



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

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

**Tuesday, June 25, 2024  
4:00 p.m.**

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MINUTES

**PRCS-4**      *Motion to adopt the **minutes** of the meeting of the Parks, Recreation and Cultural Services Committee held on May 28, 2024.*



NEXT COMMITTEE MEETING DATE

July 17, 2024, (tentative date) at 4:00 p.m. in the Anderson Room.

DELEGATIONS

**PRCS-10**    1.    Gordon Farrell, President, and David Yan, Vice President, Richmond BC Pickleball Association (RBCPA), to delegate on the **current demand for pickleball courts in Richmond.**

COMMUNITY SERVICES DIVISION

- 2. **HERITAGE BOAT RESTORATION PROGRAM AT BRITANNIA SHIPYARDS**  
(File Ref. No. 11-7141-01) (REDMS No. 7705815)

PRCS-15

[See Page PRCS-15 for full report](#)

*Designated Speaker: Rebecca Clarke*

STAFF RECOMMENDATIONS

- (1) *That the pilot Heritage Boat Restoration Program as detailed in the staff report titled “Heritage Boat Restoration Program at Britannia Shipyards”, dated May 27, 2024, from the Director, Arts, Culture and Heritage Services, be endorsed;*
- (2) *That funding Option 1 – One-Time Additional Levels to support a pilot Heritage Boat Restoration Program for 2025 and 2026 be considered as part of the 2025 budget processes;*
- (3) *That the development of a site concept plan for Britannia Shipyards as detailed in the staff report titled “Heritage Boat Restoration Program at Britannia Shipyards”, dated May 27, 2024, be endorsed; and*
- (4) *That funding of \$80,000 to support the development of a site concept plan be considered as part of the 2025 budget process.*



- 3. **RICHMOND ARTS STRATEGY 2025–2029**  
(File Ref. No. 11-7000-01) (REDMS No. 7663277)

PRCS-33

[See Page PRCS-33 for full report](#)

*Designated Speaker: Liesl Jauk*

STAFF RECOMMENDATIONS

- (1) *That the current Council-endorsed Richmond Arts Strategy 2019–2024 Vision and Guiding Principles be reaffirmed to guide the development of the updated Richmond Arts Strategy 2025-2029; and*

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(2)    *That the proposed scope of work for the updated Richmond Arts Strategy 2025–2029 as presented in the report titled, “Richmond Arts Strategy 2025–2029”, dated May 24, 2024, from the Director, Arts, Culture and Heritage Services, be endorsed.*

4.    **MANAGER’S REPORT**

**ADJOURNMENT**



## Parks, Recreation and Cultural Services Committee

Date: Tuesday, May 28, 2024

Place: Council Chambers  
Richmond City Hall

Present: Councillor Chak Au, Chair  
Councillor Michael Wolfe, (by teleconference)  
Councillor Laura Gillanders  
Councillor Andy Hobbs  
Councillor Bill McNulty

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 April 23, 2024, be adopted as circulated.*

**CARRIED**

### AGENDA ADDITIONS AND DELETIONS

The Chair advised of the following additions:

- 3316 Sidaway Road Property be added as Item 3A; and
- Outdoor Pools be added as item 3B.

### COMMUNITY SERVICES DIVISION

1. **NO. 3 ROAD BARK PARK PROPOSED ENHANCEMENTS UPDATE**  
(File Ref. No. 06-2345-20-N3RP1) (REDMS No. 7666041)

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Jesse Li, HUB Cycling, spoke to the need for keeping a cycling connection through Bark Park, noting the multi-use trail has been present along the South Dyke Trail before the establishment of Bark Park in 2001. Mr. Li further noted that this is a high demand trail for all types of cyclists and until the Steveston Multi-use pathway is complete, this is the only commuter route to the George Massey bike shuttle.

Jerome Dickey, Richmond resident, spoke on his support for the Core Area Enhancement Option E and the West Entrance Enhancement Option D noting that a new multi-use path along the north side will provide physical segregation of dogs and bikes and improve safety at Bark Park.

Michele Cloete, Richmond resident, spoke on the volume of park users, cyclists traveling at high speeds, and altercations between dog owners and cyclists. Ms. Cloete supports the physical separation of dogs and cyclists so that everyone can safely enjoy the park. She further expressed that the temporary barriers are a good step to increase safety but observed that the barriers are being emptied and moved.

Mark Smith, Richmond resident, spoke to the impact of the temporary traffic calming barriers in helping to reduce the number of cyclists with some using alternate routes. Mr. Smith supports the separation of cyclists and dogs using fencing and gates, adding that the option to build a new multi-use trail on the north side of Bark Park will eliminate the safety concerns.

In response to queries from Committee, staff advised that (i) the temporary water barricades and a-frame wooden barriers were installed, (ii) e-bikes are allowed on the trail systems but e-scooters are not allowed on non-paved pathways, (iii) the West Entrance Enhancement Option D would retain more trees, (iv) bike speed enforcement is the responsibility of the RCMP and staff will liaise with the RCMP on Bark Park, (v) safety options include physical separation of the user groups, including the potential to add check-in gates to slow down cyclists and speed bumps, (vi) HUB Cycling has been informed of our safety concerns and options, (vii) adjusting chicanes and/or adding in speed bumps is dependent on the location within the park, and (viii) there is no plan to add more trees to Bark Park at this time.

A brief discussion ensued with respect to the options brought forward, geotechnical requirements and timelines.

As a result of the discussion, the following **motion** was introduced:

It was moved and seconded

*That staff proceed with Option E of the Core Area Enhancement Options and Option D of the West Entrance Enhancement Options, as outlined in the staff report titled "No. 3 Road Bark Park Proposed Enhancements Update", dated April 29, 2024, from the Director, Parks Services, be approved.*

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The question on the motion was not called as discussion ensued on the following:

- the conflicts point on the east and west sides of Bark Park need to be addressed to make it as safe as possible;
- installing a cyclist only pathway may exacerbate the already known speed and safety issues;
- the east and west side pathways of Bark Park are multi-use pathways and are for all users including dogs on leash; and
- the consideration of a cyclist dedicated bike lane for commuter cyclists along the road.

