



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** August 22, 2019
From: Elizabeth Ayers **File:** 06-2052-25-
 Director, Recreation and Sport Services SCCR1/Vol 01

Jim V. Young, P.Eng.
 Acting Director, Facilities

Re: Steveston Community Centre and Branch Library Proposed Program and Site Area

Staff Recommendations

1. That the program totaling 60,350 sq. ft, (Table 2, page 5) for the Steveston Community Centre and Branch Library be approved, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Proposed Program and Site Area," dated August 22, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities;
2. That the area on Steveston Community Park as shown on Attachment 2, be approved as the area for site options, as outlined in the staff report titled, "Steveston Community Centre and Branch Library Proposed Program and Site Area," dated August 22, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities.

Elizabeth Ayers
 Director, Recreation and Sport Services
 (604-247-4669)

Jim V. Young, P.Eng.
 Acting Director, Facilities
 (604-247-4610)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Richmond Public Library	<input checked="" type="checkbox"/>	
Community Social Development	<input checked="" type="checkbox"/>	
RCMP	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the General Purposes Committee meeting on July 16, 2018, staff received the following referral in relation to the proposed program:

- (2) *That staff work with the Steveston Community Centre Concept Design Building Committee to further examine the size of the community centre and library and to review whether the community centre and library should be standalone facilities or build additional space.*

At the General Purposes Committee meeting on November 19, 2018, staff received the following referral in relation to the proposed program:

That the staff report titled "Steveston Community Centre and Branch Library Program Update" dated November 1, 2018 be referred back to staff to work with the Steveston Community Centre Concept Design Building Committee to examine:

- (1) options for meeting rooms;*
- (2) options for child care space;*
- (3) potential use of the airspace parcel;*
- (4) a bus exchange;*
- (5) multipurpose room space;*
- (6) changerooms and washrooms for the Park; and*
- (7) potential impacts on the Community Police Station.*

Responses to the abovementioned referrals will be addressed in three reports. This report addresses referral item (2) from July 16, 2018, as well as referral items (1), (2), (5), (6) and (7) from November 19, 2018. Items (3) and (4) are being addressed in separate reports.

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.

3.1 Foster community resiliency, neighbourhood identity, sense of belonging, and intercultural harmony.

3.2 Enhance arts and cultural programs and activities.

3.3 Utilize an interagency and intercultural approach to service provision.

3.4 Celebrate Richmond's unique and diverse history and heritage.

This report supports Council’s Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

4.1 Robust, affordable, and accessible sport, recreation, wellness and social programs for people of all ages and abilities.

