (2023-2027) be amended accordingly; and
4. That should the funding application be successful, the Chief Administrative Officer and General Manager, Community Services be authorized to negotiate the terms of the Sakamoto donation, including the *Crystal S* vessel.

*CM Fenwick*  
 Marie Fenwick  
 Director, Arts, Culture and Heritage Services  
 (604-276-4288)  
 Att. 2

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

## Staff Report

### Origin

This report responds to an emerging opportunity that has been brought forward from the community. Steveston resident Bud Sakamoto has offered to donate a collection of fishing industry related items to the City, including his gillnet vessel the *Crystal S*, with the request that these be permanently displayed at Britannia Shipyards National Historic Site. To support this request, Mr. Sakamoto, and a group of community members he has been working with, have identified potential grant funding to which the City may apply, which could cover the costs related to the restoration and display of these items.

This report supports the *Steveston Heritage Sites Interpretive Framework*, endorsed by Parks, Recreation and Community Services Committee on October 24, 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 the Fraser River.

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

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

### Analysis

#### Background

#### **Japanese Canadian Boatbuilding in Steveston**

Starting in the 1880s, many of BC's finest fishing boats were built in Nikkei-run boat yards. Their style of construction was clean and workmanship legendary. Japanese Canadian boat builders were innovators, designing boats that were faster, and creating lures and flashers that opened up the sockeye fishery to trolling. The Nikkei fleet was the heart of the salmon industry.

Japanese Canadian boat builders supplied the boats that fed more than 150 canneries dotting the West Coast, including Steveston. By 1919, there were at least 20 Japanese Canadian boat works on the Steveston waterfront. However, this came to an end with the forced internment of Japanese Canadians in 1942. In a matter of hours, the Royal Canadian Navy impounded 1,137 boats. These boats were turned over to the Japanese fishing vessel disposal committee. Some sank, many were re-painted and sold to the canneries or given to the Canadian Admiralty. Nets, fishing gear, and boat works were all sold at rock bottom prices.

The connection to and renown for boatbuilding was so strong that some Japanese boat builders continued their craft from internment camps. In 1949, when Japanese Canadians were able to move freely again in Canada, fishing companies sought out these skilled tradesmen, courting them back to the BC coast. Many, such as the Kishi, Mukai, and Sakamoto families, returned to Steveston and successfully re-established the trade for which they were famous.

The story of these boat builders is central to Steveston's heritage - illustrating the diversity, ingenuity and resiliency of Steveston's community. The importance of this history is highlighted in the Council-endorsed *Steveston Heritage Interpretive Framework* as the sub-story of "the Fishing Fleet" within the larger Fishing story. However, it is only told in small fragments at different locations across Steveston, with elements told at Britannia Shipyards in the Murakami Boatworks and planned for the Richmond Boat Builders building. Given the significance of this story to Steveston, a dedicated display on Japanese boat builders is warranted.

Sharing this story in a fulsome way fits well with Britannia Shipyards' Interpretive Goals and in the Council-endorsed mission for Britannia Shipyards, "Britannia Shipyards National Historic Site preserves West Coast maritime heritage with an emphasis on local wooden boat building traditions and the cultural mosaic and living conditions of the people who worked on the Steveston waterfront. This unique heritage park provides engaging interpretation and innovative programs that respond to changing community needs."

### **Japanese Canadian Legacies Funding**

The Japanese Canadian Legacies Fund (JC Legacies Fund), administered by the Japanese Legacies Society, was set up by the Province of BC to support the implementation of Japanese-Canadian legacy initiatives. Funding is being distributed to support initiatives under the following categories: Monuments; Education; Seniors Health & Wellness; Community & Culture; Heritage; and Anti-racism. Heritage funding is intended to support projects that create permanent spaces where Japanese Canadian heritage is honoured and the public can gather and learn about the history of Japanese Canadians. Specifically, projects should anchor a new perspective on Japanese Canadian heritage and cite the bustling pre-war community that existed.

Following conversations with Steveston community members, including Bud Sakamoto, the Japanese Canadian Legacies Society approved the community of Steveston as eligible to submit a proposal for a BC Heritage Sites grant of up to \$400,000. Preliminary discussions with the Japanese Canadian Legacies Society indicates support for the Steveston community to create a space which honours the experiences of Japanese Canadian boat builders. The deadline to submit this grant is March 1, 2024.

### **Sakamoto Donation Offer**

Richmond fisherman, Bud Sakamoto, has offered to donate a collection of items related to commercial fishing and boat building to the City for public display at Britannia Shipyards. (Attachment 1) Included in the offer is the 37ft. wooden fishing boat, the *Crystal S* with existing cabin fit out and fishing gear. This vessel is a combination gillnetter / troller constructed in Steveston in 1963. In addition to the *Crystal S*, the collection includes:

- Fishing gear, nets and lines;
- Trolling gurdies, davits and block;
- Boat building equipment and tools;

- Boat blue prints and designs;
- Photos and slides of Steveston illustrating fishing and boat building;
- Series of more than 50 paintings illustrating aspects of fishing;
- Videos related to commercial fishing; and
- Documented personal stories of family, fishing, boat building, and Steveston.

Bud Sakamoto's father, Mamoru Sakamoto was building boats in Steveston beginning in the 1930s, having learned special techniques from other Steveston boat builders. In 1950, upon returning to Steveston after the forced internment, Mamoru started his own boat building business (M. Sakamoto Boat Works). During the time he operated this business, he built the *Crystal S* for his own fishing use. Bud Sakamoto helped to build the *Crystal S* and began fishing her as a young man out of Steveston on the Fraser River and as far as Rivers Inlet until 2021. In recent years, she was a regular feature at Scotch Pond. (Attachment 2)

Through her fishing life, the *Crystal S* was exceptionally well maintained but has suffered some deterioration since going into dry storage in 2021 at the Steveston Harbour Authority. Currently, the stern bulwark, the main bulkhead and some of the aft bulkhead are in need of replacement in order to maintain the boat's longevity.

The Sakamoto collection, with the *Crystal S*, is a good illustration of Japanese Canadian boat building and a reflection of Japanese Canadian resiliency. Like other Japanese Canadian residents of Steveston, the Sakamoto family was forcibly removed from their home in 1942 as part of the forced Japanese internment. Their return to Steveston, establishment of a new boat building business and construction of their own fishing vessel after the war, illustrates the commitment to Steveston's fishing industry and, like many Japanese Canadians, their resiliency during a period of great difficulty.