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

Discussion then took place on the addition of fencing and gates on-site, and as a result the following **motion** was introduced:

It was moved and seconded

*That staff immediately address safety issues and enhance them by installing fences and gates on the east and west sides of Bark Park, install signage that marks the cycling path in Bark Park, signage to inform the public of upcoming projects and contact information for bylaw officers.*

**CARRIED**

Discussion ensued with regard to cycling lanes in the area, and as a result the following **referral motion** was introduced:

It was moved and seconded

*That staff investigate the feasibility and cost to establish a single or bi direction cyclist lane from the Dyke on No. 3 Road, north to Finn Road, east on Finn Road to Garden City Road, south on Garden City Road to Dyke Road with the current speed limit of 50 km/hr and at the proposed reduced 30 km/h speed limit. To be brought back as soon as possible.*

**CARRIED**

Discussion ensued with regard to motor vehicle speed limits in the area, and as a result the following **referral motion** was introduced:

It was moved and seconded

*That staff investigate the process to reduce the motor vehicle speed along No. 3 Road, north to Finn Road, east on Finn Road to Garden City Road, south on Garden City Road to Dyke Road from the current 50 km/h to 30 km/h.*

**CARRIED**

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It was moved and seconded

*That staff investigate the process to reduce the motor vehicle speed to 30 km/h along Dyke Road from No. 2 Road to No. 5 Road.*

**CARRIED**

Discussion then took place on the staff recommendation to analyze potential trail enhancements around the Crown Packaging site, and as a result the following **referral motion** was introduced:

It was moved and seconded

*That staff further analyze the impacts and costs of widening the existing trail located within the statutory right of way over 13800 No. 3 Road, around Crown Packaging, and report back.*

**CARRIED**

*Councillor Carol Day left the meeting (5:22 p.m.) and did not return.*

**2. BOWLING GREEN COMMUNITY ACTIVITY CENTRE PUBLIC ART CONCEPT PROPOSAL**

(File Ref. No. 11-7000-09-20-283) (REDMS No. 7598942)

It was moved and seconded

*That the concept proposal Welcome by artist Luke Ramsey, as presented in the report titled “Bowling Green Community Activity Centre Public Art Concept Proposal,” dated April 11, 2024, from the Director, Arts, Culture and Heritage Services, be approved*

The question on the motion was not called as a brief discussion ensued in regard to the artist selection process and the shortlisted artists submissions.

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

**3. RICHMOND COMMUNITY WELLNESS STRATEGY (2018–2023) — PROGRESS UPDATE 2022–2023**

(File Ref. No. 11-7000-01) (REDMS No. 7653971)

Staff presented the Community Wellness Strategy 2018-2023 video (copy on file, City Clerk’s Office), highlighting achievements on improving wellness of Richmond residents.

In reply to queries from Committee, staff advised that (i) the five Focus Areas are relevant and will continue in 2025, (ii) collaborations and partnerships with several organizations are key to implementing wellness initiatives, (iii) staff will report back on the Richmond COVID-19 SPEAK 2 Survey metrics, and (iv) an event plan with recommendations for 2025 as well as a report highlighting this year’s events is forthcoming.

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It was moved and seconded

- (1) *That the staff report titled, “Richmond Community Wellness Strategy (2018–2023) —Progress Update 2022–2023”, dated April 17, 2024, from the Director, Recreation and Sport Services, be received for information; and*
- (2) *That the achievements document, Richmond Community Wellness Strategy (2018–2023)— Progress Update 2022–2023 be posted on the City website and distributed to key community partners and organizations including, but not limited to, Richmond School District No. 38, Vancouver Coastal Health, Community Associations and Societies, and the Aquatic Advisory Board for their information.*

**CARRIED**

**3A. 3316 SIDAWAY ROAD PROPERTY**

Discussion ensued with regard to potential property use of 3316 Sidaway Road, and as a result the following **referral motion** was introduced:

It was moved and seconded

*That staff examine the potential use of the Go Kart Track property for the purpose of sport and report back as soon as possible.*

**CARRIED**

**3B. OUTDOOR POOLS**

Discussion ensued on waiving user fees for the City’s outdoor pools in the Summer, and as a result the following **referral motion** was introduced:

It was moved and seconded

*That staff investigate the cost to the city of offering free admission to all participants for the two outdoor pools during the months of June to September.*

**CARRIED**

**4. MANAGER’S REPORT**

- (i) *Greg Walker Celebration of Life*

A celebration of life will be held on Saturday June 22, 2024 at 2:00 p.m. at South Arm United Church.

- (ii) *Dolphin Neighbourhood Park – Basketball Court Upgrades*

In response to query from Committee, staff advised that they are working on measures to improve the basketball nets and backboards. Staff also noted that chain nets are used to deter vandalism and/or theft and are installed depending on the park’s location.



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**ADJOURNMENT**

It was moved and seconded  
*That the meeting adjourn (5:53 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, May 28, 2024.

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Councillor Chak Au  
Chair

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Andrea Mizuguchi  
Legislative Services Associate

## **Parks, Recreation and Cultural Services Committee meeting (June 25<sup>th</sup>, 2024)**

Thank you for this invitation to speak to you. This brief is an overview of the presentation Richmond BC Pickleball Association (RBCPA) will be bringing forward.

RBCPA is grateful for the existing 9 pickleball courts in Richmond parks. However, pickleball's popularity has rapidly grown in recent years resulting in an immediate demand for additional outdoor courts in Richmond.

### **OVERVIEW**

- RBCPA membership has experienced substantial growth, increasing from approximately 75 members in 2020 to 713 members as of June 7, 2024. Notably, 77% of the membership resides in Richmond.
- The existing 9 outdoor pickleball courts are unable to meet the current demand of both our members and the public.
- Recent growth in Pickleball participation has been seen across multiple age groups and demographics -- it is no longer just a game for seniors. Our members range from 13 to 84 years old, highlighting the inclusivity of this sport. Please refer to Appendix 1 for a Demographic Summary as of June 7<sup>th</sup>, 2024.

### **BENEFITS**

- Pickleball promotes physical activity and supports an environment for social interaction. It helps to keep older adults in Richmond connected and active, aligning with the vision of Richmond's Seniors Strategy (2022-2032) "that seniors living in Richmond are safe, respected, healthy and engaged in their communities."
- Pickleball is an inclusive sport that appeals to both female and male players. RBCPA's membership base is split between 47.5% female and 52.5% male participants.
- Pickleball contributes to an active, vibrant community.
- Pickleball is an accessible, low financial barrier sport.
- RBCPA promotes volunteerism through a Court Ambassador program.
- RBCPA contributes to local charities through donations from tournaments and fundraising (Since 2020: \$12,000 to KidSport Richmond and \$7,043 plus 35 boxes of food to the Richmond Food Bank).

