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**Parks, Recreation and Cultural Services Committee**

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

**Wednesday, September 20, 2017**

**Immediately following the Closed Public Works and  
Transportation Committee meeting**

Pg. #      ITEM

MINUTES

**PRCS-4**      *Motion to adopt the **minutes** of the meeting of the Parks, Recreation and Cultural Services Committee held on July 20, 2017.*



NEXT COMMITTEE MEETING DATE

October 24, 2017, (tentative date) at 4:00 p.m. in the Anderson Room

COMMUNITY SERVICES DIVISION

1. **RECREATION FEE SUBSIDY PROGRAM – PROPOSED  
PROGRAM REVISION AND CONSULTATION RESULTS**  
(File Ref. No. 07-3190-01) (REDMS No. 5346044 v. 12)

**PRCS-14**

**See Page PRCS-14 for full report**

*Designated Speakers: Donna Lee and Kim Somerville*

Parks, Recreation and Cultural Services Committee Agenda  
Wednesday, September 20, 2017

Pg. #      ITEM

STAFF RECOMMENDATION

- (1) *That revisions to the Recreation Fee Subsidy Program and funding strategy as outlined in the report titled “Recreation Fee Subsidy Program – Proposed Program Revision and Consultation Results,” dated August 24, 2017 from the General Manager, Community Services, be adopted;*
- (2) *That staff bring forward a progress report to Council on Recreation Fee Subsidy Program participation after one year of implementation, and a final evaluation report after two years of implementation that includes any recommended adjustments to the program and a long-term funding strategy; and*
- (3) *That the age at which seniors pricing takes effect in the City’s Community Services programs and services shift from 55 to 65 years of age, concurrent with implementation of the updated Recreation Fee Subsidy Program.*



2. **SKATEBOARDING FACILITIES IN RICHMOND**

(File Ref. No. 11-7000-01) (REDMS No. 5447137 v. 6)

PRCS-49

See Page **PRCS-49** for full report

*Designated Speaker: Marie Fenwick*

STAFF RECOMMENDATION

*That the staff report titled “Skateboarding Facilities in Richmond,” dated August 30, 2017, from the Interim Director, Parks and Recreation, be received for information.*



3. **GARRY POINT PARK MASTER PLAN UPDATE**

(File Ref. No. 06-2345-20-GARR2) (REDMS No. 5518740 v. 7)

PRCS-56

See Page **PRCS-56** for full report

*Designated Speaker: Jamie Esko*

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Pg. #

ITEM

STAFF RECOMMENDATION

*That the staff report titled “Garry Point Park Master Plan Update,” dated September 1, 2017, from the General Manager, Community Services, be received for information.*

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4. **WEST RICHMOND PITCH AND PUTT GOLF COURSE**

(File Ref. No. 11-7200-01) (REDMS No. 5340498 v. 12)

PRCS-143

See Page **PRCS-143** for full report

*Designated Speakers: Jamie Esko and Gregg Wheeler*

STAFF RECOMMENDATION

*That the staff report titled “West Richmond Pitch and Putt Golf Course,” dated September 1, 2017, from the Interim Director, Parks and Recreation, be received for information.*

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5. **SUMMER 2017 PROGRAM UPDATE**

(File Ref. No. 11-7000-01) (REDMS No. 5501954 v. 6)

PRCS-151

See Page **PRCS-151** for full report

*Designated Speaker: Serena Lusk*

STAFF RECOMMENDATION

*That the staff report titled “Summer 2017 Program Update,” dated August 31, 2017, from the Senior Manager, Recreation and Sport Services, be received for information.*

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6. **MANAGER’S REPORT**

ADJOURNMENT

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## Parks, Recreation and Cultural Services Committee

Date: Thursday, July 20, 2017

Place: Anderson Room  
Richmond City Hall

Present: Councillor Harold Steves, Chair  
Councillor Ken Johnston  
Councillor Carol Day  
Councillor Bill McNulty

Absent: Councillor Linda McPhail

Call to Order: The Chair called the meeting to order at 4:00 p.m.

The Chair advised that staff will be presenting a video regarding the 2017 Canada Day Celebrations and that Steveston Post Office will be considered as Item No. 6A, Smoking Prohibition for Public Parks and School Grounds as Item No. 6B, Delegation to Mystic, Connecticut as Item No. 6C, and Feasibility of a Tram in Steveston as Item No. 6D.

### MINUTES

It was moved and seconded

*That the minutes of the meeting of the Parks, Recreation and Cultural Services Committee held on June 27, 2017, be adopted as circulated.*

**CARRIED**

### NEXT COMMITTEE MEETING DATE

September 20, 2017, (tentative date) at 4:00 p.m. in the Anderson Room

**Parks, Recreation & Cultural Services Committee**  
**Thursday, July 20, 2017**

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**DELEGATIONS**

1. (1) Sarah Drewery, Executive Director of the Sharing Farm, thanked Council for their contribution towards a tractor for the Sharing Farm. She noted that approximately 21,000 pounds of food have been donated to the Richmond Food Bank.

Discussion ensued with regard expanding operations at the Sharing Farm.

Ms. Drewery extended an invitation to Council to visit the Sharing farm.

- (2) Jon Hunter, Gino Suarez, and Jerry Lo, Minoru Park Tennis Association, introduced the Minoru Park Tennis Association, noting that (i) the Association was created in May 2017 to represent the users of Minoru Park tennis courts, (ii) the Association promotes social interaction through tennis, and (iii) the Association currently has 150 members.

Discussion ensued with regard to the capacity of tennis court facilities in the city.

In reply to queries from Committee, Mr. Hunter noted that staff were able to provide a resolution to the use of the Minoru Park tennis courts by the Richmond Tennis Club. Also, staff added that the City monitors usage of tennis facilities and can explore potential upgrades.

- (3) Bryan Tasaka, Manager, Major Events and Film, updated Committee on the 2017 Canada Day celebrations that took place in Steveston and presented a video on the event (copy on-file, City Clerk's Office).

It was suggested that the 2017 Canada Day Video be presented at the upcoming Council meeting on July 24, 2017.

**Parks, Recreation & Cultural Services Committee**  
**Thursday, July 20, 2017**

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**COMMUNITY SERVICES DIVISION**

**2. NIKKEI MEMORIAL PUBLIC ART PROJECT TERMS OF REFERENCE**

(File Ref. No. 11-7000-09-20-238) (REDMS No. 5428546 v. 3)

It was moved and seconded

- (1) That the staff report titled, "Nikkei Memorial Public Art Project Terms of Reference," dated July 7, 2017, from the Director, Arts, Culture and Heritage Services, to implement the Nikkei Memorial Public Art Project, be endorsed;*
- (2) That \$300,000 be allocated to commission a Nikkei Memorial public artwork from the Council Provision; and*
- (3) That the City's Five-Year Financial Plan (2017-2021) be amended to include the \$320,000 additional expenditure funded by the Council Provision for \$300,000 and contributions from the Nikkei Memorial Committee for \$20,000.*

**CARRIED**

**3. RICHMOND ART GALLERY COLLECTIONS POLICY**

(File Ref. No. 11-7142-00) (REDMS No. 5387871 v. 2)

Discussion ensued with regard to opportunities to display collections in various places in the city and acquiring works from local artists.

In reply to queries from Committee, staff noted that the Richmond Art Gallery is inviting Council to view their collections. Also, it was noted that the Richmond Art Gallery currently does not have the budget allocated for the acquisition of artwork and primarily receives artwork through donations.

It was moved and seconded

*That the report titled "Richmond Art Gallery Collections Policy," dated June 1, 2017 from the Director, Arts, Culture & Heritage Services be adopted.*

**CARRIED**

**4. MUSEUM ARTEFACT VISIBLE STORAGE**

(File Ref. No. 11-7000-01) (REDMS No. 5403143 v. 2)

It was moved and seconded

- (1) That the report titled 'Museum Artefact Visible Storage' dated June 27, 2017 from the Director, Arts, Culture and Heritage Services, be received for information; and*

**Parks, Recreation & Cultural Services Committee**  
**Thursday, July 20, 2017**

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- (2) *That the concept of artefact visible storage be considered in the Artefact Storage Warehouse project and the Museum Models Evaluation Study.*

**CARRIED**

**5. SPECIAL EVENT PERMITS PILOT PROJECT**

(File Ref. No. 11-7000-01) (REDMS No. 5439235 v. 8)

Marie Fenwick, Manager, Parks Programs, commented on the Special Event Permits Pilot Project, noting that (i) the Province have revised liquor regulations to facilitate options for site-wide liquor licensing, (ii) the City will be seeking to obtain special event permits from the British Columbia Liquor Control and Licensing Branch for select City events such as the upcoming Richmond Harvest Festival, (iii) Richmond brewers will be featured in the Richmond Harvest Festival, and (iv) the entrances and exits to the Richmond Harvest Festival will be controlled and attendants will be able to consume liquor within the site.

It was moved and seconded

- (1) *That a one-year pilot project to obtain special event permits from the British Columbia Liquor Control and Licensing Branch for select City events, as detailed in the staff report titled, "Special Event Permits Pilot Project", dated June 28, 2017 from the Director, Arts, Culture and Heritage Services and the Senior Manager, Parks, be endorsed; and*
- (2) *That a report be brought back to Council with the results of the pilot project.*

**CARRIED**

**6. PARKS AGEING INFRASTRUCTURE PLAN – 2017 UPDATE**

(File Ref. No. 06-2345-01) (REDMS No. 5426577 v. 10)

Mike Redpath, Senior Manager, Parks, reviewed the Parks Ageing Infrastructure Plan, noting that staff have identified parks structures that may require replacement. Also, he noted that staff have estimated replacement costs to be approximately \$2.5million.

Discussion ensued with regard to (i) requesting funding from senior levels of government, (ii) partnering with Richmond School District No. 38 to replace playground equipment, (iii) replacing the No. 3 Road pier.

In reply to queries from Committee, staff noted that the City's piers are periodically inspected and repaired.

## Parks, Recreation & Cultural Services Committee

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It was moved and seconded

*That the priorities identified in the staff report titled "Parks Ageing Infrastructure Plan – 2017 Update" dated July 4, 2017, from the Senior Manager, Parks, be used as the basis for a submission to the annual 2018 Capital Program process.*

**CARRIED**

### 6A. STEVESTON POST OFFICE

(File Ref. No.)

Discussion ensued with regard to (i) the status of the Steveston Post Office, (ii) management options for operation of the Steveson Post Office once the contract between the Steveston Historical Society and Tourism Richmond terminates, and (iii) consideration of a separate tourism organization to manage operations of the Steveston Post Office.

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

It was moved and seconded

*That staff:*

- (1) *provide a status update on the Steveston Post Office;*
- (2) *explore options to manage the operations of the Steveston Post Office in conjunction with the Steveston Historical Society; and*
- (3) *consider a separate tourism organization to provide services in Steveston;*

*and report back.*

**CARRIED**

### 6B. SMOKING PROHIBITION FOR PUBLIC PARKS AND SCHOOL GROUNDS

(File Ref. No.)

Discussion ensued with regard to options to expand smoking restrictions to public parks and school grounds.

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

It was moved and seconded

*That staff investigate ways to implement expanded smoking prohibitions in Richmond public parks and school grounds and report back to Council.*

**CARRIED**



**Parks, Recreation & Cultural Services Committee**  
**Thursday, July 20, 2017**

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**6C. DELEGATION TO MYSTIC, CONNECTICUT**

(File Ref. No.)

Discussion ensued with regard to sending a Richmond delegation to Mystic, Connecticut in the Fall 2017 to view their waterfront development.

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

It was moved and seconded

*That staff examine the costs of sending a Richmond delegation to Mystic, Connecticut in the Fall of 2017 to view their waterfront development, and report back.*

**CARRIED**

**6D. FEASIBILITY OF A TRAM IN STEVESTON**

(File Ref. No.)

The Chair distributed a copy of a staff report titled "Steveston Interurban Tram Feasibility Study", dated September 9, 2002 (attached to and forming part of these minutes as Schedule 1).

Discussion ensued regarding (i) the feasibility of installing a tram in Steveston, (ii) the City of Vancouver proposals to install a tram line along False Creek, and (iii) the potential operating costs of a tram in Steveston.

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

It was moved and seconded

*That staff investigate the feasibility of a Steveston tram running from:*

- (1) the existing tram barn along No. 1 Road and Bayview Street to the Gulf of Georgia Cannery; or*
- (2) the existing tram barn along Moncton Street to the Gulf of Georgia Cannery:*

*and report back.*

**7. MANAGER'S REPORT**

***Garden City Lands Update***

Jamie Esko, Manager, Parks Planning, Design and Construction, provided an update to the development of the Garden City Lands, noting that (i) soil placement on-site is ongoing, (ii) work on the trail is nearing completion, and (iii) on-site planting will commence in Fall 2017.

Discussion ensued with regard to utilizing native plant species on-site. Staff noted that a list of the plants can be provided to Council prior planting.

**Parks, Recreation & Cultural Services Committee**  
**Thursday, July 20, 2017**

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**ADJOURNMENT**

It was moved and seconded

*That the meeting adjourn (4:55 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 Thursday, July 20, 2017.

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Councillor Harold Steves  
Chair

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Evangel Biason  
Legislative Services Coordinator



## City of Richmond Steveston Interurban Tram Feasibility Study

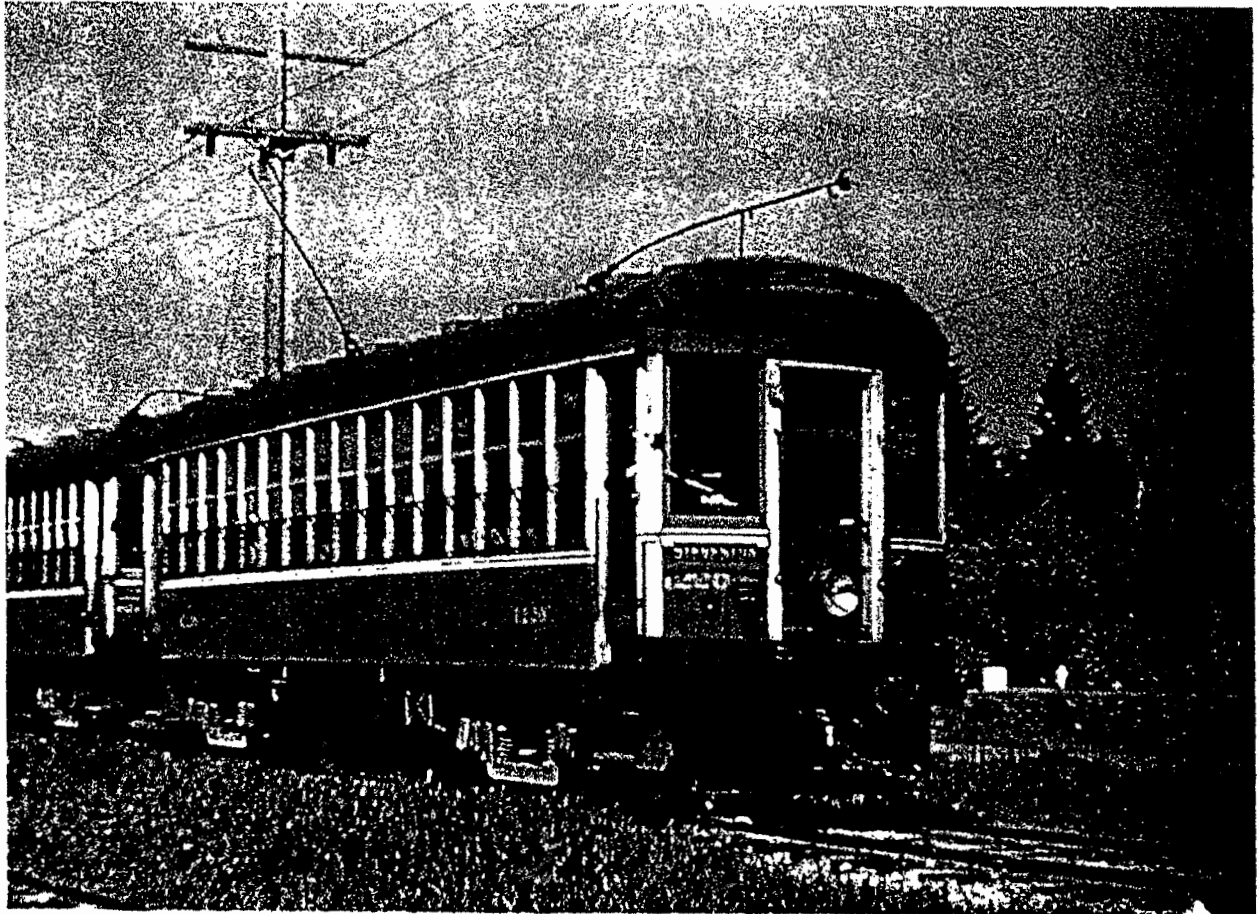
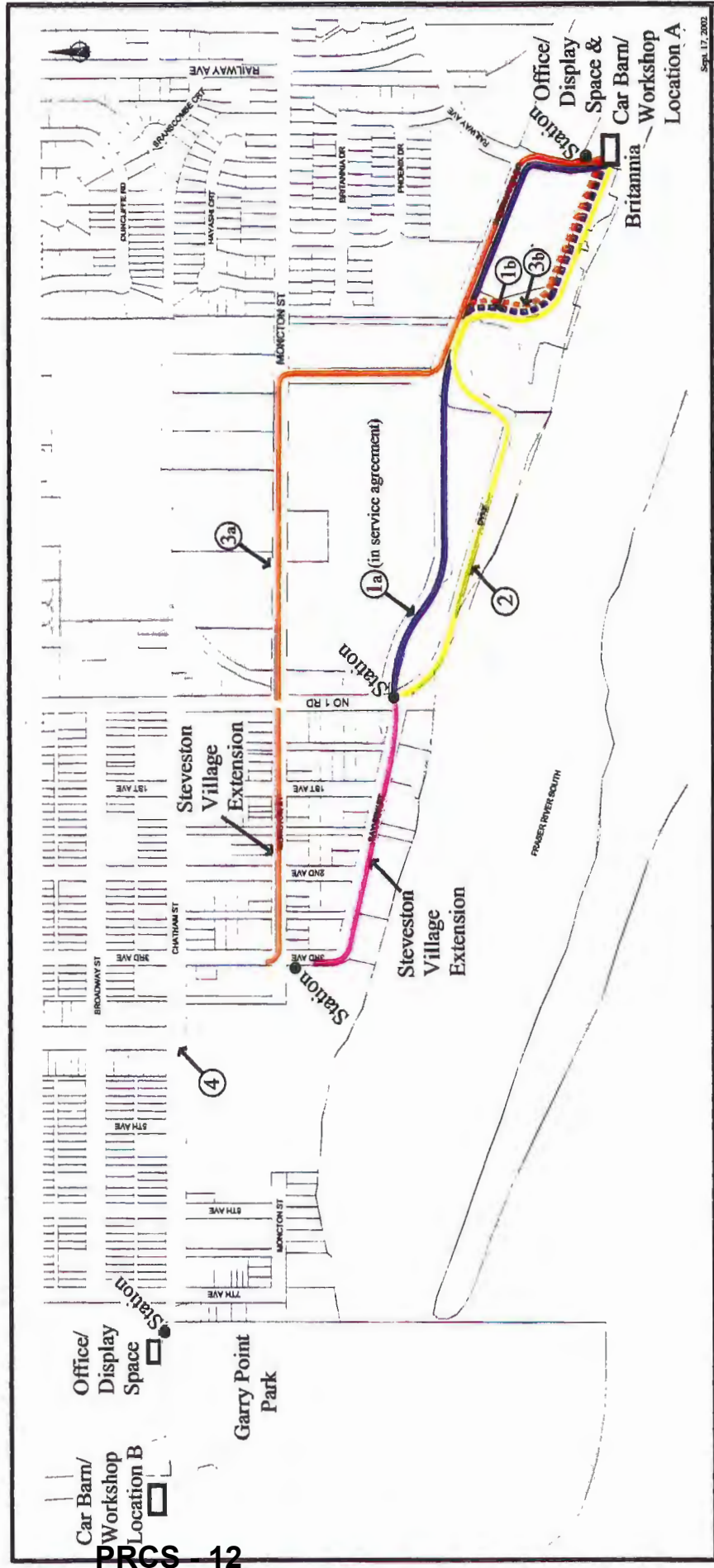
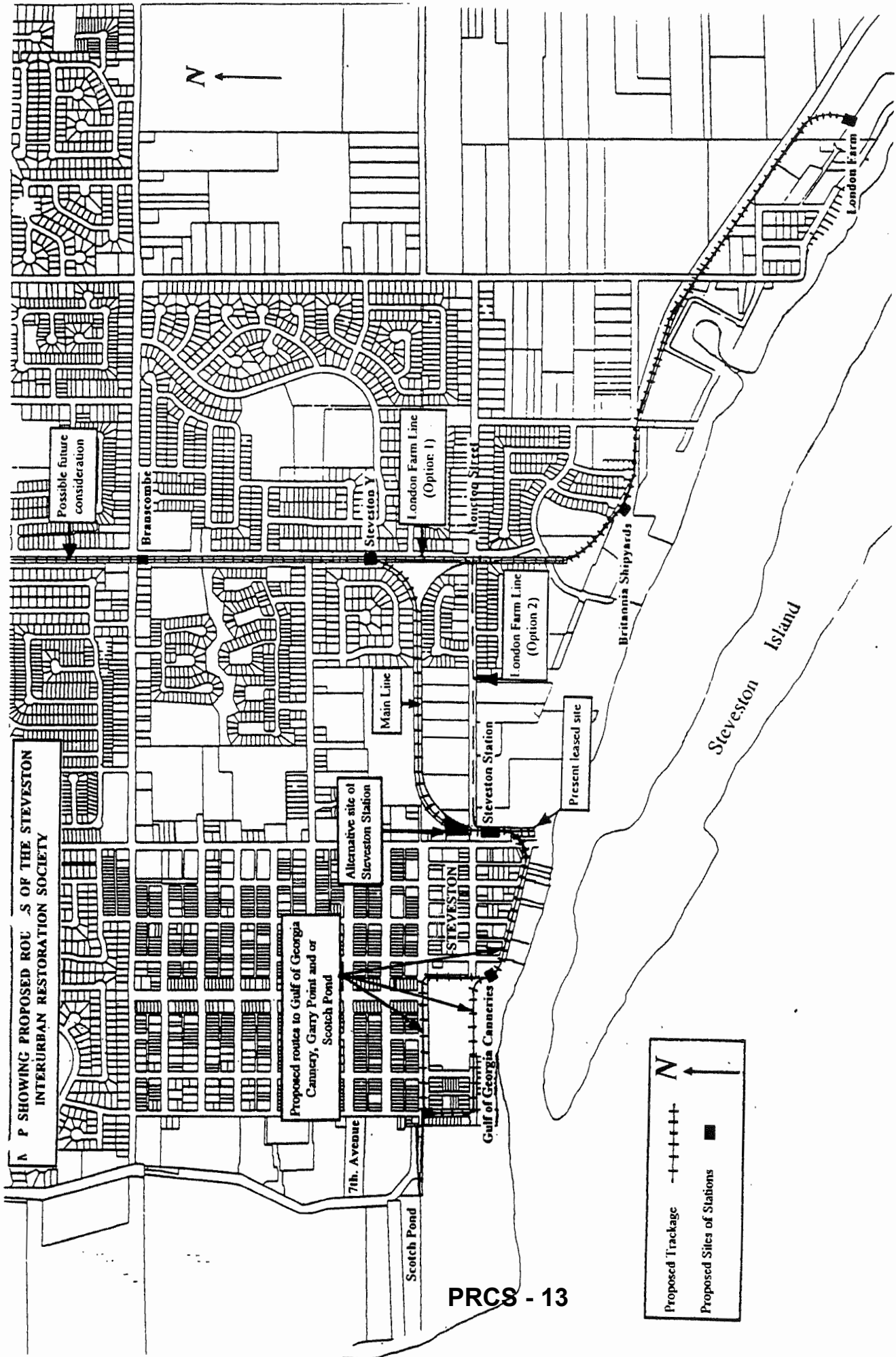


Photo: Steveston Interurban Restoration Society

Staff Report  
City of Richmond



# Possible Tram Routes to be Evaluated





# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee  
**From:** Cathryn Volkering Carlile  
General Manager, Community Services  
**Date:** August 24, 2017  
**File:** 07-3190-01/2017-Vol 01  
**Re:** **Recreation Fee Subsidy Program – Proposed Program Revision and Consultation Results**

### Staff Recommendation

1. That revisions to the Recreation Fee Subsidy Program and funding strategy as outlined in the report titled "Recreation Fee Subsidy Program – Proposed Program Revision and Consultation Results," dated August 24, 2017 from the General Manager, Community Services, be adopted;
2. That staff bring forward a progress report to Council on Recreation Fee Subsidy Program participation after one year of implementation, and a final evaluation report after two years of implementation that includes any recommended adjustments to the program and a long-term funding strategy; and
3. That the age at which seniors pricing takes effect in the City's Community Services programs and services shift from 55 to 65 years of age, concurrent with implementation of the updated Recreation Fee Subsidy Program.

Cathryn Volkering Carlile  
General Manager, Community Services  
(604-276-4068)

Att. 7

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Information Technology	<input checked="" type="checkbox"/>	
Arts, Culture & Heritage	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Recreation Services	<input checked="" type="checkbox"/>	
Richmond Olympic Oval	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO (Deputy) 



## Staff Report

### Origin

This report has been written in response to the staff referral from May 9, 2016, wherein the report titled "Recreation Fee Subsidy Program Review" was presented to Council. Council received the report and endorsed the following referrals:

- (1) That the proposed Guiding Principles for the Recreation Fee Subsidy Program as described in the staff report titled, "Recreation Fee Subsidy Program Review," dated April 4, 2016 from the General Manager, Community Services be approved;*
- (2) That staff be authorized to consult with the City's Community Partners on the findings and proposed options developed from the "Recreation Fee Subsidy Program Review"; and*
- (3) That, following consultation with Community Partners, a Draft Recreation Fee Subsidy Program Update including a proposed funding strategy be brought back to Council for consideration.*

The purpose of this report is to present the recommendations that are currently being considered for an updated Recreation Fee Subsidy Program, including a proposed funding strategy. The report will outline progress to date, results of the consultation with Community Partners, as well as analysis and recommended options for a revised Recreation Fee Subsidy Program.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

*2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports the Council-adopted Social Development Strategy Goal #1: Enhance Social Equity and Inclusion,

*Action 4 – Conduct a comprehensive review of the Recreation Fee Subsidy Program to ensure it continues to address priority needs, within the City's means, with consideration being given to:*

*4.1 – Exploring program expansion to assist more low-income residents (e.g. adults, older adults, people with disabilities);*

*4.2 – Using technological improvements to enhance customer service and program administration;*

*4.3 – Increasing available opportunities for resident participation in community recreation, arts, and cultural activities;*

*4.4 – Developing enhanced communication and marketing approaches to facilitate maximum uptake of the RFSP by eligible recipients; and*

*4.5 – Alternative mechanisms for administration of the program (e.g. through a non-profit agency, funded by the City and in accordance with City guidelines).*

*Action 7 – Implement, monitor and update the Older Adults Service Plan, placing priority attention on:*

*7.5 – Reviewing the pricing structure for City programs for older adults to ensure it remains equitable and sustainable, while also being affordable for those with limited incomes.*

This report also supports Council Policy 4012 – Access and Inclusion (adopted October 13, 1981; amended December 8, 2014) that states (Attachment 1):

*It is Council policy that:*

*Richmond is an accessible and inclusive city by:*

- 3. Developing programs and adopting practices to ensure Richmond residents and visitors have access to a range of opportunities to participate in the economic, social, cultural and recreational life of the City.*
- 4. Collaborating with senior levels of government, partner organizations and stakeholder groups to promote social and physical infrastructure to meet the diverse needs of people who visit, work and live in Richmond.*
- 5. Promoting barrier free access to the City's facilities, parks, programs and services.*

## **Background**

### **Current Recreation Fee Subsidy Program**

The City's Recreation Fee Subsidy Program (RFSP), supported by the City and Community Associations/Societies (Community Partners), provides subsidized access to parks, recreation and cultural services primarily for children and youth from low-income families living in Richmond. Residents currently receive these discounts on a pay-what-you-can-afford basis. Since inception, the main goal of the program has been to improve access to facilities and a wide range of recreation choices for those in financial need.

The original RFSP, previously called the Leisure Services Fee Subsidy Program, was approved by Council as a pilot project in 1998 and implemented by staff and Community Partners in 1999.



Continuation of this program was endorsed by Community Associations and by Council on July 10, 2000 through the following resolution:

*"That the continuation of the Leisure Services Fee Subsidy Program be endorsed."*

Currently, opportunities are primarily available for children and youth, although families can participate in swimming through the use of a 10-visit family swim pass. This is the only subsidized access that adults receive through the current RFSP.

Many of the City's Community Partners also provide complementary ways to increase access for low-income residents including numerous free and low-cost programs and community events throughout the year that are promoted in the seasonal Low Cost, No Cost brochure. Community Partners also offer client support initiatives such as the No Cost Subsidy Program<sup>1</sup> and satellite programming for families living in low-income housing.

Historically, the RFSP has been made possible by individual City and Community Partner facilities foregoing revenue on the discounted portion of subsidized programs. This has enabled children and youth from families living on low income to participate in an average of 1,120 parks, recreation and cultural opportunities annually over the past five years.

While there have been minor modifications to the RFSP to provide additional opportunities for clients as well as improve customer service and streamline the administrative process, there has not been a comprehensive evaluation of this program since its inception in 1999, nor has it been formally assessed in relation to changing community context or demand.

A review of the City's RFSP was identified in the City's Social Development Strategy as a short term priority. As a result, a comprehensive review of the RFSP was conducted in 2014 and 2015 to ensure the program is reflective of today's community context, meets the needs of Richmond's current low-income residents, and continues to align with Council Policy 4012 – Access and Inclusion (Attachment 1).

### RFSP Review

To assess the RFSP, staff created a City and Community Partner working group comprised of two individuals representing Community Partners and five staff from Community Services. Terms of reference and a work plan were established, which included program comparisons of ten Canadian municipalities (Burnaby, Coquitlam, Surrey, Delta, Vancouver, Victoria, Winnipeg, Edmonton, Calgary and Metro Toronto). The work program also involved an evaluation of Richmond's current program, a review of Richmond population statistics, a literature review and consultation involving current users, targeted non-users, community agencies and City staff.

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<sup>1</sup> The No Cost Subsidy Program is not advertised and offered seasonally to families who have qualified for the RFSP. Community Centre programmers identify registered programs that have enough registration to be financially viable and still have room for additional participants.

The City and Community Partner working group provided insight and input into the process and tested the considerations and findings. The working group also participated in the development of the guiding principles and the criteria for the proposed options for an updated RFSP.

Results from this process comprised the consultant report titled “Recreation Fee Subsidy Program Review,” (RFSP Review) presented to Council on May 9, 2016. The report explored the most effective ways to implement fee subsidies. Examination of other municipalities showed that it is best practice to provide: subsidy to residents of all ages; a range of choices (admissions and program registrations); subsidies to serve a minimum of 15-20% of the total low-income population; a centralized administration system; and to incorporate subsidies into annual budgets.

#### Guiding Principles for a Revised Program

To aid with the review the original guiding principles for the RFSP were reviewed and updated with input from City staff and the working group. The revised Guiding Principles below were adopted by Council on May 9, 2016:

- Provide access to parks, recreation and cultural services and facilities for community residents of all ages in financial need;
- A wide range of parks, recreation and cultural choices will be available through the City of Richmond’s services and community facilities operated by Community Partners;
- The amount of financial support available to provide access through the RFSP will be determined by the financial abilities of the City and Community Partners;
- Applicants to the RFSP will be treated with dignity and respect thereby supporting City of Richmond’s Customer Service Standards;
- There will be a balance between efficient processing of applications and adequate scrutiny of applicants’ financial information. The screening, tracking and administration of the RFSP will be centralized;
- The program will be available for all eligible Richmond residents; and
- Confidentiality will be maintained.

#### **Analysis**

At the Council meeting held May 9, 2016, staff were given a referral to consult with Community Partners on findings of the RFSP Review report and the proposed options for a program update. Staff were also referred to report back to Council with recommendations for an updated RFSP including a funding strategy.

Staff held three stakeholder consultation meetings with Community Partners (June 9, 2016, November 23, 2016, May 11, 2017). Each Community Partner was invited to send representatives from their Board of Directors to participate in the consultation. After each meeting, Community Partner representatives were provided with meeting notes, a copy of the PowerPoint presentation, and information and guiding questions to assist them in garnering feedback from their respective Boards.

Throughout the consultation process, Community Partners were supportive of the Recreation Fee Subsidy Program, but raised concerns about potential financial uncertainty. Due to Richmond's recreation delivery system involving 14 different associations and societies in the delivery of programs and services, the funding strategy is complex, but all Partners have agreed to collectively contribute to a Central Fund. See Attachment 2 for an overview of all parties involved in the updated Recreation Fee Subsidy Program. During consultation Community Partners also identified the opportunity to change the seniors age from 55 to 65 years.