Currently, there are few remaining Japanese-built wooden fishing vessels that illustrate these important stories. In a 2021 report, heritage fishing vessel expert Alan Haig-Brown stated, "the *Crystal S*, is very likely to be the last of this type in such good condition".

### **Heritage Value of Sakamoto Collection**

When considering the acquisition of or investment in historical objects, the following criteria are typically considered to evaluate the heritage value of this object (or group of objects) to the institution acquiring it:

- 1) Fit with interpretive goals
- 2) Quality of craftsmanship and design
- 3) Condition
- 4) Rarity in collection and more broadly
- 5) Display potential

Table 1 below outlines how the Sakamoto collection, and in particular the *Crystal S*, fits with these criteria.

Table 1: Assessment of Heritage Value of Sakamoto Collection

Fit with Britannia Shipyards Interpretive Goals	Craftsmanship and Design	Condition	Rarity	Display Potential	Total (Out of 25)
5	4	3	5	5	22

Scoring Scale = Poor (1) to Excellent (5)

The information in this table is based on:

- available historical documentation of the Sakamoto family and *Crystal S* vessel;
- a contextual heritage analysis conducted by fishing vessel expert, Alan Haig-Brown; and
- a vessel assessment report from a shipwright with wooden boat expertise detailing vessel condition, advice on restoration actions, and high level costing for repairs.

As illustrated in the table, this donation offer has a high heritage value for Steveston, presenting a unique opportunity. The strength of the provenance as well as the rarity of the collection overall make this a significant opportunity for the City.

The stories that could be told through this collection, provide a unique opportunity to demonstrate Japanese Canadian boat building and fishing expertise in a way that compliments and enhances the existing interpretation at Britannia Shipyards. Sharing these personal stories of Steveston’s Japanese boat builders would provide a fuller understanding of the experiences of Japanese Canadians who worked in the fishing industry and the impacts of the forced internment during World War Two, as well as fill a gap in interpretation of the evolution of the construction of fishing vessels and fishing methods.

There is significant support from community members in Steveston to improve upon the interpretation of Japanese boat building history. In particular, community members have expressed support for the City to accept Bud Sakamoto’s donation offer to form the basis for a future display.

In discussions with the Britannia Shipyards National Historic Site Society Board of Directors, board members had mixed views on this donation offer. Some members were supportive, while others had concerns about taking on another vessel instead of prioritizing the care of the vessels currently displayed at Britannia Shipyards.

Restoration and Display Costs

The costs for a display, including the necessary repairs to the *Crystal S*, can be accommodated within the funding amount offered by the JC Legacies Fund. It is anticipated that the City would contribute in-kind support through preparing and administering the grant, project management, volunteer management, processing artefacts, and developing complementary interpretive programming.

To prepare the *Crystal S* for display, repair work would be required. Should the City acquire the vessel, much of the repair work could be done in the Richmond Boat Builders shop by the City’s Shipyard Operations Supervisor as an in-kind contribution. This would have the added benefit to Britannia Shipyards of providing an opportunity for public interpretation and volunteer engagement during the restoration process.

It is anticipated that repair work to the *Crystal S* could take up to two years to complete. To support this, the one-year additional level funding for the Shipyard Operations Supervisor position would need to be renewed for the length of the project. The current annual budget for this position is \$119,328. Should Council support this project, a funding request to extend the term of the Shipyard Operations Supervisor will be brought forward as part of the 2025 budget process.

To support a permanent display interpreting Steveston’s Japanese Canadian boat building stories, an interior display of the *Crystal S* is recommended. Upon completion of the repairs to the vessel, there are potential interior locations for immediate display, such as on the ways in the Britannia Shipyard building.

A permanent display could be accommodated in the Britannia Shipyard building, a future covered display space at Britannia Shipyards, or a combination of spaces at Britannia Shipyards. Should Council approve this report, staff will explore location options as part of the overall development of a display concept to inform an application to the JC Legacies Fund. Should the preferred location be within the Britannia Shipyards it is anticipated that no additional funding will be required. Should the preferred location be in a purpose-built covered shelter, additional funding will be required and staff will report back with this concept and any associated costs prior to moving forward with the application.

Estimated costs associated with a display on Japanese Boat Building and funding sources are listed in Table 2 below.

Table 2: Funding for Display on Japanese Boat Builders

Item	Estimated Cost	Funding Source
Design planning, content development, fabrication and installation for display	Up to \$300,000	JC Legacies grant
Costs for preparing the <i>Crystal S</i> for display (repair materials, moving costs, etc.)	\$100,000	JC Legacies grant and other donations
Project management	In-kind	City of Richmond – Existing Museum and Heritage Services staff
Shipyard Operations Supervisor to lead repairs to <i>Crystal S</i>	In-kind (\$119,328 Annually)	City of Richmond – Existing funding for Shipyard Operations Supervisor for 2024. Will require additional funding for 2025 if approved.
Use of boat building shop	In-kind	City of Richmond – Existing Richmond Boat Builders facility

Item	Estimated Cost	Funding Source
Processing of artefacts	In-kind	City of Richmond – Existing Museum and Heritage Services staff
Development of new programming associated with display	In-kind	City of Richmond – Existing Museum and Heritage Services staff
On-going maintenance for display	Up to \$15,000 a year	City of Richmond – Future additional level request

**Next Steps**

Should Council approve, staff will work to develop an application from the City to the Japanese Canadian Legacies Fund to support costs related to a display about Japanese Canadian boat builders, including repairs to the *Crystal S*. As part of the development of the application, the concept and location for a future display will be further refined.

Staff will report back to Council once the City has received a decision on the funding application.

**Financial Impact**

There is no financial impact with the submission of the application.

An additional level request for the Shipyard Operations Supervisor will be brought forward as part of the 2025 budget process.

An on-going additional level request for the operating budget impact (OBI) for maintenance of the new display will be brought forward as part of a future budget process.

**Conclusion**

The proposed addition of a permanent display interpreting the history of Japanese Canadian boat builders fits well within the mission of the Britannia Shipyards National Historic Site and helps to address a gap in the interpretation of the evolution of West Coast fishing methods and boats identified in the Council-endorsed Steveston Heritage Sites Interpretive Framework.