## **DEMAND**

- In Richmond, pickleball is one of the few sports that can be played all year round. Many of the Richmond community centres are over subscribed for indoor play and often sessions are full within minutes of registration beginning. Building additional outdoor courts would alleviate such demand.
- Pickleball's lower entry barriers contribute to its popularity, with the relatively low costs of a paddle, ball and court shoes. Public outdoor courts further enhance accessibility by offering free play opportunities.

## **CONCLUSION**

In conclusion, we would like to reiterate that the existing 9 pickleball courts in Richmond no longer meet the demand and we hope that Council will consider more additional pickleball courts in the 2025 budget process.

We wish to extend an invitation to each one of you to come out with your families and play one of the fastest growing sports in North America.

Thank you for your time today, we are happy to take questions.



**Membership Summary**  
As of June 7, 2024

Demographic Summary - by region	Richmond	Vancouver & North Shore	Delta & Surrey	Burnaby & New West	Other	Total							
# of members	549	84	57	14	9	713							
%	77.0%	11.8%	8.0%	2.0%	1.3%	100.0%							
Female %	49.2%	39.3%	49.1%	35.7%	33.3%	47.5%							
Male %	50.8%	60.7%	50.9%	64.3%	66.7%	52.5%							
Median Age: Female	60	55	59	43	58	59							
Male	59	54	58	49	45	58							
Overall	60	55	58	46	58	59							
	F	M	F	M	F	M	F	M	F	M	F	M	Overall %
# under 21	1	3		1							1	4	0.7%
21 - 30	17	36	2	5	1	1	1	2		3	21	47	9.5%
31 - 40	11	21	4	5		2	1	2	1		17	30	6.6%
41 - 50	27	20	4	5	2	1	3	1			36	27	8.8%
51 - 60	82	69	15	17	13	15		2	2	1	112	104	30.3%
61 - 70	99	81	8	15	12	7		1		2	119	106	31.6%
over 70	33	49		3		3		1			33	56	12.5%
<b>TOTAL:</b>	270	279	33	51	28	29	5	9	3	6	339	374	100.0%
Youngest / Oldest:	14 / 85	14 / 77	23 / 77	26 / 78	26 / 66	14 / 85							

Postal Code for Richmond			
	PC	#	%
NORTHEAST	V6V	14	2.6%
SOUTHEAST	V6W	3	0.5%
NORTH	V6X	58	10.6%
CENTRAL	V6Y	97	17.7%
SOUTHEAST	V7A	59	10.7%
SEA ISLAND	V7B	6	1.1%
WEST	V7C	98	17.9%
SOUTHWEST	V7E	214	39.0%
	TOTAL	549	100.0%

2024-06-07 v1



A typical busy day at the courts = 8 groups of 4 paddles (players) waiting. That equates to 24 players playing on the 6 courts and 32 players waiting for their turn to play on a court!

The paddle rack rotation system was purchased and installed by the RBCPA at both Hugh Boyd Park and South Arm Park pickleball courts.



Spectators watching one of many games at the RBCPA Charity and Fundraising Tournament.



**\$7,000 Donation to KidSport Richmond**

Dominic Au, Maggie Keatley, Geoff Chong, Basil Quan, Gordon Farrell, Alexa Loo, Ingrid Defert, Tony Wong-Hen, Even Dunfee



**Richmond Food Bank**

\$1,638 cash donation and 20 boxes of food in 2022



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee      **Date:** May 27, 2024

**From:** Marie Fenwick, Director, Arts, Culture and Heritage Services      **File:** 11-7141-01/2024-Vol 01

**Re:** **Heritage Boat Restoration Program at Britannia Shipyards**




### Staff Recommendations

1. That the pilot Heritage Boat Restoration Program as detailed in the staff report titled “Heritage Boat Restoration Program at Britannia Shipyards”, dated May 27, 2024, from the Director, Arts, Culture and Heritage Services, be endorsed;
2. That funding Option 1 – One-Time Additional Level up to \$317,000 to support a pilot Heritage Boat Restoration Program for 2025 and 2026 be considered as part of the 2025 budget processes;
3. That the development of a site concept plan for Britannia Shipyards as detailed in the staff report titled “Heritage Boat Restoration Program at Britannia Shipyards”, dated May 27, 2024, be endorsed; and
4. That funding of \$80,000 to support the development of a site concept plan be considered as part of the 2025 budget process.

*CM Fenwick*

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

Att. 4

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

## Staff Report

### Origin

On October 11, 2022, Council approved in principle Part 2 of the report, “Steveston National Historic Site: “Fisheries Museum of the Pacific”, pending summation of public input and further staff input. Part 2 of this report included seven recommendations relating to heritage boats and boat restoration at Britannia Shipyards National Historic Site. This included four recommendations on the restoration and display of existing boats, two recommendations on the acquisition of new boats, and the recommendation that, “A shipwright should be hired now, new volunteers encouraged, and movie funds used for repairs and annual maintenance of boats”.

On November 14, 2023, Council endorsed the *Steveston Heritage Sites Interpretive Framework* which highlights four stories central to Steveston’s history and heritage: Fishing, Farming, Community Life, and Transportation Hub. Within the story of Fishing, are the sub-stories The Catch; Fishing Techniques and Traditions; Processing the Catch; and The Fishing Fleet. Additionally, this Framework identifies gaps in the current interpretation of Steveston’s heritage which includes interpretation of the evolution of West Coast fishing methods and boats. Included in this Framework were the following interpretive goals for 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.

At the Parks, Recreation & Cultural Services Committee meeting held on May 25, 2016, staff received the following referral:

*That staff examine options to restore The Fleetwood as an indoor civic art project using the City’s Public Art Reserve Fund and report back.*

At the Parks, Recreation & Cultural Services Committee meeting held on December 11, 2023, staff received the following referral:

*(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 boat; and (5) That staff report back to Committee with an update in May 2024.*

The purpose of this report is to provide information on a proposed pilot Heritage Boat Restoration Program at Britannia Shipyards, to seek Council endorsement of this program and associated costs, and to seek Council support for the development of a site concept plan for Britannia Shipyards. The proposed Heritage Boat Restoration Program takes into account previous Council approved documents and provides information in response to the recommendations and two referrals above.