Recommendations in this report are based on feedback from Community Partners and staff analysis. Community Partner feedback has been incorporated throughout and a consultation summary has been included in Attachment 3.

### 1. General Support for a Revised RFSP

All Community Partners support an updated RFSP. Community Partners agree that a revised RFSP would enable involvement for the entire family, provide better access to programs for people of all ages, and contribute to increased fairness, better health outcomes and improved quality of life. Community Partners also saw this as an opportunity to engage new clients in recreational opportunities.

### 2. Supported Changes to the RFSP

There was consensus among Community Partners that a revised RFSP should entail:

- Free admission for all ages (for drop-in programs and services); and
- 90% discount on advertised price of program registration fee for all ages
  - Cap of \$300/year in subsidy for children and youth
  - Cap of \$100/year in subsidy for adults and seniors.

The revised RFSP will enable Richmond residents living on low income to choose to participate in a wide range of basic recreational activities. Examples of eligible programs and services include drop-in admissions to public swimming, skating, basketball, most group fitness programs<sup>2</sup> and fitness centres, as well as basic swim lessons, and registered sports, arts, fitness or skating programs. The RFSP will not be available, for example, for use of court rentals, facility rentals, private or semi-private lessons, or birthday parties. See Attachment 4 for a list of sample eligible and ineligible programs.

These RFSP updates would establish Richmond as a leader amongst other municipalities in the Lower Mainland and advance Council Term Goal #2, A Vibrant, Active and Connected City and Social Development Strategy Goal #1 Enhance Social Equity and Inclusion.

These changes support the guiding principles adopted by Council on May 9, 2016, and result in a program that is more responsive to current community need. If adopted the new RFSP is anticipated to engage new customers, increase participation, and remove financial barriers for a larger portion of Richmond's low-income population (Attachment 5).

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<sup>2</sup> An exception would be group fitness classes in which the instructor charges a per person rate rather than an hourly wage.

### 3. Implications to City Operations and Administration

The impact of free admissions is not anticipated to cause significant additional budget implications to City operations (i.e. Richmond Aquatics). One more person dropping-in to a weight room or public swim does not incur any significant cost to the City. However, special consideration will need to be given to facility capacity and program type. For example, Richmond Aquatics standard procedure is to ensure one lifeguard on deck for every 50 participants in the pool.

The anticipated impact of subsidized registered programs at City facilities is expected to be \$114,000 to \$153,000 in foregone revenue from RFSP clients. This amount represents foregone revenue, but no hard costs will be incurred or additional funds required at the following facilities:

- Minoru Aquatic Centre
- South Arm Outdoor Pool
- Steveston Outdoor Pool
- Watermania
- Richmond Arts Centre

It is anticipated that the new PerfectMind registration system will meet RFSP data management needs. There are no financial impacts identified at this time for technology improvements.

Additional administrative support will be needed to screen the anticipated increased number of applications. The program currently processes approximately 1,000-1,500 RFSP registrations annually. This is expected to increase to 6,350-8,360 clients. Administrative time equivalent to one additional full-time administrative staff will provide the anticipated customer service support required to offer the revised RFSP. The estimated cost is \$63,000.

It is also anticipated that additional promotion will be required particularly in the first year of implementation to ensure new eligible individuals are aware of the revised program. A promotional campaign including informational brochures, posters and outreach to community social service agencies would be beneficial. The estimated cost is \$5,000.

Funding required for additional administrative support and program promotion will be requested as part of the City's 2018 Operating Budget process. During the initial two years of implementation operational need for administrative support and program promotion will be assessed and a request for ongoing funding will be submitted in a future City Budget process.

If funding is not approved for additional program support, existing administrative capacity would be unable to process the anticipated increase in applications due to expanding the program eligibility to adults and seniors. This would slow the screening process significantly and limit the number of approved applicants who could participate in recreational programs. Customer service would be negatively impacted as applicants would likely experience long wait periods as applications are screened.

Lack of access to information about supportive programs and services is one of the major barriers faced by people who experience poverty. If funding is not approved for additional program promotion, the lack of marketing may leave many potential participants without program information and therefore not participating in recreational programs.

#### 4. Funding Strategy for Community Partners (Central Fund)

##### *Community Partners Involved*

The following Community Partners are involved in the Recreation Fee Subsidy Program:

- Britannia Heritage Shipyard Society
- City Centre Community Association
- East Richmond Community Association
- Hamilton Community Association
- Minoru Seniors Society
- Richmond Arenas Community Association
- Richmond Art Gallery Association
- Richmond Fitness and Wellness Association
- Richmond Museum Society
- Richmond Nature Park Society
- Sea Island Community Association
- South Arm Community Association
- Steveston Community Society
- Thompson Community Association
- West Richmond Community Association

Any new Community Partners will also participate in the RFSP as part of their operating agreements, see Attachment 2.

##### *Financial Impact to Community Partner Operations*

The financial impact of free admissions is not anticipated to cause significant additional budget implications for Community Partners. One more person dropping in to a fitness class or weight room does not incur any significant cost. However, special consideration may need to be given to facility capacity, program type, contractor payment structure and an increase in customers who qualify for subsidy.

The overall financial impact of subsidized registered programs for Community Partner operations (i.e. community centres, arenas, Nature Park, and arts and heritage sites) is anticipated to be \$76,000 to \$102,000.

##### *Proposed Central Fund*

During the consultation process Community Partners expressed concern over financial uncertainty with expanded RFSP eligibility to adults and seniors, particularly with regard to registered programs. This is because registered programs need a minimum number of paying

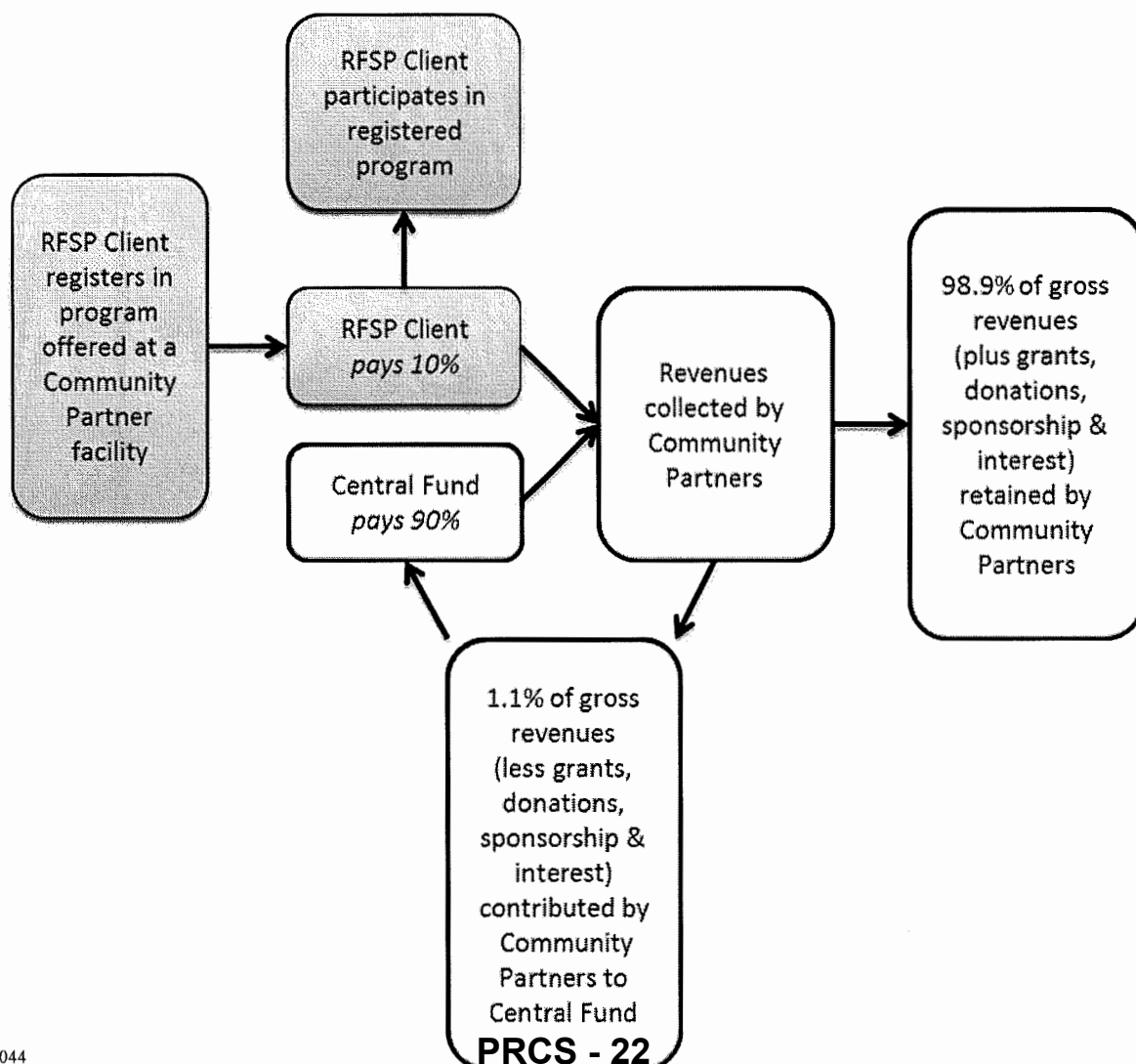
participants in order to ensure there is enough revenue to cover program costs such as instructor wages.

The current RFSP funding structure (revenue from the discounted portion of the registration fee is foregone by the facility) is not recommended for the new RFSP because:

- Community Partners would not be able to plan for minimum registrants as it is not possible to forecast whether RFSP clients will register in any given program.
- Requiring RFSP clients to wait until the minimum number of fully paying registrants is reached before they could register would create two-tiered service and does not align with the Guiding Principles of increasing choice and maintaining dignity and respect of RFSP participants.

To address Community Partner concerns over financial uncertainty, staff proposed the creation of a Central Fund whereby Community Partners would contribute a percentage of gross revenues (less grants, donations, sponsorships and interest) to fund subsidized registered programs offered by Community Partners. That is, the RFSP client would contribute 10% of the registration fee, and the remaining 90% would be drawn from the Central Fund.

See diagram below demonstrating how the Central Fund will operate.



A Central Fund provides a mechanism for Community Partners that enables them to:

- Accept registration from RFSP clients without concern over minimum registration numbers because 100% of registration fees are collected; and
- Provide some financial certainty by enabling Partners to financially plan for their contribution to the Central Fund that is proportional to their revenue generation capacity.

Staff initially proposed a contribution rate of 1.5% which, based on 2015/16 Community Partner financial reports, would provide enough funding to cover anticipated usage (\$102,000) plus a contingency fund (\$38,000). Community Partners generally supported the concept of a Central Fund, but suggested contribution rates ranging from 0.75% to 1.5%.

After further analysis, staff proposed a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) yielding \$101,000 of the anticipated \$102,000 cost to subsidize registered programs offered by Community Partners. This contribution level would require participation by all eligible Community Partners.

Community Partners with a contribution amount of less than \$500 will be granted an exemption from contributing to the Central Fund. Exempted status for Community Partners would be reassessed on an annual basis based on the previous year's financial reports. Currently the exempt partners are: Britannia Heritage Shipyard Society, Richmond Art Gallery Association, Richmond Fitness and Wellness Association, and Richmond Museum Society.

After the third consultation meeting on May 11, 2017, and further dialogue with staff to address individual concerns of some Community Partners, all supported the concept of contributing to a Central Fund for Community Partner operations and agreed to contribute 1.1% to the Central Fund to support the Preferred Option, with some conditions:

- Steveston Community Society and South Arm Community Association have requested that the contribution rate of 1.1% be revisited after the first year of implementation;
- Steveston Community Society has currently only agreed to contribute for the first year of implementation; and
- Hamilton Community Association has currently only agreed to contribute for the first two years of implementation.

The contributed funds will be held in a liability account and any remaining funds will be carried-over to the subsequent year. How the carry-over funds will affect Community Partner contributions to the Central Fund in the second year will be determined during the first year of implementation.

#### *Contingency Fund in Case of Higher than Expected Participation*

In case of higher than expected program participation, it is recommended that the City hold a contingency fund in a provisional account to cover subsidies for registered programs at Community Partner operations. A contingency fund of \$50,000 would allow the program to

accommodate approximately 370 additional clients<sup>3</sup> above and beyond what has been budgeted for from the 1.1% contribution. An additional level request will be submitted for consideration in the City's 2018 Operating Budget process. Funds not used in the first year of implementation will be carried over to the second year. This fund would be available during the program assessment period only, which will be the first two years of implementation.

If funding is not approved for a contingency fund and program participation exceeds the capacity of the Central Fund, RFSP clients would not be able to register in recreational programs offered by Community Partners once funding runs out for the remainder of the year.

#### 5. Richmond Olympic Oval Participation

The Richmond Olympic Oval is supportive of the opportunity to make its programming more accessible to Richmond residents living on low income.

The Oval has proposed opportunities that would be available to RFSP clients that complement programming available at community centres. Effort was made not to duplicate community centre program offerings. Proposed opportunities include 90% subsidized registration in physical literacy, learn to climb, and speed skating programs, in addition to free admission to holiday skating sessions (approximately 9 per year) including helmet and skate rentals.

The Oval will not be contributing to nor drawing from the Central Fund. The Oval's participation will begin with implementation of the revised RFSP.

Community Partners support the Richmond Olympic Oval's participation in the RFSP.

#### 6. Evaluation and Reporting

Staff have been developing an outcome-based program evaluation framework as part of the implementation plan. This will guide the type of quantitative and qualitative data that will be collected throughout RFSP implementation to assess program participation in both City and Community Partner operations.

Staff will monitor program participation and Central Fund levels monthly to ensure the Central Fund has enough funds to cover program demand. Staff will also provide quarterly Central Fund usage and program participation statistics to Community Partners during the first two years of implementation.

Staff will also monitor Central Fund usage to identify whether certain Community Partners are disproportionately affected. Moving forward, the City and Community Partners together will need to determine appropriate measures to address inequity across operations.

Some operations may see a larger proportion of subsidy registrations due to neighbourhood demographics or programming focus (e.g. seniors). However, as operations' revenues increase their contribution to the Central Fund will also adjust and increase the following year.

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<sup>3</sup> Based on extrapolation from RFSP Review Report estimates.



Staff recommend providing a progress report to Council after the first year of implementation, with a final evaluation report after the second year of implementation that includes any recommended adjustments to the new program.

Community Partners have requested that the contribution rate be revisited after the first year of implementation. A review of the initial contribution rate will form part of the progress report to be presented after the first year and a final recommendation on how contribution rates will be adjusted in future years will be included in the final evaluation report. To address Community Partner concerns, staff recommend carrying-over any remaining amount in the Central Fund for future use.

### 7. Applicant Screening Process

The RFSP has been operating for over 18 years and screening currently considers both the income and assets available to the applicant. In the RFSP Review it was identified that significant staff time is currently dedicated to assessing applicants' assets, and an expanded program would require streamlining the screening process.

Community Partners expressed concern about how the City will determine eligibility for the RFSP. Concerns were voiced that assessing eligibility on reported income was not enough to identify an applicant's 'true' need. Concerns were raised about whether the City will have the capacity to screen the anticipated increase in RFSP applications. There was also acknowledgement that there will always be a small number of individuals who will abuse the RFSP, but the focus should be on ensuring Richmond residents have access to the best program possible. See Attachment 3 for a summary of the consultation process and feedback received.

Staff acknowledge the concerns raised by Community Partners and will be diligent in ensuring the application and screening process will balance privacy and eligibility of applicants. With the anticipated increase in applications, staff have begun revising the application form and screening process to balance efficiency and adequate scrutiny of applicants' overall financial situation. A Privacy Impact Assessment (PIA) of the RFSP is currently being completed to ensure compliance with the Freedom of Information and Privacy Protection Act (FIPPA) of BC. A revised application form and screening process will be implemented and tested ahead of implementation of an updated RFSP.

There was general support from Community Partners for engaging community agencies in referring pre-screened applicants to the program. Community agencies could include institutional partners and not-for-profit community service organizations that specifically serve residents affected by poverty and low income. However, some Community Partners voiced caution and suggested waiting until the revised application process has been streamlined before engaging third parties. Staff will investigate a process to accept RFSP referrals from a limited number of community agencies after the first year of implementation.

## 8. Technological Improvements: PerfectMind Implementation

The City will be transitioning from CLASS to the PerfectMind platform for program registration management. It is anticipated that PerfectMind will contribute to streamlining administrative processes.

Currently, RFSP clients must contact administration staff multiple times a year. They need to apply to the program and be approved annually. Once approved, clients contact administration staff up to four times per year to select the programs/activities they wish to register for. With the PerfectMind platform it is anticipated that RFSP clients will only need to contact administration staff once per year for application or renewal and be able to access credits added to the registration accounts.

Other opportunities to streamline administration procedures through PerfectMind may include:

- Free admissions could be administered as an annual pass, facilitating tracking of RFSP participation;
- Customer ability to access subsidy credit when registering for programs online;
- Customer interface may be programmed to identify which registered programs are eligible for subsidies;
- Single database required for RFSP data management; and
- Integration with the registration system allows for ease of report generation with regard to usage statistics.

The City's Accessibility and Inclusion staff will work closely with PerfectMind implementation leads throughout the planning process to ensure RFSP needs are met.

## 9. Shifting the Seniors Age from 55 to 65 Years of Age

The Social Development Strategy includes Action 7.5: "Reviewing the pricing structure for City programs for older adults to ensure it remains equitable and sustainable, while also being affordable for those with limited incomes. Medium Term (4-6 years)" Currently, seniors pricing is offered to participants beginning at 55 years of age. Seniors pricing is generally 20% to 40% less than adult rates depending on the program or service offered.

During consultation with Community Partners, discussion arose regarding the potential to shift the age for seniors pricing from 55 to 65 years of age. Although discussing seniors pricing was not an objective of the RFSP stakeholder consultation, it became clear that a majority of Community Partners and City operations strongly supported this change (Attachment 3).

Staff recommend shifting the age at which the seniors rate applies from 55 years to 65 years because Richmond has been providing a lower price for programs and services based on age and not necessarily on financial need. With the current RFSP, adults and seniors are not eligible to receive a subsidy, so providing a lower price at 55 years of age helped to offset costs for adults living on low income. However, with expanded eligibility to include adults and seniors in the new program, the RFSP would make financial accommodations available based on need and not solely on age.

Changing the age for seniors pricing to 65 years would bring Richmond's pricing in alignment with a majority of the ten municipalities examined as part of the RFSP Review:

- Seniors pricing at 60+ years (Surrey, Delta, Victoria, Toronto)
- Seniors pricing at 65+ years (Burnaby, Coquitlam, Vancouver, Winnipeg, Edmonton, Calgary)

Shifting the seniors age to 65 years would also provide a moderate increase in revenue for Community Partners and City operations. However, some Partners cautioned that this change could result in reduced participation of adults in the 55 to 64 year age range.

It is not known if the pricing change will deter existing 55 to 64 year old users from participating in parks, recreation and cultural activities and to what extent, but it is unlikely that 100% of this group will continue participating with a price increase. It is difficult to estimate the total number of people who will be affected because drop-in programs do not track the participants' ages. However, the total number of passholders city-wide within this age group was 2,846 (for passes purchased Sep 1/15 to Aug 31/16).

A shift in seniors pricing would apply to all programs and services (including passes, drop-ins, fitness, and registered programs). Participation in seniors programs and services such as outtrips and wellness fairs would still be open to participants at 55 years of age. See Attachment 6 for scenarios.

Implementation of the fee change will be concurrent with the implementation of the RFSP to ensure adults living on low income who are 55 to 64 years of age could apply for a subsidy. A communication strategy to notify participants of the change well ahead of time will be developed and implemented. Staff will also determine measures that may assist in easing the transition, for example, by implementing the pricing change in phases or by offering passholders the opportunity to renew passes early ahead of the fee change.

## **10. Next Steps**

Subject to Council approval, staff will pursue actions outlined in the implementation plan (Attachment 7). Actions include completing a Privacy Impact Assessment, pilot testing the revised application form and screening process, and developing a communications plan for an updated RFSP. Implementation of an updated RFSP is expected to begin in September 2018, though this timing may be affected by other factors including the implementation of the PerfectMind registration system and the opening of Minoru Centre for Active Living.

## **Financial Impact**

### *Impact and Funding Options for Revised RFSP*

The total financial impact to the City is estimated to be \$232,000 to \$271,000 comprised of:

- An estimate of \$114,000 to \$153,000 from revenues not collected for registered programs at the City's aquatic facilities and the Richmond Arts Centre.

- \$118,000 for initial RFSP implementation based on staff recommendations in this report including:
  - \$50,000 requested to provide a contingency fund in case of higher than anticipated program participation.
  - \$68,000 requested for additional administrative support and program promotion.

A one-time additional level request will be submitted for consideration in the 2018 Operating Budget. A long-term funding strategy will be proposed as part of the final evaluation report that will be presented to Council.

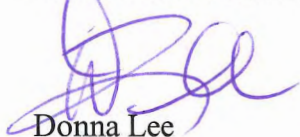
## Conclusion

The City has offered the Recreation Fee Subsidy Program in partnership with Community Partners for over 18 years. Expanding eligibility and program choice for residents of all ages who are living on low income will increase participation, improve fairness and equity, and potentially improve health outcomes.

Throughout the consultation process Community Partners voiced support for this program and the recommended program improvements. Community Partners also confirmed their commitment to ensuring parks, recreation and cultural opportunities are accessible and inclusive.

Staff recommend a funding strategy whereby Community Partners contribute 1.1% of their gross revenues (less exceptions as noted earlier) to a Central Fund, with the City providing a \$50,000 contingency fund on a pilot basis until program participation can be assessed during the first two years of implementation.

The staff recommendations take into account findings from the RFSP Review, the revised Guiding Principles, Community Partner feedback and additional analysis conducted throughout the process. Staff are confident that the revised RFSP will enable participation by more residents who are currently not financially able to take advantage of Richmond's wide variety of parks, recreation and cultural opportunities.




Donna Lee  
Inclusion Coordinator  
(604-276-4390)

- Att. 1: Council Policy 4012: Access and Inclusion
- 2: City Facilities and Community Partners
  - 3: Summary of Consultation with Community Partners
  - 4: Sample Listing of Eligible and Ineligible Programs
  - 5: Comparison of Existing vs. Revised Recreation Fee Subsidy Program
  - 6: Scenarios for Seniors Pricing
  - 7: RFSP Implementation Plan

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**Attachment 1: Council Policy 4012 – Access and Inclusion**

 <b>City of Richmond</b>		<b>Policy Manual</b>
Page 1 of 1	Adopted by Council: October 13, 1981 Amended by Council: December 8, 2014	<b>POLICY 4012</b>
File Ref: 3190-00	<b>ACCESS AND INCLUSION</b>	
<p><b>POLICY 4012:</b></p> <p>It is Council policy that:</p> <p>Richmond is an accessible and inclusive city by:</p> <ol style="list-style-type: none"> <li>1. Acknowledging and keeping abreast of the accessibility and inclusiveness needs and challenges of diverse population groups in Richmond.</li> <li>2. Ensuring that the Official Community Plan and other key City plans, strategies and policies incorporate measures to support Richmond's efforts to be an accessible and inclusive city.</li> <li>3. Developing programs and adopting practices to ensure Richmond residents and visitors have access to a range of opportunities to participate in the economic, social, cultural and recreational life of the City.</li> <li>4. Collaborating with senior levels of government, partner organization and stakeholder groups to promote social and physical infrastructure to meet the diverse needs of people who visit, work and live in Richmond.</li> <li>5. Promoting barrier free access to the City's facilities, parks, programs and services.</li> <li>6. Promoting a welcoming and respectful municipal workplace.</li> <li>7. Providing information to the public in a manner that respects the diverse needs and characteristics of Richmond residents.</li> </ol>		
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## Attachment 2: City Facilities and Community Partners

All Partners involved in the delivery of programs and services in Richmond's community centres, aquatic centres, arenas and arts, culture and heritage facilities were engaged through stakeholder consultation. All Community Partners supported revisions to the Recreation Fee Subsidy Program based on the Preferred Option and all will be impacted by the expanded program.

### Preferred Option

There was consensus among Community Partners that a revised Recreation Fee Subsidy Program should be based on the Preferred Option, which entails:

- Free admission for all ages (for drop-in programs and services), and
- 90% discount on advertised price of program registration fee for all ages
  - Cap of \$300/year in subsidy for children and youth
  - Cap of \$100/year in subsidy for adults and seniors.

### City of Richmond Operated Facilities

The City of Richmond currently directly operates five facilities comprised of four aquatic facilities and the Richmond Arts Centre. Drop-in opportunities are currently only available at the aquatic facilities and free admissions are not anticipated to cause significant additional budget implications. The anticipated impact of subsidized registered programs at these City facilities is expected to be \$114,000 to \$153,000 in revenues not collected from RFSP clients. However, no hard costs will be incurred and additional funds are not required.

Facility
Minoru Aquatic Centre*
South Arm Outdoor Pool*
Steveston Outdoor Pool*
Watermania*
Richmond Arts Centre

\*Richmond Aquatics Services Board was consulted

### Community Partner Operated Facilities

Community Partner draft operating agreements with the City include a requirement for Partners to comply with City of Richmond policies, such as Council Policy 4012: Access and Inclusion (Attachment 1). Although Community Partners are required to participate in the RFSP, all recognized the important role this program plays in ensuring parks, recreation and cultural services are accessible for community members regardless of income status.

The financial impact of free admissions to drop-in opportunities is not anticipated to cause significant additional budget implications for Community Partners. The financial impact of subsidized registered programs for Community Partner operations (i.e. community centres, arenas, Nature Park, and arts and heritage sites) is anticipated to be \$76,000 to \$102,000 in revenues not collected from RFSP clients.

To address Community Partner concerns over fiscal uncertainty of an expanded program, Partners agreed to contribute to a Central Fund. Contributions are based on 1.1% of gross revenue less grants, donations, sponsorships and interest. Community Partners whose contribution amount is less than \$500 will be exempt from contributing due to their minimal ability to generate revenue. Exemptions will be granted year to year, depending on revenue reported in the previous financial year.

Community Partner	Financial Statement <sup>1</sup>	Gross Revenue <sup>2</sup>	1.1% Contribution
City Centre Community Association	August 31, 2016	\$808,002	\$8,888
East Richmond Community Association	August 31, 2016	\$919,936	\$10,119
Hamilton Community Association	August 31, 2016	\$527,216	\$5,799
Minoru Seniors Society	August 31, 2016	\$238,621	\$2,625
Richmond Arenas Community Association	June 30, 2016	\$663,983	\$7,304
Richmond Nature Park Society	December 31, 2015	\$61,451	\$676
Sea Island Community Association	August 31, 2016	\$69,024	\$759
South Arm Community Association	August 31, 2016	\$1,832,020	\$20,152
Steveston Community Society	August 31, 2016	\$1,242,558	\$13,668
Thompson Community Association	August 31, 2016	\$1,443,420	\$15,878
West Richmond Community Association	August 31, 2016	\$1,390,226	\$15,292
		\$9,196,457	\$101,160

Currently Exempted	Financial Statement <sup>1</sup>	Gross Revenue <sup>2</sup>	1.1% Contribution
Britannia Heritage Shipyard Society	August 31, 2015	\$1,940	\$21
Richmond Art Gallery Association	December 31, 2015	\$20,447	\$225
Richmond Fitness and Wellness Association	August 31, 2016	\$7,892	\$87
Richmond Museum Society	December 31, 2015	\$17,255	\$190
		\$47,534	\$523

<sup>1</sup>Future Community Partner contribution amounts will be calculated based on revenues reported in the most recently completed fiscal year.

<sup>2</sup>Gross revenue less grants, donations, sponsorships and interest.

Richmond Olympic Oval Corporation

The Richmond Olympic Oval Corporation operates the Richmond Olympic Oval on behalf of the City. An objective in its operating agreement with the City states that “the Oval will provide facilities, programs and services for the Richmond community, neighbouring communities and the general public.” Since 2013, the Oval has honoured Richmond’s Recreation Access Card providing discounted admissions to Richmond residents living with a disability. The Richmond Olympic Oval is supportive of the opportunity to make Oval programming more accessible to Richmond Residents living on low income.

The Oval has proposed opportunities that would be available to RFSP clients that complement programming available at community centres. Effort was made not to duplicate community centre program offerings. Proposed opportunities include 90% subsidized registration in physical literacy, learn to climb, and speed skating programs, in addition to free admission to holiday skating sessions (approximately 9 per year) including helmet and skate rentals. Implementation will begin concurrent with implementation of a revised RFSP.



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**Attachment 3: Summary of Consultation with Community Partners**

The following provides a summary of the consultation process and key responses provided by Community Partners after each meeting.

**Stakeholder Consultation Meeting #1 – June 9, 2016**

At the first stakeholder consultation meeting, City staff presented information from the RFSP Review report, including program background, key findings from the RFSP Review and options for revising the RFSP. Staff also invited comments and questions from Community Partners. Themes from the meeting discussion and questions/comments received in writing afterward from Community Partner Board of Directors included:

Topic	Overview	Key Feedback/ Questions/ Concerns
General support for a revised RFSP	Staff asked Community Partners to comment on their overall support for a revised RFSP, as well as any benefits, challenges and opportunities they foresee for their organization.	<ul style="list-style-type: none"> <li>• All Partners supported updating the RFSP because it would be more inclusive, fits the mandate of accessible programs, and recognition of seniors' needs is long overdue.</li> <li>• Agreement that a revised RFSP would enable community involvement for the whole family, better access to programs for people of all ages, and contribute to increased fairness, better health outcomes &amp; improved quality of life.</li> <li>• Revising the RFSP provides opportunities to reduce barriers to participation, engage new clients, and enable more people to use facilities and programs.</li> </ul>
Preferred program option	Staff asked Community Partners to comment on the three program options outlined in the RFSP Report and presented on June 9 <sup>th</sup> .	<ul style="list-style-type: none"> <li>• The Preferred Option received the most support from Community Partners.</li> </ul>
Financial impact on Community Partners	A challenge identified by Community Partners was the financial uncertainty an expanded program would pose to operations.	<ul style="list-style-type: none"> <li>• Concerns that some operations would see a greater number of subsidy clients due to geographic location and local demographics, for example, in City Centre.</li> <li>• Concerns that the overall program participation would exceed financial capacity of some Community Partners given the current operating model (i.e. the subsidized portion of registration fees is foregone by operations).</li> <li>• Questions around the availability of Casino funds to fund the RFSP.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
Screening of applicants	Community Partners expressed concern regarding how the City ensures applicants are 'truly' in need of financial support.	<ul style="list-style-type: none"> <li>Concerns about how applicants will be screened to verify that they are in need of financial support and how program advertising will be targeted.</li> <li>There was a suggestion to explore accepting pre-screened applicants referred by community agencies that work with low income residents.</li> </ul>
Interest in shifting the Seniors pricing age	Some Community Partners expressed the desire to explore shifting the seniors pricing age to 65 years.	<ul style="list-style-type: none"> <li>Most Community Partners supported exploring shifting the age at which seniors pricing takes effect from 55 years to 65 years of age provided there is a mechanism to support seniors living on low income.</li> <li>City staff were also supportive as this addresses Action 7.5 of the Social Development Strategy.</li> </ul>
Richmond Olympic Oval participation	Some Community Partners asked whether the Richmond Olympic Oval would also participate in the RFSP.	<ul style="list-style-type: none"> <li>Questions about whether the Richmond Olympic Oval will also participate in the RFSP.</li> </ul>

#### Stakeholder Consultation Meeting #2 – November 23, 2016

At the second stakeholder consultation meeting, based on feedback received from Community Partners staff presented three ideas for discussion to address Partner concerns. The three ideas presented for discussion are listed below, along with feedback received from Community Partners after Meeting #2:

Topic	Overview	Key Feedback/ Questions/ Concerns
Referral of pre-screened applications	In addition to revising the screening process, community organizations could be engaged in a referral program.	<ul style="list-style-type: none"> <li>Most Community Partners supported engaging community organizations in referring pre-screened applicants to the RFSP.</li> <li>Some Community Partners suggested proceeding with caution and delaying this action until the revised screening process has been streamlined.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
Central Fund contribution	To address concerns about financial certainty, Community Partners could contribute 1.5% of gross revenues (less exemptions) to a Central Fund to fund subsidies at Community Partner operations.	<ul style="list-style-type: none"> <li>• Most Community Partners agreed with the concept of contributing to a Central Fund.</li> <li>• Community Partners suggested varying contribution amounts from 0.75% to 1.5% of gross revenues (less exemptions).</li> <li>• There was some suggestion that the City should be responsible for funding subsidized opportunities, not Community Partners.</li> <li>• There was a suggestion that any remaining funds at the end of a program year should remain in the Central Fund to reduce future contribution amounts.</li> <li>• Some Community Partners felt the RFSP did not apply to their operations, for example, the Richmond Museum, Richmond Art Gallery, Richmond Fitness and Wellness Association offer free public programming and do not generate much revenue.</li> <li>• Concern was expressed by Hamilton Community Association that due to their location they will be unlikely to recover costs of contributing to the Central Fund. This is because Hamilton RFSP clients may travel to other parts of the city to participate in programs, but RFSP clients from other areas are unlikely to travel to Hamilton.</li> </ul>
Seniors pricing shift from 55+ to 65+ years	Shifting the age at which seniors' pricing takes effect from 55 to 65 years of age.	<ul style="list-style-type: none"> <li>• A majority of Community Partners supported shifting the age at which seniors' pricing is in effect from 55 to 65 years of age.</li> <li>• Some Partners expressed concern that this would reduce participation of adults in the 55 to 64 year age range and that older adults should be encouraged to engage in active lifestyles as early as possible.</li> <li>• Fee change implementation should occur at the same time as the implementation of the RFSP to ensure adults living on low income who are 55 to 64 years of age could apply for a subsidy.</li> </ul>

Stakeholder Consultation Meeting #3 – May 11, 2017

At the third stakeholder consultation meeting Staff presented draft recommendations that would be brought forth to City Council based on feedback received to date. Community Partners discussed the recommendations and requested further clarification on specific items.