4.2 Ensure infrastructure meets changing community needs, current trends and best practices.

Analysis

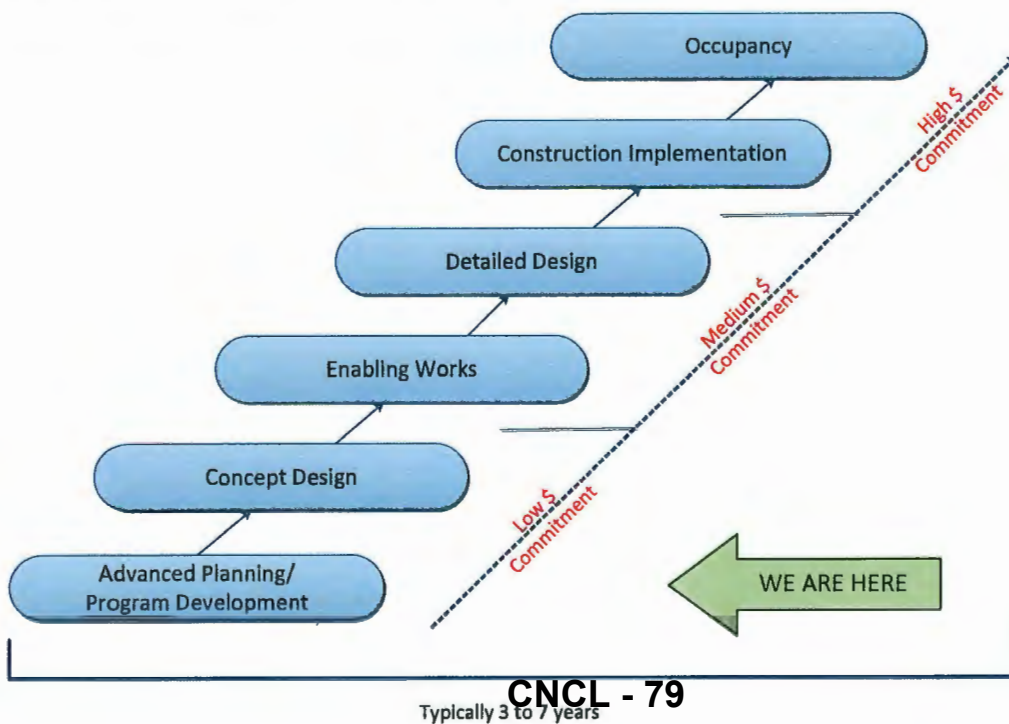
Background

On December 12, 2016, Council identified the Steveston Community Centre and Branch Library as a priority Phase 2 Major Facilities project.

The current work plan is to develop a concept design for the new community centre and branch library, which would include program, location, preliminary floor plans, form and character, site orientation and costing, for Council consideration.

The steps in the development of a major facility are illustrated in Table 1 below. To date, project work has been focused on the Advanced Planning/Program Development step for the Steveston Community Centre and Branch Library project. In order to progress to the Concept Design step, Council approval of the proposed program and direction on potential use of the airspace parcel is required.

Table 1: Steps to Deliver Major Facilities



Recommended Program

In conjunction with the Steveston Community Centre Concept Design Building Committee (the “Building Committee”), staff have reconfirmed that the program, as outlined in Table 2 below, exceeds current community needs, allows for future population growth, and provides space for regional level programs and events. It provides 60 per cent more space overall, and is 19,000 sq. ft. larger than most other community centres in Richmond. Importantly, the program responds to the Steveston Community Society’s (the “Society”) request for a larger gymnasium, kitchen and storage areas to support local programs as well as regional tournaments for karate, judo and kendo.

The Building Committee supports the program outlined in this report.

Table 2: Recommended Program for the Steveston Community Centre and Branch Library

Program Area		Existing Facility Program (sq. ft.)	Proposed Facility Program (sq. ft.)
COMMUNITY CENTRE			
1.	Gymnasium	5,300 (1 gym)	14,000 (2 high school basketball courts with extra clearance and spectator space)
2.	Fitness Rooms – includes Active Studio	4,700 (1 room)	6,000 (2 rooms + specialized training space)
3.	Multipurpose Rooms	5,100 (3 rooms)	7,800 (5 rooms)
4.	Meeting Rooms – includes Society Meeting Room	700 (2 rooms)	1,000 (3 rooms)
5.	Social/Games Room	900 (1 room)	1,000 (1 room)
6.	Kitchen	300 (1 kitchen)	750 (1 kitchen + food servery)
7.	Administration and Reception – offices, staff room, reception	1,500	2,000
8.	Foyer and Gathering	1,800	1,500
9.	Circulation and Support Areas – corridors, service areas, washrooms, changerooms, storage	11,400	13,900
10.	Other – stage, squash court	1,700	0
Subtotal – Community Centre		33,400	47,950

Table 2: Recommended Program for the Steveston Community Centre and Branch Library
(Continued)

Program Area		Existing Facility Program (sq. ft.)	Proposed Facility Program (sq. ft.)
CO-LOCATED BRANCH LIBRARY			
11.	Collections Space	2,600	3,100
12.	Children's and Youth's Resources/Reading Space	0	2,700
13.	Digital Services and Computers	0	1,000
14.	Silent Study/Reading Areas	0	1,300
15.	Educational Program Rooms	0	800
16.	Administration and Control – offices, info desk, self-checkout	1,250	1,400
17.	Circulation and Support Areas – corridors, service areas	150	2,100
Subtotal – Library		4,000	12,400
Total Floor Area – Community Centre and Library		37,400	60,350

A detailed program chart outlining potential program room uses is provided in Attachment 1.

Program Review and Confirmation

To address the July 16, 2018 and November 19, 2018 referrals from the General Purposes Committee, several program reviews were conducted, which resulted in no suggested space change and confirmation that the program outlined in Table 2 is the recommended option for the Steveston Community Centre and Branch Library.