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.*

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

## **Analysis**

### **Background**

Britannia Shipyards National Historic Site (Britannia Shipyards) is an 8-acre heritage park providing local residents and visitors from around the world the opportunity to experience Richmond's maritime and cultural heritage. As the oldest shipyard community in British Columbia, it has undergone many transformations since the original cannery was built on the waterfront in 1889. The site was once a thriving community of boatyards, canneries, residences and stores comprising a labyrinth of about 90 buildings connected by wooden boardwalks. Today, the site interprets the boatbuilding and repair traditions of the past in the Britannia Shipyards building, the Murakami Boatworks, and the Richmond Boat Builders building.

In 2014, Council endorsed the following 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".

In 2018, Council endorsed the *Britannia Shipyards National Historic Site Strategic Development Plan* which identified the following priority initiatives relating to the restoration and display of heritage boats:

- Conduct preparatory work to assess viability of additional boat building and repair activities on site; and
- Develop recommended options for the restoration and display of heritage boats for Council's consideration.

The site's mission, strategic priorities, interpretive goals which have developed over the past 10 years, articulate the importance of heritage boats and the activity of wooden boat building and repair to Britannia Shipyards. These activities and accompanying interpretation offer numerous benefits to the site and its visitors by:

- Providing distinctive feature attractions that draw new visitors to the site and engage recurring visitors;
- Offering memorable, real-life experiences of Steveston's historical activities for visitors;
- Keeping alive Steveston's traditions of wooden boat building;
- Illustrating the stories of Steveston's diverse boat building community; and
- Preserving unique boats significant to Steveston.

This report proposes a path forward to support the ongoing restoration, preservation and presentation of heritage boats and wooden boat building activities at Britannia Shipyard to help achieve the mission, priorities and goals previously endorsed by Council. These activities will position Britannia Shipyards as unique in the region and strongly appeal to both local residents and visitors.

#### Existing Heritage Boats

Historically, the businesses at the Britannia Shipyards serviced or built boats connected to the fishing industry. The Britannia Shipyard building mainly serviced seine net boats, while the Richmond Boat Builders and Murakami Boatworks buildings served to build or repair gillnet boats. As the mainstay of the salmon fishing industry, gillnet boats would have been plentiful in Steveston throughout the 20th century. There are currently three examples of gillnet boats (*Silver Ann*, *Starliner* and *Crystal S*) and no examples of a seine boat in the Britannia Shipyards collection. See Attachment 1 for an archival image of Britannia Shipyards site.

There are currently eight powered heritage boats at Britannia Shipyards. Boats on display include the *Silver Ann*, the tugboat *MV Burnaby*, the captain's gig *Portage Queen*, and the fishing launch *Small Fry*. Further information about these four boats can be found in Attachment 2.

There are four other boats in need of restoration or rebuild, should there be a desire for them to be displayed. Of the four, the *Crystal S* is the only boat approved for restoration and funding provided. Recently, it has been determined that the *Starliner* cannot be restored. Staff are in the process of documenting the boat with deconstruction planned for summer 2024. Future plans for the *Iona*, *Fleetwood* and *Starliner* will be the subject of future reports to Council which will present, if relevant, a rationale for restoration, a display plan for the restored boat, and a funding request to support these actions. Attachment 3 provides images of the *Iona*, *Fleetwood* and *Starliner*.

Table 1 below provides information on the history and condition of these four boats. Information in Table 1 is based on available historical documentation and a contextual heritage analysis conducted in 2021 by fishing boat expert, Alan Haig-Brown. Restoration costs in Table 1 were provided by a qualified shipwright and include costs for restoration of the wood elements of the boats with the work done in house led by the Shipyard Operations Supervisor. Estimated costs do not include additional staffing, mechanical work, display bases/foundations, boat covers or other interpretive elements.

Table 1: Description of Boats Requiring Repair

Name	Description	Historical Provenance	Current Status	Restoration Needs and Cost*
<b>Crystal S</b>	<ul style="list-style-type: none"> <li>37 ft. wooden combination gillnetter/troller fishing boat</li> <li>Designed and built in 1963 at Sakamoto Boat Works in Steveston</li> </ul>	<ul style="list-style-type: none"> <li>Representative of Japanese Canadian boat building and a reflection of Japanese Canadian resiliency</li> <li>Fished out of Steveston by Sakamoto family until 2021</li> <li>Complete with cabin fit out and fishing gear</li> </ul>	In storage at Steveston Harbour Authority	Somewhat deteriorated – estimated additional restoration costs are \$78,300
<b>Iona</b>	<ul style="list-style-type: none"> <li>38 ft. wooden fisheries collector Boat</li> <li>Built around 1937 by unknown builder</li> </ul>	<ul style="list-style-type: none"> <li>Representative of collector boats that collected salmon from the gillnet boats on the Fraser River</li> <li>Worked for Nelson Brothers Fishing Company and operated by Leonard Koyanagi out of Steveston for many years</li> <li>Purchased from the Canadian government in 1942, possibly one of the boats confiscated from Japanese Canadians during World War II</li> <li>Originally built as a double ender and modified in the 1950s to enlarge the hold</li> </ul>	In storage at Britannia Shipyards	Significantly deteriorated – estimated additional restoration costs are \$115,000
<b>Fleetwood (originally Skeezik)</b>	<ul style="list-style-type: none"> <li>57 ft. wooden speed boat originally built to carry cargo</li> <li>Built in 1930 by Vancouver Shipyard in Vancouver, BC</li> </ul>	<ul style="list-style-type: none"> <li>Built to transport contraband liquor from Canada to the US during prohibition</li> <li>Extensively modified in 1934 to convert to a pleasure yacht</li> </ul>	In storage at Britannia Shipyards	Significantly deteriorated – estimated restoration costs are \$140,000
<b>Starliner</b>	<ul style="list-style-type: none"> <li>36 ft. wooden gillnet fishing boat</li> <li>Designed and built in 1963 by Lubsinski family in Whonnock, BC</li> </ul>	<ul style="list-style-type: none"> <li>Representative of mid-century gillnet fishing boats</li> <li>Last boat built by the Lubsinski brothers who had successful Richmond ship wheel business</li> <li>Fished by Ted Lubsinski and later by his son, Terry on the Fraser River</li> <li>Unique streamline design to better handle exposed waters</li> </ul>	In storage at Britannia Shipyards - staff are in the process of documenting and salvaging important elements of the boat.	A plan is in place to dispose of the <i>Starliner</i> in summer 2024. Potential to rebuild, integrating salvaged elements – estimated costs for this are \$210,000

\*Costs are in addition to Shipyard Operations Supervisor wages

Future boat restoration would focus on bringing boats up to dry land display quality, with limited work on interior or mechanical systems. This restoration would allow for boats to be in the water for short periods to move them in and out of the ways if necessary. Currently, there are two operational boats on site (*Silver Ann* and *Small Fry*) which are adequate to support the site's programming needs. Therefore, it is not recommended that additional boats be restored to be operational, due to the added resources required to support ongoing maintenance and operation. Additionally, there are greater opportunities for public to view boats displayed on land.