Topic	Overview	Key Feedback/ Questions/ Concerns
Applicant screening	Some Community Partners expressed concern that the screening process would not adequately screen out dishonest applicants and requested further information on steps being taken to address this.	<ul style="list-style-type: none"> <li>• Generally, Partners would like more details about how applicants will be screened to ensure both income and assets are taken into account.</li> <li>• City staff clarified work to date on revising the application form and screening process including: researching practices of other municipalities; identifying documentation that can provide a more comprehensive view of an applicant's financial situation; improving transparency in the screening process; completing a Privacy Impact Assessment, and that a revised application form and screening process will be pilot-tested ahead of implementing an updated RFSP.</li> <li>• One Partner acknowledged that there will always be a small number of individuals who will abuse such programs, but the focus should be on ensuring Richmond residents have the best program possible.</li> <li>• Other Partners acknowledged the challenges in determining poverty and that transparency in the screening process is necessary so that applicants are aware that eligibility is based on overall financial situation, not just low income.</li> </ul>
Impact of seniors' pricing shift	Community Partners expressed the need for more clarity on the implications of shifting the seniors' pricing age.	<ul style="list-style-type: none"> <li>• Staff provided scenarios to better demonstrate how a change in seniors pricing would affect participants in different types of programs and services.</li> <li>• Some Partners noted that they did not realize this change could mean two-tiered pricing for some registered programs.</li> <li>• Some Partners reiterated cautions that this could decrease participation of adults 55 to 64 years of age.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
Contribution to a Central Fund	<p>Although most Community Partners supported contributing to a Central Fund, not all Partners could participate with a 1.5% contribution.</p> <p>After further analysis, staff recommended that 1.1% of gross revenues (less grants, donations, sponsorships and interest) would cover the anticipated \$102,000 cost to subsidize Community Partner programs with no contingency fund and would require participation from all partners.</p>	<ul style="list-style-type: none"> <li>• Redistribution of funds – The Central Fund will only be redistributed to Community Partner operations as subsidized clients register in programs. All subsidized clients would pay 10% of the registration fee, and the remaining 90% would be drawn from the Central Fund. This fund will not be absorbed into the City budget. <ul style="list-style-type: none"> <li>○ Some felt the responsibility for funding the RFSP falls to the City and not Community Partners.</li> <li>○ Some Community Partners were concerned that any remaining funds would be absorbed by the City.</li> </ul> </li> <li>• Calculation of contribution – Calculations will be based on the 2016/17 (or most recently completed) fiscal year. Implementation is anticipated to take place in September 2018.</li> <li>• Some meeting participants expressed their individual views that the City should fund the RFSP for Community Partner operations through property taxes or gaming revenue.</li> <li>• There was a suggestion to carry-over funds remaining at the end of the first year of implementation in the Central Fund to reduce the contribution amount from Community Partners for the next year.</li> </ul>

**Final Feedback Regarding the Central Fund**

Final feedback from Community Partners was submitted in different formats including email correspondence and board meeting minutes. The chart below is a compilation of responses received, and therefore the response formats vary.

<b>Feedback Regarding the Central Fund</b> <i>City Staff recommend a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) to a Central Fund. What level (%) of contribution will your association/society commit to contributing to a Central Fund to subsidize opportunities at Community Partner operations?</i>		
Britannia Heritage Shipyard Society BHSS	1.1%	1.1 % Fine with us. No additional comments. (July 5, 2017)
City Centre Community Association CCCA	1.1%	At our CCCA board meeting last night the board voted in favor of amending our earlier motion. Last night we voted in favor of contributing 1.1% to the Recreation Fee Subsidy Program with the provisions we receive quarterly reporting back regarding contributions, reimbursements and participation. As well we expect the program to be reviewed after 2 years. (July 19, 2017)
East Richmond Community Association ERCA	1.1%	10.8 Recreation Fee Subsidy Program: It was moved by Gary, seconded by Noreen that: The ERCA approve the Recreation Fee Subsidy at 1.1%, to commence fall/winter 2018. Motion carried. (June 20, 2017)
Hamilton Community Association HCA	1.1%	Hamilton Community Association has resolved to commit to contribute 1.1% of revenues to the RFSP when implemented. (August 18, 2017)
Minoru Seniors Society MSS	1.1%	Kathleen confirmed that following the last meeting, it had been requested that the contribution from the community associations be reduced to 1.1% from 1.5% and Kathleen asked for feedback from the Board in this regard. The Board approved this recommendation. Motion: That the fee subsidy contribution be approved at 1.1%. Moved: Bill Sorenson, Seconded: Barry Gordon, Carried. (June 15, 2017)
Richmond Arenas Community Association RACA	1.1%	Motion: That RACA supports the City of Richmond's Recreation Fee Subsidy program by contributing 1.1% of public program revenues to a central pot as requested. The funds will be used to subsidizing program opportunities for individuals approved through the City's administration of the program. Moved by Aundrea Feltham, Seconded by Pam Mason. Carried. (June 22, 2017)
Richmond Art Gallery Association RAGA	1.1%	RAGA supports the recommendations. (June 22, 2017)
Richmond Aquatics Services Board RASB	n/a	Our Board already supported this concept, although, given that aquatics are already significantly subsidized by the City, the new assessment would not apply to aquatics users. No further comments. (June 21, 2017)
Richmond Fitness and Wellness Association RFA	1.1%	RFA continues to support an expanded fee subsidy program, particularly as it will work to enhance the health and wellness of our community's vulnerable populations. The board has indicated that the suggestions noted in our previous feedback remain relevant to the ongoing discussion. We look forward to being involved in further consultations. (June 23, 2017)

<b>Feedback Regarding the Central Fund</b> <i>City Staff recommend a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) to a Central Fund. What level (%) of contribution will your association/society commit to contributing to a Central Fund to subsidize opportunities at Community Partner operations?</i>		
Richmond Museum Society RMS	1.1%	MOTION: (Gill, Roston) that the museum participate in the Recreation Fee Subsidy program this year. CARRIED. (July 26, 2017)
Richmond Nature Park Society RNPS	1.1%	The Richmond Nature Park Society met last night and fully endorse the Recreation Fee Subsidy program and the financial support as outlined in the program. (June 22, 2017)
Sea Island Community Association SICA	1.1%	<p>I can say no additional comments or questions have arisen since the last time I provided feedback. SICA has no issues with the fee subsidy program. The most recent version only improved the financial cost. (June 23, 2017)</p> <p><i>From March 6, 2017:</i>  <i>SICA board in favor, concern expressed if 1.5% is determined not to be enough. Need to understand 'process' for any changes to percentage if needed in future</i></p>
South Arm Community Association SACA	1.1%	<p>A quick note to advise that the Board of South Arm Community Association has voted in favour of a REVISED contribution of 1.1% to the Recreational Fee Subsidy 'Pot' rather than the original .75%.</p> <p>This revised support still recognizes as discussed earlier that once the new program is running, there will be quarterly reporting on the program along with specifically South Arm's performance. Additionally, at the end of the first year there will be a complete review of the program which will also be shared out with Community partners. (July 13, 2017)</p>
Steveston Community Society SCS	1.1%	We are ok with the 1.1% proposed contribution for one year. (June 26, 2017)
Thompson Community Association TCA	1.1%	<p>Recreation Fee Subsidy Program: Julie welcomed David Ince to the meeting. David spoke to the percentage funded by Associations and requested that TCA look with favour on the increase from 1% to 1.1%. As a result, the following motion was made.</p> <p>Motion:  That TCA contribute 1.1% of gross revenue, less grants, donations, sponsorships and interest to a central fees subsidy fund to be administered by the City.  Moved: Marion Gray, Seconded: Otto Sun. Carried, with [two board members] opposed. (July 10, 2017)</p>
West Richmond Community Association WRCA	1.1%	<p>We recognize there is a need to fund this plan, and are aware the formula has been determined through research and historical data. Our only concern is if there is data to indicate the formula provides a surplus higher than expected, the percentage/contribution will be lowered. (July 4, 2017)</p> <p><i>From Feb 23, 2017:</i>  <i>The Board is in support of the 3 questions proposed in the review. There were a few questions that came up in discussion that most likely won't be sorted until implementation...but here they are:</i>  - Further breakdown of budget  - Plan for what happens to leftover money</p>

### Final Feedback Regarding Seniors Pricing

Final feedback from Community Partners was submitted in different formats including email correspondence and board meeting minutes. The chart below is a compilation of responses received, and therefore the response formats vary.

<b>Feedback Regarding Seniors Pricing</b>	<b>Meeting #2 Feedback (November 23, 2016)</b>  <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		<b>Meeting #3 Feedback (May 11, 2017)</b>  <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Britannia Heritage Shipyard Society BHSS	No	We favour leaving the senior age at 55. According to many sources, Richmond is one of the healthiest communities in Canada. We believe we should encourage fitness, health and social activities as early as possible and to encourage life-long participation in activities that promote these values. (Mar 10, 2017)	We favour leaving the senior age at 55. We are the healthiest community in Canada and think we should encourage fitness and health as early as possible. (July 5, 2017)
City Centre Community Association CCCA	No	Yes we agree with the shift for the purpose of subsidy (discount) only, this does not change the definition of senior (55+). (Feb 23, 2017)	The committee also discussed the impact of the seniors pricing change and were not able to determine the financial or servicing impact of a two - tier pricing model for seniors. More information is needed to come to a conclusion for the impact of the recreation fee subsidy program change. (June 21, 2017)
East Richmond Community Association ERCA	Yes	Supports shifting the seniors discount age from 55 to 65 years (from Jan 2017 Board Meeting Minutes). (Feb 20, 2017)	No comment. (June 21, 2017)
Hamilton Community Association HCA	Yes	The HCA board discussed all the recommendations and approved Recommendations 1 & 3. (Feb 24, 2017)	No comment. (June 23, 2017; August 17, 2017).
Minoru Seniors Society MSS	Yes	That programs be subsidized at 65 years of age. Moved: Bill Sorenson, Seconded: Peter Chan, Carried with two opposed. (Jan 2017 Board Meeting Minutes) (Feb 20, 2017)	Seniors pricing in all community centres could start at 65 years of age and those 64 and under would pay the adult price. Following some questions to clarify the age increase, the Board supported 65 years of age for seniors pricing. (June 15, 2017)
Richmond Arenas Community Association RACA	Yes	10 agree/ 3 oppose (Mar 2, 2017)	No comment. (June 22, 2017)



Feedback Regarding Seniors Pricing	Meeting #2 Feedback (November 23, 2016) <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		Meeting #3 Feedback (May 11, 2017) <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Richmond Art Gallery Association RAGA	Yes	RAGA believes the senior discount age should stay at 55 yrs old. (Mar 30, 2017)	RAGA supports the recommendations. They have no further feedback. (June 22, 2017)
Richmond Aquatics Services Board RASB	Yes	Yes, as confirmed in our email of July 4, 2016 (see following): "6. Would your organization support the elimination of subsidized fees for an age range of seniors such as 55-64 year olds with the introduction of the new Fee Subsidy Program? This will allow for increased revenue for 55-64 year olds to subsidize new individuals subsidized through the fee subsidy program? Yes (and most of our Board members in attendance at our June 21 meeting were, in fact, over age 55 themselves), both from the perspectives of fairness and allocation of limited City resources." (Feb 22, 2017)	Our Board already supported this change. No further comments. (June 21, 2017)
Richmond Fitness and Wellness Association RFA	Yes	3) The board supports a change to designate seniors' rate as starting at age 65. However there were two concerns expressed a) that this change may decrease the number of participants aged 55-64, an age group that needs to be encouraged to keep active, and b) that any changes be well coordinated with the new fee subsidy so that those ages 55-64 are aware and able to access the new fee subsidy before the change takes place.  Please note also that the RFA board, as previously shared with you, recommends that the adult fee subsidy be set at \$300 per annum, not the \$100 level proposed. This would allow those with chronic conditions to access a fuller range of programs essential to their health and well-being. (Feb 27, 2017)	No comment. (June 23, 2017)
Richmond Museum Society RMS	n/a	The RMS board is not commenting. (Mar 7, 2017)	The Richmond Museum Society is not affected by these changes. (June 22, 2017)
Richmond Nature Park Society RNPS	Yes	The Richmond Nature Park Society supports shifting the senior discount from 55 to 65 years of age. (Jan 31, 2017)	No comment. (June 22, 2017)

Feedback Regarding Seniors Pricing	Meeting #2 Feedback (November 23, 2016) <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		Meeting #3 Feedback (May 11, 2017) <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Sea Island Community Association SICA	Yes	Yes, all board members approve of this change. (Mar 6, 2017)	No comment. (June 23, 2017)
South Arm Community Association SACA	Yes	Recommendation 3: Yes shift from 55 to 65. (Mar 16, 2017)	No comment. (June 22, 2017; July 13, 2017)
Steveston Community Society SCS	Yes	Most definitely support shifting Seniors discount age from 55 to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP. - concern over removing reduced program pricing for those over 55 who may need support for various reasons. • 4 other directors agreed “yes” (Mar 8, 2017)	We are ok with the proposed seniors pricing change for one year. (June 26, 2017)
Thompson Community Association TCA	Yes	5. that the program will begin concurrent with the change of seniors discount ages from 55 to 65, expected to be September 1, 2017.* (Feb 25, 2017)  *Note: Implementation anticipated for September 2018.	No comment. (June 19, 2017; July 20, 2017)
West Richmond Community Association WRCA	Yes	The Board is in support of the 3 questions proposed in the review. (Feb 23, 2017)	We are in full support of this process relating to the “Senior” clarification. (July 4, 2017)

**Attachment 4: Sample Listing of Eligible and Ineligible Programs**

This chart provides examples of programs that would be eligible and ineligible for the Recreation Fee Subsidy Program, but is not intended to be an exhaustive list.

	Included	Excluded
<b>Admissions*</b>	Drop-in public swim Drop-in fitness centre Drop-in public skate Drop-in fitness classes Drop-in open gym programs (e.g. volleyball, basketball, hockey)	Sport rentals (e.g. court rentals and ping pong table rentals) Contracted programs in which the instructor charges per person rather than an hourly wage
<b>Program Registrations</b>	Basic swim lessons Registered fitness programs Registered skate programs Registered programs (e.g. arts, music, crafts) Arts Centre school year dance Programs (limited subsidy available)	Private lessons Semi-private lessons Personal training Tennis assessments Birthday parties Facility rentals (e.g. room rentals) Memberships/Facility passes (i.e. memberships or facility passes for seniors clubs and groups) Contracted programs in which the instructor charges per person rather than an hourly wage

\*Note: It is anticipated that free drop-in admissions will be administered as an annual pass in PerfectMind. Therefore annual passes are not included in this chart.

**Attachment 5: Comparison of Existing vs. Revised Recreation Fee Subsidy Program**

	<b>Existing Program</b>	<b>Revised Program</b>
<b>Admissions</b>	Only available as subsidized 10-Visit passes (up to four times per year, including program registrations)	Free admissions for all ages
<b>Program Registrations</b>	Pay-what-you-can for children and youth only (up to three times per year, including 10-Visit pass)	90% discount on advertised price of program registration fee for all ages
<b>Children/Youth Registered Program Subsidy</b>	See above	Up to \$300/year subsidy
<b>Adult/Senior Registered Program Subsidy</b>	No subsidy	Up to \$100/year subsidy
<b>Opportunities for Participation</b>	Low	Excellent
<b>Range of Admissions &amp; Program Choice</b>	Low	Excellent
<b>Individual Facility Use</b>	Low	High
<b>Impact on Administration</b>	Moderate	High
<b>Annual Financial Impact*</b>	\$49K (City) \$26K (Community Partners)	\$114K-\$153K (City) \$76K-\$102K (Community Partners)
<b>Net increase cost from current program*</b>	n/a	\$65K-\$104K (City) \$50K-\$76K (Community Partners)
<b>Within City Operating Budget</b>	Yes	No

\*Note: Not inclusive of other potential City costs (e.g. technology software, staff training, promotions, etc.)

Annual financial impact = Admissions + Program Reg. (child/youth) + Program Reg. (adult/senior)

Admissions: Estimated number of participants x 16 uses x \$5

Program Registrations: Estimated child/youth participants x \$150 use minus 10% participant contribution

Program Registrations: Estimated adult/senior participants x \$80 use minus 10% participant contribution

**Attachment 6: Scenarios for Seniors Pricing**

Below is a chart that provides examples of how new seniors pricing would be applied:

<b>Drop-in Programs and Monthly/Annual Passes</b>	<b>Registered Programs for Seniors</b>	<b>Services for Seniors</b>
Example: Fitness centre, group fitness, pickle ball, badminton, swimming, skating	Example: Out trips, fitness classes, ballroom dance, 'iPhones and iPads' course	Example: Wellness clinics, free workshops, free events, seniors facility passes (i.e. for clubs and groups at community centres, Minoru Place Activity Centre)
Adult rate: 19 to 64 years Seniors rate: 65+ years	Program would be open to 55+ years. Participants 55 to 64 years would pay an 'adult' rate. Participants 65+ years would pay a 'seniors' rate.	Opportunities would be open to 55+ years. Seniors facility passes for clubs and groups will be available for purchase to 55+ years.

**Attachment 7: RFSP Implementation Plan**

<b>Focus</b>	<b>Action</b>	<b>External/ Internal</b>	<b>Others Involved</b>	<b>Time- frame</b>
<b>Program Administration</b>	Continue to administer and promote the RFSP in its current state.	External		Ongoing
<b>Program Administration</b>	Complete a Privacy Impact Assessment of the RFSP to ensure compliance with FIPPA privacy legislation.	Internal	<ul style="list-style-type: none"> <li>• Clerks</li> <li>• Corporate Compliance</li> </ul>	2017
<b>Screening</b>	Implement a streamlined application and screening process to test pilot ahead of revised program implementation. Adjust as needed.	Internal		2017
<b>Evaluation and reporting</b>	Develop outcome planning and evaluation framework to assist with reporting to Council and Community Partners.	Internal		2017
<b>Technology</b>	Ensure PerfectMind features meet RFSP database needs. <ul style="list-style-type: none"> <li>• Secure 'subsidy' module</li> <li>• Ability to assign and track client credits</li> <li>• Customer interface</li> <li>• Additional features to improve affordable options (e.g. pro-rated monthly payments of an annual passes)</li> </ul>	Internal	<ul style="list-style-type: none"> <li>• PerfectMind Implementation Leadership Group</li> <li>• Information Technology</li> </ul>	2017-18
<b>Promotion</b>	Develop and implement a communication strategy regarding the change in Seniors age for pricing.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2017-18
<b>Program Administration</b>	Clarify programs eligible for subsidy and process for addressing RFSP client participation in programs with contractors.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Richmond Olympic Oval</li> </ul>	2017-18

Focus	Action	External/ Internal	Others Involved	Time-frame
<b>Program Administration</b>	Identify and implement steps for creating and managing the Central Fund, including how carried-over funds are attributed to Community Partners for subsequent years.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Community Partners</li> <li>• Finance</li> <li>• PerfectMind Implementation Leadership Group</li> <li>• Information Technology</li> </ul>	2017-18
<b>Promotion</b>	Develop and implement a targeted promotional campaign aimed at residents living on low income to raise awareness of the revised program, including promotional materials, web content, outreach.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2018
<b>Program Administration</b>	Develop and implement a system to track RFSP usage with the Richmond Olympic Oval.	Internal/ External	<ul style="list-style-type: none"> <li>• Richmond Olympic Oval</li> </ul>	2018
<b>Promotion</b>	Develop and implement a targeted promotional campaign to raise awareness among staff who work with people living on low income at social service agencies and institutional partners.	External	<ul style="list-style-type: none"> <li>• RCSAC</li> <li>• SD38</li> <li>• VCH</li> <li>• MCFD/MSD</li> </ul>	2018
<b>Promotion</b>	Develop and implement internal communications and training strategy to inform and prepare Community Services staff for the revised RFSP.	Internal	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Human Resources</li> </ul>	2018
<b>Promotion</b>	Promote low cost and free opportunities that would be suitable for adults aged 55 to 64 should be promoted in the Low Cost, No Cost brochure.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2018
<b>Program Administration</b>	Implement revised RFSP ( <i>concurrently with PerfectMind implementation</i> ).	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2018

Focus	Action	External/ Internal	Others Involved	Time-frame
<b>Seniors</b>	Implement a change in the age at which seniors pricing is in effect from 55 to 65 years of age ( <i>concurrently with RFSP implementation</i> ).	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2018
<b>Evaluation and Reporting</b>	Monitor RFSP participation and contribution amounts with quarterly usage updates shared with Community Partners in the first year of implementation.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Partners</li> <li>• Community Services Departments</li> </ul>	2018-2020
<b>Evaluation and Reporting</b>	Gather and monitor feedback from RFSP clients to identify opportunities for program improvement (e.g. via Let's Talk Richmond).	Internal/ External	<ul style="list-style-type: none"> <li>• RFSP Clients</li> <li>• Communications</li> </ul>	2019-2020
<b>Evaluation and Reporting</b>	Formal progress report on RFSP participation and contribution amounts to City Council and Community Partners.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Partners</li> <li>• Community Services Departments</li> </ul>	2020
<b>Evaluation and Reporting</b>	Gather and monitor feedback from RFSP clients to identify opportunities for program improvement (e.g. via Let's Talk Richmond).	Internal/ External	<ul style="list-style-type: none"> <li>• RFSP Clients</li> <li>• Communications</li> </ul>	2020
<b>Screening</b>	Develop and implement a referral process for pre-screened RFSP applications. <ul style="list-style-type: none"> <li>• Investigate implementing an agency recreation pass as a reciprocal measure for organizations that provide pre-screening support.</li> </ul>	Internal/ External	<ul style="list-style-type: none"> <li>• Selected community service agencies</li> <li>• Community Partners</li> </ul>	2020
<b>Evaluation and Reporting</b>	Update report to Council regarding the first two years of implementation and any recommended program adjustments	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2021





# City of Richmond

## Report to Committee

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

**Date:** August 30, 2017

**From:** Serena Lusk  
Interim Director, Parks and Recreation

**File:** 11-7000-01/2017-Vol  
01

**Re:** **Skateboarding Facilities in Richmond**

### Staff Recommendation

That the staff report titled "Skateboarding Facilities in Richmond," dated August 30, 2017, from the Interim Director, Parks and Recreation, be received for information.

Serena Lusk  
Interim Director, Parks and Recreation  
(604-233-3334)

Att. 3

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 
APPROVED BY CAO (DEPUTY) 	

## **Staff Report**

### **Origin**

At the February 23, 2016, Parks, Recreation and Cultural Services Committee meeting, staff received the following referral:

*That staff examine potential sites and costs of a skateboard park in the city and report back.*

The purpose of this report is in response to the above referral and to provide information on existing skateboarding facilities in Richmond and throughout Metro Vancouver.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

*2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports Council's 2014-2018 Term Goal #6 Quality Infrastructure Networks:

*Continue diligence towards the development of infrastructure networks that are safe, sustainable, and address the challenges associated with aging systems, population growth, and environmental impact.*

*6.1. Safe and sustainable infrastructure.*

*6.2. Infrastructure is reflective of and keeping pace with community need.*

### **Analysis**

#### **Skateboarding Facilities in Richmond**

The City of Richmond currently has three purpose-built skateboarding facilities: the River Road Skatepark, the Thompson Youth Park and Garden City Park.

#### **River Road Skatepark**

The River Road Skatepark was built in 1998 and features a large six foot bowled corner, a big half-pipe and two smaller half-pipes, three quarter-pipes, a series of rails, ledges and a stair rail (Attachment 1). The park is used by the local skateboarding community seasonally and is regularly inspected by Parks Operations staff to ensure safety and usability are maintained. The park has some issues including weathering as a result of exposure to the elements, settlement of surfaces, wear and an aging design relative to current skateboard trends.

As a result of design and maintenance issues raised by regular users of the park, in May 2017, New Line Skateparks, a full service design and construction firm specializing in the development of concrete skateparks, was engaged to complete an assessment of the park and make repair recommendations. They have recommended maintenance work to improve the safety and usability of the skatepark. Issues that have a potential impact on safety will continue to be addressed on an ongoing basis and will be funded through the Parks Operations budget. Additional work to improve the park as recommended by New Line Skateparks will be funded, if approved by Council as part of the 2018 budget process, through the Parks Aging Infrastructure program.

A preliminary estimate to install an all-weather shelter cover over the River Road Skatepark is in the range of \$700,000 to \$940,000, including lighting costs. Due to the high costs, covering the park is not recommended at this time.

### **Thompson Youth Park**

Thompson Youth Park was developed in partnership with Thompson Community Association in phases starting in 2008, with the third and final phase completed in 2014 (Attachment 2). Phase three of the park was designed in a *parkour* theme and incorporated a curvilinear design of two elevated structures to provide youth with a challenging environment for physical activity, including skateboarding. At the top of both structures is a curved seating area to provide a place to socialize and view the entire park. This includes a wider, paved path leading to the top of one structure to allow for a fully accessible experience. Thompson Youth Park offers a skateboarding experience that is unique in the region.

### **Garden City Park**

The Garden City “Skate Spot” includes skateboard features integrated into a park that has been designed for multiple uses (Attachment 3). This park is suitable for young and beginner skateboarders.

### **Metro Vancouver Skateboarding Facilities**

Metro Vancouver municipalities are home to approximately 40 public and private skateparks that offer a wide variety of skateboarding experiences. Some regional highlights include:

- Delta’s four skateparks, including the newly opened West 49 private indoor skatepark in Tsawwassen Mills mall;
- Vancouver’s 12 skateparks, including Leaside, a covered park under the Cassiar Street Connector, Vancouver Skate Plaza under the Georgia Viaduct, and The Dry Spot, a private, indoor skatepark; and
- Surrey’s eight skateparks, including a covered skatepark at Cloverdale Youth Park.

### **Next Steps**

An updated skateboard facility, including options for a covered skatepark, could meet community needs and will be considered as part of future park planning processes. Prior to

advancing any work on this project, a full assessment of the community need for a skatepark and a full design consultation process would be undertaken.

Staff will continue to work with the local skateboarding community to ensure that the three existing parks are safe and well-maintained. Staff will also continue to monitor the use of the existing parks and assess demand for new skateboarding facilities in the future.

### **Financial Impact**

None.

### **Conclusion**

The City of Richmond's existing skateparks, complemented by the Metro Vancouver region's additional skateparks, provide both local and regional skateboarding opportunities for Richmond residents. An updated skateboard facility, including options for a covered skatepark, could meet community needs and will be considered as part of future park planning processes.

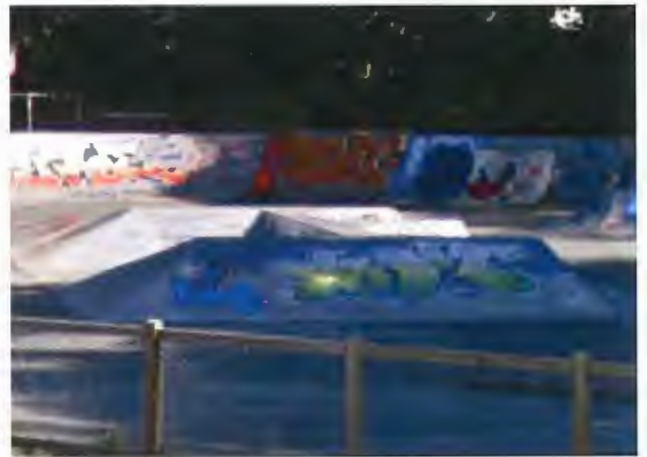


Marie Fenwick  
Manager, Parks Programs  
(604-244-1275)

Att.    1: River Road Skateboard Park  
          2: Thompson Youth Park  
          3: Garden City Park "Skate Spot"



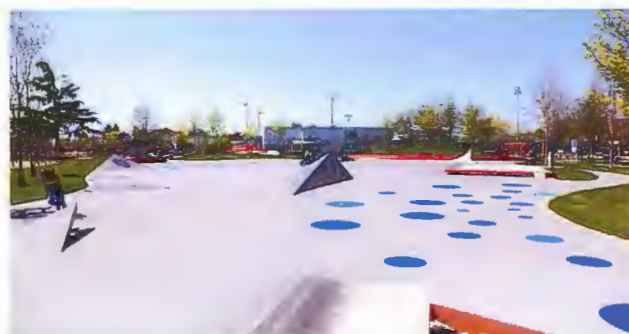
# River Road Skateboard Park



PRCS - 53



# Thompson Youth Park





## Garden City Park "Skate Spot"





# City of Richmond

## Report to Committee

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

**Date:** September 1, 2017

**From:** Cathryn Volkering Carlile  
General Manager, Community Services

**File:** 06-2345-20-  
GARR2/Vol 01

**Re:** Garry Point Park Master Plan Update

### Staff Recommendation

That the staff report titled "Garry Point Park Master Plan Update," dated September 1, 2017, from the General Manager, Community Services, be received for information.

Cathryn Volkering Carlile  
General Manager, Community Services  
(604-276-4068)

Att. 1

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 
APPROVED BY CAO (Deputy) 	



## **Staff Report**

### **Origin**

At the October 27, 2015, Parks, Recreation and Cultural Services Committee meeting, the committee made the following referral:

- (1) That the 2017 Garry Point Park Legacy Pier Proposal be referred back to staff; and*
- (2) That staff report on the status of the current Garry Point Park Master Plan.*

The purpose of this report is in response to the second referral and details how the current uses at Garry Point Park conform or depart from the existing Garry Point Park Master Plan, which was developed in 1983.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

- 2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports Council's 2014-2018 Term Goal #3 A Well-Planned Community:

- 3.2. A strong emphasis on physical and urban design.*

This report supports Council's 2014-2018 Term Goal #6 Quality Infrastructure Networks:

- 6.1. Safe and sustainable infrastructure.*
- 6.2. Infrastructure is reflective of and keeping pace with community need.*

### **Analysis**

#### **Background**

The Garry Point Park is a popular destination for Richmond residents as well as regional visitors who are interested in the panoramic views and the pastoral landscape. Garry Point Park was the original location for the deposition of dredge spoils resulting in the 'dune-like' sand landscape of this reclaimed portion of land. The Garry Point Park Master Plan (Attachment 1) is the current master plan for the design and use of the Garry Point Park.

In 1983, a master plan for the Park was approved. Over the past 35 years, a number of changes to the Park have been implemented, some consistent with the Master Plan and others a departure from the vision portrayed in the original vision for the Park. Community growth, new recreational activities and trends, which may not have been envisioned in the early 1980's, indicate a master plan renewal should be considered for Garry Point Park.

#### **Garry Point Park Master Plan Summary**

Garry Point Park was envisioned to be a space supporting passive recreational activities in a natural, dune-like waterfront setting with expansive views out from this prominent location. It

was to have strong links to the greater Richmond open space system and the Steveston waterfront. The principle recommendations of the Master Plan include:

1. Rip-rap the shoreline to protect it from the wave action;
2. Create beach facilities to encourage water-based recreation;
3. Build a pedestrian walkway connecting the Park to Moncton Street and the Steveston Village core with a restaurant facility located in the vicinity;
4. Purchase the lots between Seventh Avenue and the existing park boundary and the land adjacent to Scotch Pond; and
5. Implement the Master Plan in five phases.

The Garry Point Park Master Plan divided the Garry Point Park into three distinct zones; they are:

1. The Commercial Zone: The smallest of the three zones, though the most intensively developed with the greatest amount of visitor activity. This zone serves as the transition between the more natural zones and the urban waterfront in Steveston. Proposed improvements included a pedestrian plaza, formal plantings and boardwalks providing access down to the water;
2. The Maintained Natural Zone: Proposed park features included a fresh water feature, a parking lot, open turf areas, and planting areas for naturalized trees and shrubs. The general use will be for passive recreational activities such as picnicking; and
3. The Natural Zone: The largest of the three proposed zones, it is characterized by dune-like landforms, undulating down towards the beach and Scotch Pond. Plantings will consist mainly of grasses and shrubs with limited tree plantings. Scotch Pond was shown to extend southeast into the Garry Point Park as a major inlet feature. The main use of this zone would be passive recreational activities such as strolling, sunbathing and sightseeing.