The Japanese Canadian Legacies Fund offers a unique opportunity to support the interpretation of Steveston’s heritage by providing funding for the development and installation of a permanent

October 25, 2023

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display about Japanese Canadian boat builders at Britannia Shipyards. This display could feature the *Crystal S* and support costs associated with its repair. Should Council approve, staff will apply for funding from this program to support the creation of a future exhibit at Britannia Shipyards with the *Crystal S* as a feature piece.



Rebecca Clarke  
Manager, Museum and Heritage Services  
(604-247-8330)

Att. 1: Letter from Bud Sakamoto

Att. 2: Historical Documentation on *Crystal S* provided by Bud Sakamoto

4348 Bonavista Drive  
Richmond, BC  
V7E 5E5

November 2, 2023

City of Richmond  
6911 No. 3 Road  
Richmond, BC  
V6Y 2C1

To whom it may concern,

**Re: Donation of the Fishing Vessel "Crystal S."**

I am writing to confirm my offer of donation of the fishing vessel "Crystal S." and collection of boat building tools and fishing artefacts to the City of Richmond. This donation is being made with the understanding that it would be used as part of a permanent exhibit at the Britannia Shipyards to honour the Japanese contribution to the fishing and boat building industry.

In addition to this donation, I am currently working with other community groups to help fundraise to support this exhibit which would showcase an important part of Richmond's history. The community involvement was critical for the return of the Japanese to Richmond following World War 2 which resulted in the strong Japanese community in Steveston. The Richmond Japanese Canadian community now is now interested in showing support to tell this part of our community's story.

Please feel free to reach out should you have any questions or concerns.

Sincerely,

A handwritten signature in black ink, appearing to read "Bud Sakamoto", with a long horizontal line extending from the end of the signature.

Bud Sakamoto

**The Fishing Vessel  
CRYSTAL S**

**HISTORICAL DOCUMENTATION**

**by Bud Sakmoto**

## CRYSTAL S

### Fishing Vessel Description

The "CRYSTAL S" was built in 1963 at M. Sakamoto Boat Works in Steveston B. C. as a combination gillnetter/troller. It was constructed for the shipwright's own use and owned and maintained by Mamoru Sakamoto until he passed away in 2003. The description of the vessel is as follows;

- wood hull (red cedar planks, yellow cedar bulkheads and beams, gumwood trim and oak ribs)
- originally powered by Volvo Penta 67 and repowered in 1987 with Volvo TAMD 61A
- length 37 feet
- width 10 feet, 6 inches
- draft 3 feet, 6 inches
- electronics ( Furuno radar, video sounder and Ioran C navigator, Marconi and Unmetrics VHF, CB radio, Bendix Auto Pilot, Bearcat scanner and Sanyo tape and stereo
- propane cook top range and refrigerator
- oil stove for heating

The fishing vessel is insured by Pacific Coast Fishermen's Mutual Marine Insurance Company. It was last inspected in the spring of 2003.



## Historical Significance

The "Crystal S" is one of the best maintained wooden fishing vessels on the Fraser River. It is a prime example of a west coast fishing boat designed for gillnetting and trolling and maintained and modified as the industry changed over the past forty years. Because it was owned and maintained by one person who was a boat builder, the quality of care is superb. The design of the "Crystal S" is timeless. Although it is forty years old, it is one of the most photographed and widely known fishing vessels on the B C coast. Moored in Scotch Pond adjacent to Garry Point Park in Steveston it has become one of the popular boats to view by park visitors. As an image of Steveston it appears on several postcards.

Three factors are most important to the longevity of wooden boats. First, the quality of craftsmanship and materials used when the boat is constructed sets the beginning of life and destiny for the boat. Secondly, the boat must have meaningful continuous usage without interruption and lengthy tie-ups. Thirdly, the care and maintenance must be continuously and done by either a professional shipwright or by a skilful person wanting to keep changes within the integrity of the boat design and character and wanting to keep it in good shape. The "Crystal S" is a boat that meets all of the criteria for longevity and is worthy of preservation.

At one time all fishing boats were constructed of wood. Today less than 10% of the small vessels in the fishing fleet are of wood construction. The pride of the west coast fishing boats was made from wood of our forest. It is unlikely that any new fishing boats will ever be constructed with wood again. Preserving the best of what remains of our small boat fleet is a worthy endeavour.



## Maintenance Record

The "Crystal S" was launched in 1963 fitted as a gillnetter with provision for trolling. Next year the trolling poles were added and two spool gurdies were installed mainly for in-shore trolling. Between 1964 and 1972 the boat was maintained with only minor changes such as building up the front bulwarks and narrowing the gillnet drum. The first ten years required minimum maintenance outside of annual painting and haul out.

Every year the "Crystal S" has been painted, her zincs have been changed and her bottom checked. After the first fifteen years, the maintenance and improvements increased and are recorded as follows:

- replaced the mast	1980
- repaired the starboard side deck ribs and scuppe	1986
- rebuilt cabin bridge	1987
- repowered with new Volvo TAMD61A (new shaft, cooling pipes and exhaust system)	1888
- replaced mast cross support	1989
- rebuilt stern deck and installed side slush tanks	1990
- rebuilt stern rollers, port side main deck and trim	1991
- installed new wooden gillnet drum and replaced drum drive	1998
- repaired trunk cabin port side	1999
- rebuilt main deck and re-structured hatches	2001

## Operational Budget

The existing average operational cost in 2003 dollars is known and is outlined as follows:

### 1. Maintenance costs

- annual haul out	250.00
- annual maintenance (up keep)	650.00
- insurance (Mutual Marine)	800.00

2. Operating costs	
- moorage	600.00
- net storage	250.00
- fuel, oil and filters	300.00
3. Fishing licence	
- boat (CFV)	710.00
4. Contingency	
- misc. expenses	<u>440.00</u>
5. TOTAL OPERATING COST	\$4000.00

Costs that are not included are expenditures for fishing net and gear replacement, log book, food and other misc. personal expenses.

### **Fishing history**

The "Crystal S" has been involved in the fishing industry continuously since it was built in 1963. During the 1960s and early part of the 1970s the vessel ranged from the Fraser River, Johnstone Straits, Rivers Inlet and up the coast to Camano Sound. From 1975 to 1985 with the semi-retirement of Mamoru, the "Crystal S" worked the mouth of the Fraser River with the assistance of his oldest son.

In 1986 Mamoru retired from the fishing industry and the oldest son took over the operation of the boat. From 1986 to 1990 fishing ranged from Fraser River, San Juan to Rivers Inlet and the Namu area. From 1991 to the present time the "Crystal S" has fished primarily the mouth of the Fraser River.