### Heritage Boat Restoration Program

A two-year pilot Heritage Boat Restoration Program (Program) at Britannia Shipyards would bring to life the site and provide unique and memorable experiences to visitors that illustrate Steveston's unique heritage. In addition to completing the restoration of the *Crystal S*, other activities such as wooden boat building classes or workshops could be offered. This Program would provide opportunities for volunteers and/or apprentices to participate in the preservation of heritage boats at Britannia Shipyards.

This Program would allow public to engage with heritage boat building by:

- Viewing boat restoration and building in process;
- Speaking with shipwrights or others with knowledge of historical wooden boat building; and
- Learning the techniques of wooden boat building through hands-on interactive stations, programs, and/or internships.

The Program would be housed in the Richmond Boat Builders, a historic boat building facility original to Britannia Shipyards, which can accommodate restoration of boats up to 40 feet in length. The majority of boat restoration would take place in this facility with the exception of the removal of contaminated surface coatings which would be done off-site at the start of a project. The Britannia Shipyards site map (Attachment 4) shows the location of the Richmond Boat Builders.

Prior to 2018, the Britannia Shipyards National Historic Site Society (Society) oversaw boat building activities at the site in the Richmond Boat Builders. Due to safety issues, this program was paused and the building closed for a number of years while it was cleared of lead contamination and had envelop remediation work completed. Since 2018, the Society has shifted their purpose and is no longer interested in overseeing this complex program activity.

The re-fit of the Richmond Boat Builders for boat restoration was supported by the Destination Development Fund grant from the Province of BC. The grant included funding for tools, equipment, furnishings and initial materials necessary to begin a boat restoration program. It is anticipated that this funding will be spent by the end of 2024 and additional funding will be required to support a Heritage Boat Restoration Program.

This Program as outlined, would position Britannia Shipyards as one of very few attractions in North America which provide general public the opportunity to learn about heritage boats both through interpretative displays and active heritage boat restoration.

In the immediate term, planning is underway for the restoration of the *Crystal S*. In April 2024, the City received grant funding for the creation of a new exhibit on Japanese Canadian boat builders. Included in this grant, is funding to support the restoration and display of the *Crystal S*. The acquisition of the *Crystal S* is in progress with surface preparation work on the *Crystal S* expected to start in July 2024 at the Steveston Harbour Authority. The boat will be moved to Britannia Shipyards in Quarter three of 2024 to complete the remainder of the restoration. This project is expected to take 18–24 months.

In addition to the *Crystal S*, the restoration of the *Iona*, *Fleetwood* or another boat offered for donation, as well as the reconstruction of the *Starliner* could be future projects for the site. Should there be no major project identified, boat restoration/building activities would focus on the care of existing boats and the offer of a variety of wooden boat building programs for individuals, e.g. skiff building workshop.

Once complete, restored boats should be displayed under cover to protect them from the elements and ensure the investment in restoration is preserved as much as possible. Properly restored boats displayed under cover will have minimal ongoing maintenance costs, generally only requiring a new coat of paint every few years. Currently, the site's only covered boat display is in the Britannia Shipyard building on the slipways. At this time the *MV Burnaby* is displayed on the West ways. The *Crystal S* will be displayed on the East ways once her restoration is complete.

### Site Concept Plan

Early planning for Britannia Shipyards as a heritage attraction, included spaces for heritage boat restoration. The 1998 *Steveston Community Industrial Adjustment Study (Cornerstone Report)* provided a concept for the site's future development, which included facilities for boat building and restoration and multiple opportunities for covered boat displays. Since this time, the site has evolved and the vision in the *Cornerstone Report* can no longer be implemented.

Staff recommend undertaking a site concept plan for Britannia Shipyards to provide a vision for the future use of the exterior spaces at the site. This plan is in keeping with the priority actions endorsed by Council on November 14, 2023, as part of the report titled "Steveston Heritage Interpretive Framework".

This plan will address a number of existing needs to improve site operations and visitor experience, including:

- Accommodating exterior operational needs of the Richmond Boat Builders, e.g. lumber storage;
- Updating landscaping to better reflect the site's heritage;
- Improving parking options and/or loading zones, particularly for buses;
- Improving wayfinding and traffic flow through the site;
- Facilitating increased visitation to the docks to support increased moorage operations;
- Updating park interpretation; and
- Improving site lighting to maintain safety without disturbing residents.

Most significantly, a site concept plan would identify locations for future covered boat displays. The display of heritage boats should be contemplated as part of an overall site plan, ensuring any new displays are accompanied by pathways and wayfinding, located to support programs and events, and consider the visual impact on the site.

Additionally, this plan would consider possible site alterations to better support revenue generation, including the potential for ticketed admissions. Staff are in the process of investigating charging admission at Britannia Shipyards to respond to the Finance Committee referral from February 11, 2019, "That staff look into the potential for charging admission to the Britannia Shipyards National Historic Site". A report to Council on this topic is planned for Quarter four of 2024.

Pending Council endorsement, staff will undertake the development of a site concept plan for Britannia Shipyards and bring to Council concept options which identify locations for covered storage for heritage boats. The costs to undertake this planning are estimated to be \$160,000. \$80,000 of these costs can be covered within an existing budget. Additional funding of \$80,000 will be brought forward for Council consideration as part of the 2025 budget process.

#### Community Engagement on Heritage Boats

Since the devolution of the Society's boat restoration program more than five years ago, staff have received comments from public asking about when this popular activity may return. There is also excitement from the wooden boat community on the possibility of having wooden boat restoration at Britannia Shipyards.