Garry Point Park today generally follows the recommended planning directions and the three distinct zones originally proposed. The Garry Point Park Master Plan also further defined a number of specific park features to be built. The following is a comparison between what was originally envisioned and what has or has not been implemented.

- A restaurant in the Commercial Zone: A facility including a lounge, dining room, snack concession and outdoor patio. While this facility was not built as originally envisioned, a successful concession stand exists at the same location in the “Commercial Zone.” The same building also houses the Garry Point Park’s caretaker suite, washrooms and storage facilities.

- Fisherman's Memorial: Park users can locate a memorial at one of the several prominent locations along the shoreline to commemorate the lives lost. Symbols suggested include: a fisherman's needle, a lighthouse or a historical beacon. The Fisherman's Memorial, in the form of a fisherman's needle, was built in 1996 at the eastern most headland as originally envisioned.
- Garry Point Tree: A Sitka Spruce located in the Garry Point Park served as a landmark for sailors until the late 1800's. Replanting the tree was suggested but has not been implemented.
- Japanese Garden: A four acre garden was proposed on the north side of the proposed pond and would serve to commemorate the Japanese heritage of Steveston. Planned to consist of both built and natural features of a traditional Japanese garden, the Kuno Gardens was built by members of the volunteer, community-based Wakayama Kenjin Kai. The garden is smaller than originally planned and situated close to the waterfront near the Fisherman's Memorial.
- Cherry Tree Planting: Wakayama Kenjin Kai donated over 250 Akebono Cherry trees in 2012. These were planted throughout the eastern portion of the Garry Point Park. This tree planting was not part of the original Garry Point Park Master Plan.
- Marine Interpretive Centre: Due to its prominent location, proximity to the Fraser River and heritage of the Steveston area, a centre was proposed to be located near the Scotch Pond extension. This was never implemented.
- Park Infrastructure: Typical park infrastructure for a park of this size and proposed use includes pedestrian level lighting, underground services, parking area and entry road, roadway lighting for these areas and access paths. All applicable features were to be made universally accessible. The plan proposed a parking lot near the end of Scotch Pond which was never built though a road to the proposed lot was.
- Land Acquisition: The properties along Seventh Street and Scotch Pond were purchased and are now part of the Garry Point Park.
- Shoreline Protection: Modifications of the three prominent headlands along the river have taken place to maintain the beaches and minimize impacts from storms, waves from ship traffic and river currents. Suggested measures include rip-rap and masonry walls. The beaches were designed for park user access to the water. Garry Point Park's waterfront is well protected by rip-rap and the two beaches are popular with visitors and are prominent features of the waterfront. Future challenges due to sea-level rise and more intense storm events will pose planning and engineering challenges which need to be considered.
- Community Involvement: The Master Plan recommended extensive involvement from local residents and groups to ensure success and "buy-in" from the community for the proposed changes. The Garry Point Park is a popular park with City residents as well as on a region-wide basis. The involvement of Wakayama Kenjin Kai in the ongoing

maintenance of the Kuno Gardens is an example of community involvement in the Garry Point Park.

- Scotch Pond Extension: An inlet connecting Scotch Pond to a proposed fresh water pond in the centre of the park was originally proposed but never built. Instead, only the shallow pond was created and is flooded on a seasonal basis to host skating when low temperatures permit. It is drained for a significant portion of the year.

Further to the exceptions noted above, there are a number of current park features and activities occurring on the site today which were not part of the Garry Point Park Master Plan vision. These include:

- Power kite flying is currently permitted in the park; and
- The steel piles and associated dock infrastructure installed to host large ships and maritime themed festivals (see below).

### Large Event Space

In October 2010, a new waterfront development legacy project was initiated at Garry Point Park to enhance, promote and accommodate tourism and maritime activities within the Steveston Harbour. The improvements included a 600 foot floating dock and 12 steel piles to secure the structure. This location in front of Garry Point Park's western beach is where Richmond has the deepest water depths available to large vessels requiring a minimum of seven meters draft.

Several large events have occurred on the site in recent years. The City's Ships to Shore event in 2011 and the recent 2017 Ships to Shore King of the Sea, Kaiwo Maru festival demonstrated that the Garry Point Park could hold major, multi-day events, hosting tens of thousands of visitors from throughout metro Vancouver with little adverse impact on the Garry Point Park's infrastructure.

Though none of the aforementioned events were envisioned in the Garry Point Park Master Plan, the park's scale, size and waterfront location indicates that such events are a suitable use of the Garry Point Park. The success of these events demonstrates a possible need to consider park infrastructure upgrades to better accommodate annual events as well as potential one-time events such as a music festival or multi-cultural event. Proposed changes to the existing infrastructure should be considered in concert with an updated vision for the entire Garry Point Park.

### Scotch Pond

Scotch Pond, along the northern edge of the Garry Point Park, is an active moorage area for commercial fishers. Scotch Pond was not part of the Master Plan. It was originally constructed as part of the Scottish Canadian Cannery, a commercial facility entirely built on piles. In the intervening years, it was actively used for maritime related industrial activities such as boat building, moorage and fishing. Water access to Scotch Pond is limited to high tide events only for most boats currently moored at this location. The slough has been dredged several times in the past and currently requires dredging.

In 1992, Scotch Pond was designated a Municipal Heritage Site; the Scotch Pond Heritage Cooperative (the Cooperative) was incorporated at that time. The Cooperative entered into a Licence to Occupy Agreement with the City in 1993 which rolls over annually in December and is still in place. The existing license assigns the Cooperative exclusive access to the site for \$1 per annum and can be terminated by either party with one year's notice.

The Cooperative has responsibility for the operation and management of Scotch Pond including the leasing of moorage and locker space to its members, site security, maintenance, repair and improvements to the building, floats, dock ramps, net racks, and parking lot and utility costs.

#### Garry Point Park Master Plan Update

The master plan document for Garry Point Park was completed in 1983. Elements of the Master Plan have been implemented while others have not. Some of the changes to the Park were not anticipated in the Master Plan but evolved over time. The installation of steel piles and temporary floats and hosting a maritime festival site are examples of changes not originally envisioned. The proposed pier and dock upgrades along the Fraser River is another example of a change to the original Master Plan.

A future vision for and management of the Scotch Pond area should also be incorporated into a proposed update for Garry Point Park. The future uses, management, and in particular the need to dredge the slough to maintain access outside of high tide events, is connected to what is planned for Garry Point Park.

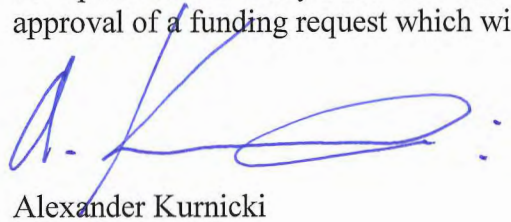
With all of these planning and land use issues to consider, an update to the Garry Point Park Master Plan is recommended.

#### **Financial Impact**

None.

#### **Conclusion**

An update to the Garry Point Park Master Plan is scheduled to commence in late 2018, pending approval of a funding request which will be submitted as part of the 2018 budget process.



Alexander Kurnicki  
Research Planner 2  
(604-276-4099)

Att. 1: Garry Point Park Master Plan



# GARRY POINT PARK

PREPARED FOR THE CORPORATION OF THE TOWNSHIP OF RICHMOND  
PREPARED BY THE PACIFIC LANDPLAN COLLABORATIVE LTD/HANSON-ERB



GP 78

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June 30, 1983.

Garry Point Technical Committee  
The Corporation of the Township of Richmond  
Municipal Offices  
6911 No.3 Road  
Richmond, British Columbia  
V6Y 2C1

Dear Sirs:

---

RE: GARRY POINT PARK - MASTER PLAN

---

We are pleased to submit our final report for the long range development of Garry Point Park. The Garry Point site is a magnificent opportunity to provide the residents of Richmond with a waterfront park that will serve as a focus for community pride and spirit. The park will be a major asset in the Richmond park system providing for passive recreational activity in a beautiful waterfront setting. Garry Point will complement Minoru Park and The Richmond Nature Park as the backbone of open space in Richmond.

It is emphasized that the development of this park is a long term project. Civic parks of the size and anticipated quality of Garry Point are rarely built in one step but are developed over a period of time as funding is made available and demand for services increases. It must be recognized that during this time the community's needs and desires will change and these changes will provide the basis for ongoing modification of the park master plan.

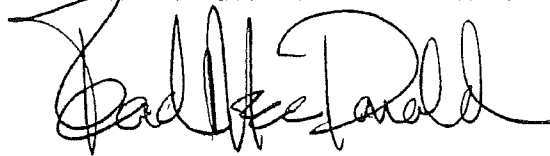
We are grateful to the Technical Committee for their help and team approach during the planning process. We also express our gratitude to the members of staff in Planning, Engineering and Leisure Services for their contributions. Finally, we thank the Steveston Community Society and the

Continued

residents of Richmond for providing information and  
inspiration that will make Garry Point a special place  
for generations to come.

Yours truly,

THE PACIFIC LANDPLAN COLLABORATIVE LTD.

A handwritten signature in black ink, appearing to read "Rod MacDonald". The signature is stylized with large, sweeping loops and a prominent initial "R".

Rod MacDonald  
Principal

RM/jag



GARRY POINT PARK MASTER PLAN - RICHMOND, B.C.

prepared for

THE MUNICIPALITY OF THE TOWNSHIP OF RICHMOND

THE PACIFIC LANDPLAN COLLABORATIVE LTD.

HANSON & ERB ARCHITECTS

JUNE 1983

**PRCS - 65**

# GARRY POINT PARK MASTER PLAN - RICHMOND, BRITISH COLUMBIA

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## ACKNOWLEDGEMENTS AND STUDY TEAM

-----

A park is a community asset. It is important that the park planning process incorporate the values and preferences of those people who will use the park and those who will be responsible for its successful development. The study team wishes to acknowledge the assistance provided by the following groups and individuals. Their assistance is highly valued in providing information, direction and inspiration:

Richmond Council - Mayor G. Blair and Alderman E.T. Novakowski, H. Mawby, C. Percival-Smith, K. Kumagai, G.C. Halsey-Brandt, R.A. McMath, H. Steves, T. Youngberg.

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Mr. Colon Kingman, Department of Public Works Canada.  
Mr. Ossie Isfeld, Department of Public Works Canada.  
Mr. Allan Domaas, Fraser River Harbour Commission.  
Mr. Tom Grozier, Fraser River Harbour Commission.

Staff members of the Department of Leisure Services.  
Staff members of the Richmond Planning Department.

And the residents of Richmond and Steveston who attended public workshops and public presentations.

Study team members including:

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Mr. R. MacDonald - Pacific Landplan Collaborative  
Mr. R. Maruyama - Pacific Landplan Collaborative  
Mr. D. Reid - Pacific Landplan Collaborative

## STUDY TERMS OF REFERENCE

-----

This report was commissioned by the Municipality of Richmond in December, 1982. The original terms of reference were as follows:

1. To prepare a development plan for a municipal park on the 25 acre site of Garry Point to include limited commercial development.

Municipal Park in Richmond means one which will represent the Municipal wide needs of Richmond as opposed to simply the community and neighbourhood needs.

Limited Commercial refers to the recognized potential in this site for developing a theme restaurant with some meeting space in an area not to exceed three (3) acres (including parking).

2. To prepare a plan which will both meet the municipal wide needs and enhance the character of Steveston as a community.
3. To prepare a plan which will tie into and complement the existing municipal Trails Plan.
4. To prepare a plan which will integrate into the proposed surrounding land uses.
5. To prepare a phased development plan over a five year period.
6. To prepare preliminary cost estimates for the total development.
7. To prepare drawings of the final plan in sufficient detail to provide a base from which construction drawings may be prepared.

## EXECUTIVE SUMMARY

-----

The purpose of this study is to develop the long range master plan for Garry Point Park.

To start, it was necessary to examine the constraints and opportunities of the proposed park site. The size, waterfront location, and scenic resources of the proposed site provides a spectacular setting for a park. The major obstacles to easy development of the park site include: the lack of proper shoreline protection, flooding potential, poor soil conditions for proper plant growth and ownership of adjacent properties.

In conjunction with the site analysis, it was necessary to establish a program of activities, facilities and special features. The results of the program development indicated that the park should provide passive recreation activities in as natural a setting as possible. The one exception to this was the municipalities request that an area be set aside for a limited commercial zone for a restaurant and associated facilities.

Both site analysis and program were used as a basis for the development of two concepts. Both concepts combined the same activities but organized them differently on the site. Concept 1 located the restaurant along The Fraser River at the end of the Steveston Harbourfront while Concept 2 located the restaurant at Scotch Pond. The different restaurant locations dictated the locations of other activities and features. Both concepts included: beaches along The Fraser River, trails, an internal water feature, winter garden, amphitheatre, lookouts, picnic sites, scenic drive, interpretative centre, open space and on-site parking. Although the public workshop did not completely endorse either of the concepts, it was agreed that the preferred concept was a combination of the original concepts with a consensus that the ideal location for the restaurant was on The Fraser river side of the park next to the Public Works Canada wharf. There was consensus that the park should include some facility or characteristic which reflects the cultural history of the Japanese community in the Steveston area.

The final master plan was developed in five phases, each phase providing a logical step in terms of construction sequence and a long term progression to ease the financial burden of the overall development. The masterplan was divided into three zones, a commercial zone, a natural maintained zone and a natural zone. Each zone will have a distinct character and support activities compatible with the zone and with each other. The size of each

zone will be as follows: commercial zone 2.5 acres, the maintained natural zone 11 acres and natural zone 21.5 acres.

The total cost of development will be approximately \$4,432,200.00 . This will include:

Phase I	Shoreline Protection and Beach Development	\$ 551,024.00
Phase II	Beach and Landform Development	\$ 402,932.00
Phase III	Parking Lot, Entrance road and Landscaping	\$ 777,429.00
Phase IV	Wharf Costruction, Washrooms and Landscaping	\$1,588,621.00
Phase V	Restaurant, Japanese Garden, Interpretative Centre and Playground	\$1,055,000.00
		-----
Total Development Cost		\$4,480,506.00

Of this total cost, the cost of the restaurant building and associated features will be approximently:

1.	Restaurant Building	\$ 420,000.00
2.	Portion of Wharf and Steps	\$ 352,836.00
3.	Walkways and Ramps	\$ 16,630.00
4.	Entrance Plaza	\$ 94,940.00
5.	Landscaping	\$ 37,361.00
6.	Portion of Parking Lot, Entrance Roads, Lighting and Services	\$ 173,625.00
		-----
Total Cost		\$1,092,392.00
% of total park cost		25%

#### ANALYSIS OF COSTS PER ACRE

1.	Standard park development in Richmond	\$ 25,000.00
2.	Total cost per acre up to the end of Phase III development	\$ 49,468.00
3.	Total cost per acre up to the end of Phase IV development	\$ 94,857.00
4.	Total cost per acre not including restaurant development	\$ 96,717.00
5.	Total cost per acre of all five phases of development	\$ 128,014.00

#### Selected Recommendations

1. It is recommended that Garry Point be developed for passive recreational activities, linked with the Richmond open space system and exploiting its waterfront resources.
2. It is recommended that shoreline protection be implemented as the first phase of development to ensure that future projects are protected from wave and flooding damage.
3. It is recommended that the park include beach facilities for land based recreation but that water based recreation will not be encouraged along the Fraser River.
4. It is recommended that the park be linked by a pedestrian walkway along Moncton Street to the Steveston Village Core and the Parks Canada Historical Site.
5. It is recommended that different community groups be approached to act as non-profit fund raisers for developing the park features. eg. Richmond Nature Society
6. It is recommended that the restaurant be developed as a joint venture between the municipality and private interests.



7. It is recommended that in the best interests of the park, the municipality purchase the lots between Seventh Avenue and the existing park boundary as a priority one and the land adjacent to Scotch Pond as a priority two. In the event that outright purchase is impossible, the municipality should negotiate with future land owners to determine the optimum development potential which would benefit both park and private interests.
8. It is recommended that the park be developed in five phases however, if priorities change construction sequence could be modified to accommodate special projects such as the restaurant, interpretive centre, etc.
9. It is recommended that detailed working drawings and specifications will be required for all phases of development to ensure development quality, optimum development costs, lower maintenance costs, and longevity of structures.

## 1. INTRODUCTION

Garry Point represents example of the evolution of land use as it relates to waterfront property in cities and towns across Canada. Over the past two decades Canadian cities have rediscovered the recreation value of their waterfronts and major efforts have been made to recycle obsolete land uses for more productive and attractive uses. Each waterfront presents its own unique opportunities and many provide potential for recreation use. Garry Point is especially endowed with a number of characteristics that make it particularly suitable for park development. Some of these opportunities include:

### 1. 25 ACRES OF CONSOLIDATED LAND

Although there is sizeable pieces of linear open space along the Richmond (Lulu Island) shoreline, at no one point is there as large a land mass as is available at Garry Point. Garry Point represents the largest singular parcel of land which can provide a significant recreation waterfront park between Vancouver's Southlands in the north and Tsawassen in the south.

### 2. PROXIMITY TO WATER

Although the water surrounding Garry Point has little value as a recreational resource, water is a universal attraction to people of all ages. The magnitude of water activity caused by fishing boats, dredges and commercial craft provides an immediate source of entertainment for all visitors. Garry Point's proximity at the mouth of a great river and the Georgia Strait gives it a prominence that few other locations in the lower mainland can provide.

### 3. SCENIC RESOURCES

Garry Point is on the interface between natural and cultural landscapes. Views from this site include land and water landscapes that can capture the imagination of any visitor.

4. CLIMATE

-----

Garry Point offers a moderate climate providing opportunities for all-weather, four season use. The dyke provides leeward shelter from offshore winds and the park's design should further expand all-weather opportunities wherever possible.

5. PROXIMITY TO A NATURAL SYSTEM

-----

The proposed park is located in the heart of a dynamic natural system. Estuaries and deltas represent two of the most productive and important biological systems on the British Columbia coast, indeed anywhere. Their significance as part of the marine food chains and as a habitat area extends far beyond their geographical boundaries.

6. PROXIMITY TO A HERITAGE COMMUNITY

-----

Steveston as one of the oldest fishing communities in B.C. and the settlement of the delta represents a significant step in provincial history. Again, the park is near the centre of these historical events and provides opportunities to exploit this important heritage, complementing the proposed museum at the Gulf of Georgia Cannery.

7. PROXIMITY TO A HISTORICAL SITE

-----

The intent of Parks Canada to preserve the Gulf of Georgia Cannery as a historical site can only have a positive influence on the proposed park site. Not only is there opportunity to physically link the cannery site with the park but there is an opportunity to take advantage of the type and quality of presentation that Parks Canada will develop for its interpretative program.

8. CONNECTION TO EXISTING OPEN SPACE AND TRAILS SYSTEM

-----

The location of the park makes it a natural node in a partially developed and well used linear parks and

trails system. The park can serve as an anchor acting both as a point of origin and destination for recreation users. It can also serve as the place where the pedestrian oriented Sturgeons Banks dyke trail comes into contact with the working waterfront and commercial core on Moncton Street.

#### 9. PROXIMITY TO POPULATION

-----

The park's geographical relationship to residential areas provides an immediate user group. The type and intensity of development will dictate its ability to draw users from the local Steveston community and Richmond at large. Steveston Community Centre and the Martial Arts Centre already serve much of the active liesure needs of the community. Gilbert Beach, Landon Farm and possibly Steveston Island will further enhance liesure opportunities in the community.

The following master plan has been prepared to recommend development which will optimize recreational use of the site while overcoming its constraints to development. The challenge is to identify the best combination and use of site opportunities through analysis of "the user", the environment, existing site conditions, the economics of construction and management and the cost/benefit of the expenditure of public funds.

## 2. MASTER PLAN PHASES AND IMPLEMENTATION

-----

The master plan is a refinement of the preliminary concepts incorporating response from the workshop. The plan is based on an understanding of constraints and opportunities of the site, the preferred program established by the public workshop and the preferred layout as a combination of preliminary concepts one and two. Since few parks of this size can be developed in one step, the master plan provides a framework for development in a series of steps over a period of time. Timing and order of development will be established by the logical progression of development of facilities and the availability of funds.

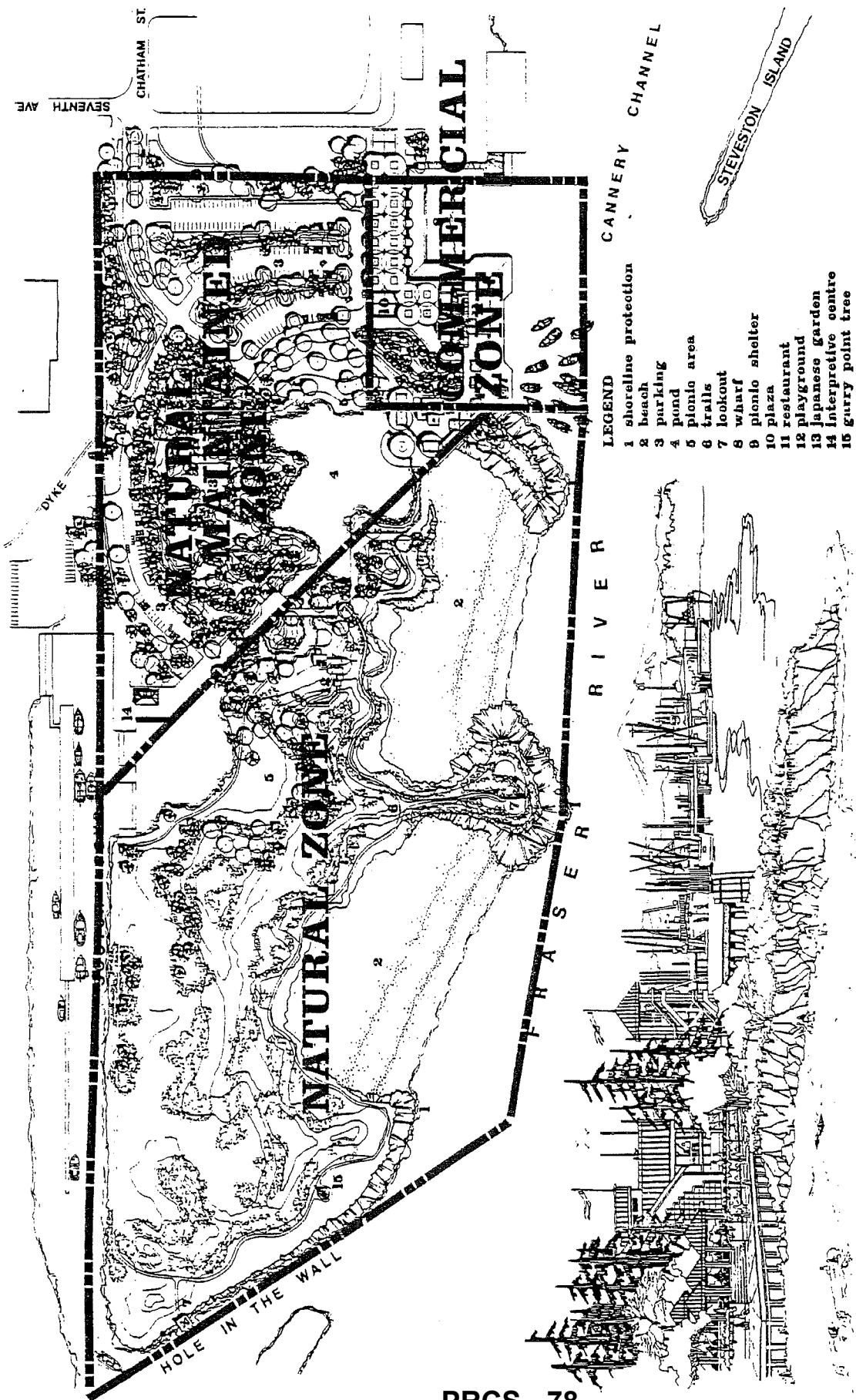
### 2.1 Park Character

The park will be divided into three zones each with its own appearance and distinct level of activity.

#### 2.1.1 The Commercial Zone

The commercial area will be the smallest zone in the park and will be located in the south-east corner of the site. The commercial zone will be the most intensively developed area of the park and will sustain the greatest amount of visitor activity. This zone will provide a logical transition between the extremes of the park's natural landscapes and the urbanized waterfront and residential areas of Steveston.

This transition is accomplished in the design by extending Moncton Street into the park in the form of a pedestrian plaza. The plaza will incorporate some feature to act as a focal point for the end of Moncton Street. eg. flags, clock tower, etc. The plaza serves as the major pedestrian entrance to the park and because of its proximity to the water provides an opportunity to immediately establish the water theme. The commercial area is characterized by paved surfaces with some formal planting in the plaza and more natural random planting in the parking lot and between the restaurant and the beach areas.



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1

DEVELOPMENT  
PHASE FIVE



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The commercial area provides access to the water along the wharf and tidal stairs. It was considered important to allow the visitor access to the water as soon as possible after entering the park.

2.1.2 The Maintained Natural Zone

This area includes that portion of the park includes the fresh water feature, the parking lot and adjacent areas. This zone will include open areas of turf and plantings of natural shrubs and trees. The water feature will provide the focus for the development of other facilities. The open space will be used for passive activities requiring larger open areas for groups of park visitors. eg. picnicking

2.1.3 The Natural Zone

This will be the largest area of the park and will be located between the western tip and the west side of the water feature. This area will be characterized by dune-like landforms and planting that would be associated with dunes and shoreline landscapes. Dunes will be designed with moderately steep and gradual slopes to create sheltered pockets along the back of the beaches and along Scotch Pond.

Planting will consist mainly of grasses and a variety of shrubs. Trees will be restricted in numbers and limited to primitive species associated with delta, shoreline and estuary landscapes. Planting will be designed to require a minimum amount of maintenance. There will be no turf areas.

The zone will be used mainly by individuals and small groups of people strolling and sightseeing. Larger groups of people will be attracted to the beach area.

2.2 Activities and Facilities

The park design will support a variety of passive recreation activities. These are summarized below:

2.2.1 Picnicking - picnicking is provided in several locations for different group sizes. Picnic areas are located close to parking for easy access and near water to provide interesting views to the river activity. The largest area is located between the main parking lot and the pond. It is anticipated this area will get the major amount of use because of its easy access to cars. A smaller area is located next to the extension of Scotch Pond with views to fishing wharf and boats. It is assumed that children of all ages can play along the water's edge in both locations in relative safety.

For all weather picnicking, a shelter is provided on the west side of the mound next to the restaurant. This facility will be designed to accommodate larger groups such as family reunions, company picnics, etc. It is anticipated that this area could be reserved for these special occasions. The shelter will include water, barbecues, fire pit and public address system. This same area could also serve for special events such as the Salmon Festival.

2.2.2 Walking - the park will provide a continuous walking trail around Garry Point. The trail will provide access to the water and views to off-site scenic resources. Lookouts will be provided at the promontory between the two beaches and at a structured lookout on the north-east corner of the park. Both lookout areas will include seating.

Seating will be provided at convenient locations along the trail to take advantage of views and sheltered locations wherever possible. Interpretive signage will be located along the trail to explain the different views, bird migration and to provide information about the fishing fleet, identifying types of fishing craft, their equipment, capacity, etc. Dog stations should be located at the entrance to the park and at other convenient locations.



The trail will all connect to the dyke trail and Moncton Street. Signs should be provided to give information about the trails system and location of other points of interest in the area.

- 2.2.3 Sunbathing - the park design includes two beach areas of approximately 20,000 square metres. These beaches are intended for land based recreation only and signage will be required to warn people to stay out of the water. The beach area will be serviced by a washroom and change house located between the two beaches. This structure should be designed to integrate with its setting and not obstruct views or visually dominate the back shore area. Fire pits will be located in the back shore area and wood provided from the storm beach.
- 2.2.4 Freeplay - this refers to casual sports such as frisbee, kite flying, model boating, etc. Although limited area is provided for these activities, the picnic sites lend themselves to pick-up sports and related activities.
- 2.2.5 Fishing - it is anticipated that the restaurant wharf and beaches will provide adequate fishing areas for the sports fisherman.
- 2.2.6 Children's Play - a playground area has been designated along the west edge of the pond. It is emphasized that this playground should be custom built and not a collection of the contemporary structures to be found in most urban playgrounds. The playground will be designed on a marine theme and will have sections which cater to pre-schoolers, children five to seven and eight to eleven. The playground will include: access to water, a hard surfaced area, a safe sand jumping bank and structure which duplicates the present sand cliffs, and climbing and moving equipment which captures the appearance and feeling of fishing boats, equipment and wharves.

## 2.3 Special Features

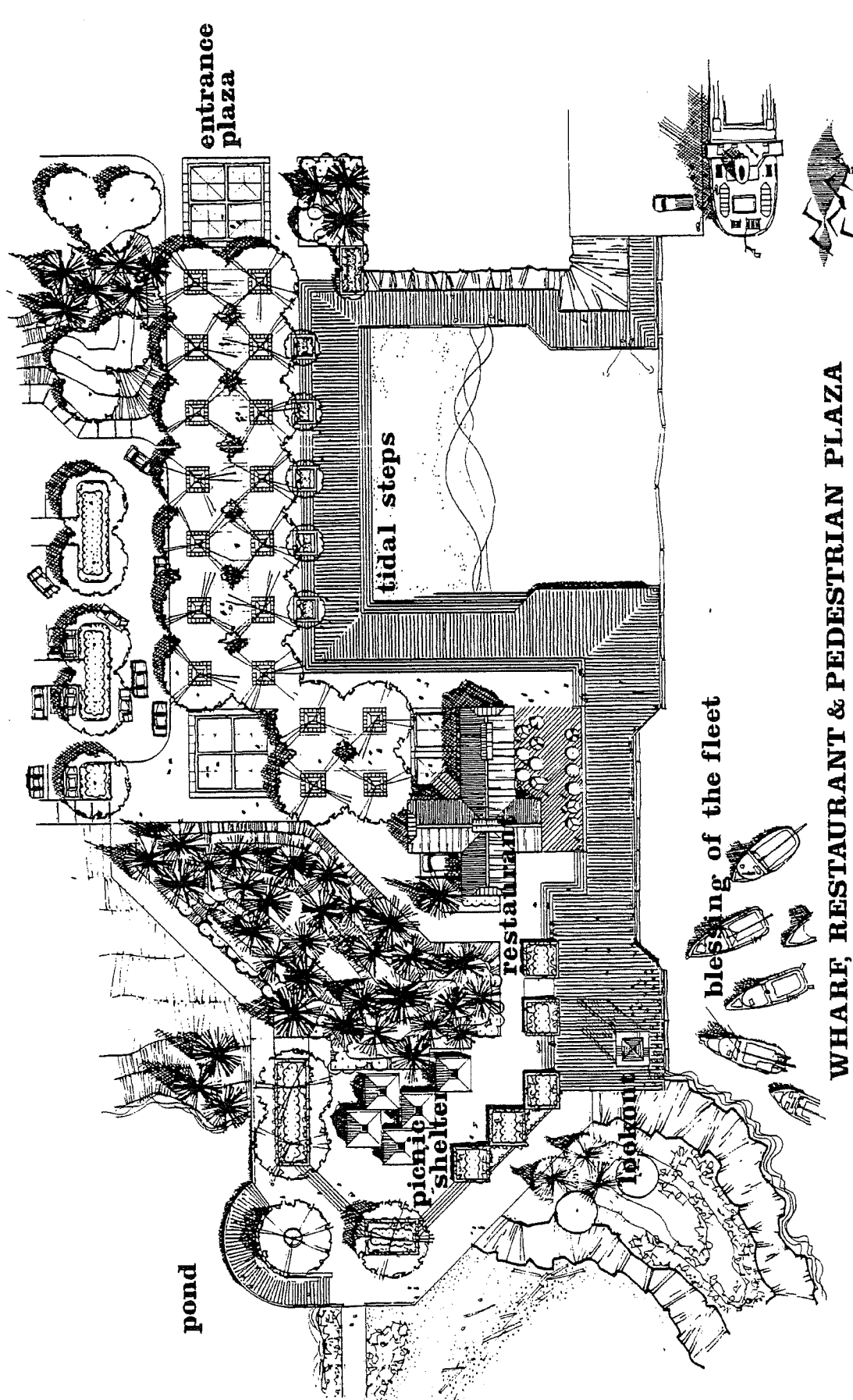
The park masterplan is designed to accommodate a number of special features. These features will require special funding and their feasibility depends largely on community interest and support.

- 2.3.1 Restaurant - the commercial zone has been designed to allow for a 5,200 square foot restaurant. The restaurant is seen as a destination facility able to attract people from anywhere in Richmond or the Lower Mainland. Its implementation could be a joint venture between municipality and private interests or any one of many concession arrangements.