### **M Sakamoto Boat Works**

M Sakamoto Boat Works was started in spring of 1950 at the foot of No. 2 Road in Steveston when Mamoru returned to the coast from internment in the Okanagan. In the old herring saltery, then owned by Quality Seafoods Limited and Queen Charlotte Fisheries, two boats were hurriedly built for the summer sockeye season. In fall of 1950 a building specifically for boat construction and carriage way were built by Queen Charlotte for M Sakamoto Boat Works. With the expansion of the fishing industry to accommodate the returning Japanese to the west coast, additional dock facilities were built for net racking and for use for the winter dry storage of boats.

Over the next twenty-five years M Sakamoto Boat Works launched sixteen boats ranging in size

from the first two 32 footers in 1950 to the 40 foot packer built in 1964. Learning from his step-father, Mamoru mastered the craft of tight seams and joints and water tight bulkheads. As a result, M Sakamoto Boat Works specialized in live hatches for cod fishing boats. The cutting of uniform square wooden plug systems for water circulation in the live hatches was a task that few shipwrights could carry out. The time and care in the work to insure that the holes were cut and the plugs made to be uniform brought recognition for craftsmanship to the firm.

The boats built after Mamoru's return to the coast in 1950 are as follows:

- |        |  |
|--------|--|
| - 1950 | Evelyn S<br>Crystal S                          |
| - 1951 | Sea Monarch<br>Sea Eagle II (cod boat)         |
| - 1952 | High Price (cod boat)<br>High Light (cod boat) |
| - 1956 | Elma K   |
| - 1958 | Tee S (cod boat)                               |
| - 1959 | Commancharo                                    |
| - 1960 | Hub City (cod boat)                            |
| - 1963 | Crystal S ( second boat with same name)        |
| - 1964 | Glenn & Kieth                                  |
| - 1965 | Mistress (packer/troller)                      |
| - 1966 | Miss Lin                                       |
| - 1967 | Golden Cruiser                                 |
| - 1969 | Ocean Comet                                    |

In addition to building boats, the boat works completed many major refittings and rebuilding of fishing vessels. Deck replacements, new cabins and wheel houses, extension of sterns, rebuilding of engine beds and refitting for new equipment were some of the work carried out.

After twenty-six years at the south end of No. 2 Road in Steveston, M Sakamoto Boat Works closed in 1976 with the retirement of proprietor, Mamoru Sakamoto.

## **Brief Biography of Mamoru Sakamoto**

Born in Wakayama Japan in 1913, Mamoru Sakamoto came to Canada at the age of 8 with his mother in 1921. When he was an infant his father was lost at sea in a marine accident. His mother remarried and moved to Canada. His step-father was his father's brother, or his uncle, who had immigrated to Canada sometime between 1910 and 1915, and as a shipwright he had established a boat building business in Steveston.

Arriving in Canada, Mamoru did not know a word of English. Starting school he was placed in grade 1 where he was the biggest kid in his class. English classes for New Canadians did not exist in those days nor did Orientals have citizenship. Having difficulties with school and being teased by classmates, he dropped out of school at fourteen. He started fishing for the summer season and working for his stepfather during winter months. From a kind neighbour he learned how to fish the river and from his step father he acquired the craftsmanship of boat building. Although he lacked formal educational, he understood engineering and business principles and learned quickly. Soon he was an expert with the Easthope, one of the popular engines being installed in the fishing boats in the late 1920's and forged many business relationships.

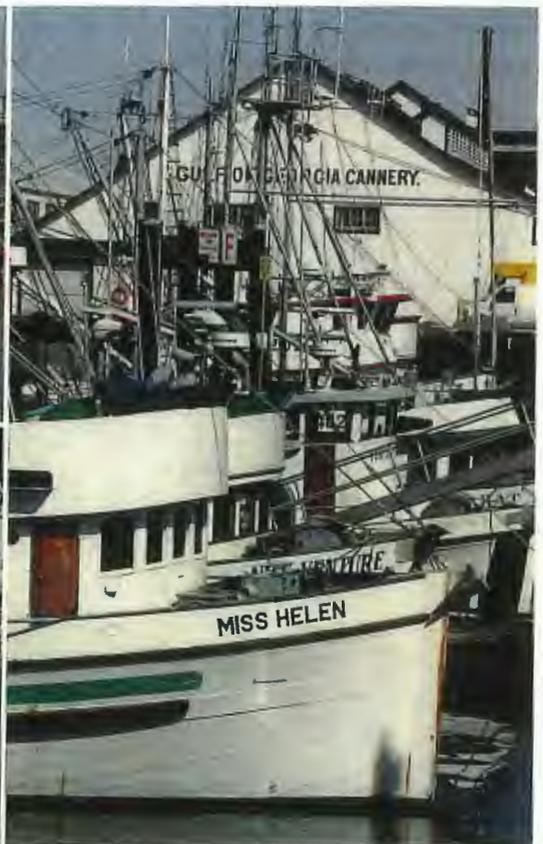


At evening classes, which were organized by the Japanese boat builders in Steveston to teach boat design and drafting, Mamoru learned the technical skills for designing the boats he built. Every boat that he built is unique and is built to the owner's specific requirements. The most noticeable difference is the cabins of the boat where the height was determined to suit the height of the owner. Also, the draft of the boats was altered to suit the specification of the engine and the size of the propeller. Thus every boat is different in its look and performance.

The total number of boats built prior to the Second World War is not known. It is estimated to be somewhere between 50 and 100 boats. All the boats were less than forty feet and because they were small and simply finished, one boat could be finished within a month.

During the period of evacuation in Vernon, Mamoru worked at the Coldstream Ranch as the head maintenance carpenter. There, he also designed and built several small clinker-built pleasure boats for the ranch manager for use on Kalamalka Lake.

Upon returning to Steveston in 1950 Mamoru started his boat building business at the foot of No. 2 Road and remained there until he retired in 1976. He established a reputation for building high quality boats with satisfied owners.



SCOTCH POND

STEVESTON, B.C.



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee      **Date:** October 20, 2023

**From:** Keith Miller, Director, Recreation and Sport Services      **File:** 11-7000-10-01/2023-Vol 01

**Re:** **Sports Facility Needs Assessment – Community Association and Society Engagement Update**

### Staff Recommendation

That the prioritized sport facility and infrastructure list be received and endorsed for consideration in future corporate facility or park plans as outlined in the staff report titled “Richmond Sports Facility Needs Assessment – Community Association and Society Engagement Update”, dated October 20, 2023, from the Director, Recreation and Sport Services.