The Britannia Shipyards National Historic Site Society (Society) have expressed support for the future restoration of boats at Britannia Shipyards and have provided input on the refit of the Richmond Boat Builders facility and the development of new activities in this space. The Society has expressed support for the construction of covered boat displays and this was identified as a priority action in their 2023 Strategic Priority Plan. Recently, staff made a presentation to the Society's Program and Planning Committee on the proposed Program. The presentation was well received and on May 9, 2024, the Society's Board made a motion to support the Program and emphasized the need for an ongoing Shipyard Operations Supervisor position. Additionally, Committee members expressed support for the documentation and disposal of the *Starliner* boat.

Staff will continue to engage the Society in the development of future plans for the site and boat restoration projects.

#### Heritage Boat Restoration Program Funding

##### *Operating Budget Impact*

Additional funding will be required for labour, materials, marketing and equipment needs to support the Program.

#### **Option 1: One-Time Additional Levels for 2025 and 2026 (Recommended)**

One-time additional levels for the next two years (2025 and 2026), including wages for the Shipyard Operation Supervisor, annual materials and supplies to support the Program would allow for:

- The completion of the *Crystal S* restoration project;
- The completion of a Site concept plan, including confirmation of capacity and locations for ongoing boat displays;
- The development of a business plan for an ongoing Heritage Boat Restoration Program, specifying the types of boat building/restoration programs, their duration and frequency, and potential revenue;
- Maintenance of existing boats for two additional years; and
- Further planning, development and costing for the infrastructure requirements to support future boat restoration and display.

Essential to the Program's success is the City's Shipyard Operations Supervisor. Currently funded by a one-time additional level, the responsibilities of this position include:

- Planning and delivering heritage boat programming for the public;
- Managing the City's heritage boat building/restoration projects;
- Ensuring boat programming and the boat building workshop operate in accordance with WorkSafeBC regulations;
- Overseeing the day-to-day upkeep of City-owned boats and boat-related assets;
- Supervising staff, volunteers, and contractors in the delivery of programming and completion of boat building/restoration projects;
- Liaising with community stakeholders and members of the heritage boat community; and
- Assisting with the curation of the City's heritage boat collection.

Option 1 is recommended as this will provide time to complete the currently identified projects, pilot potential other boat building/restoration programming (e.g. a volunteer program, registered workshops, etc.), and develop a fulsome business plan for future programming needs.

The drawbacks of this approach are that it would limit the development of boat programming, not provide for on-going annual maintenance of existing boats and boat-related assets, and may negatively impact the retention of a Shipyard Operations Supervisor.

The cost for Option 1 is estimated at \$158,500 annually in 2025 dollars.

## **Option 2: Contract Projects**

Option 2 would entail engaging a shipwright on contract on a project to project basis for boat restoration and/or building, similar to how restoration of the *Silver Ann* and *MV Burnaby* were completed.

This option is not recommended as it would:

- Limit the possibilities for interpretation of and public interaction with heritage boat building and restoration;
- Not allow for the creation of ongoing programming;
- Jeopardize the success of the restoration of the *Crystal S*;
- Not allow for long-term planning related to heritage boats at Britannia Shipyards;
- Not provide necessary care for existing restored boats; and
- Limit opportunities to seek external funding.

Additionally, outsourcing projects is expected to significantly increase costs as contract labour will cost more per hour than a staff position.

For Option 2, the annual costs to maintain the functionality of Richmond Boat Builders and provide basic support for the existing boats is estimated at \$35,000 in 2024 dollars. Additional costs for boat restoration or building would be brought forward on a project by project basis for Council approval. 2024 costs for outsourcing the restoration of the *Iona* were estimated at \$440,000, the *Fleetwood* was estimated at \$600,000, and rebuilding the *Starliner* was estimated at \$450,000 to \$550,000.

### Project Funding

A total of \$459,550 of City funding is available. This funding is in the existing Britannia capital budget and the accumulated revenue received for filming at Britannia Shipyards set aside to support future capital improvements at the site. Subject to Council approval, this funding could be put towards the restoration and display of a boat(s).

In response to the referral from 2016 on the *Fleetwood*, the Public Art Program Statutory Reserve Fund does not provide for the restoration or display of heritage boats. On September 8, 1997, Council established the Public Art Program Statutory Reserve Fund to receive funds from private, City and community contributions. The Reserve is restricted to funding the creation of public artworks.

In addition to future capital requests, staff will continue to seek external funding to support the activities included in the Heritage Boat Restoration Program.

### Next Steps

As approved by Council on December 11, 2023, staff will undertake work on the restoration of the *Crystal S* as part of the development of an exhibit on Steveston's Japanese Canadian boat builders. It is estimated that restoration will be completed in Quarter four of 2025.

Pending endorsement by Council, staff will begin work on a new site concept plan for Britannia Shipyards, as well as implementation of a pilot Boat restoration program, including development of an ongoing business plan for the program and report back to Council in Quarter one of 2026.

### **Financial Impact**

Pending endorsement by Council, staff will submit a one-time additional level request as part of the 2025 budget process to cover program cost, including the Shipyard Operations Supervisor, for the years 2025 and 2026 estimated at \$317,000 (2025 dollars) annually.

Pending endorsement by Council, staff will submit a one-time additional level request of \$80,000 to support the development of a site concept plan as part of the 2025 budget process.

### **Conclusion**

Heritage boat restoration is an important part of Britannia Shipyards history. Boat restoration activities greatly enhance the heritage interpretation of Steveston and offer many benefits to the site and its visitors. A pilot Heritage Boat Restoration Program supported by additional level



May 27, 2024

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funding in 2025 and 2026 is recommended. This funding would support the completion of the Council approved *Crystal S* boat restoration, the development of a business plan for ongoing boat restoration and boat building programming, and plans for future projects related to the City's other boats.

Additionally, staff recommend developing a new site concept plan which would improve the visitor experience of the site and identify options for the location of new covered boat displays. Once complete, this plan would be brought to Council for consideration at a later date.



Rebecca Clarke  
Manager, Museum and Heritage Services  
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- Att. 1: Archival Image of Britannia Shipyards Site
- 2: Table of Boats in Display Condition
- 3: Images of Boats Requiring Repair
- 4: Britannia Shipyards Site Map


Archival Image of Britannia Shipyards



Image of fishing boats at Britannia Shipyards with Richmond Boat Builders in the background, 1968.