The structure is perceived as a two storey building providing a lounge, dining room, snack concession and outdoor patio. The building would have its own service area and would be serviced through the pedestrian plaza at non peak periods. Suggestions were made during the public workshop that the architectural character of the building should be established on a Japanese theme. It is felt that this would limit the type of tenant and that a structure more in keeping with the harbourfront architecture would be appropriate.

Although implementation of the restaurant could proceed at anytime, it is recommended that linking its development with other Steveston developments such as the Parks Canada Historic Site and the B.C. Packers Residential Development would be appropriate.

- 2.3.2 Fisherman's Memorial - there are several prominent locations for a Fisherman's Memorial to be dedicated to those who have lost their lives and spent their lives providing a basic food commodity to the nation. Several appropriate symbols have been proposed including: a fisherman's needle, a lighthouse or beacon similiar to the structure which was located at the tip of the point in the early 1900's, statuary of men and women in the fishing industry, etc.

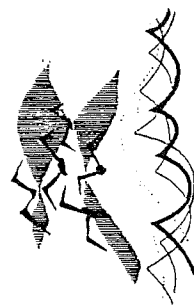


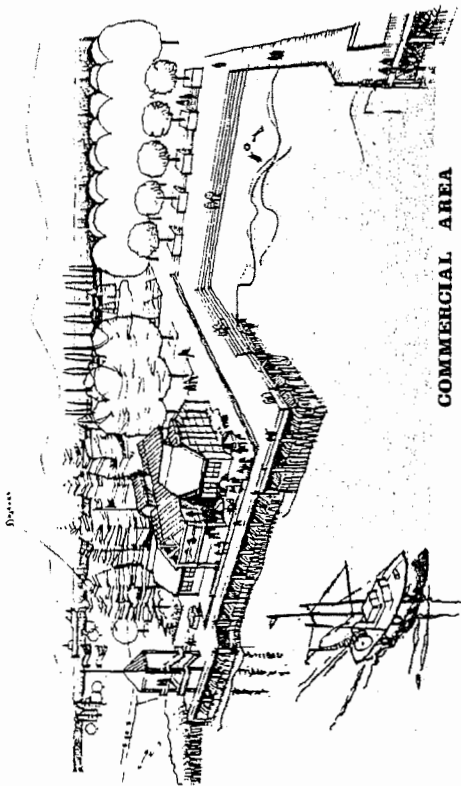
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WHARF, RESTAURANT & PEDESTRIAN PLAZA

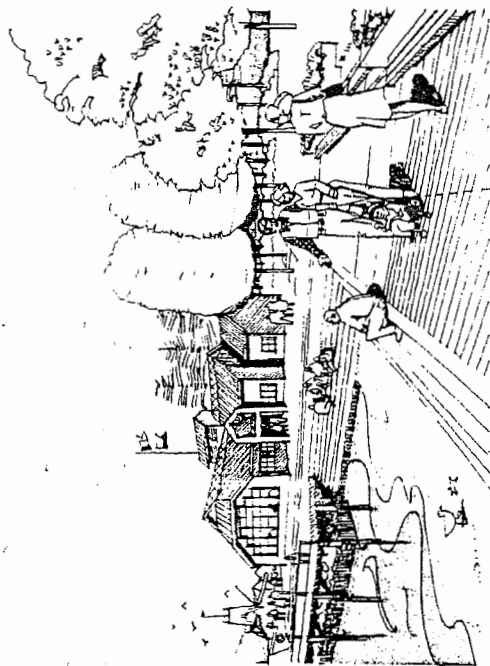
# GARRY POINT PARK

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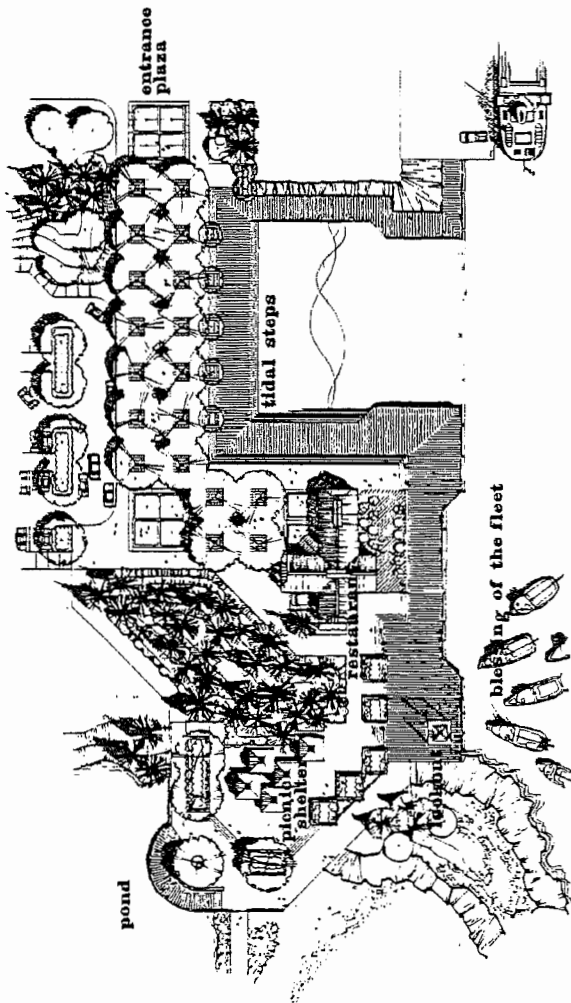




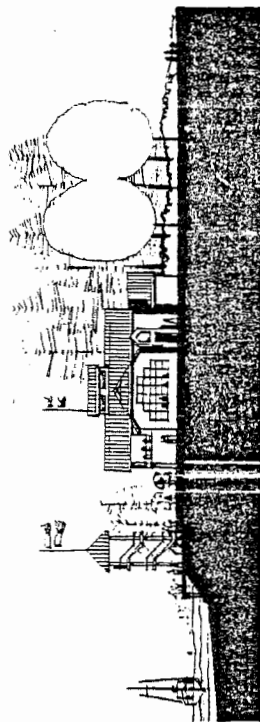
COMMERCIAL AREA



TIDAL STEPS & BOARDWALK



WHARF, RESTAURANT & PEDESTRIAN PLAZA



RESTAURANT ELEVATION



# GARRY POINT PARK

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IMAGES

3

Most likely locations include the plaza at the Moncton Street entrance, the wharf near the restaurant, the promontory between the two beaches or anywhere along the trail on the Fraser side of the park.

#### 2.3.3

##### Garry Point Tree

Until the late 1800's a large tree, probably a Sitka Spruce was located at the end of Garry Point. This tree served as a navigational marker to sailors and pioneers arriving to the lower mainland and the mouth of the Fraser. Replanting the tree is perceived as an appropriate gesture to recapturing some of the heritage value of the Point.

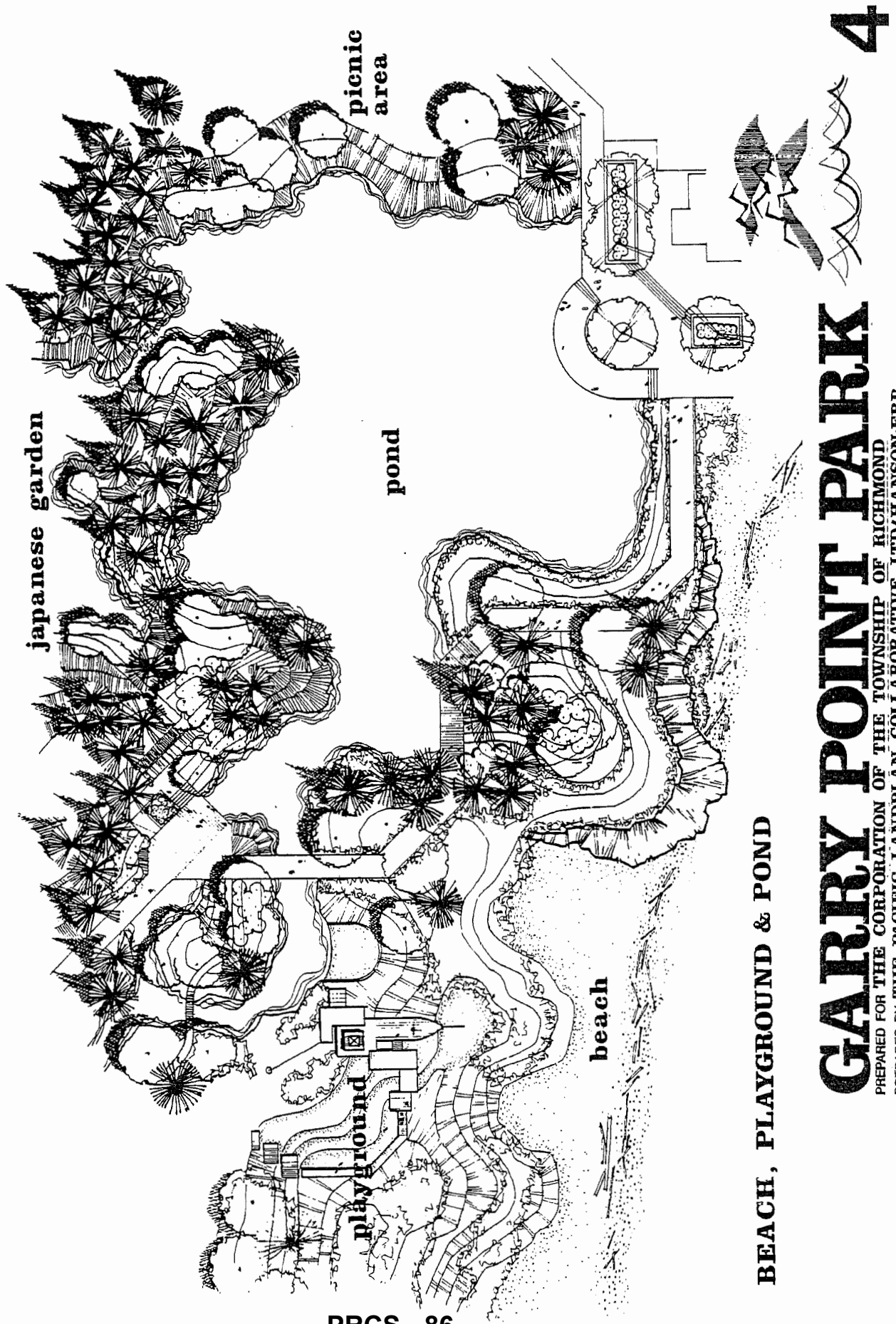
#### 2.3.4

##### Japanese Garden

A large area of approximately four acres has been layed out on the north side of the pond. In the earlier phases of park development this will be an area of open space for freeplay and pick-up sports. In the long term the area could be ideally suited for a traditional Japanese Garden to recognize the heritage and importance of the Japanese community in Steveston today and in the past.

Although traditional Japanese gardens are very manicured, they symbolize natural qualities and characteristics and it is felt that the garden could be made to blend with other landscape features of the park. The traditional garden is oriented inward requiring substantial screening, making integration with the park landscape relatively easy.

The garden could consist of two parts, a wet garden with pond and appropriate features and dry garden with gravel beds and other symbolic features. The two parts of the garden could be separated by a structure resembling a traditional Japanese house. This could serve as a museum of Japanese history



japanese garden

playground

pond

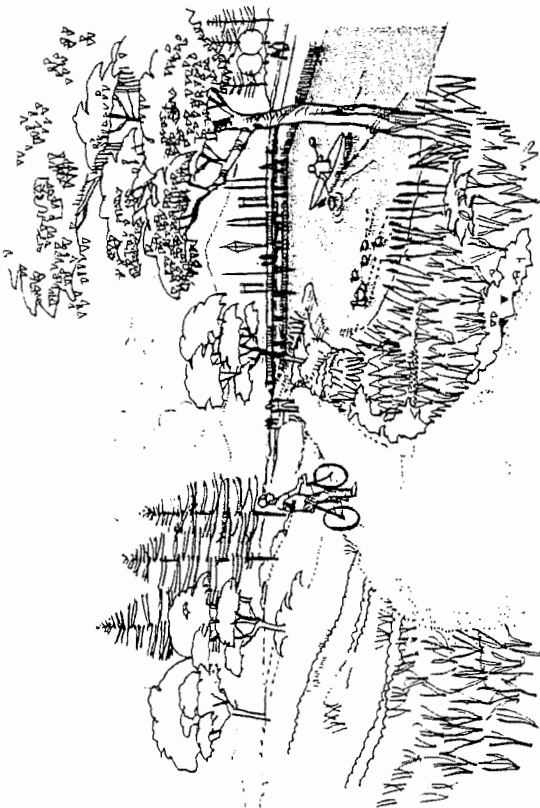
beach

picnic  
area

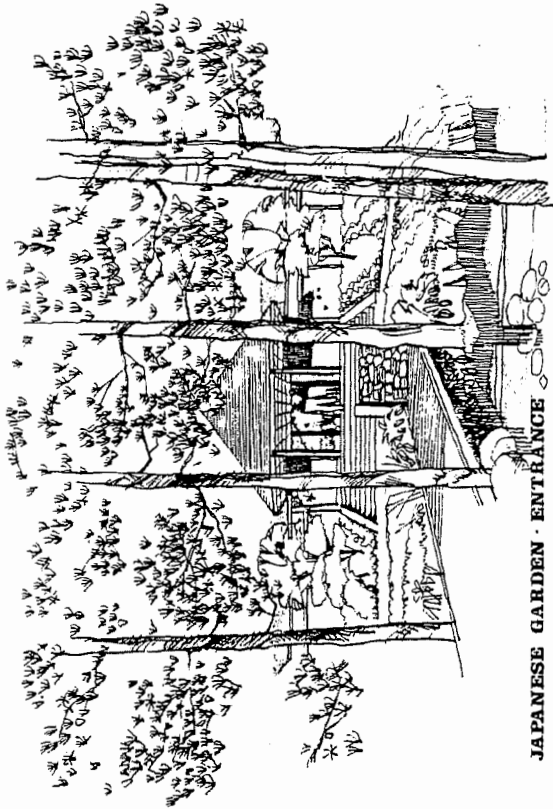
BEACH, PLAYGROUND & POND

# GARRY POINT PARK

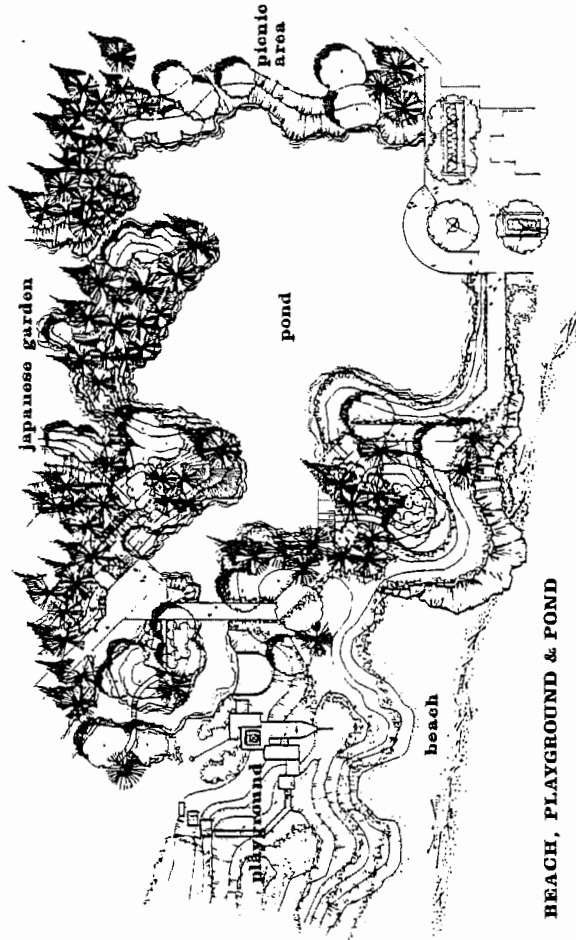
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SCOTCH POND WALK



JAPANESE GARDEN - ENTRANCE

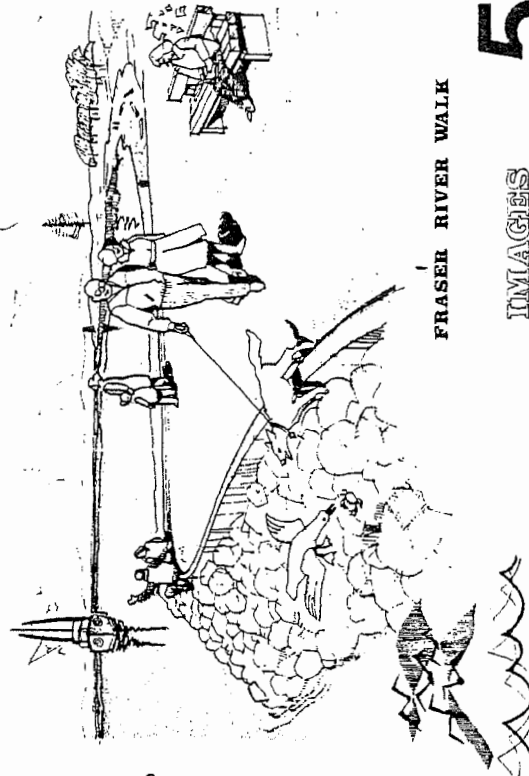


BEACH, PLAYGROUND & POND

Japanese garden

pond

beach



FRASER RIVER WALK

# GARRY POINT PARK

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IMAGES

5

in the area, bonsai display, etc.  
It is possible the garden could be developed to become a well known feature of the park to the extent that a small fee could be charged to help offset the maintenance costs. A traditional Japanese garden will require extensive maintenance and this cost must be considered in any decision to proceed with development.

#### 2.3.5

##### Marine Interpretive Centre

The park is ideally suited for an outdoor education facility. Its location on the Fraser, the delta, Sturgeon Bank and its settlement history makes it a prime vehicle for both natural and historical interpretation. A small biological station which could be used by classrooms during the school year and by park visitors at other specified times would provide a very complementary facility to the school system and the Richmond Nature Park.

The availability of Parks Canada expertise at the Gulf of Georgia Cannery provides an ideal opportunity not only to utilize Parks Canada's resources but also to build a complementary program between the park and the historic site.

The facility will be located on the Scotch Pond extension. It is perceived as being a very simple structure with room for a small classroom, displays, washroom and service/storage. Suggestions have been made to include a group of non-motorized boats. eg. flat bottom punts, to provide classroom access to Sturgeon Bank and water safety drills.

The program could be established by the science teachers of Richmond who could use the resources of Parks Canada, West Water Research, UBC, Small Craft Harbours, DPW, GVRD and other government agencies.



#### 2.4 Park Infrastructure

The park will require the standard services including water supply, storm and sanitary sewer, fire protection supply, electrical supply and telephone lines. All services should be supplied underground with no overhead lines. The existing electrical supply to the navigational lights will be buried.

Lighting will be provided for the parking areas and pedestrian walkways. All lighting should be low level lighting. Pedestrian lighting should be designed to create different types of visual effects as well as providing for the safety and security of park users. Exterior lighting of structures and buildings should be kept to a minimum. The solution to vandalism is the creation of a popular park not an overdesigned lighting system.

The parking area is designed to accommodate 177 vehicles, 4 camper trailers and 3 buses. Handicapped stalls should be located close to the restaurant area. The expanded boulevards in the main parking lot should be heavily planted to help in the screening affect of the neighbouring apartments.

The entrance road should be adequately lit and signed to ensure proper vehicular access. Bollards should be used where vehicles might otherwise have easy access to pedestrian areas.

All trails, buildings and grade changes should be designed to accommodate handicapped access. This is of particular importance around the restaurant and interpretive center.

#### 2.5 Further Land Acquisition

Two parcels of land should be considered for further land acquisition.

2.5.1 Seventh Street Lots - the acquisition of these lots should be given priority over the acquisition of the Scotch Pond property. The development of these lots could represent a real threat to the park if the proposed uses were incompatible or site planning and architectural design were poorly implemented. Industrial or commercial uses could create structures and activities whose appearance would be very detrimental to the park.

Purchasing these lots would remove the possibility of these negative affects. Municipal ownership would give the park a proper face on Seventh Avenue and allow pedestrian access to the site. The park would integrate better with the community and the core area. Should additional parking be required for the park, the area could accommodate an additional 70 cars. The streetscape along Seventh Avenue could be improved to give the park a positive identity and to provide a attractive entrance.

- 2.5.2 Scotch Pond Property - the acquisition of this property is important but not as critical as the Seventh Street lots. Although the strip of land along Scotch Pond restricts developing the park to the water's edge, any future use of this property is limited by the agricultural zoning and by the size of the land parcel. It may also be possible to negotiate development rights such that the park could be developed to the water's edge.

Acquisition of this property in the long term would secure access to the park from Scotch Pond and allow the park to take full advantage of the waters edge and the visual resources of the pond.

## 2.6 Shoreline Protection

Shoreline protection is most critical along the Fraser River side of the park. It is this edge that must sustain the impact of south-west storms, river currents, boat wash and tidal changes.

The beach areas have been designed to face the south-west to orient the beach at right angles to the most severe wave impacts. Three large promontories or headlands have been designed to deflect river currents and disipate wave energy. The shape of these promontories has been designed to provide as much protection from severe storms as possible and to minimize the eddy effects of the river currents.

By streamlining the outer edges to deflect currents from the Steveston channel southward, it is anticipated that silting on the west side of the

promontaries will be reduced to a minimum. The slopes of the tidal zone will be in excess of 12% thus allowing tidal action and wave action to remove silts as a regular process.

The beach area will be designed as two beaches, the normal tidal zone and the storm beach. The storm beach will be a sandy beach underlaid by gravel base. It is assumed that this will be the most actively used portion of beach. The tidal zone will be designed as a gravel berm and may include subsurface rock sills to provide additional protection against wave action. This beach will provide easy access to the water but may not be the most suitable for sitting or lying on. The slope of this beach will be in excess of 12%. This beach will be constructed on the existing shoreline wherever possible.

It has been suggested that the beach areas could initially be constructed using only the sand dredge thus eliminating the cost of importing gravel. This would be an experimental stage to see if the promontories alone would sustain the beach formation. If the sand remained the gravel berms and sills may not be necessary. The decision of which action to take should be made upon completion of detailed working drawings and costing.

It must be emphasized that the master plan process has only confirmed the feasibility of beaches being developed. Detailed construction drawings will be required to specify exact quantities, grades and materials for shoreline protection. It is important to note that the appearance of the shoreline features can vary from crude rip rap construction to elaborate stone sets and masonry details. The cost vs. esthetics issue should be dealt with at the detailed design stage when it is determined how much rock material must be imported to the site.

The back shore areas of the beaches and dunes should be planted in dune grass in order to stabilize sand from blowing in the wind. European dune grass would be the most suitable selection however if availability becomes an issue, native grass selections could be used.

It is anticipated that driftwood and debris from the river will be an ongoing maintenance problem. There are no obvious solutions for this problem in the beach areas other than continuous clean up. The debris line at the storm beach can be left as it provides shelter for sunbathers and interest for the beachcombers. It will be possible to protect the restaurant wharf area by placing a floating boom along the wharf and between the two wharf extensions.

## 2.7 Further Community Involvement

Community involvement in the planning, funding and management is essential for the successful development and operation of parks like Garry Point. By including the public in planning of the park the municipality can be assured that the residents support the activities and facilities proposed. This support can lead to positive action in fund raising, particularly for special features which often require more funds than municipal governments can provide.

Non-profit groups and organizations such as service clubs, nature conservation societies, heritage societies, community ethnic groups and other community organizations can raise funds for a variety of projects. It is recommended that the municipality actively encourage and support these groups to select projects which they can help to implement.

## 2.7 Park Development Phasing

It is very unlikely that a park of the size of Garry Point could be developed in one construction phase. Although development costs are the main issue, it is also desirable to develop parks in phases to provide the opportunity to monitor its use and alter the development plan if necessary.

The development of Garry Point has been divided into five phases. The phases are proposed as a logical sequence of construction. It is recognized however that if priorities change in financing or public demand this sequence could be altered to accommodate different requirements.

Each phase must be preceded by detailed design and working drawings. It is important to recognize the need for consistency between phases. It may be necessary to

complete the detailed design for phases one and two simultaneously in order to maintain that consistency.

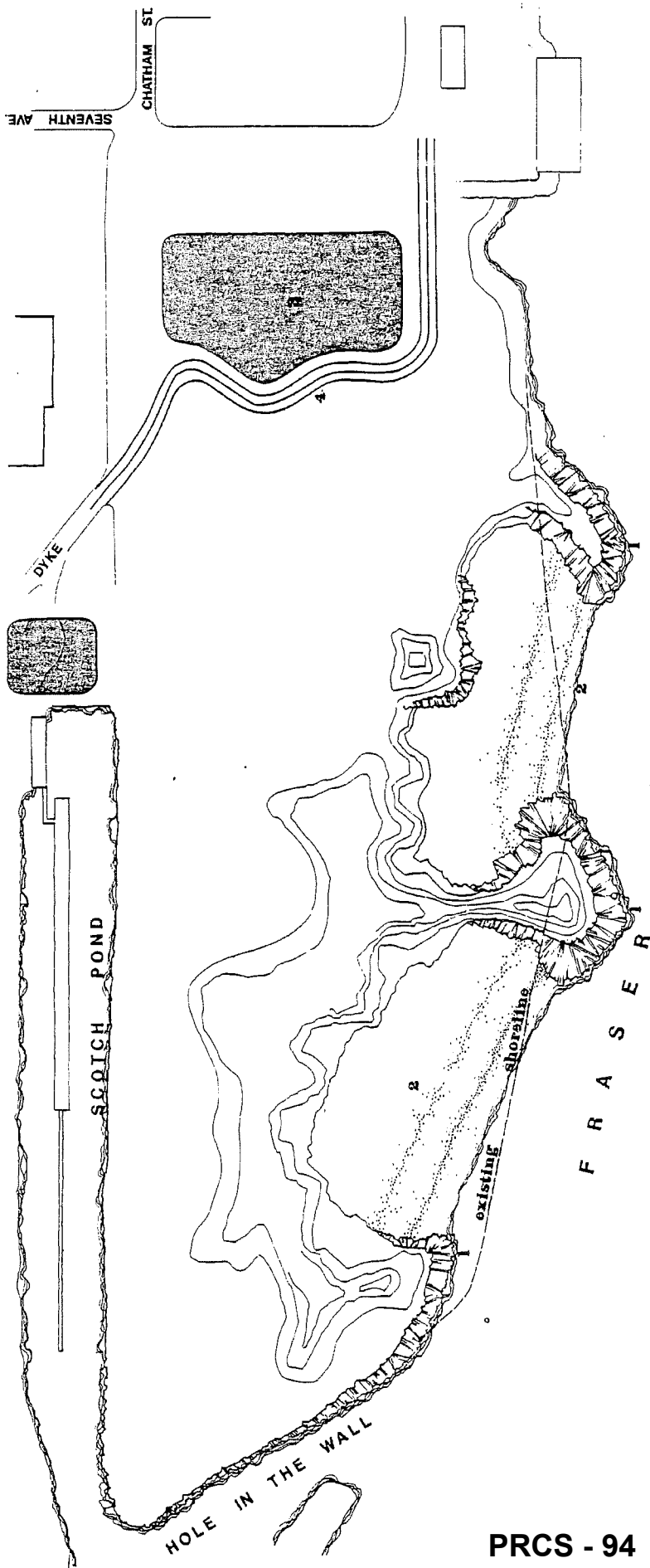
2.7.1 Phase One - shoreline protection and the creation of the beaches should be given priority. Subsequent development must rely on the shoreline protection to eliminate any possibility of damage due to severe storms. The beaches are also seen as one of Garry Point's most valuable assets therefore a very high public priority.

This phase will require earth moving and rock work. Phase two is a similar type of construction. Phase one and two were separated to reduce the financial cost of what could have been one phase of development. This phase should also include the development of a temporary stone dust trail along the shoreline to link Moncton Street with the dyke trail.

2.7.2 Phase Two - this phase completes all the major landform work. The landform should be stabilized by a nurse crop of grass and allowed to weather before phase three construction begins. This period will allow time to monitor the shoreline design to ensure all erosion control objectives have been met.

2.7.3 Phase Three - this phase proceeds with the first permanent planting in the park. This will further stabilize the landforms and strengthen the definition of spaces on the park site. The construction of a permanent parking lot will reduce the problems of accessibility and provide the necessary extension of services into the park for future structures and facilities.

2.7.4 Phase Four - this phase of construction completes all of the soft and hard landscape development required. At this point the park should be able to support a variety of activities. Construction would include the completion of planting plans and the development of a permanent comprehensive pedestrian walkway system throughout the park.