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

Att. 3

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

## Staff Report

### Origin

At the September 24, 2019, Parks, Recreation and Culture Services Committee meeting staff received the following referral:

*That Staff work with the Richmond Sports Council and other stakeholders to develop a City of Richmond sport facility and infrastructure priority list for consideration in future corporate facility or park plans;*

At the September 28, 2021, Parks, Recreation and Cultural Services Committee meeting staff received a secondary referral:

*That East Richmond and Hamilton areas be included as potential sites for sport amenities in the Sports Council Facility Priorities Task Force.*

At the June 10, 2019, Council meeting, staff received the following referral:

*That the proposal and supporting documents from the Richmond Tennis Club be referred to staff to be considered with the City's Long Term Facility Plan.*

At the July 17, 2023, Council meeting staff received the following referral:

*That the staff report titled "Richmond Sports Facility Needs Assessment – 2023 Update" be referred back to staff for additional consultation.*

The purpose of this report is to present the results of additional consultation on the sports facility needs assessment, along with recommended next steps for Council consideration. This report also includes consideration of the Richmond Tennis Club proposal and a review of projects that could be considered for the East Richmond and Hamilton areas.

This report supports Council's Strategic Plan 2022-2026 Focus Area #4 Responsible Financial Management and Governance:

*Responsible financial management and efficient use of public resources to meet the needs of the community.*

*4.2 Seek improvements and efficiencies in all aspects of City business.*

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.*

This report supports the following action from the City of Richmond Wellness Strategy 2018-2023:

*Foster healthy, active and involved lifestyles for all Richmond residents with an emphasis on physical activity, healthy eating, and mental wellness.*

This report supports the following action from the Recreation and Sport Strategy 2019-2024:

*Active People and Vibrant Places: 4. Provide inclusive, safe and welcoming facilities and spaces for recreation and sports programs and services.*

## **Background**

In June 2018, Richmond Sports Council presented the “Richmond Sports Council’s Sports Facilities Needs Assessment 2018” to the General Purposes Committee, which summarized a list of requests and recommendations received from their member organizations. Initial assessment of the list showed that a number of the items required further review to understand the need and the priority of each item. Furthermore, it was identified that in order to develop a comprehensive prioritized list of sports facility and infrastructure requests that meet both the current and future needs of the sport community, a more fulsome assessment was required.

To build upon the work completed by Richmond Sports Council in 2018, staff worked with a Facilities Task Force (the Task Force) made up of representatives from School District No. 38 (Richmond), Richmond Sport Hosting and Richmond Sports Council to complete an expanded stakeholder engagement with local sport organizations and user groups, and to develop a Sport Facility Prioritization Framework (the Framework) to rank identified projects. The criteria used in the Framework are outlined in Attachment 1 and a list of representatives on the Task Force can be found in Attachment 2.

In July 2023, the Sport Facility and Infrastructure Prioritized List (the Prioritized List) was endorsed by the Task Force and Richmond Sports Council as well as presented to Council. Subsequently, staff were directed to complete additional consultation on the Prioritized List with the community associations and societies that provide community recreation services at the City’s community centres and arenas.

It should be highlighted that several significant amenity replacement or improvement projects have been completed, or are in progress since this assessment began. Completed projects include synthetic sport field upgrades at multiple parks, the installation of nine pickleball courts, upgrades to sand fields, the resurfacing of the Clement Track at Minoru Park and the purchase and upgrade of the Richmond Curling Centre. In addition, the Bowling Green Community Activity Centre project is in progress and the Hugh Boyd Community Facility and Fieldhouse was approved by Council as a Phase 2 Major Facilities Project for the period of 2016–2026.

## **Analysis**

### Consultation Process

In September 2023, a survey to elicit feedback on the Prioritized List and identify any additional sport facility needs was sent to the following community associations and societies:

- City Centre Community Association;
- East Richmond Community Association;
- Hamilton Community Association;
- Richmond Arenas Community Association (RACA);
- Sea Island Community Association;
- South Arm Community Association;
- Steveston Community Society;
- Thompson Community Association; and
- West Richmond Community Association.

In addition to the survey, staff attended each of the above organizations' monthly board meeting to provide an overview of the project, present the Prioritized List, review the survey questions and discuss questions about the project.

Once survey responses were received, staff met and followed up with representatives from the associations/societies to present and discuss the findings as well as ensure their feedback was accurately captured.

### Consultation Results

Survey responses were received from each of the association/society boards, and their feedback regarding sport facility needs is summarized in Attachment 3.

Of the nine respondents, eight of the community associations/societies supported the Prioritized List, with only the East Richmond Community Association indicating they did not, citing that the distribution of sport facilities in Richmond from west to east is unbalanced and suggesting that too much priority was given to baseball and softball facilities. Additionally, although the South Arm Community Association supported the list, they indicated that the Synthetic Turf Multi-Sport Field should be ranked higher than the Synthetic Turf Infield.

The majority of community associations/societies shared a desire to have facilities built in their neighbourhoods. Although site selection falls outside the scope of this project, these preferences will be reviewed further as part of a subsequent site assessment and selection process that will be required to determine recommended project sites for Council consideration.

Similar to the items identified in both the Richmond Sports Council's Sports Facilities Needs Assessment 2018 and the expanded stakeholder engagement with the local sports community, all associations/societies expressed the need to maintain existing sport facilities and identified potential infrastructure improvements such as resurfacing and upgrading basketball and tennis courts, improving field drainage, upgrading lighting, adding water fountains and spectator seating, and improving site signage. Several items regarding general park amenities were also

noted, including additional multi-use pathways, green space, outdoor circuit training equipment, dog park improvements and trail maintenance. While these items are out of the scope of this assessment, staff will continue to address these needs in collaboration with local sport organizations and community associations through annual asset maintenance and aging infrastructure renewal projects and through the upcoming Parks Asset Management Strategy, which is currently being developed.

A few comments were received that expressed the need for facilities that are either already well provided across the City or are already in progress. For example, additional outdoor tennis and basketball courts are currently well provided across the City; although as many associations/societies noted, these existing facilities would benefit from enhanced maintenance and improvements, including resurfacing and upgrading of equipment and amenities such as nets and seating. In addition, the future Capstan Community Centre will provide an indoor gymnasium suitable for badminton, pickleball, basketball and other gymnasium sports.