Table of Boats in Display Condition

Name	Image	Description	Historical Provenance	Display Location
<p><i>MV Burnaby</i></p>		<ul style="list-style-type: none"> <li>• 39 ft. wooden tugboat</li> <li>• Built in 1925 by the Ericksen Brothers Shipyard</li> <li>• Built in North Vancouver, BC</li> </ul>	<ul style="list-style-type: none"> <li>• Built as a patrol boat with utility tug capabilities for the administration of the Port of Vancouver</li> <li>• Representative of the small wooden tugs that proliferated the BC coast in the first half of the 20<sup>th</sup> century</li> <li>• Restoration for land display completed in 2021</li> </ul>	<p>East ways in the Britannia Shipyard building</p>
<p><i>Silver Ann</i></p>		<ul style="list-style-type: none"> <li>• 34 ft. Wooden gillnet fishing boat</li> <li>• Built in 1969 by Sadajiro Asari at Britannia Shipyards</li> </ul>	<ul style="list-style-type: none"> <li>• Built in the style of a classic pre-war gillnetter</li> <li>• Last Boat built in Richmond Boat Builders before operations shut down</li> <li>• Fully restored in 2009</li> </ul>	<p>In water at Britannia Shipyard dock</p>
<p><i>Portage Queen</i></p>		<ul style="list-style-type: none"> <li>• 24 ft. captain's gig</li> <li>• Built in the mid-1800's outside of BC</li> </ul>	<ul style="list-style-type: none"> <li>• Believed to have washed off the deck of a British ship</li> <li>• Includes Easthope engine</li> <li>• Converted to power at unknown time</li> </ul>	<p>On land on trailer</p>

Name	Image	Description	Historical Provenance	Display Location
<i>Small Fry</i>		<ul style="list-style-type: none"> <li>• 16 ft. Wooden fishing launch</li> <li>• Built in 1941 by Derrie Carter on Pender Island</li> </ul>	<ul style="list-style-type: none"> <li>• Representative of family-use for supply runs, fishing and travel that was common in BC throughout the 20<sup>th</sup> century;</li> <li>• Carve-planked construction with original Easthope engine still operational</li> </ul>	In water at Britannia Shipyard dock

Images of Boats Requiring Repair

Iona



Image from 2024



Image from 2024

Fleetwood



Image from 2014



Image from 2024



Image from 2024

Starliner



Image from 2023



Image from 2023

### Britannia Shipyards Site Map







# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee      **Date:** May 24, 2024

**From:** Marie Fenwick, Director, Arts, Culture and Heritage Services      **File:** 11-7000-01/2024-Vol 01

**Re:** **Richmond Arts Strategy 2025–2029**

### Staff Recommendations

1. That the current Council-endorsed Richmond Arts Strategy 2019–2024 Vision and Guiding Principles be reaffirmed to guide the development of the updated Richmond Arts Strategy 2025-2029; and
2. That the proposed scope of work for the updated Richmond Arts Strategy 2025–2029 as presented in the report titled, “Richmond Arts Strategy 2025–2029”, dated May 24, 2024, from the Director, Arts, Culture and Heritage Services, be endorsed.

*CM Fenwick*

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

<b>REPORT CONCURRENCE</b>	
<b>CONCURRENCE OF GENERAL MANAGER</b>	
<i>[Signature]</i>	
<b>SENIOR STAFF REPORT REVIEW</b>	<b>INITIALS:</b>
	<i>[Signature]</i>
<b>APPROVED BY CAO</b>	
<i>[Signature]</i>	

## Staff Report

### Origin

The Richmond Arts Strategy 2019–2024 (the current Strategy) will be expiring at the end of this year. Building on the success of the past five years, staff recommend that the current Strategy be updated. This update will build on the success of the current Strategy while considering the current Council Strategic Plan, other Council plans and strategies that have been adopted since 2019, current demographics, emerging best practices and current trends.

An updated Richmond Arts Strategy 2025 -2029 (the Strategy) will provide a blueprint for the delivery of arts services over the next five years enabling the broadest possible access to, and awareness of, the City’s diverse arts opportunities.

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

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

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

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

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

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

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

### Background

The City of Richmond recognizes that the arts are integral to vibrant communities. Creativity and imagination inspire innovation and contribute to a higher quality of life. Participation in the arts helps to create a sense of community, build intercultural awareness and understanding, and positively impacts health and overall well-being for children, youth, adults and seniors alike.

Over the past five years, the current Strategy has served to guide and advance the arts in Richmond. The purpose of the Strategy is to:

- understand the current state of the arts in Richmond;
- to guide decision making around the development of programs and services that enable the broadest possible access to, and awareness of, opportunities that will enrich quality of life through engagement with the arts;
- provide strategies to integrate the arts into the broader community with a collaborative plan that strengthens arts groups to meet community needs; and

- through engagement, access the wisdom of the broader community to champion the provision of arts activities, facilities and opportunities as integral and essential to a healthy society.

Details regarding the progress of the current Strategy are presented to Council annually in the Arts Services Year in Review which is distributed to community stakeholders and posted online for the public.

## **Analysis**

### Guiding Principles

The following Guiding Principles for the Richmond Arts Strategy 2019–2024 were adopted by Council on July 23, 2018:

- Striving for **EXCELLENCE** among all who participate in and contribute to the artistic life of Richmond from City services to community organizations to individuals of all ages and skill levels.
- **SUSTAINABILITY** to ‘future-proof’ the arts through funding, education, infrastructure, mentorship and the integration of the arts into the everyday fabric of our city.
- Expressing **CREATIVITY** through experimentation and fostering collaboration among diverse voices.
- Providing broad **ACCESSIBILITY** to arts experiences and advancing **INCLUSIVITY** to connect people through the arts.
- **COMMUNITY-BUILDING** through creative engagement and dialogue, and honouring the spirit of Reconciliation.
- **CELEBRATION** to showcase and inspire Richmond’s artistic vibrancy.

These guiding principles remain relevant and valid and staff seek confirmation that Council continues to endorse these guiding principles.

### Richmond Arts Strategy 2019–2024

On July 8, 2019, Council adopted the current Strategy, which was the result of an 18 month process involving extensive stakeholder and community participation supported by the considerable involvement of a 25-member task group representing various aspects of community life in Richmond. Throughout 2018, feedback and ideas were gathered through an online bilingual survey, more than 30 pop-up kiosks and sounding boards, as well as workshops and interviews. More than 600 individuals provided input through the survey and 500 additional pieces of feedback were gathered through various engagement activities.