- LEGEND**
- 1 shoreline protection
  - 2 beach
  - 3 parking (temporary)
  - 4 dyke

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# GARRY POINT PARK

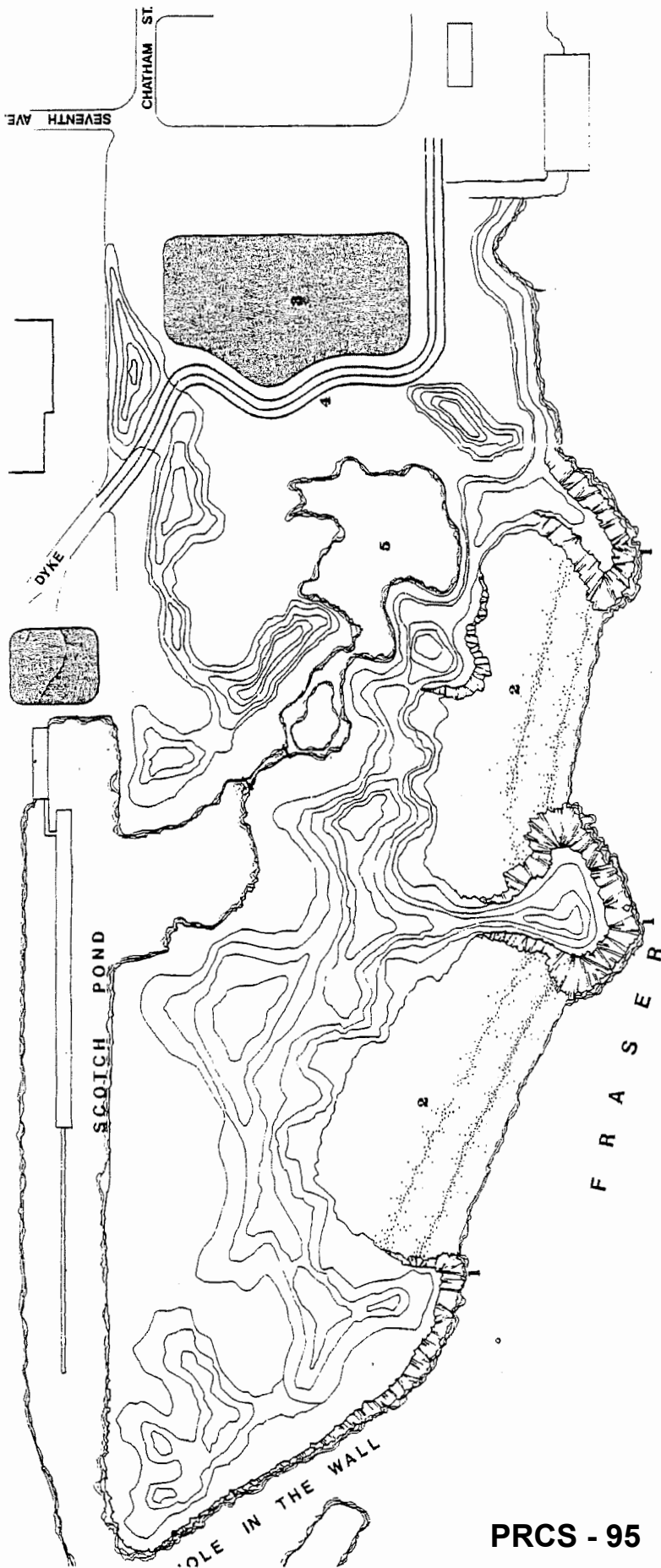
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**DEVELOPMENT  
PHASE ONE**



SCALE 1:2500  
NORTH

# 6



- LEGEND**
- 1 shoreline protection
  - 2 beach
  - 3 parking (temporary)
  - 4 dyke
  - 5 pond
- CANNERY CHANNEL**

STEVESTON ISLAND

PRCS - 95



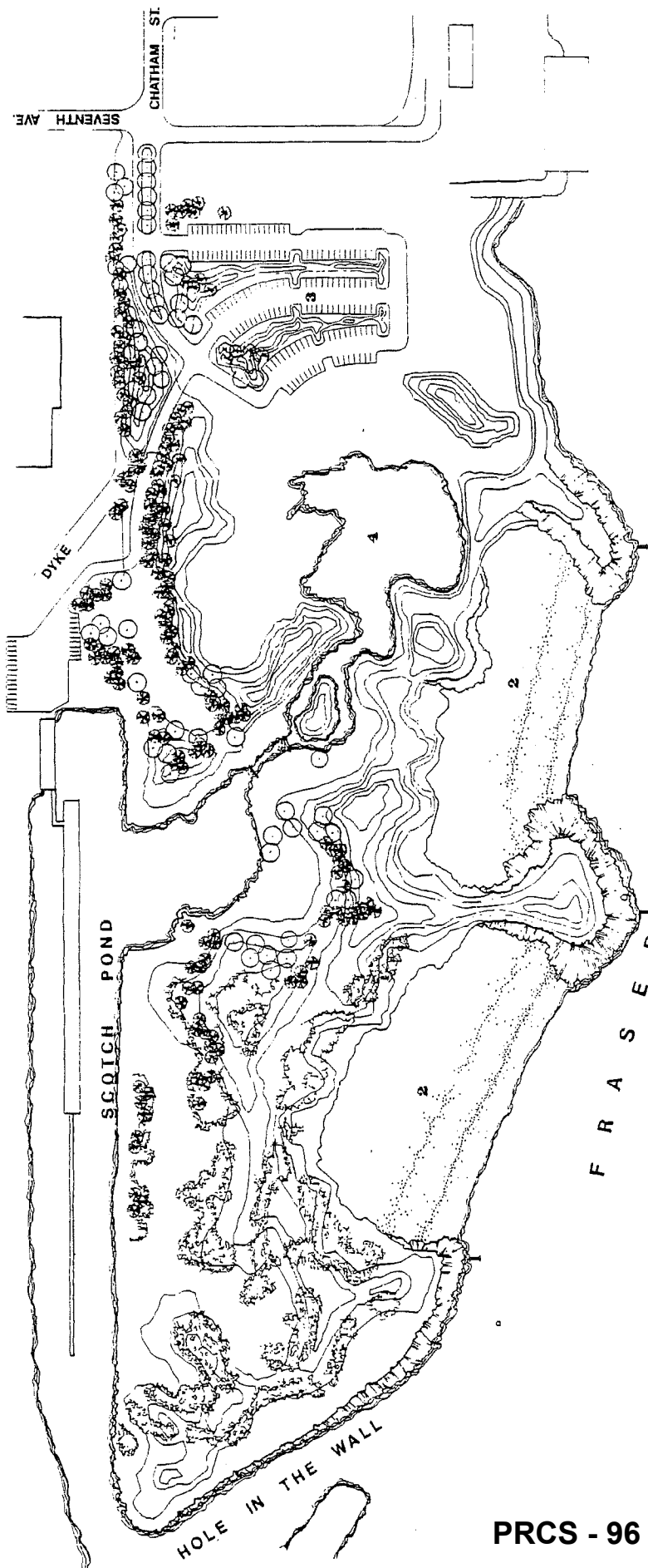
DEVELOPMENT  
PLEASE TWO



7

**GARRY POINT PARK**

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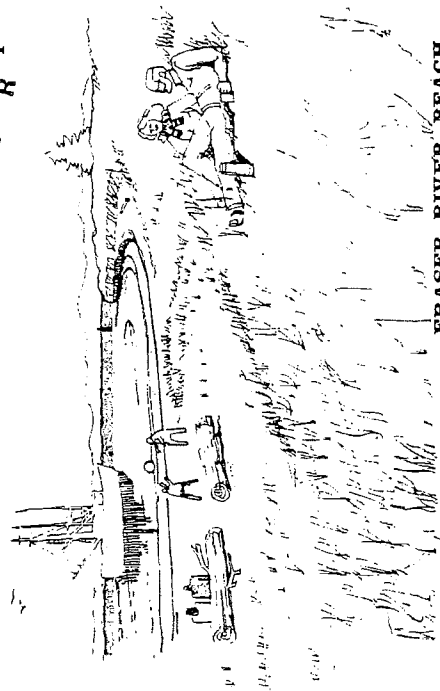


R I V E R

LEGEND  
 1 shoreline protection  
 2 beach  
 3 parking  
 4 pond

CANNERY CHANNEL

STEVESTON ISLAND



FRASER RIVER BEACH

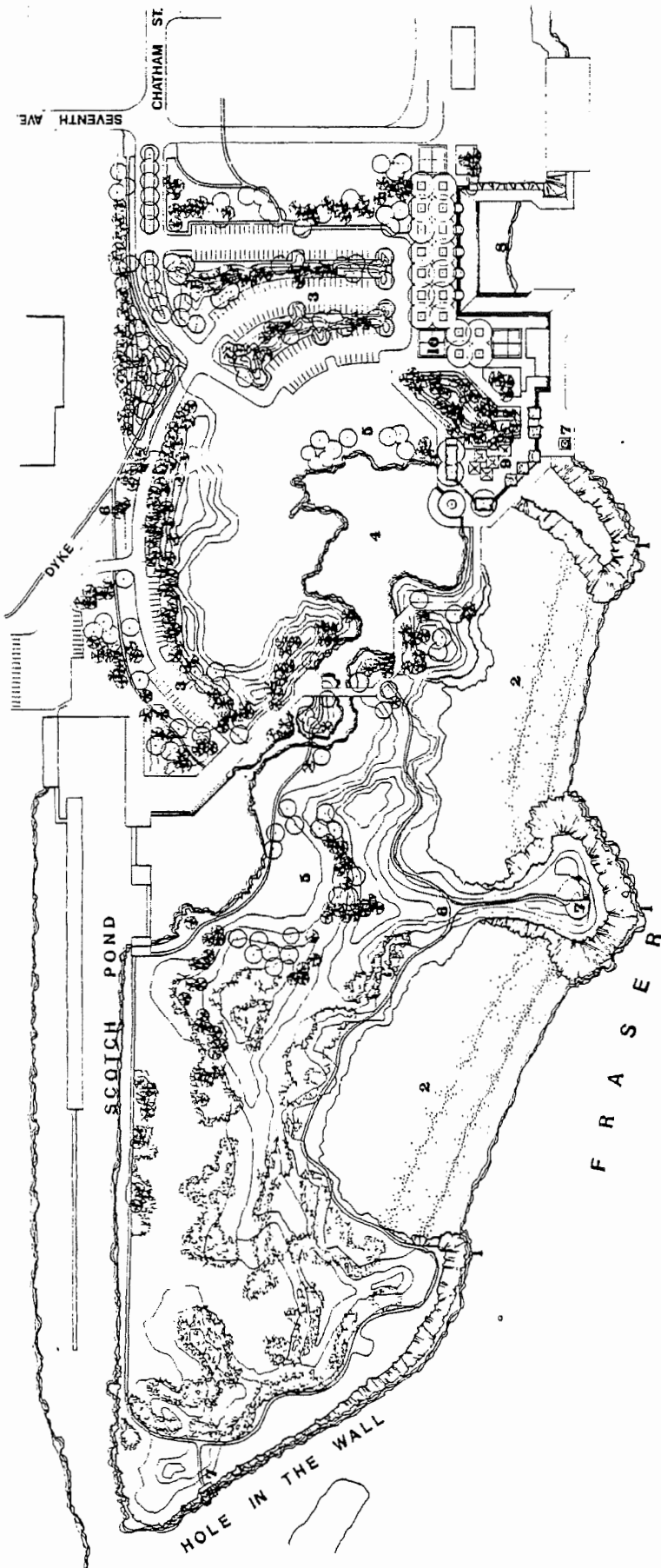


DEVELOPMENT  
 PLEASE TURN



**GARRY POINT PARK**  
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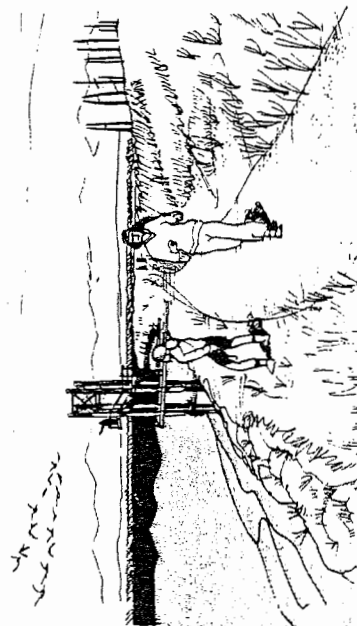
F R A S E R  
R I V E R

LEGEND

- 1 shoreline protection
- 2 beach
- 3 parking
- 4 pond
- 5 picnic area
- 6 trails
- 7 lookout
- 8 wharf
- 9 picnic shelter
- 10 plaza

CANNERY CHANNEL

STEVESTON ISLAND



HOLE IN THE WALL LOOKOUT

# GARRY POINT PARK

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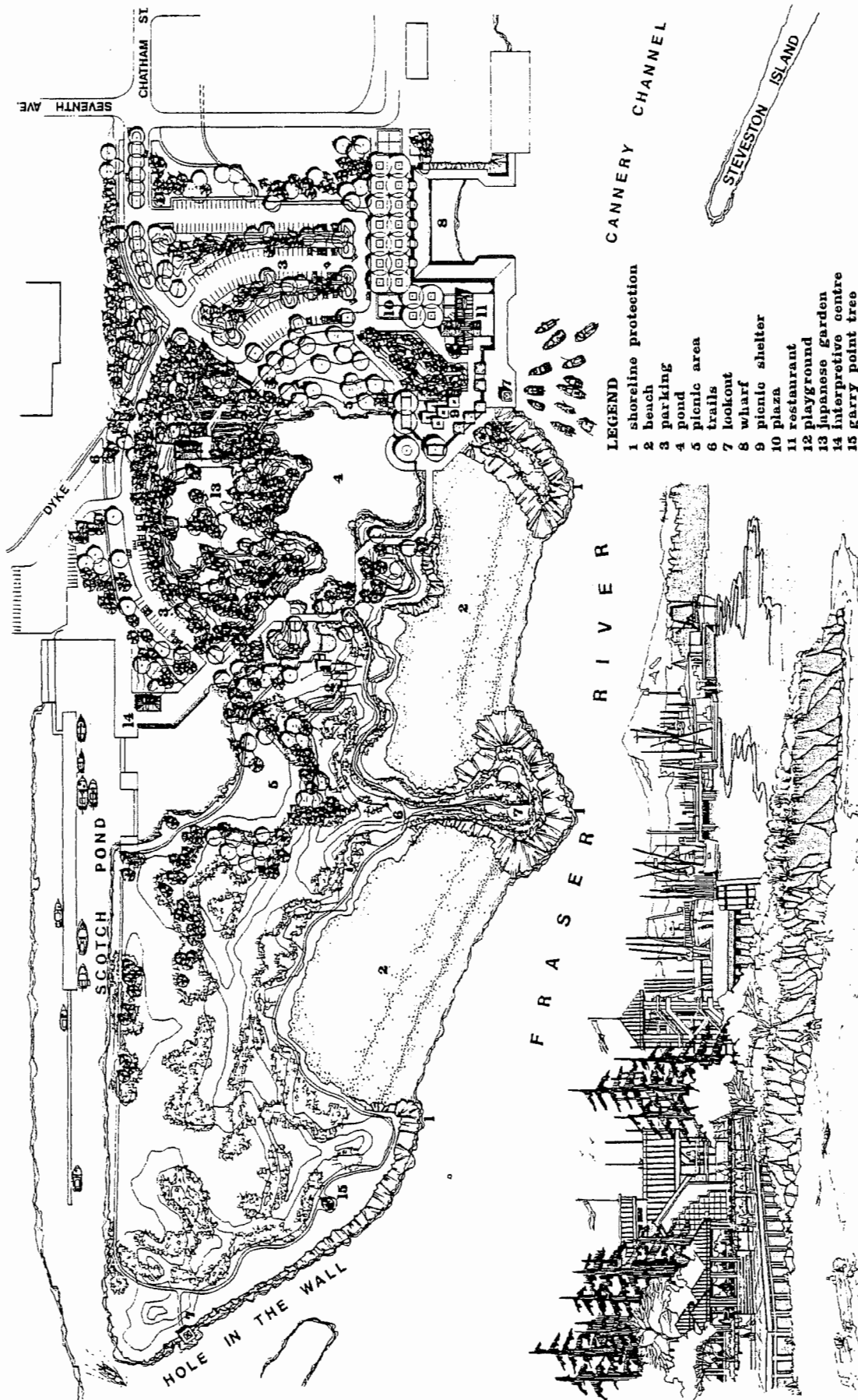


DEVELOPMENT  
PHASE FOUR



It is at this point that a major review of the master plan could take place before further development occurs. It will provide municipal staff and the community the opportunity of reviewing their own objectives before proceeding with special features. Definite patterns of park use will have emerged, allowing all parties time to analyze further steps.

- 2.7.5 Phase Five - This phase provides for the addition of several special features to the park. These special features could be developed at anytime after the completion of phase one. However for reasons of budget and development control these have been set aside until phase five to allow for the complete development of the park framework.



CANNERY CHANNEL

- LEGEND
- 1 shoreline protection
  - 2 beach
  - 3 parking
  - 4 pond
  - 5 picnic area
  - 6 trails
  - 7 lookout
  - 8 wharf
  - 9 picnic shelter
  - 10 plaza
  - 11 restaurant
  - 12 playground
  - 13 Japanese garden
  - 14 interpretive centre
  - 15 Garry point tree

DEVELOPMENT  
PHASE FIVE



10

# GARRY POINT PARK

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### 3. COSTING

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The following estimated costs are based on 1983 unit construction costs and will consequently vary from those when actual construction commences. Estimates are given for each phase of development outlined in the previous chapter.

No estimate for acquisition of additional lands is provided.

#### PRELIMINARY COST ESTIMATE "PHASE ONE"

-----

Shoreline and Dyke Development, Preliminary Landforms and Temporary Parking

1.	excavate and relocate rubble and rip-rap on existing shoreline	\$ 270,000
2.	rebuild edge with new rip-rap	\$ 188,293
3.	rough grading (dune landforms)	\$ 32,731
4.	rough grading (temporary parking)	\$ 5,000
5.	dyke	\$ 5,000
		-----
	Sub total Phase One	\$ 501,024
	10% contingencies	\$ 50,102
		-----
	Total Phase One	\$ 551,024

PRELIMINARY COST ESTIMATE "PHASE TWO"

Landform Development, Pond Construction, Scotch Pond  
Extension, Revegetation

1.	grading shoreline, beach berms and sills	\$ 200,000
2.	landform construction	\$ 47,484
3.	pond excavation	\$ 55,818
4.	pond bottom treatment	\$ 18,000
5.	pond edge treatment	\$ 20,000
6.	pond wiers	\$ 8,000
7.	dune grass planting	\$ 10,000
8.	hydroseeding wildflower, grass mix	\$ 2,000
9.	water supply to ponds	\$ 5,000

Sub total Phase Two \$ 366,302

10% contingencies \$ 36,630

Total Phase Two \$ 402,932

# PRELIMINARY COST ESTIMATE "PHASE THREE"

Entrance Road and Parking Lot Construction Service  
 Infrastructures, Landscaping

1.	entrance roads	\$ 57,250
2.	parking lot	\$ 130,000
3.	lighting	\$ 48,000
4.	services	\$ 112,000
5.	landscaping	
	deciduous trees	\$ 13,800
	evergreen trees	\$ 36,200
	shrubs	\$ 135,520
	topsoil natural area	\$ 47,991
	topsoil manicured area	\$ 95,993
6.	irrigation	\$ 30,000

Sub Total Phase Three \$ 706,754

10% contingencies \$ 70,675

Total Phase Three \$ 777,429

# PRELIMINARY COST ESTIMATE "PHASE FOUR"

Development of the commercial core area, walkways, scotch pond wharf, parking and landscaping.

1.	commercial core	
	wharf/steps	\$ 534,601
	entrance plaza	\$ 94,940
	picnic area (hard surface)	\$ 126,652
	picnic shelters	\$ 7,500
	walkways/ramp	\$ 16,630
2.	seawall/boardwalk and landing areas	\$ 277,879
3.	scotch pond wharf	\$ 145,317
4.	floating dock	\$ 30,000
5.	parking lot	\$ 25,000
6.	lighting	\$ 12,000
7.	trails	\$ 15,000
8.	2 lookout towers	\$ 35,000
9.	washroom/changeroom	\$ 60,000
10.	landscaping	
	deciduous trees	\$ 19,400
	evergreen trees	\$ 22,600
	shrubs	\$ 21,676
		-----
Sub Total Phase Four		\$1,444,195
10% contingencies		\$ 144,426
		-----
Total Phase Four		\$1,588,621

PRELIMINARY COST ESTIMATE "PHASE FIVE"

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Development of Building Structures and Japanese Garden

1.	restaurant	\$ 420,000
2.	interpretation centre	\$ 115,000
3.	playground	\$ 30,000
4.	Japanese garden	\$ 240,000
5.	Japanese pavillion	\$ 250,000
		-----
	Sub Total Phase Five	\$1,055,000
	10% contingencies	\$ 105,500
		-----
	Total Phase Five	\$1,160,500



PRELIMINARY COST ESTIMATE SUMMARY

Phase One	\$ 551,024
Phase Two	\$ 402,932
Phase Three	\$ 777,429
Phase Four	\$1,588,621
Phase Five	\$1,160,500
	-----
Total	\$4,480,506

COST ESTIMATE OF RESTAURANT AND ASSOCIATED FACILITIES

It is assumed that the restaurant development will be required to bear a portion of the site development costs. The following breakdown provides an example of the pro rated site development costs applied to the restaurant.

1. restaurant building	\$ 420,000
2. 1/2 portion of entrance roads, parking lot, lighting and services	\$ 173,625
3. 1/16 portion of landscaping	\$ 37,361
4. walkways and ramps	\$ 16,630
5. entrance plaza	\$ 94,940
6. 2/3 portion of wharf and steps	\$ 352,836
	-----
Total Cost	\$1,095,392
% of total park costs	25%

ANALYSIS OF COSTS PER ACRE

1.	Standard park development in Richmond	\$	25,000.00
2.	Total cost per acre up to the end of Phase III development.	\$	49,468.00
3.	Total cost per acre up to the end of	\$	94,857.00
4.	Total cost per acre not including restaurant development	\$	96,717.00
5.	Total cost per acre of all five phases of development	\$	128,014.45

## Appendix 1. PLANNING PROCESS

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The planning process for this study has consisted of three phases including: programming, concept development and master plan development. Each phase consisted of on-site study, the preparation of preliminary and final reports and drawings, meetings with staff, public interest groups, the Steveston Community Society and their representatives, and members of Council.

The product of the first study phase programming, was a proposed list of activities, facilities and special features which could be incorporated into the park plan. The consultants prepared a preliminary list which was reviewed by the Steering Committee, The Steveston Community Society and members of Council. The list was revised several times and was intended to be a starting point for the development of concepts. Each activity was described in a short working paper.

The product of the second study phase concept development, was the preparation of two concepts for the park design.

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These were developed by the consultants to show the possible arrangements of activities on the park site. Each alternative showed how the layout of activities could take advantage of the site's physical opportunities and overcome the sites physical constraints. These concepts were again reviewed with the Steering Committee and the Steveston Community Society. The plans were published in the Richmond Review and displayed in an information booth in the Richmond Centre Shopping Mall.

The consultants, The Steering Committee and The Steveston Community Society organized a public workshop at which time the two concepts were presented to residents of Richmond and Steveston. The purpose of this meeting was to encourage comments, to arrive at a consensus on the program and to review the resident's ideas about the organization of activities on the site. A presentation of slides was given to show some existing examples of how the proposed activities and facilities functioned in other parks. A questionnaire was used to determine resident's preference for the various activities and facilities presented and to gather comments concerning the organization of each concept.

The results of this meeting provided the consultants with direction for the preparation of the masterplan.

The product of the third study phase was the development of the final master plan. The consultants reviewed the public

-----  
comments and preference ratings for the different activities and concept plans. Certain program items were deleted and some were added. The final plan became a composite of the two original plans with various aspects of each being incorporated into a final masterplan. This plan was reviewed by the Steering Committee. Its implementation was divided into 5 phases of development. Cost estimates were prepared and the final report written. A series of sketches was prepared to present what the park might look like as development progressed. These sketches and the five phases of development were presented to the public in a special planning meeting for the Steveston area. No formal review of the plans was recorded but people had an opportunity to review and discuss the plans with the consultants, and staff.

The plans, drawings and report were presented to Council in a regularly scheduled council meeting for final council and public approval.

The consultants anticipate that the various phases of development will go to working drawings. It is recommended that as development proceeds the plan should be reviewed regularly by staff and the Steveston Community Society to make modifications as recreational demands change and as the pattern of use of the park becomes established.

## Appendix 2. CONSTRAINTS AND OPPORTUNITIES

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Through a series of on-site investigations and meetings with the Steering Committee and other government agencies an analysis of the sites, physical constraints and opportunities was completed. The following section outlines the findings.

### 2.1 Site Opportunities

The site has many characteristics which will facilitate and support park uses. These include the following:

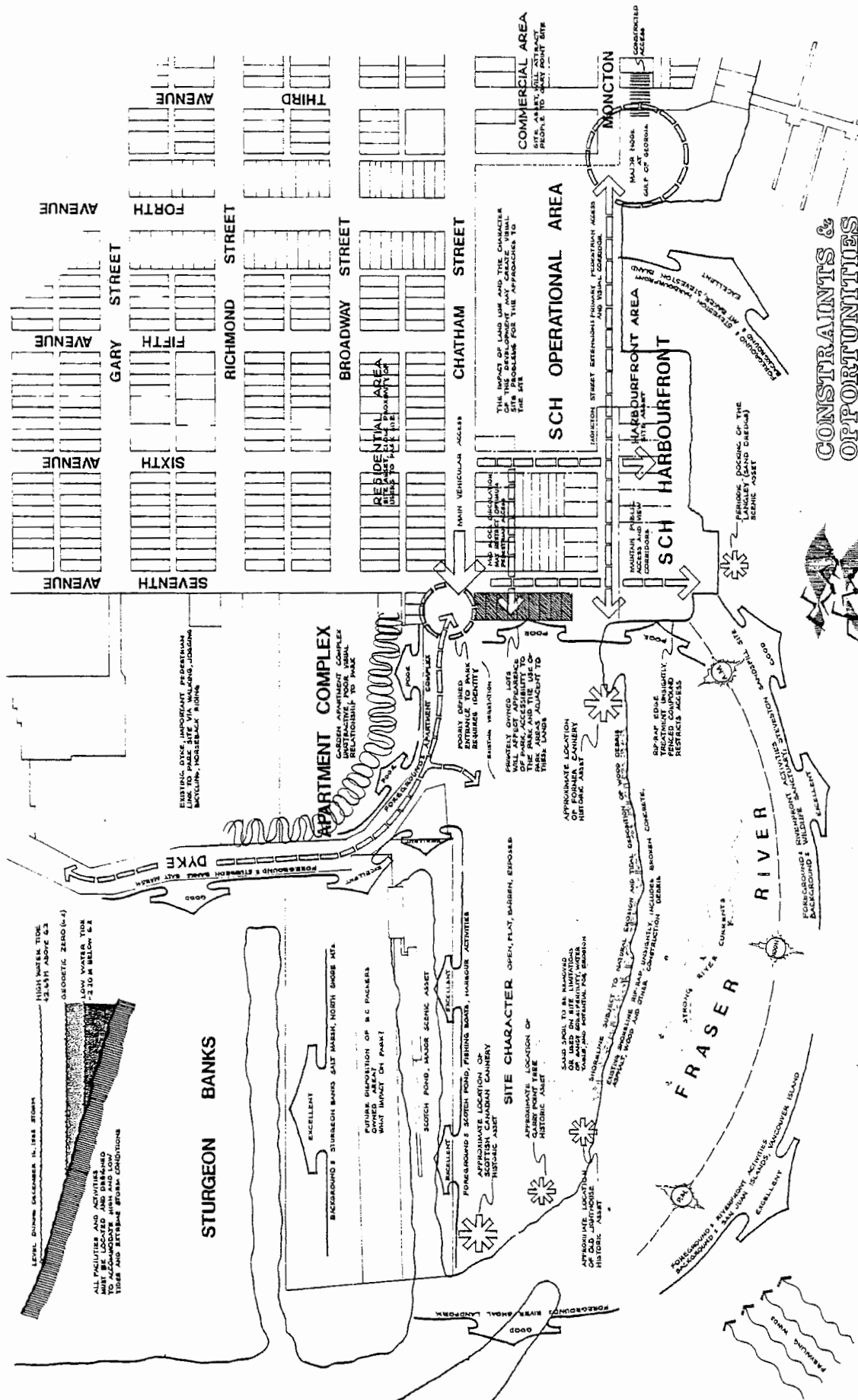
#### 2.1.1 Views and Off-Site Scenic Resources

The park site affords the viewer many scenic resources to be viewed in a variety of climatic and seasonal variations. Since the site projects from the Richmond shoreline there are excellent views from every section of the parks perimeter. These include:

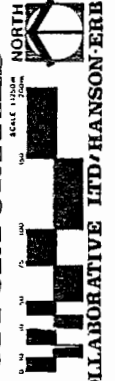
1. north - Sturgeon Banks and Scotch Pond in the foreground and the North Shore Mountains in the background. The activity of the Scotch Pond wharf provides the public with an opportunity to see some of the fishing industry's daily routine. Boat and equipment maintenance and operation provides a continuous viewing attraction. This view also features seasonal changes such as bird migration and the fall and spring colour of marshland vegetation. Views to the Vancouver Airport flight path and shipping lanes to and from Burrard Inlet provide a continuous source of interest.

2. west - mouth and shoals of the Fraser River in the foreground with Vancouver Island in the background. This view is particularly spectacular on sunny evenings with different cloud formations and the profile of Vancouver Island on the horizon.

3. south - South Arm of the Fraser River and Shady Island in the foreground and the Wildlife Sanctuary, San Juan Islands and Vancouver Island in the background. The river activity of the South Arm always provides something of interest for the casual viewer.



**CONSTRAINTS & OPPORTUNITIES**



From ocean going vessels to an endless stream of fishing boats from the Steveston Harbour.

4. east - Steveston waterfront foreground with Mt. Baker in the background. This view provides the observer with the routine activity of Steveston Harbour and the dramatic profile of Mt. Baker at the horizon. Few vantage points on the West Coast offer the observer this kind of exposure to an active working fishing harbour.

All views and off-site scenic resources should be exploited and enhanced by the park masterplan..

#### 2.1.2

##### Water's Edge

the park is surrounded on three sides by water including Scotch Pond, the Hole in the Wall and the South Arm. Water attracts people of all kinds and ages. Although the water around Garry Point is not useable for such activities as swimming it provides some opportunities for sport fishing and is an important asset for creating the visual character which attracts people to the site. For this reason the water's edge should be exploited as a site feature and expanded wherever possible. Interpretation of the tidal action and ship traffic could also contribute to the parks program.

#### 2.1.3

##### Accessibility

The site has good accessibility both by vehicle and for the pedestrian. Seventh Avenue provides a good link to neighbouring residential areas. Vehicular connections into the site from Seventh Avenue are available but need to be improved particularly at the intersection of Chatham and Seventh. Pedestrian access along the dyke should be encouraged and improved to make Garry Point a focal point in the Richmond Trails system.

#### 2.1.4

##### Adjacent Land Use

The parks location relative to other land uses is ideal. The residential areas provide an immediate demand for park facilities and

activities. The new Parks Canada historic site will provide an opportunity to co-ordinate interpretive programs and information to benefit both visitors and residents alike.

The parking for the historic site and Garry Point parking could be used by visitors to both facilities with Garry Point parking providing an overflow for visitors to the historic site during peak season or special events. The Steveston downtown and waterfront are both perceived as compatible neighbours. The park should benefit the downtown by helping to make the core area a pleasant place to be and providing a staging area for special events close to the village core. The waterfront already attracts many visitors and enhances the waterfront character which is so important to the park. While ideally there should be continuous public access along the waterfront, the pedestrian link along Moncton Street can be strengthened by providing amenities such as an organized pedestrian walkway, lighting and trees to encourage walking between the park, the Gulf of Georgia Cannery, the village and the Steveston Waterfront.

2.1.5

Steveston Community Society

The Society is perceived as a special asset to the park. It is not common to find a resident's group willing to participate and be active in the long term development of a park. Without being compromised by short term gains, the Community Society can be a valuable partner in raising funds for development and providing the kind of community spirit necessary to make the park's activities and operations successful.

2.1.6

Availability of Sand Spoil

The availability sand spoil from dredging operations can be looked at as an opportunity if additional fill is required. Dumping sand in prearranged sites could reduce development costs and provide the Fraser Harbour Commission with an alternative for disposing of some excess fill.



#### 2.1.7 Interpretive Potential

The Garry Point site provides many excellent opportunities to give visitors and residents important insights into the history of the area and the value of the many resources in the surrounding natural features. With the expertise of Parks Canada available in the area, the example of the Richmond Nature Park and the interest of other local organizations such as the Steveston Community Society, the Heritage Society and the School Board, it is possible that a well organized interpretive program could be developed to educate and provide enjoyment for park visitors.

#### 2.2 Site Constraints

The site has a few characteristics which are limiting to the development of the park. Some of these constraints can be overcome easily as a part of the park design while others will require special design consideration and action.

##### 2.2.1 Flooding and Shoreline Erosion

Garry Point is susceptible to flooding from the south-west storms and shoreline erosion associated with river and tidal currents. The combination of climatic conditions which resulted in the December 1982 flooding included high tides, strong south-west winds and low barometric pressure. Although these conditions may occur infrequently, the park should include special shoreline protection and careful siting of features and structures which are susceptible to flooding.

Two critical levels have been recognized. All structures which cannot withstand flood damage such as restaurants or interpretive facilities should be located above the dyke elevation of 11 feet. All structures which can withstand damage caused by standing water such as picnic shelters, signage, changerooms, etc. can be located below the 11 foot level but away from areas which might sustain wave damage.

Shoreline erosion at Garry Point is caused by four different factors: tidal action, wave action, river currents and waves from large and medium size vessels. Unlike the periodic

flooding caused by storms, erosion is a continuous on-going process that must be considered in the design of any shoreline or beach related facilities. The shoreline must be designed such that each of these erosion factors can be used to advantage or nullified. It is important therefore to understand that the Fraser River shoreline of Garry Point must be designed to accommodate two extremes, the daily erosion actions of the river and the occasional flooding caused by severe storm conditions.

#### 2.2.2

##### Land Ownership and Adjacent Land Use

In terms of land assembly, the most significant parts of the Point were purchased as part of the original land acquisition. However, two important parcels of land which could affect the future use and appearance of the park remain in private ownership. The two parcels include: a very narrow strip of land adjacent to Scotch Pond, part of Lot and several individual lots between Seventh Avenue and the existing eastern property line of the park.

The private property along Scotch Pond limits the potential of developing the parks edge to the water. It is not anticipated that any future development on this property could negatively affect the park.

The private lots along Seventh Avenue limits physical and visual access to the site from surrounding roadways. However of greater importance, is the fact that this area could be developed in a manner detrimental to the park's site. Ad hoc commercial or industrial uses would be very detrimental to the park character particularly at the entrance where much of the image of the park is established for visitors.

#### 2.2.3

##### Water Activities

The characteristics of the water bodies surrounding the park limits the feasibility of water based recreation. The depth of water in and near the navigation channels, the currents in the river and the quality of

water associated with harbours and canneries makes use of water by the public very undesirable and dangerous. The park should be designed to encourage people to use the water's edge but to discourage water based recreation.

#### 2.2.4

##### Visual Impacts

The existing residential developments to the east and north-east of the park will not contribute to the overall park character. The park should be designed such that proposed trees, shrubbery and earthworks visually screen these areas.

Although the Public Works Canada dock is seen as a compatible use, the area adjacent to the docks should be designed to improve the overall appearance of the dock area. The municipality should encourage Public Works to improve the visual character of the parking, storage and shore protection features to be compatible with the park plan.

#### 2.2.5

##### Soil Conditions

A large portion of the park site has been used for sand storage. The remaining area is a combination of various land fill materials with a very small remnant of a natural soils in the north-east corner. It is assumed that underlying the fill material is a layer of peat, muck, fine silts and sands similiar to the materials found in sturgeon banks. Under the peat will be a layer of delta sands and gravels associated with former river shoals and depositions.

Public Works records show that a breakwater or one of the first training walls was constructed by Public Works in 1896 and accounts for the straight edge to Scotch Pond. This breakwater was constructed by placing a mat of branches on the peat and placing a rip rap barrier of stone on top of the mat. It is not anticipated that this structure will cause any problems in the development of the park.

It is anticipated that most of the existing sand storage will be removed previous to park development. Any surplus materials can be incorporated into the park landforms.

Before commencing with park development the following concerns must be addressed:

1. Soil Modification - the sand fill is a limiting factor to the growth and maintenance of plant material on the site. Lack of nutrients and extremes between very wet and very dry conditions will affect plant growth. Adding organic material and topsoil to improve the growing medium will be influenced by the type of design required and by the selection of plant materials. It is anticipated that topsoil will be imported to the site. Surplus topsoil or organic material should be stockpiled on the site for use as development progresses. Organic material excavated during construction should be stockpiled and redistributed as required. It is unlikely that the sand fill contains toxic substances or elements which would inhibit plant growth. However, it is recommended that a detailed soils analysis be completed before plant selection is made in subsequent phases of development.