No new major sport facilities and infrastructure projects were identified through the consultation with the community associations and societies, and all but the East Richmond Community Association endorsed the list as presented. Furthermore, findings from this consultation were shared with the Task Force and Richmond Sports Council, and both reaffirmed their support for the Prioritized List.

Engagement with the community associations/societies, confirmed that the projects identified in the proposed Prioritized List accurately reflects the needs of the Richmond community.

#### Sport Facility and Infrastructure Prioritized List – Priority Projects

Those projects that ranked highest are prioritized in Table 1. The relative rank of each of the 14 projects remains unchanged and was determined by assessing each project with the Framework's criteria using supporting research, data and information that was gathered about each project. The estimated cost was determined through a Class D costing exercise, which has a potential variance of up to  $\pm 50$  per cent. Project costs will also vary as the scope and program for each facility is confirmed. These projects are experiencing increasing participation rates, are demonstrating growth in demand, are multipurpose in nature, meet the needs of multiple sport and community groups, and/or may also offer opportunity for unstructured use, benefiting the overall community. These projects align with major facility and parks planning processes and are recommended to move forward in future corporate facility or park plans in the one to ten year timeframe.

Table 1 – Sport Facility and Infrastructure Prioritized List – Priority Projects

<b>Rank</b>	<b>Project</b>	<b>Description</b>	<b>Estimated Cost (Class D Estimate)</b>
1.	Outdoor Pickleball Courts	An outdoor pickleball venue holding nine courts with lighting, including court surfacing, lining and netting.	\$1.43M
2.	Athletics Track and Field Facility	A rubberized track facility with amenities to support athletic events and community sport, and recreation needs, including lighting.	\$13.5M
3.	Synthetic Turf Infield	A synthetic turf baseball and softball infield with a portable mound, full size backstop, and fencing.	\$520K
4.	Covered Lacrosse Box	A covered lacrosse box for year-round use with a sport court surface and lines for multiple activities (lacrosse, ball hockey, soccer, tai chi), lighting, boards, team and officials benches, and movable bleacher seating.	\$8.4M
5.	Synthetic Turf Multi-Sport Field	A synthetic turf field for soccer, football and other field sports, including perimeter and end zone fencing, team benches, officials’ area, and lighting.	\$4.3M
6.	Steveston/London Softball Diamond	A softball diamond at the north end of Steveston/London field with gyro infield, backstop, dugouts, lighting and seasonal fencing. Includes shifting existing soccer and football field to the southern end of the park.	\$2.3M

Sports Facility and Infrastructure Prioritized List – Projects for Future Review

Projects that ranked lower on the Prioritized List are outlined in priority order in Table 2 below and are not recommended by staff to move forward at this time. Staff will continue to monitor and review these projects and should factors change, such as an increase in community need, or partnerships or funding opportunities be identified, staff will re-score the project and if merited, present it along with the most recent evidence to City Council for consideration.

Table 2 – Sports Facility and Infrastructure Prioritized List – Projects for Future Review

Rank	Project	Description	Estimated Cost (Class D Estimate)
7.	Richmond Tennis Bubble	A seasonal covering for two existing outdoor courts for fall and winter use.	\$3.1M
8.	Rugby Change Room Facilities	A replacement change room facility to support rugby league play.	\$700K*
9.	Wrestling Mat Space	An indoor multi-purpose space for wrestling with appropriate storage for wrestling mats.	\$4.0M
10.	Gymnastics Centre	A replacement facility, double in size, with large floor, foam pit and apparatus areas, with kitchen area, change rooms, reception, administration, and viewing area to support recreational and high performance gymnastics.	\$2.65M – \$5.3M**
11.	Multi-Sport Fieldhouse	A multi-sport indoor field house with indoor playing surfaces, multi-purpose space that supports year round use by a variety of sports and community recreation activities, including tournaments and community events.	\$88.0M – \$142.0M
12.	Richmond Tennis Clubhouse Renovation	Renovation of the existing tennis clubhouse to replace aging infrastructure and improve accessibility for recreational and competitive use.	\$1.12M
13.	Outdoor Archery Range	An outdoor archery range that meets Federation of Canadian Archers standards for event hosting.	\$2.2M
14.	Archery and Air Gun Facility	A replacement facility for air gun and archery training and competition.	\$2.0M**

\* A like-for-like modular replacement facility.

\*\* Tenant improvement of a shell space, does not include ongoing lease costs for the space.

#### East Richmond and Hamilton

Potential projects that were previously identified for consideration in East Richmond and Hamilton areas include an athletics track and field facility, a synthetic turf infield, and a synthetic turf sports field. As an outcome of engagement with the association/societies, pickleball courts and a covered lacrosse box will also be considered in the Hamilton area. Further review, as described in the “Next Steps” section below, will be required to determine recommended project sites for Council consideration.

**Next Steps**

Project scoring is based on current data available at the time of project evaluation. As new information becomes available and/or circumstances change, the scoring and ranked order of the projects could shift. It is also possible that new sport facility and infrastructure priorities emerge as a result of changes in the sport landscape. If either of these occur, staff will score the project using the Framework and if warranted, present the project for Council consideration.

This evaluation is the first step in the planning process. Although each project will have its unique considerations, further detailed planning and analysis will be required for each project to move forward, including:

- Confirmation of sport participation levels, community needs and benefits;
- Program development;
- Site assessment and selection;
- Refinement of capital and operating costs; and
- Public engagement and consultation.

With this information, staff would then bring forward each project for Council consideration through a specific report(s) or capital submission as appropriate for each. As with all capital submissions, any project that moves forward will be further ranked using the Council approved capital ranking criteria. Depending on the type and size of each facility or infrastructure project, the timeframe for completion could range from approximately one to seven years.

**Financial Impact**

None.

**Conclusion**

The continued provision of modern and well-maintained facilities that meet the current and future needs of residents is fundamental to supporting sport and physical activity in Richmond. As the population grows, and as sport and active recreation opportunities in the City continue to evolve and diversify, so do the demands for new, refurbished, and diverse sport amenities. A prioritized list of sport facility and infrastructure projects have been identified through a collaborative and comprehensive process utilizing evidence informed criteria.

Participation in sport allows for physical, creative and social opportunities that contribute to building healthy, connected individuals, and livable, vibrant communities. Continued investment in Richmond's sport facility inventory will contribute to achieving the City's Recreation and Sport Strategy 2019-2024 vision of being a leader in the planning and delivery of recreation and sports opportunities.