The result was the current Strategy with the following vision:

*Richmond's thriving arts scene animates our city everyday; offers rich arts education and experiences, festivals and events, fosters social connections and wellness; builds arts and culture leadership; and provides creative spaces.*

This vision remains relevant and valid and staff seek confirmation that Council continues to endorse this vision.

The work of the Strategy is framed by five major strategic directions:

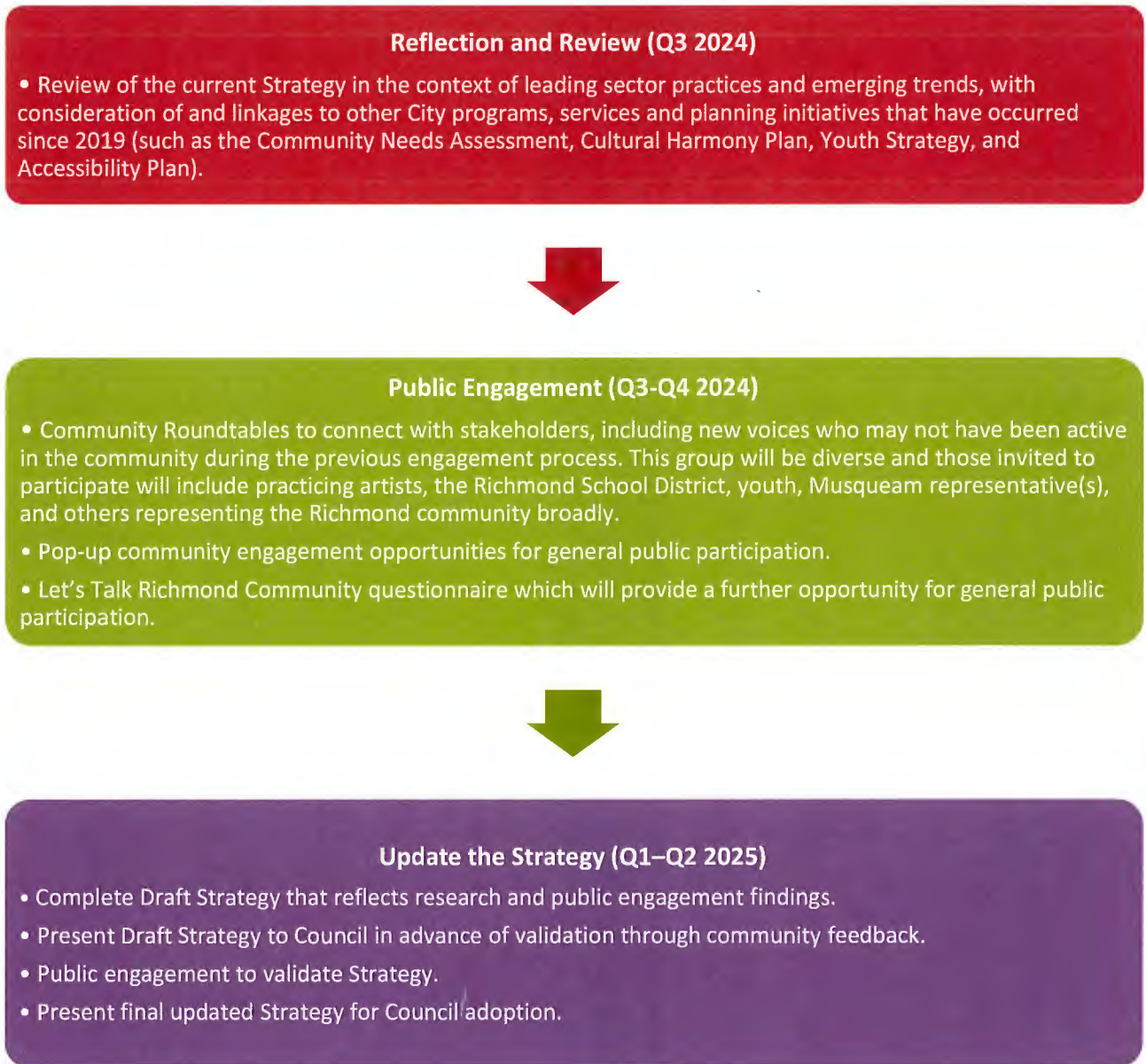
1. Ensure affordable and accessible arts for all;
2. Promote inclusivity and diversity in the arts;
3. Invest in the arts;
4. Increase public awareness and participation in the arts; and
5. Activate public spaces through (and for!) the arts.

While the current Strategy continues to provide direction, staff recommend an update that considers the current Council Strategic Plan, other Council plans and strategies that have been adopted since 2019, current demographics, emerging best practices, and current trends.

Since Council's endorsement in 2019, Richmond has continued to be a cultural leader, delivering comprehensive arts and culture programs, including initiatives to improve accessibility, grow media programs for youth, increase programming that involves work by Musqueam and other Indigenous artists, provide multi and inter-generational opportunities to engage with the arts, establish HowArtsWorks.ca as a go-to resource for the arts community, and complete the conversion of the Minoru Place Activity Centre into the Richmond Cultural Centre Annex to address the growing demand for arts programs and exhibition spaces.

Scope of Work

The following proposed scope of work includes a community engagement process that will reflect on the Strategy and adapt it to innovate and ensure alignment with new or updated City plans and strategies, while remaining based on the intensive research that was completed in 2019.



This work will be completed within existing budgets and will result in an updated strategy that will guide and inspire the delivery of arts programs and services to enrich quality of life through engagement with the arts.

Members of the community will also be engaged simultaneously to inform the development of the Arts Facilities Needs Assessment and staff will ensure that these two projects inform one another.

**Financial Impact**

None.

**Conclusion**

The arts contribute to quality of life and health, as well as the wellness of everyone who lives, works and plays in Richmond. A collaborative and inclusive approach to engaging the Richmond community, combined with consideration of current Council plans and strategies, best practices and emerging trends, will inform the development of an updated Richmond Arts Strategy 2025–2029. This new strategy, combined with the findings of the Arts Facilities Needs Assessment, will guide the development and delivery of arts programs and services for the next five years.



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