2. Plant Selection - in order to minimize the requirements for soil modification careful consideration must be given to the selection of plant materials. Plants should be chosen which can withstand the extreme conditions of a sandy site adjacent to combinations of salt and fresh water. It should be recognized that establishing plant material on this site will require patience, maintenance and more time than might be required on sites with less severe growing conditions. This will be as much a public relations problem as an operational problem. As development occurs the public may expect immediate results. The parks staff will be required to educate the public to understand the limitations of the site and to demonstrate how the public can help to ensure positive results.

3. Drainage - subsurface drainage on the

site will vary with tidal levels. Landform should be designed to provide good positive drainage to the surrounding water bodies. Artificial water bodies on the site will require waterproof liners in order to provide proper containment.

4. Bearing Capacity - geotechnical tests will be required to determine bearing capacity for various proposed structures. It is not anticipated that there will be any unusual conditions not presently encountered in the Richmond area.

2.2.6 Shoreline Debris - it is anticipated that shoreline debris will be an on-going maintenance problem particularly during freshette periods June and July. The shoreline areas should be designed to provide ease of access and to minimize areas which will catch and hold shoreline debris.

2.2.7 Traditional Uses - the park site is now used for a variety of recreational pursuits some of which conflict with adjacent residential areas and some which would be incompatible with a developed park. Park design should accommodate as many of the existing uses as possible and provide less opportunity for the nuisance type activities to take place.

## 2.3 Summary

In conclusion none of the site constraints suggest that Garry Point cannot be developed as a park. The positive aspects far outweigh the negative factors. Although there will be initial costs and ongoing operational costs, these will not be restrictive to park development and park management.

### Appendix 3. PROGRAM

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The program is a list of the possible activities, facilities and special features that could be located on the park site. In addition the program was also used to compare alternative park characters by describing examples of existing parks to suggest what the appearance of Garry Point might be like and what level of activity might be desirable.

#### 3.1 Possible Activities and Facilities

As a point of departure the consultants prepared a list of all activities and facilities that "common sense" and past experience would suggest were feasible on this type of site. Active sports facilities were not included because of the availability of other sites in the Steveston area. Facilities associated with more commercial/urban type parks were also not included. It was felt that in the hierarchy of the Richmond Park system, Garry Point should provide a passive recreation experience taking advantage of its waterfront environment.

The preliminary list was submitted to several different groups including: members of Council, the Steveston Community Society, individual special interest groups and the Steering Committee. At each meeting comments and suggestions were recorded and a revised list prepared for a public meeting. The list included the following:

Activities -----	Facilities -----	Special Features -----
Picnicking -family -group	Tables Fire pits Picnic shelters  Potable water	Marine studies -interpretation -outdoor ed- ucation
Walking and viewing	Walks Trails Random seating Lookout platform Bicycle storage	Fishermen's memorial -fishermen's needle monument -Garry Point Lighthouse  Garry Point Tree

Exercise	Exercise stations	Restaurant -outdoor dining -indoor dining -snack bar -tea room -banquet room
Beach activity	Beaches Seating Shelter	Rental concession
Pick-up sports	Open field areas	Wintergarden
Bicycling	Trails	
Roller skating	Trails	
Interpretation -natural history -cultural history	Classroom Amphitheatre Model fish hatchery Interpretive displays Interpretive signage Tidal gauge	
Children's play	Pre-school play area Adventure play area  Water play area Hard surface play area	
Fishing -Bull Head Derby -sport fishing	Fishing dock Beach area	
Special events -blessing of the fleet -Salmon Festival -fireworks	Washrooms Parking Etc.	

### 3.2 Possible Park Character

Park character refers to the overall appearance of a park. Park character is determined by one or more natural and man-made features such as terrain, vegetation, water, views, type of accessibility, number and architectural character of buildings, etc. In as much as Garry Point is surrounded by a variety of features no one feature or combination of features dominates the site to establish a direction for developing the appearance and overall character of the park.

Although the park is adjacent to Sturgeon Banks the character of this area could not be easily adapted to Garry Point. The park provides direct access to water, however the water resources are unsuitable for traditional water oriented activities. It was recognized that the park had been the site of many important heritage structures and events and yet no remnants of these remained to be the focus of the park character. Size and location limited its use for commercial recreation activities and the results of early discussions with the public ruled out much of this possibility.

Since no one existing characteristic or feature dominated the park site, the consultants proposed that the park might vary in appearance dictated by special site conditions and by different levels of activity. Setting this kind of approach as a design objective was confirmed in preliminary discussions with the public. It was felt that the park could have a variety of settings for different park activities and satisfy a wider range of park users.

As a point of departure the consultant provided a description of four alternative park characters for review by the Steering Committee and by the public:

natural parks - these parks are dominated by natural

-----  
features maintained in their original state. Some of these parks focus on special natural features such as canyons, spectacular beaches, mature forests, rock formations, etc. Examples of natural parks include: Richmond Nature Park, Lighthouse Park in West Vancouver, Capilano and Lynn Canyon Parks in North Vancouver, large parts of Stanley Park, Lighthouse Park at Pt. Roberts.

combination natural/manicured park - these parks are

-----  
characterized by a combination of man-made and natural



features. The ratio of natural area to man-made area varies from park to park. The natural areas usually include some well defined natural feature. The man-made areas of these parks include large expanses of grass, ornamental flowers, shrubs and tree planting beds in natural or formal arrangements. Examples of this type of park include: Whytecliffe Park, West Vancouver, John Henry Park, Vancouver, etc.

manicured parks - most urban parks fall into this

category. Manicured parks include all urban open spaces characterized by man-made features such as ornamental gardens, sports fields, formal walkways, plazas, squares, etc. Examples of these parks include: Steveston Community Centre, Minaru Park, Queen Elizabeth Park, Vancouver and most of the shoreline parks around English Bay.

commercial and specialized parks - there are many

different types of commercial and specialized parks. Although intensively developed, these parks do not have many common characteristics. These parks include such diverse parks as: exhibitions, theme parks, fair grounds, zoos, botanical gardens, arboreta, race tracks and developments such as Granville Island.

### 3.3 Preferred Activities, Facilities and Park Character

The preliminary list of activities and facilities and the description of different park characters were presented to a public workshop. Slides of existing parks and facilities were used to stimulate visual images of what Garry Point could be like. A questionnaire was then circulated to determine people's preferences for the different activities, facilities and park characters. A question and answer period was conducted to record specific concerns. Activities which received less than majority support were not included in the Master Plan.

The results of the workshop were analyzed and the following conclusions drawn:

1. The park design should focus on passive recreational activities limiting the facilities to the restaurant and small structures associated with the preferred activities.

2. The park should be designed in a natural character with no formal areas and limited areas of natural maintained landscape.

3. The park should include some characteristics of Japanese culture, architecture or landscape architecture.

4. Vehicular access to the park should be restricted to access into the park area and parking. No in-park roads or scenic drives were considered desirable.

5. The park design should incorporate an internal water feature to provide a focus for activities not associated with shoreline areas.

## Appendix 4. CONCEPTS

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Two preliminary concepts were developed and presented to the workshop. Since the program was not clearly established at the time of workshop the concepts were intended to show the feasibility of combining different activities to capitalize on the parks features and demonstrate how the activities and facilities could be organized on the site.

### 4.1 Development Concept One

Each development alternative was created on the concept of having various zones of activity. The location of a commercial zone and restaurant with one large centralized parking area, dictated the organization of the many other activities on the site.

The first concept located the restaurant in the southeast corner of the park on the Steveston Channel. It was felt that this location took best advantage of views and provided a logical and compatible terminus to the Steveston Harbour waterfront. This location required the major parking area to be located along the eastern boundary. With parking established, other activities requiring easy access were layed out in close proximity to the parking lot. These included: picnic areas, amphitheatre, water garden and playground.

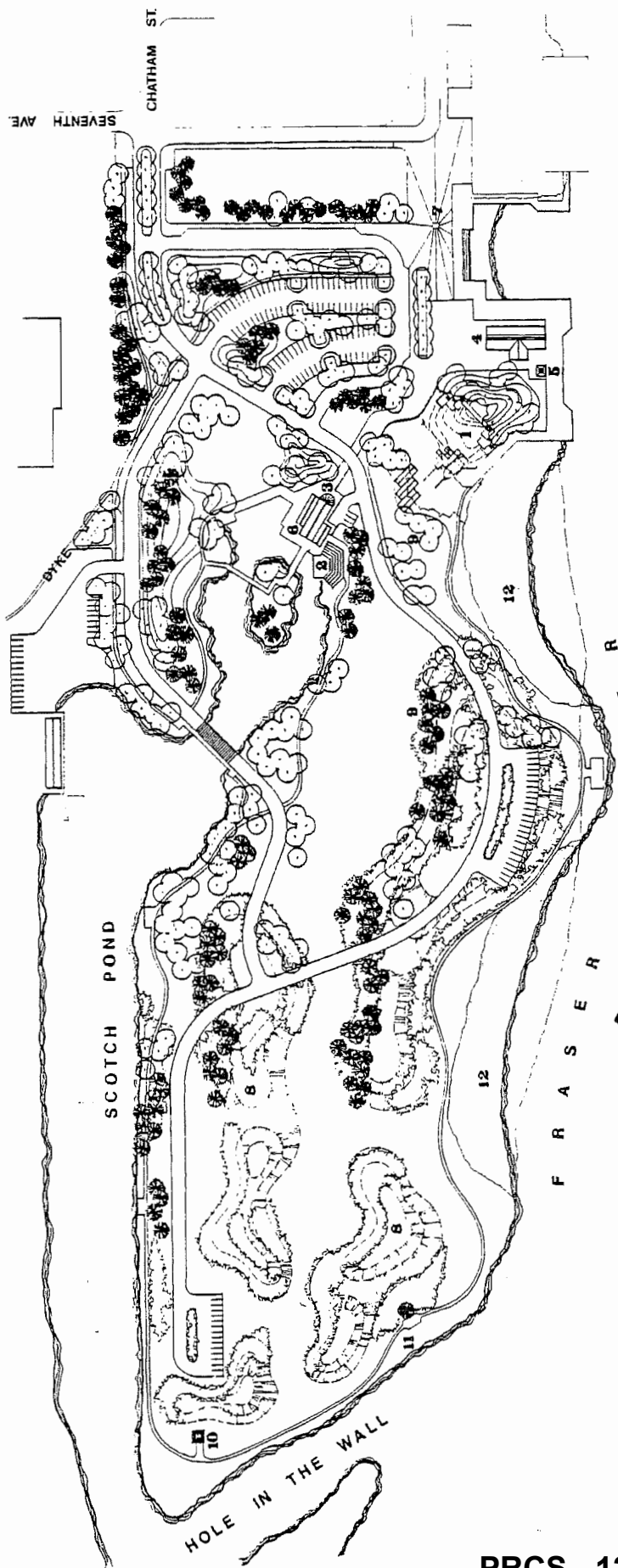
With the commercial zone located in the southeast corner of the park the remainder of the park was divided in a maintained natural zone (manicured zone) and a natural zone. These two zones occupied approximately 7/8 of the park area with the natural zone being the largest area.

Road access was provided throughout the park. The road layout was designed such that parts of the roadway could be closed to traffic during peak user periods to eliminate conflicts between cars and people. Roads were to provide access for the handicapped to reach activities in the park not easily accessible from the main parking area and access for police and maintenance crews.

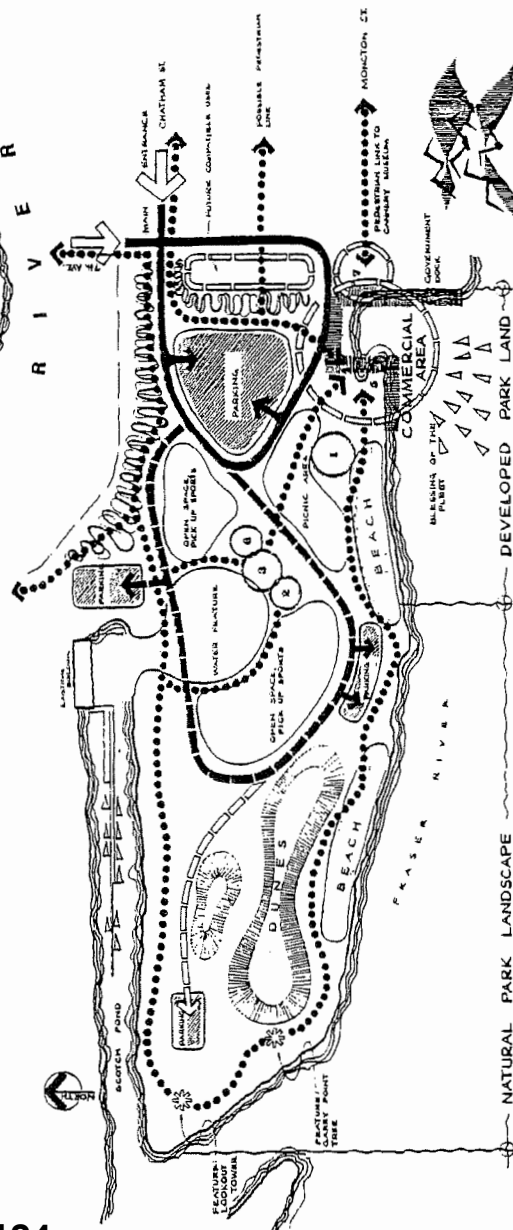
Pedestrian access focused on a perimeter trail which connected the Dyke Trail with Moncton Street along the shoreline. Minor trails connected the various activities within the park.

Two major beach areas were located in the natural zone on the Fraser River side of the park. The beaches were intended to provide an area for sunbathing and other non-water oriented activities.

This concept also featured an internal water body which was an extension of Scotch Pond.



- LEGEND**
- year round vehicular access
  - - - optional vehicular access
  - - - seasonal vehicular access
  - ... pedestrian circulation
  - 1 playground
  - 2 amphitheatre
  - 3 winter garden
  - 4 restaurant
  - 5 fisherman's memorial
  - 6 marine interpretation centre
  - 7 pedestrian plaza
  - 8 dunes
  - 9 picnic area
  - 10 lookout tower
  - 11 garry point tree
  - 12 beach



**DEVELOPMENT 1**  
**CONCEPT**



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#### 4.2 Development Concept Two

The second concept includes three similar zones to concept one although the proportion of each relative to total park area differed.

The commercial zone in this concept was located on Scotch Pond visually integrating the restaurant with the structure on Scotch Pond. The location provides views to the wharf and general harbour activities. A large parking lot was located on the north-east side of the park and other park activities and structures located in the eastern end of the park.

A natural but maintained zone was located around an internal water feature which provided the physical focus for a playground, amphitheatre, winter garden and interpretative centre of the remaining area of the park approximately 50% was designated as a natural unmaintained zone.

The road system was reduced to single road access to the river side of the park again to provide easier access for the handicapped to the beach areas. The layout allowed for the road to be closed during peak visitor periods to eliminate conflicts between pedestrians and cars.

Again, two beach areas were provided, one in the natural unmaintained zone and one in the natural maintained area. Both beaches were intended to encourage on-shore recreation activities and discourage use of the water.

#### 4.3 Preferred Concept

Neither concept was completely endorsed by the public workshop. In reviewing the program options some of the activities and facilities shown in each concept were totally eliminated. The extended road system in each concept was rejected in favour of a single concentrated parking area as close to Seventh Avenue as possible.

There was general consensus that the commercial area and restaurant should be located at the south-east corner of the park providing a suitable terminus to the Steveston Harbour waterfront. It was felt that the commercial area should be restricted to as small a proportion of the park as possible and that the overall park character should be as natural as possible. The internal water feature was viewed as a positive asset providing a central focus for activities which could not be suitably located on the shoreline.



In summary, the preferred concept became a combination of the two preliminary concepts incorporating the preferred list of activities in as natural a setting as possible.

Appendix 5. PUBLIC QUESTIONNAIRE AND RESULTS



# GARRY POINT PARK PLANNING WORKSHOP

The City of Richmond, Department of Leisure Services and Planning Department have initiated a study to determine the future use of Garry Point as a major park site in the municipal park system. Since Garry Point is Richmond's most valuable accessible waterfront, it is important that the residents of the community should participate in the park planning process.

This workshop will provide residents with the opportunity to review and exchange ideas concerning:

- the overall park character
- the selection of park activities
- the feasibility of different park concepts

The results of this meeting will form the basis for the development of a detailed park masterplan to be presented to council in late April. Your participation in this workshop is an important step. Every resident is encouraged to attend.

## AGENDA FOR THE WORKSHOP

1. Introduction by Steveston Community Society President
2. Park Mandate by Richmond Leisure Services
3. Garry Point Planning Workshop by Pacific Landplan and Hanson-Erb
  - Garry Point context, history and character - an overview
  - Park potential
  - Park program: discussion of proposed activities and facilities
  - Some imagery of possibilities
  - Park concepts and ideas
  - Completion of questionnaire and "scribble sheet"
  - Open discussion

for further information, contact:  
Leisure Services,  
Municipal Offices,  
6911 Number 3 Road,  
Richmond, B.C.  
278-5511



## GARRY POINT PARK MASTER PLAN - PROGRAM

### ACTIVITIES

Picnicking  
-family  
-group

Walking and viewing

Exercise

Beach activity

Pick-up sports

Bicycling

Roller skating

Interpretation  
-natural history  
-cultural history

Children's play

Fishing  
-Bull Head Derby  
-sport fishing

Special events  
-blessing of the fleet  
-Salmon Festival  
-fireworks

### FACILITIES

Tables  
Fire pits  
Picnic shelters  
Potable water

Walks  
Trails  
Random seating  
Lookout platform  
Bicycle storage

Exercise stations

Beaches  
Seating  
Shelter

Open field areas

Trails

Trails

Classroom  
Amphitheatre  
Model fish hatchery  
Interpretive displays  
Interpretive signage  
Tidal guage

Pre-school play area  
Adventure play area  
Water play area  
Hard surface play area

Fishing dock  
Beach area

Washrooms  
Parking  
Etc.

### SPECIAL FEATURES

Marine studies  
-interpretation  
-outdoor education

Fishermen's memorial  
-fishermen's needle monument  
-Garry Point Lighthouse

Garry Point Tree

Restaurant  
-outdoor dining  
-indoor dining  
-snack bar  
-tea room  
-banquet room

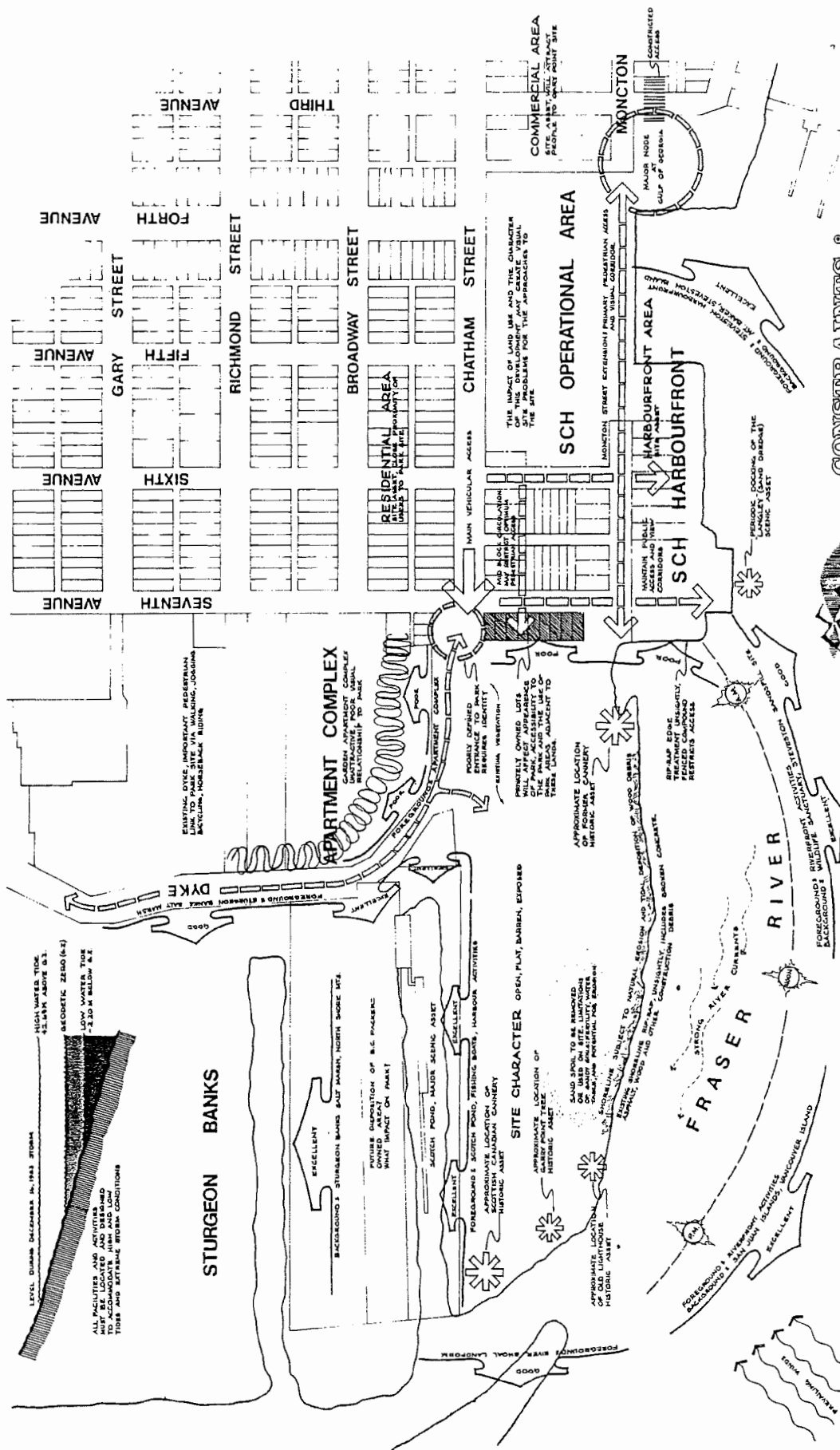
Rental concession

Wintergarden

# GARRY POINT PARK

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**CONSTRAINTS & OPPORTUNITIES**

# GARRY POINT PARK

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**CANNERY CHANNEL**

**STEVESTON ISLAND**

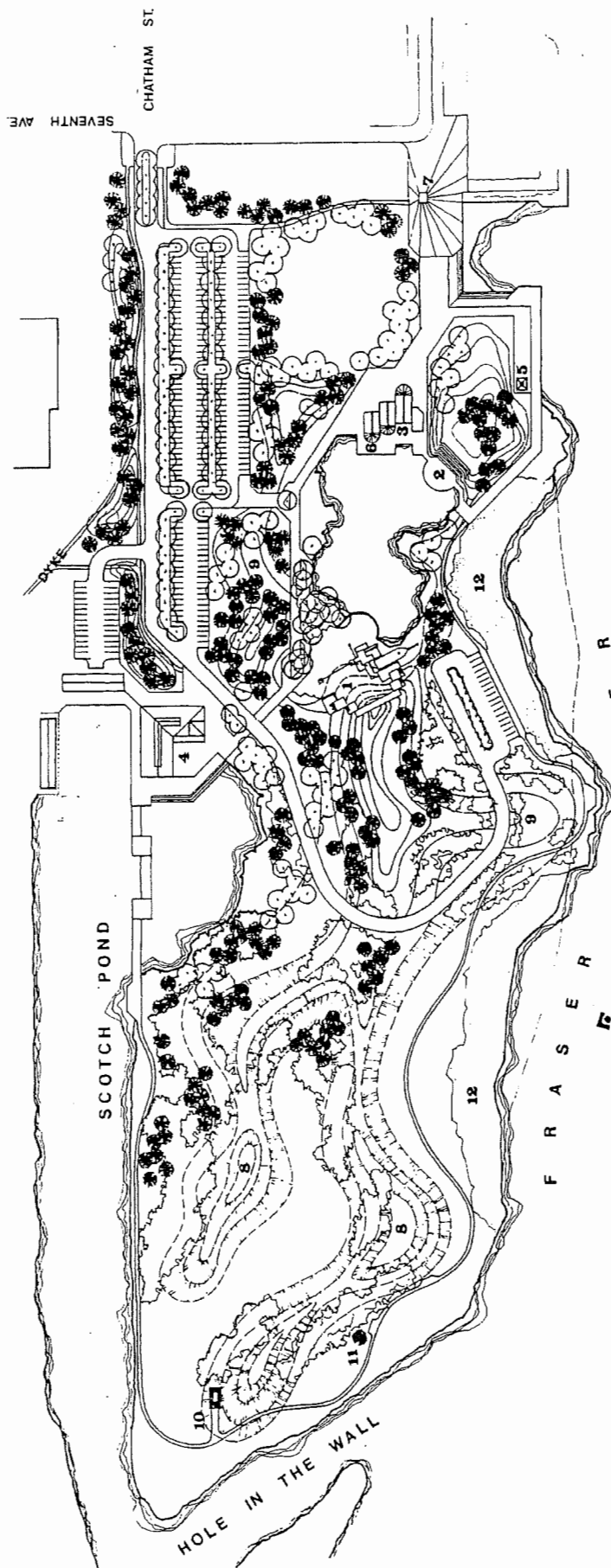
**LEGEND**

- year round vehicular access
- - - optional vehicular access
- · - seasonal vehicular access
- ... pedestrian circulation

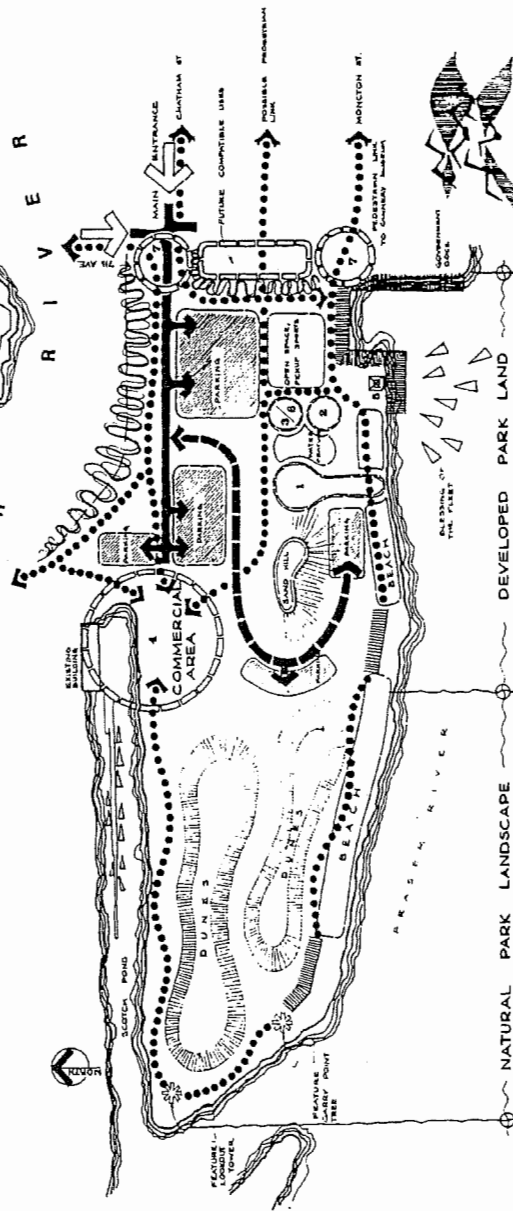
1 playground  
 2 amphitheatre  
 3 winter garden  
 4 restaurant  
 5 fisherman's memorial  
 6 marine interpretation centre  
 7 pedestrian plaza  
 8 dunes  
 9 picnic area  
 10 lookout tower  
 11 garry point tree  
 12 beach

# 1 DEVELOPMENT CONCEPT

**GARRY POINT PARK**



- LEGEND**
- year round vehicular access
  - - - optional vehicular access
  - - - seasonal vehicular access
  - ... pedestrian circulation
  - 1 playground
  - 2 amphitheatre
  - 3 winter garden
  - 4 restaurant
  - 5 fisherman's memorial
  - 6 marine interpretation centre
  - 7 pedestrian plaza
  - 8 dunes area
  - 9 picnic area
  - 10 lookout tower
  - 11 garry point tree
  - 12 beach
- CANNERY CHANNEL**
- STEVESTON ISLAND**



**DEVELOPMENT CONCEPT 2**

**SCALE 1:2500**

**NORTH**

**13**

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## GARRY POINT PARK WORKSHOP QUESTIONNAIRE

As the park planning consultants for Garry Point Park, we are interested in your attitudes and suggestions for the park. We have developed a working program from ongoing meetings with a steering committee, as well a series of meetings with various community groups. Last Saturday a display was placed in the Richmond Square shopping centre.

Please use this sheet to indicate how strongly you either favour or oppose the following "shortlist" of activities and facilities. +3 indicates "strong support" and -3 "strong opposition." A mark of 0 would indicate "no response."

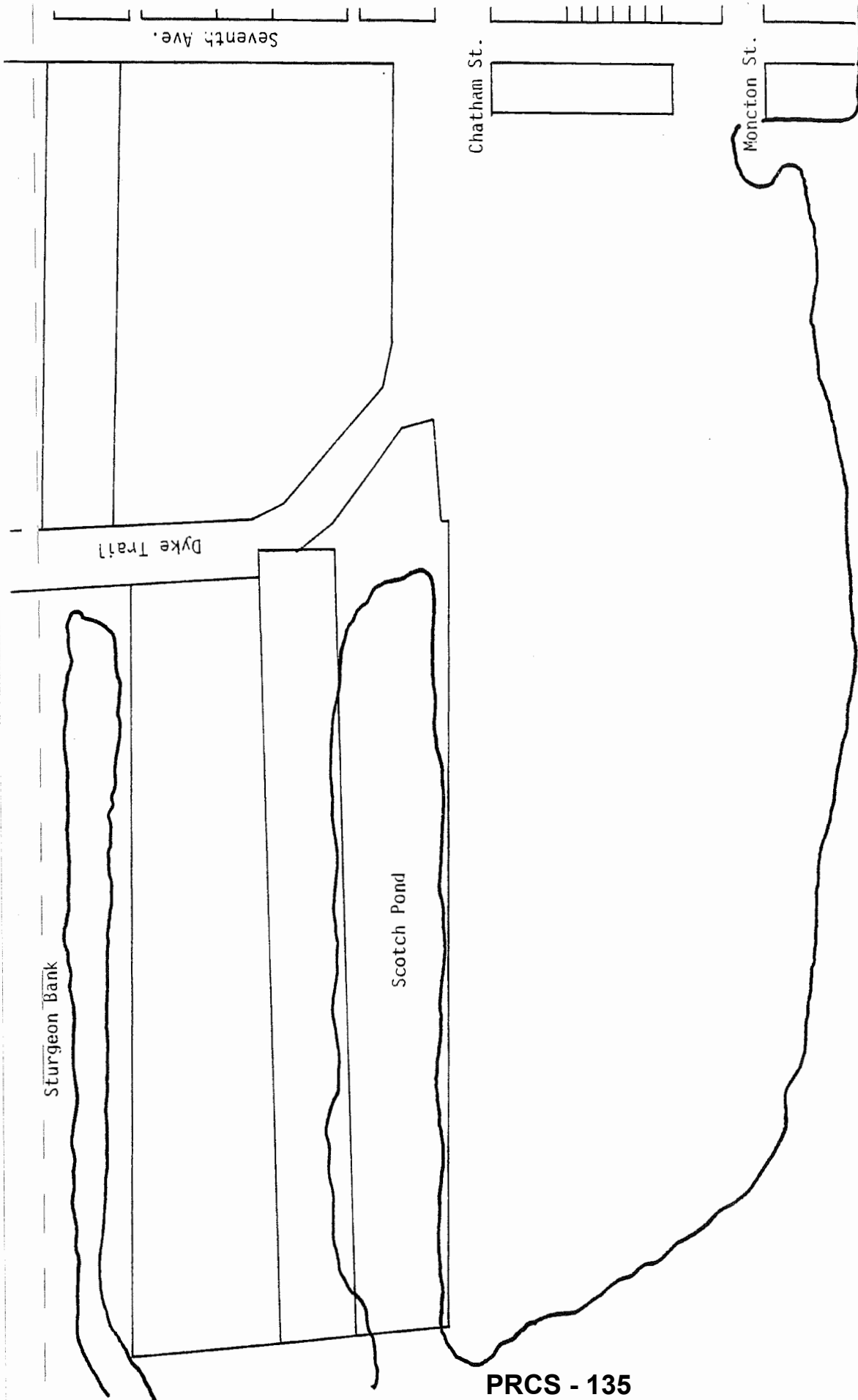
ACTIVITY OR FACILITY	RESPONSE						
	Support				Oppose		
	+3	+2	+1	0	-1	-2	-3
Picnicking							
Picnic shelters							
Fire pits							
Picnic tables							
Walking							
Bicycling							
Roller skating							
Scenic drive							
Children's playground							
Adventure play							
Hard surface play							
Water play							
Pick-up sports							
Viewing - ground level							
Viewing - platform							
Benches							
Sandy beach							
Sunbathing							
Wading pool							
Fitness circuit							
Fishing							
Fishing dock							
Interpretive signage							
Interpretive centre							
Fisherman's memorial							
Amphitheatre							
Concessions							
Winter garden							
Restaurant							
Garry Point tree							
Special events							
Classroom/meeting room							
Washrooms							
Other (please specify)							

Place of residence: Steveston \_\_\_\_\_ Richmond \_\_\_\_\_ Other \_\_\_\_\_

# GARRY POINT PARK

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SCRIBBLE SHEET--SHOW US YOUR IDEAS

PRCS - 135



# GARRY POINT PARK

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GARRY POINT.....a typical view of fishermen's homes.  
A GLIMPSE OF THE PAST.....let us plan for tomorrow.