October 20, 2023

- 9 -



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



Mandeep Bains  
Manager, Community Services Planning and Projects  
(604-247-4479)

- Att. 1: Sport Facility Prioritization Framework
- 2: Facilities Task Force
- 3: Sport Facility Needs Assessment – Summary of Community Association Feedback

## Sport Facility Prioritization Framework

To provide transparency and objectivity in the evaluation process, projects were ranked using 10 weighted criteria that together provide an overall indication of the demonstrated need for a project.

Criteria	Description
City Policies and Strategies	Considers whether the project aligns with City strategies and community goals.
Multifunctional and Accessible	Considers whether the project is multipurpose, contributes to an equitable provision of services and facilities, and is accessible to the majority of community members as well as community sport groups.
Net Cost Impact	Considers the net cost impacts of providing the project to the community.
Demonstration of Market Need	Considers sport participation levels and the needs of the local sport community and sport user groups for the project.
Demographics and Population Growth	Considers Richmond's demographics, projected population growth and whether the project will provide an adequate level of service moving forward.
Sport Event Hosting	Considers whether the project would expand and enhance the City's current sport hosting capacity.
Trends and Leading Practices	Considers whether the project aligns with trends and leading practices such as those addressing physical inactivity and National Sport Organization guidelines.
Regional Sport Amenity Inventory	Considers the project against provisions offered in the region to avoid duplication and oversupply of sport amenities that should be offered regionally.
Municipal Comparisons	Considers the project against the sport amenity provisions of contextually comparable communities to better align amenities that should be offered locally.
Partnerships	Considers existing partnerships related to the project that could enhance service levels and more efficiently leverage public funds.

## Facilities Task Force

The Facilities Task Force included representatives from Richmond Sports Council, Richmond Sport Hosting, and School District No. 38 (Richmond).

### Richmond Sports Council Representatives

Stuart Corrigan	Richmond Sports Council Chair
Serj Sangara	Richmond Sports Council Director
Puneet Bains	Richmond Sports Council Director
Bob Jackson	Richmond Sports Council Lifetime Member
Navi Sekhon	Richmond Sports Council Director

### School District No. 38 (Richmond) Representatives

Nik Nashlund	School District No. 38 Athletic Liaison
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### Richmond Sport Hosting Representatives

Pam Lacroix	Manager, Richmond Sport Hosting
Jordan Schulmeister	Coordinator, Richmond Sport Hosting

## Sports Facility Needs Assessment – Summary of Community Association Feedback

The information below provides an overview of the feedback received from each of the community associations and societies regarding sport facility needs.

Organization	Supported the Prioritized List	Related Feedback
City Centre Community Association	Yes	Suggested City operated badminton courts within the City Centre area.
East Richmond Community Association	No	<p>Suggested a need for more sport amenities in the East Richmond area including a synthetic sport field, tennis courts and 3 on 3 basketball courts.</p> <p>Indicated that the distribution of facilities in Richmond is unbalanced in the east and suggested that too much priority was given to baseball and softball facilities on the Prioritized List.</p>
Hamilton Community Association	Yes	Suggested a need for more sport amenities in the Hamilton area, including a covered lacrosse box, pickleball courts, an athletic track & field facility, and a multi-sport field.
Richmond Arenas Community Association	Yes	No additional feedback given.
Sea Island Community Association	Yes	Suggested a need for pickleball courts, and an athletics track facility.

Organization	Supported the Prioritized List	Related Feedback
South Arm Community Association	Yes	Suggested a need for pickleball courts and basketball courts.  Indicated that the synthetic turf multi-sport field should be ranked higher than the synthetic turf infield.
Steveston Community Society	Yes	Suggested a need for pickleball courts and basketball courts.
Thompson Community Association	Yes	Suggested a need for a covered lacrosse box.
West Richmond Community Association	Yes	No additional feedback given.



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services  
Committee

**Date:** October 27, 2023

**From:** Todd Gross  
Director, Parks Services

**File:** 06-2345-20-GCIT1/Vol  
01

**Re:** Garden City Lands Soil Management Practices and Project Update

### Staff Recommendation

That the staff report titled “Garden City Lands Soil Management Practices and Project Update”, dated October 27, 2023, from the Director, Park Services be received for information.

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

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Sustainability & District Energy	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

## Staff Report

### Origin

At the November 26, 2019, Parks, Recreation and Cultural Services Committee meeting staff received the following referral:

*That Parks staff consider composting and soil remediation for the Garden City Lands at the Garden City Lands, and no compost from other facilities unless guaranteed of organic quality and free of contaminants.*

The purpose of this report is to respond to this referral and provide project updates on activities on the Garden City Lands (the Lands) further to the staff report titled “Garden City Lands Project Update”, dated September 23, 2022, where staff committed to providing regular project updates to Council.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

*Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.*

This report supports Council’s Strategic Plan 2022-2026 Focus Area #5 A Leader in Environmental Sustainability:

*Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.*

*5.2 Support the preservation and enhancement of Richmond’s natural environment.*

*5.4 Support agriculture and local food systems to enhance food security.*

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.*

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

### Analysis

#### Composting and Soil Amendments

At the November 26, 2019, Parks, Recreation and Cultural Services Committee meeting, where staff received the referral regarding composting and soil remediation practices on the Lands, it was discussed that staff consider options to implement large scale composting activities. The

origin of the referral was followed up with discussion by the Committee regarding the need to use more compost and organic amendments, free of inorganic debris often found in commercially sourced products.

In March 2023, the City received approval from the Agricultural Land Commission (ALC) to implement the Park Development Plan and vision for the Lands. While the overall, site-wide Park Development Plan for the Lands is comprehensive in scope, large scale composting was not included in the ALC's decision, as it was not part of the application approved by Council. Large-scale composting is inconsistent with the proposed park land use and would negatively impact park infrastructure and local air quality through malodourous fumes. However, successful small-scale composting approaches are currently being practiced at the Lands, as outlined below:

- Staff and Kwantlen Polytechnic University (KPU) have implemented a number of composting and soil practices to improve the soil's physical characteristics and nutrient content. These practices are consistent with the regenerative farming practices KPU conducts as part of their Sustainable Agriculture Farm Program curriculum.
- Every year, fall leaf collection occurs throughout the City's park system and the leaves are composted at various City facilities, such as the Gilbert Nursery and the Public Works Yard. This broad composting process is operated at various City facilities that have the appropriate area, equipment and infrastructure to support this activity. These leaves are turned into a beneficial soil amendment that is subsequently redistributed back into the park system as a soil amender and mulch. This benefits the soil by suppressing weed growth and preserving soil moisture. Throughout this process, the material is screened to remove plastics and other inorganic waste.
- The City has a contract with a commercial waste management company (GFL) to compost household green waste. GFL's compost amender product has been utilized on the Lands in several locations including along the perimeter path. Staff work with the provider to ensure minimizing the inclusion of inorganic debris, such as residential plastics. This product has not been used on KPU's farm, as it does not meet the standards consistent with the farm's certified organic status. KPU and staff have utilized other organic products including manures, peat-based farm soils and cover crops.