RESPONSES IN PRIORITY

	<u>*% SUPPORT</u>		<u>**TOTAL VALUE</u>
PICNICKING	100.00	PICNICKING	151.00
WALKING	100.00	WALKING	144.00
BENCHES	98.08	BENCHES	144.00
PICNIC TABLES	97.78	SANDY BEACH	140.00
SANDY BEACH	94.34	WASHROOMS	132.00
WASHROOMS	94.23	SUNBATHING	121.00
SUNBATHING	90.38	PICNIC TABLES	119.00
VIEWING - PLATFORM	87.50	VIEWING - GROUND LEVEL	112.00
PICNIC SHELTERS	84.62	VIEWING - PLATFORM	102.00
CHILDREN'S PLAYGROUND	84.21	CHILDREN'S PLAYGROUND	98.00
INTERPRETIVE SIGNAGE	98.09	FIRE PITS	96.00
FIRE PITS	83.02	PICNIC SHELTERS	93.00
VIEWING - GROUND LEVEL	82.69	FISHERMAN'S MEMORIAL	83.00
FISHERMAN'S MEMORIAL	80.85	INTERPRETIVE SIGNAGE	81.00
INTERPRETIVE CENTRE	76.60	INTERPRETIVE CENTRE	76.00
FISHING	75.00	FISHING	75.00
BICYCLING	74.07	GARRY POINT TREE	73.00
RESTAURANT	74.00	RESTAURANT	72.00
GARRY POINT TREE	73.19	BICYCLING	72.00
ADVENTURE PLAYGROUND	70.83	SPECIAL EVENTS	52.00
SPECIAL EVENTS	64.58	ADVENTURE PLAYGROUND	51.00
FISHING DOCK	60.87	WADING POOL	35.00
WADING POOL	56.86	FISHING DOCK	35.00
AMPHITHEATRE	56.86	CLASSROOM/MEETING ROOM	29.00
CLASSROOM/MEETING ROOM	55.10	WATER PLAY	25.00
WATER PLAY	52.83	PICK-UP SPORT	19.00
WINTER GARDEN	46.81	AMPHITHEATRE	18.00
PICK-UP SPORTS	46.43	WINTER GARDEN	18.00
FITNESS CIRCUIT	44.90	FITNESS CIRCUIT	13.00
CONCESSIONS	44.00	CONCESSIONS	-16.00
SCENIC DRIVE	33.33	SCENIC DRIVE	-32.00
HARD SURFACE PLAY	32.65	ROLLER SKATING	-37.00
ROLLER SKATING	26.83	HARD SURFACE PLAY	-42.00

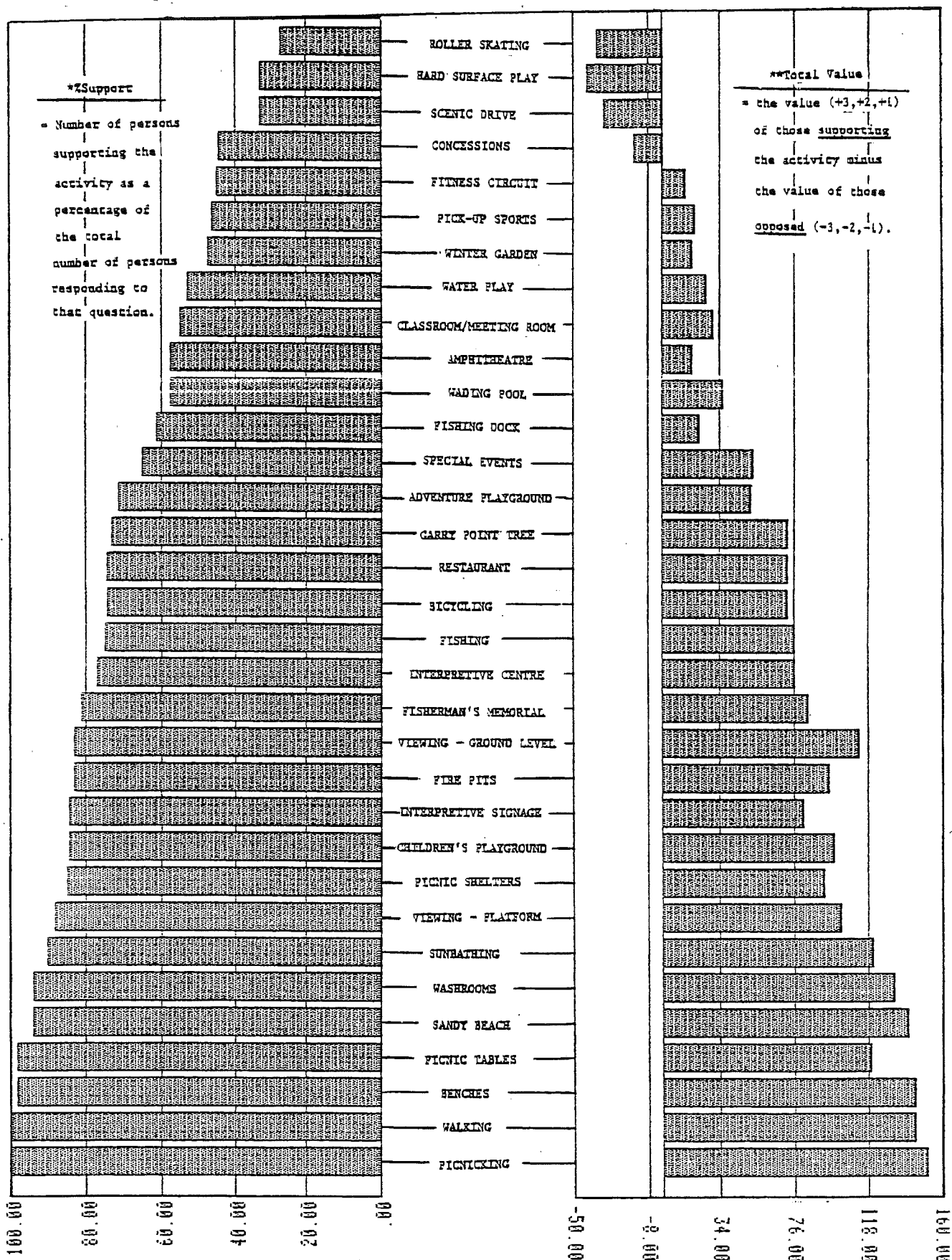
\*%Support = Number of persons supporting the activity as a percentage of the total number of persons responding to that question.

\*\*Total Value = the value (+3,+2,+1) of those supporting the activity minus the value of those opposed (-3,-2,-1).

GARRY POINT QUESTIONNAIRE RESULTS/MARCH 24, 1983

	+3	+2	+1	0	-1	-2	-3	TOTALS	% SUPPORT	% OPPOSED	TOTAL VALUE
PICKNICKING	44	8	14.55	3	5.45	0	.00	55	100	0	151
PICNIC SHELTERS	21	14	26.92	9	17.31	5	9.62	52	85	6	93
FIRE PITS	22	13	24.53	9	16.98	4	11.32	53	83	6	96
PICNIC TABLES	35	8	17.78	1	2.72	-1	.00	45	98	2	119
WALKING	47	1	2.04	1	2.04	0	.00	49	100	0	144
BICYCLING	23	4	11.11	9	16.67	4	7.41	54	74	19	72
ROLLER SEATING	4	2	4.88	5	12.70	6	14.63	41	27	59	-37
SCENIC DRIVE	5	1	2.38	8	19.05	4	9.52	42	33	57	-32
CHILDREN'S PLAYGROUND	24	14	24.56	10	17.54	4	7.02	48	84	9	90
ADVENTURE PLAYGROUND	14	12	23.09	8	16.67	0	.00	47	71	17	51
UNASD SURFACE PLAY	3	3	6.12	10	20.41	7	14.29	49	33	53	-42
WATER PLAY	7	9	16.98	12	22.64	6	11.32	53	53	26	25
PICK-UP SPORTS	5	8	8.93	10	17.86	4	7.14	56	46	23	19
VIEWING - GROUND LEVEL	35	6	11.54	2	3.85	1	1.92	52	83	6	112
VIEWING - PLATFORM	25	13	27.68	4	8.33	1	2.08	48	88	4	102
DECKING	42	2	3.77	0	.00	1	1.92	52	98	0	144
SANDY BEACH	44	2	3.77	4	7.55	3	5.66	53	94	0	140
SUNBATHING	35	7	13.46	5	9.62	1	1.92	51	90	4	121
WADING POOL	15	9	17.65	5	9.89	8	15.69	49	57	27	35
FITNESS CIRCUIT	11	5	10.20	6	12.24	2	3.92	52	45	37	13
FISHING	23	5	9.62	11	21.15	5	9.62	52	75	15	75
FISHING BOCK	13	2	4.35	13	28.26	8	17.39	45	61	22	35
INTERPRETIVE SIGNAGE	24	7	15.91	6	13.64	2	4.55	44	84	11	81
INTERPRETIVE CENTRE	24	4	8.51	8	17.02	5	10.64	47	77	13	76
FISHERMAN'S REMORIAL	25	6	12.77	7	14.69	3	6.38	47	81	11	83
AMPHITHEATRE	10	8	15.69	11	21.57	4	8.31	51	57	31	18
CONCESSIONS	6	9	18.00	7	14.60	5	10.66	50	44	46	-16
MINIER GARDEN	4	12	23.40	5	16.64	12	25.53	47	47	29	18
RESTAURANT	23	10	20.00	4	8.00	2	4.00	50	74	18	72
GARRY POINT TREE	19	11	23.91	4	8.70	0	.00	46	74	9	73
SPECIAL EVENTS	18	3	6.25	10	20.83	11	22.92	48	55	13	52
CLASSROOM/MEETING ROOM	14	3	6.12	10	20.41	3	6.12	49	55	24	29
WASHROOMS	30	8	15.30	3	5.77	2	3.85	52	94	2	112
											0

e responses were neutral (0)



## GARRY POINT PARK WORKSHOP QUESTIONNAIRE

### SUMMARY OF COMMENTS

- Seawall on the south side of Fraser River.
- Something to reflect the Japanese heritage (anyway, to be sensitive towards the child that lost his life on Garry Point one year ago). Linkage to Steveston is critical.
- Do not like the water feature in the centre of the park (surrounded by water, and you place water on the site?).
- I do not like parking on the site.
- Be careful with too much vegetation - it should not look like Ambleside).
- There should be bicycle parking.
- There should be sheltered bench areas for watching the river view in winter weather (roof and three walls - open on one side). Also, winter parking (where you can view the riverfront from a car - probably west end of point).
- The parking should be relatively close for easy packing.
- Define one bridge type platform surrounded three sides on water.
- The Steveston Community Centre Park already has a Fitness Circuit.
- Concessions should only be on the Eastern edge, near the commercial area.
- A winter garden should go on the south waterfront side or a sign or a cairn.
- There should be organized tours for appropriate grade levels (school), at least two sets.
- There should be a bicycle rental shop, roller skate rental shop etc.
- It is too windy for sand dunes.
- Bring in trees - they will provide a wind shelter.
- There should be a water slide, swimming pool, and an ice skating rink (during winter).
- Support pleasure boat moorage at Scotch Pond (there is no other facility on the Fraser South Arm.
- Put ornamental fish in the water feature.
- Keep it quiet - don't popularize it too much.
- The restaurant should be on the west side to take advantage of the sunsets over the Gulf of Georgia.
- There should be a mini zoo or aquarium.
- There should be boat launching facilities.
- Blessing of the fleet - tranquil sand gardens.
- Leave as much natural things as you can.
- Fishermens' memorial and lighthouse.
- Leave it as it is - no concessions, no cars.
- There should be a fulltime onsite resident caretaker.
- The restaurant should be done in Japanese architecture.
- Keep cars down to a minimum.

- There should be a neighbourhood pub and a sushi bar.
- There should be public parking and public bus services.
- The classroom/meeting room should have an interpretive centre.
- The park should be closed during night hours (9:00 p.m. to 7:00 a.m.).
- The scenic drive: -3/summer and +3/winter.
- Leave all commercial development in the Steveston core area.
- Leave as natural as possible - pathways such as our Nature Park, and parking at the entry, such as the Nature Park.
- The restaurant should be Japanese (sushi bar).
- Historical aspects.
- There should be hills for viewing.
- Keep as natural as possible.
- Do not develop like False Creek - we need access to the water physically, not just for the view.
- Keep park very natural - have very little blacktop or cement.
- You should put in a Japanese garden.
- Leave the sand dunes the way they are - natural.
- No cars.
- Natural paths only, for quiet enjoyment.
- We have a sufficient number of "developed" park and playground areas already.
- The interpretive centre and classroom should be tied into the educational centre for areas such as Sturgeon Banks, fishing, and river evolution.
- No cars - except for parking by the east side.
- Viewing - platform: use a raised landform rather than a platform.
- The park is too small for a scenic drive.
- Fishing is available at the Government dock.
- Signs are a visual pollution.
- Low profile on the amphitheatre.
- Only one concession stand.
- Boat access to park, moorage (Scotch Pond), and boat access to restaurant.
- Winter garden/restaurant, i.e., Fergusson Point Tea House - good idea.
- Pleasure boat moorage, boat launch.
- Japanese structures/nature design.
- We already have a fishing dock.
- Public moorage.
- The amphitheatre should be natural.
- Restrict traffic.
- Japanese style architecture.
- No vehicle access to point, no southern parking.

- No road to the point.
- Keep everything natural.
- Put in general play equipment.
- Parking should be kept to the north-east portion - with no other road.
- Water feature is a good idea.



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee      **Date:** September 1, 2017  
**From:** Serena Lusk  
Interim Director, Parks and Recreation Department      **File:** 11-7200-01/2017-Vol 01  
**Re:** West Richmond Pitch and Putt Golf Course

### Staff Recommendation

That the staff report titled "West Richmond Pitch and Putt Golf Course," dated September 1, 2017, from the Interim Director, Parks and Recreation, be received for information.

Serena Lusk  
Interim Director, Parks and Recreation Department  
604-233-3344

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 
APPROVED BY CAO (Deputy). 	

## Staff Report

### Origin

The West Richmond Pitch and Putt Golf Course (the Pitch and Putt) has been in operation for 45 years and is nearing the end of its life cycle. The operational costs related to the Pitch and Putt's failing infrastructure are increasing rapidly, affecting the function of the Pitch and Putt as the course is playable for fewer days each season. The City has received numerous public requests for improvement and complaints about the condition of the course.

The purpose of this report is to provide an update on the Pitch and Putt's conditions and provide options for addressing the issues that have been identified.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

*2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports Council's 2014-2018 Term Goal #6 Quality Infrastructure Networks:

*Continue diligence towards the development of infrastructure networks that are safe, sustainable, and address the challenges associated with aging systems, population growth, and environmental impact.*

*6.1. Safe and sustainable infrastructure.*

*6.2. Infrastructure is reflective of and keeping pace with community need.*

### Background

The Pitch and Putt is located in the south east corner of the Hugh Boyd Community Park at 9751 Pendleton Road. It takes up 11.3 acres of the total 42.3 acres of Hugh Boyd Community Park. Hugh Boyd Community Park was built in the 1960s and the Pitch and Putt was later built in the 1970s. Since the construction of the Pitch and Putt, the facility has been maintained to an adequate service level for a typical pitch and putt course, with few major or minor capital improvements over its life span. The facility has served the community well over the last 45 years, although some of the infrastructure is at the end of its life cycle.



### General Condition of Infrastructure

#### 1. Drainage

The existing drainage system was built according to the standards of the time using products and construction methods that are inferior to current standards. Parks staff have been maintaining the drainage system although, due to the condition of the pipes, flooding of the entire site in winter is common. Complete replacement of the drainage system would be required in order to make the Pitch and Putt more operable and to improve the conditions at the site.

#### 2. Irrigation

The irrigation system covering the entire Pitch and Putt site is an obsolete hydraulic system that is failing. Some irrigation stations have been eliminated and so, during drought periods, hand watering some of the greens is necessary. Irrigation system replacement will be necessary.

#### 3. Golf Greens

The greens are generally in good condition during the playing season but present a maintenance challenge due to lack of drainage, poor irrigation coverage and the clay subsoil profile they are built over. Extra attention is required to keep the greens in acceptable condition, including more than usual fungicide applications.

#### 4. Fairways and Roughs

Both fairways and roughs are in good condition other than irrigation and drainage concerns.

#### 5. Trees

The trees were planted 45 years ago when the course was built. Many trees are now past their prime and have been failing. Parks Urban Forestry staff have been removing trees over the years, as necessary, to ensure safety and playability of the site. Few replacement trees have been planted over the years as the existing trees were planted too densely, and in most cases replanting is not recommended. More tree work will be necessary in the future in order to maintain safe and sustainable tree groups that divide the fairways.

#### 6. Club House and Caretakers/Washroom Building

Although showing its age, the club house functions well as the entrance to the facility, in addition to housing the operations shop and partial storage. A 20-foot steel cargo container has been placed on site to provide additional storage for the required equipment and materials. The washroom, which is part of the caretaker building, is not wheelchair accessible.

## Analysis

### Usage and Trends

While golf is considered to have high participation rates, since 2010 the actual number of rounds played per year has decreased. Trends indicate that people are engaging in other activities rather than investing the time and money required to successfully play golf, along with a younger generation who is not taking up the sport compared to previous generations. It may also be partly attributed to a possible overabundance of the number of courses nationally and locally.

The Pitch and Putt has seen the number of rounds played per year drop over the past three years. Below is a table showing the total number of rounds played:

Year	2016	2015	2014
Rounds Played	10,166	11,802	13,086
Season Pass and Punch Card Rounds Played	2,037	2,250	2,504
Total	12,203	14,052	15,550

This reduced number of rounds may be attributable to the overall trends in golf, or it may be a result of players choosing other golf facilities. There are 17 golf courses within approximately 20 km of the Pitch and Putt, with two of these courses being par 3 municipal pitch and putt courses. Of the other 14 courses, five are regular length private clubs and four are public executive length courses.

### Green Fees Comparison for 18 Holes of Pitch and Putt Golf in the Lower Mainland

The green fees charged at the Pitch and Putt are comparable to, or lower than, those charged elsewhere. Green fees have not been increased in the last five years in an attempt to make the fees more attractive to participants compared to other courses and activities.

Location	Age	Weekday	Weekend	Twilight
City of Richmond				
	Youth	\$8.15	\$9.60	No discount
	Adult	\$9.60	\$9.60	No discount
	Senior	\$8.15	\$9.60	No discount
Vancouver Parks Board				
	Youth	\$8.86	\$10.76	\$6.52*
	Adult	\$12.24	\$12.24	\$9.29*
	Senior	\$8.86	\$10.76	\$6.52*
City of Burnaby				
	Youth	\$6.25	\$9.75	\$5.25**
	Adult	\$9.75	\$9.75	\$6.50**
	Senior	\$7.25	\$9.75	\$5.50**

Location	Age	Weekday	Weekend	Twilight
City of West Vancouver				
	Youth	\$8.50	\$12.50	No discount
	Adult	\$12.50	\$12.50	No discount
	Senior	\$10.50	\$12.50	No discount

\*Vancouver Parks Board twilight is one hour before closing.

\*\*Burnaby twilight is two hours prior to sunset.

The Vancouver Parks Board, the City of West Vancouver and the City of Burnaby have different rates than the City of Richmond for youth, adults and seniors. The Vancouver Parks Board and the City of West Vancouver have, on average, higher rates than the City of Richmond and the City of Burnaby. Richmond has chosen not to offer a "twilight" rate as the busiest or prime time for the course is the early evening when people are home from work.

#### Program Revenue and Expenses

The revenue and expenses shown below show a reduction in the revenue over the last three years. The expenses are for auxiliary staffing and club house costs only, and do not include the Pitch and Putt maintenance costs. Revenue and expenses are at least partly influenced by weather conditions. Weather conditions sometimes result in early closures of the course, which means lower staffing hours and fewer people visiting the course.

Year	Revenue	Expenses*	Net Revenue
2016	\$57,479	\$51,359	\$6,120
2015	\$67,050	\$49,751	\$17,299
2014	\$71,524	\$64,113	\$7,411

\*Above expenses are related to auxiliary staffing and other club house costs only.

#### Operations Maintenance Budget

Maintenance costs over the past three years have varied, as in any park, depending on activities required that year. In 2016, there was more urban forestry work required than normal, as well as some fairway maintenance and other asset improvements. As infrastructure ages over the next five years, these costs will likely continue to increase while the quality of the facility will likely decline.

Year	Total
2016	\$99,425.00
2015	\$61,172.00
2014	\$64,944.00

### Marketing and Programs

To encourage beginners to try the sport, the Pitch and Putt works with the West Richmond Community Centre to offer introductory golf lessons through the Parks, Recreation and Culture Guide during the golf season. Other community groups, companies and secondary schools are offered groups rates to encourage their use of the Pitch and Putt course. The number of school programs is impacted by the course opening schedule as they do not offer golf programs as part of their curriculum in the late spring and early fall.

The following marketing initiatives have been undertaken by staff to create greater awareness of the course and increase participation:

- Two for one passes promoted in local papers;
- Community discount coupons;
- Updating course exterior signage; and
- Advertising in various seasonal City of Richmond recreation promotions.

### West Richmond Pitch and Putt Options

Since the Pitch and Putt infrastructure is failing, a decision regarding its future must be contemplated. The following are options for future actions:

#### *Option 1 Minimize Investment in Infrastructure Replacement – Recommended*

Since the trends in golf indicate a shift away from the sport, and the number of rounds and revenues at the Pitch and Putt are in decline, it is recommended the City carry out minor repairs only to continue operations of the Pitch and Putt. The future of the course or any alternatives to it could be considered through a planning process commencing in 2019. Maintenance costs and revenues will continue to be affected, but the course could continue to be in operation for approximately five more years. A capital request of \$60,000 to fund a planning process would be submitted for the 2019 capital program.

This option is recommended as it will allow the operation of the Pitch and Putt to continue while a planning process is completed to determine the best long term use.

#### *Option 2 Rebuild for Long Term Use – Not Recommended*

A complete renewal of the Pitch and Putt would cost approximately \$2,650,000. The cost of the reconstruction of the course itself is estimated at \$750,000 (not including the buildings).

Item	Cost
Drainage replacement	\$255,500
Irrigation system replacement	\$73,000
Rebuilding greens	\$250,000
Rebuilding fairways	\$50,000
Tree work	\$121,000
Total	\$749,500

The cost to demolish and reconstruct the Club House and Caretaker's Suite/Washroom buildings is estimated at \$1,900,000.

This investment would mean the City is committed to providing a pitch and putt course for the long term. With renewed drainage and irrigation systems, the course may be open for longer periods each year which could potentially result in an increase in rounds of golf and revenues, as well as expenses. It may also mean maintenance costs would not increase as quickly, but they would unlikely be reduced if the length of the season was increased.

This option is not recommended as trends indicate the demand for the Pitch and Putt is decreasing at the same time as urban growth and changing demographics are presenting new challenges when addressing park services' needs.

*Option 3 Close the Pitch and Putt and Remove the Golf Related Surface Features – Not Recommended*

This option would allow the City to avoid the high maintenance costs of continuing to operate the Pitch and Putt. A modest level of effort would be required to remove the surface features that serve golf and the portions of fencing that separates it from the rest of the park and to open the area for public use. Some additional trail sections, benches and picnic tables could also be added to make a functioning park area in the interim. It is estimated the cost to carry out this work would be \$185,000. The majority of that cost is for trail construction and so could vary considerably. Planning for future uses could be initiated at a later date.

This option is not recommended as it would result in a shift of use (informal open space) without the benefit of a strategic plan for use of that large area.

**Next Steps**

If the recommended option is approved, staff will prepare a capital request of \$60,000 to fund a planning process to be submitted with the 2019 capital program for Council's consideration. That funding would be used to undertake a detailed study of the options and/or potential alternatives for the West Richmond Pitch and Putt Golf Course while continuing normal maintenance and operations.

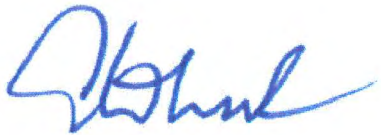
**Financial Impact**

None



## Conclusion

As the infrastructure components of the Pitch and Putt continue to deteriorate, the operating maintenance costs will increase while the quality of the facility will decrease. As described in the recommended *Option 1 Minimize Investment in Infrastructure Replacement*, some minor maintenance could be completed that would allow the operation of the Pitch and Putt to continue while a planning process is completed to determine the best use for the long term.



Gregg Wheeler  
Manager, Sport and Community Events  
(604-244-1274)



Jamie Esko  
Manager, Parks Planning Design & Construction  
(604-233-3341)



# City of Richmond

## Report to Committee

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

**Date:** August 31, 2017

**From:** Serena Lusk  
Senior Manager, Recreation and Sport Services

**File:** 11-7000-01/2017-Vol  
01

**Re:** Summer 2017 Program Update

### Staff Recommendation

That the staff report titled "Summer 2017 Program Update," dated August 31, 2017, from the Senior Manager, Recreation and Sport Services, be received for information.

for  
Serena Lusk  
Senior Manager, Recreation and Sport Services  
(604-233-3344)

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Arts, Culture & Heritage Community Social Development Parks Services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO (DEPUTY)</b> 

## Staff Report

### Origin

The City's Summer 2017 programs span a nine-week period that coincide with the Richmond School District's break in classes. This education break is an opportunity for the City to promote healthy, active lifestyles for preschoolers, children and youth. Providing these opportunities for children and youth is an investment in the community, as these programs lay the foundation for overall well-being and transitioning into adulthood.

The programs and services offered during the summer session also meet multiple objectives related to Council-approved strategies including the Wellness Strategy, Social Development Strategy, Parks and Open Space Strategy, Arts Strategy, Museum and Heritage Strategy as well as Volunteer Management Plan.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

2.3. *Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

2.4. *Vibrant arts, culture and heritage opportunities.*

This report provides information on the number of participants registered in programs and day camps offered by the City and its partners during Summer 2017. It also highlights the impact and successes of these programs through participant testimonials.

### Analysis

The City's summer programs and day camps served more than 28,400 children and youth in 2017, a number consistent with previous years. The great variety of programs offered through all departments within Community Services provided opportunities for children of all ages to learn and develop skills in an area of their interest. Day camps serve two needs – they provide essential care for children whose parents are at work during the day and also provide a fun, active and engaging environment.

Not only do the participants benefit from a positive, healthy environment but so too do the program and camp facilitators, both staff and volunteers. The coming together of different age groups and roles fosters community connection and contributes to a vibrant city.

*It doesn't matter if you attend camps as a child participating in programs, or as a volunteer or staff leader; you will leave camps having learned new things about yourself and your community, along with unforgettable memories.*

-A participant, Volunteer and Thompson Community Centre Staff



### Camps and Programs

The City and its partners offered a great selection of programs and day camps throughout the summer. A few examples of the fun and creative programs include *Superhero School*, *Creepy Crawlies*, *Maritime Treasure Hunt* and *Leadership Training*, as well as the more traditional programs such as painting, musical theatre and sports camps.

Table 1 below outlines program and day camp registration numbers broken down by age category. Total registration is essentially equal year over year, with a less than one per cent difference. These numbers indicate continued support and interest by the community in both day camps and programs across the Community Services Division. It is interesting to note that the number of participants in the programs has remained consistent at approximately 11,000 unique individuals for 2016 and 2017.

Table 1: Program and Day Camp Participation Rates

Age Group	Number of Registrants		Number of Day Camp Registrants	
	2016	2017	2016	2017
Preschoolers	5,178	5,011	1,509	1,440
Children	10,320	10,414	9,979	10,231
Youth	1,641	1,471	460	376
<b>Total</b>	<b>17,139</b>	<b>16,896</b>	<b>11,948</b>	<b>12,047</b>

Day camps and programs are essential avenues to foster learning, creativity and healthy, active lifestyles. The feedback below illustrates their great impact and success.

*My daughter comes home happy and inspired every day this week.*

-Parent, Arts programs

*Jonathan really enjoyed his time at the Nature Park and learned a lot this summer. He always looked forward to the field trips each Friday, and all his footprints and crafts are displayed in his room carefully... we think the program is excellent, and you're all doing a great job educating children about nature and the environment.*

-Parent, Nature Park

*I have witnessed each day in programs how excited the kids are about the idea of cooking healthy snacks and meals, and they can't wait to show their family at pick-up what they did during the camp and how proud they are of what they have made that day.*

-Recreation Leader, Sea Island Community Centre

### Leadership Development

There are multiple opportunities to develop leadership skills during summer programs and day camps. Programs such as *Leadership Training* develop leadership skills in youth and provide mentorship opportunities. Both participants and program leaders benefit from the experience and learn from each other. These programs set the foundation for future life and career success, as illustrated by the quotes below:

*Being a summer leader provides youth and young adults with the opportunity to build life skills that will help them in whatever they pursue, be it in recreation or other career paths. As a summer leader I gained invaluable experience which helped to develop superior communication, conflict resolution, time management, budgeting and leadership skills that have helped me in my life and career.*

-Former Summer Camp Leader

*It has been a wonderful experience watching our new (youth) leaders and instructors grow and develop their leadership skills throughout the summer. It reminds me how important recreation is and what it can do to build community.*

-Recreation Leader, Sea Island Community Centre

*Youth leadership team is my favourite experience because it involves planning, execution, and teambuilding.*

-Youth

### Volunteer Participation

For youth, the opportunity to volunteer allows them to learn, develop skills, mentor and be mentored, as well as have fun with people of all ages. The City provides opportunities to volunteer in various programs, camps and events. Volunteers were involved with 310 opportunities throughout the summer. As of August 28, 2017, volunteers provided nearly 17,000 hours of service, which enables many City events, activities and programs to operate.

Youth report the value of volunteer opportunities:

*Making unexpected friends, meeting interesting people with interesting life experiences, and building connections with kids and seniors.*

-Volunteer

*Volunteering as an assistant swimming teacher was an experience that allowed myself to form connections with the children involved. Although a great deal of patience was needed, my hard work paid off when the children were able to improve and advance to the next level.*

-Volunteer

### Low Cost, No Cost Opportunities

Low cost and no cost programs are provided by the City and its partners as a way to reduce barriers and provide access to the numerous benefits of the programs and services. There were more than 60 free events, activities and programs offered throughout the summer.

Last summer's popular Swim and Skate All Summer pass was offered again this year. For \$19, children were able to access unlimited aquatic and arena drop-in sessions throughout the summer. This year, 2,648 people purchased the pass, a slight increase from 2016.

*Neighbourhood Free Play* is a City-wide outreach program offering free weekly programs with inclusive opportunities for children to be active, meet other children and engage in games, crafts, sports, reading and other fun activities. More than 600 children participated at nine locations across the City including a mix of parks, low income residential areas and community centres. The program has been well-received.

*One of the special things about the program I did was making friends and playing with other kids.*  
-Participant

*Excellent program!! My girls loved it and (the leader) was always welcoming and interacting with all kids, making sure all the kids were included. He did an amazing job. Thank you for offering this.*  
-Parent

The Playbox was available to the community through Thompson Community Centre for the first time this summer. The Playbox supplies games and sports equipment, and provides unlimited access and opportunity for families to get outdoors and engage with other families through active play. A Community Development Coordinator from Thompson Community Centre witnessed its positive impacts:

*The Playbox has encouraged more outdoor play in our park. It is wonderful to see not just families, but our day camps and program users: playing soccer and badminton, throwing Frisbees, or taking turns jumping rope all while laughing and smiling! It's been a reassuring experience for our staff to witness the positive interactions with the Playbox and in a small way, the sense of community it is building.*  
-Community Development Coordinator, Thompson Community Centre

The learnings from the Avenues of Change research indicated a need for continued low cost and no cost opportunities for young children and their families living the City Centre area. Activities such as *Creative Play* and *Fun in Lang Park* offered through the City Centre Community Association provided opportunities for families to engage in activities and connect with others in their community.

*Open Gym, Richmond Youth Media Program, Art after Dark* and *Nightshift* for youth were other low and no cost programs offered throughout the summer. Activities such as geocaching and participating in the Sharing Farm's Social Club are just a few of the many free activities for all ages.

### **Financial Impact**

None.

### **Conclusion**

Summer 2017 was a highly successful program season, engaging preschoolers, children and youth. The Community Services Division continues to offer quality programs and day camps to Richmond residents. As the many user testimonials indicate, community services programs are helping instill healthy, active lifestyle habits into children and laying the foundation for healthy adulthood and a vibrant community.



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