Applied on an annual basis, all of these products and sustainable agricultural practices have effectively improved the Lands soils' physical and chemical properties. This demonstrates that the soil quality of imported soils can be remediated with the application of compost and other organic soil amendments at the current scale and extent of these activities. Staff will continue to work with KPU to implement research-based innovations and techniques on soils imported onto the Lands.

#### Soil Placement and Remediation Practices

Staff continue to source appropriate soil from donor sites in Richmond, Delta and Surrey. Per Council's direction, staff import soils of suitable quality for the purposes of supporting farm activities and agricultural production on the Lands.

The City has ALC's approval to place soil in the area that the City has leased to KPU for its Teaching and Research Farm and the area west of the dike and south of the KPU Farm proposed for agricultural production (Attachment 1). All donor sites are extensively tested and approved by the City's Qualified Environmental Professional (QEP) prior to importation. Imported soils are identified based on their physical composition and chemical properties, to ensure the best quality soils are received by the Lands, to support planned agricultural activities. Whenever possible, staff source farm soil for importation to the Lands. This soil placement process results in revenue for the City as per the Garden City Lands Soil Fee Bylaw.

As imported soils contain various unwanted materials due to their original site use, staff have implemented processes to separate the soil from these unwanted materials. Imported soils are screened (on an as-needed basis) for both organic (e.g., tree branches and roots) and inorganic debris (e.g., stone, concrete, plastics and garbage) and staff have increased oversight during excavation at the source site. The resulting remediated soils are then graded level and KPU begins managing the soils.

### Project Activities

The following is a summary of current activities related to this project since fall, 2022.

#### *Planting*

Following up on the work completed in 2022, the second phase of the perimeter path-planting project (along Westminster Highway and Garden City Road) proceeded in the first half of 2023. In keeping with the future agriculturally focused activities planned for the western half of the site, non-native, fruit-bearing trees were planted along the Garden City Road frontage as a demonstration for residents of flowering and fruit-bearing trees which support beneficial insects, pollinators, and birds in the home landscape. With the completion of this phase of planting, no additional large-scale planting projects remain.

#### *Sphagnum Moss Relocation and Bog Management*

The transplanting and propagation of Sphagnum moss, led by KPU staff who provide technical and mechanical support, continues. The Sphagnum moss propagation program KPU has initiated is an example of the mutually beneficial relationship between the City and KPU in the management of the Lands.

These efforts support City staff's site-wide monitoring of water levels (to maintain existing moisture levels in peat soils), invasive species management and enhancing native biodiversity on the Lands.

In fall of 2023, KPU staff identified a rare flowering plant called the Vancouver Island Beggarticks (*Bidens amplissima*) (Attachment 2) at several locations throughout the site, including a large area in the bog, as well as in areas currently cultivated, as part of the KPU Teaching and Research Farm. Following KPU's recommendations, the City has implemented management practices to minimize adverse impacts to this plant. Recommendations have been incorporated into the City's on-site annual mowing program and further measures will be considered as the development of the Lands proceeds over the coming years.

### *Soil Remediation Study*

The ongoing Soil Remediation Study saw a number of steps taken this year to bring this phase of the project closer to completion. Stantec completed extensive testing and based on the results, existing soil that was deemed contaminated, per BC CSR standards, was removed to a licenced facility. Once removed from the site, additional testing of the excavated areas was completed to ensure all contaminated soil was removed. New material, meeting Agricultural Land soil standards, was imported to backfill the excavated areas.

There are areas on the Lands which contain contaminated soils, but are also where future park-related plans indicate little or no disturbance. For example, this includes the bog on the eastern half of the Lands. Following established industry practices and applying the BC CSR standards, the QEP has determined these soils to be adequately managed due to the limited potential for human contact and/or concentrations do not meet the threshold for additional investigation.

The current work plan does not foresee additional soil removal and disposal to an off-site soil disposal facility. Stantec is finalizing the data requirement tasks related to preparing a submission to the Province for a Certificate of Compliance for the Lands. If approved without any conditions or monitoring requirements, the soil remediation study will be complete.

### *Kwantlen Polytechnic University Farm Area*

KPU continues to actively farm the portion of the site originally established in 2017, and work on the planning and design of the proposed barn structure, which is expected to be installed by spring 2024. KPU has received grant funding for their community outreach and educational activities, including summer programming for youth.

Staff are continuing efforts to source soil for the remaining part of the KPU farm area still requiring additional fill before food production proceeds. To date, KPU has seeded cover crops to minimize weed growth, provided habitat for beneficial insects and enhanced soil conditions.

### **Financial Impact**

None.

### **Conclusion**

As the City continues to develop the Garden City Lands under the recently approved ALC process, staff will collaborate with KPU on several aspects of the site's development, including sustainable soil management of imported soils through composting, incorporating soil amendments and planting cover crops. Staff will also work with KPU and community stakeholders on bog preservation efforts and identifying new opportunities to preserve and cultivate rare native plants.

The Soil Remediation Study is expected to be completed in 2024, with staff continuing to identify appropriate soils for the development of the future fields, as well as composting

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opportunities consistent with the intended use of the site. As work proceeds, staff will continue to provide periodic updates to Council.

A handwritten signature in black ink, appearing to read 'Alex Kurnicki', with a horizontal line underneath.

Alex Kurnicki  
Manager, Parks Programs  
(604-276-4099)

Att. 1: Garden City Lands Site Plan (Fall 2023)

Att. 2: Vancouver Island Beggarticks (*Bidens amplissima*) Information Sheet

### Garden City Lands Site Plan (Fall 2023)



Not to Scale



Vancouver Island Beggarticks (*Bidens amplissima*)  
Information Sheet