The program review included:

- Review and confirmation of community needs identified through public engagement;
- Review and confirmation of population projections of 28,023 to year 2041 for the Steveston planning area;
- Comparison of the program space to the City standard of one square foot of community recreation space per resident, which exceeds the standard by 19,925 sq. ft.;
- Meetings with subject matter experts from the Society to discuss space requirements;
- Site visits to Lower Mainland recreation and child care facilities; and

- Building Committee meetings, including presentations by subject matter experts and detailed reviews of the proposed program areas.

The program review re-confirmed that the recommended program aligns with:

- The Steveston Community Centre Concept Design Guiding Principles;
- Community needs, values and priorities identified through public engagement;
- Feedback from stakeholders and subject matter experts; and
- Best practices and trends for recreation, sports fitness and library facilities.

During the review of the program, the Society raised two predominant concerns – storage for martial arts mats and replacement or expansion of the Salmon Shed. The outcomes of these discussions are outlined below:

- Following consultation with representatives from Steveston’s Martial Arts Groups, the Building Committee was advised that the martial arts mats can remain in the Tennis Net Shed unless it is displaced by the new facility; in which case, approximately 1,000 sq. ft. of storage space will need to be provided elsewhere.
- The project scope for the Steveston Community Centre and Branch Library Concept Design does not include replacement or expansion of the Salmon Shed, a storage shed that supports the Society’s delivery of large-scale special events. Staff recommend that a new shed not be built, unless it is displaced by the new community centre and branch library. Alternately, staff will work with the Steveston Community Society to identify solutions to address their storage requests, such as improving the internal functionality of the current shed, building an addition onto the existing structure or providing off-site storage for special event vehicles. Identified solutions may result in additional funding requests through the annual budget process.

Staff have confirmed with the Building Committee that the recommended program meets the needs of the Steveston Community Society and Richmond Public Library Board, meets both current and future population growth, and accommodates programs, services and events for the local community, as well as regional special events and tournaments.

Co-location

Co-locating the community centre and branch library has several advantages and is recommended over the alternative of two standalone facilities. Co-location offers numerous space efficiencies, including shared washrooms, staff rooms and lobbies, as well as opportunities for synergies in program and service delivery, resulting in improved customer service and increased community connectedness. The program totaling 60,350 sq. ft. is contingent on the community centre and branch library being co-located; if two standalone facilities are required, the program area would increase due to the loss of space efficiencies.

Analysis of Program Expansion Opportunities

In response to the November 19, 2018, referrals from the General Purposes Committee in relation to the program, opportunities for expansion were explored for multipurpose and meeting rooms, child care space, changerooms and washrooms for Steveston Community Park, and the Steveston Community Police Office.

Multipurpose and Meeting Rooms

The proposed program includes multipurpose and meeting rooms of varying sizes, to be used primarily for community centre and library programs and events. As per current practice, unused space would be available for community groups to book.

Through a detailed review and discussion with the Building Committee, it has been confirmed that the multipurpose and meeting room areas in the recommended program meet the needs of the Steveston Community Society and Richmond Public Library Board; therefore, additional space for multipurpose and meeting rooms is not recommended.

Options for Child Care Space

The Society currently provides three licensed preschool programs for children aged three to five years which are running at an 86 per cent fill rate, indicating extra capacity. The multipurpose rooms within the recommended program will accommodate the Society's current licensed preschool classes, and accommodate space to expand their services to offer Before and After School Care.

Staff consulted with the Building Committee regarding the option of adding space to the community centre and branch library program to provide full-day child care along with the licensed preschool programs already offered at Steveston Community Centre. The objective of these discussions was to understand the impacts that the addition of purpose-built child care space could have on the recommended program and future service delivery.

Opportunities and challenges identified are outlined below:

Opportunities

- Meets City-wide and community child care needs;
- Heightens awareness of other community centre and library programs due to more children, parents and caregivers at the facility;
- Promotes lifelong participation in recreation and library use;
- Strengthens parenting capacity by enhancing access to other support services within the community centre and library;
- Broadens staff and volunteer support base; and
- Potential to explore reciprocal use of child care, community centre and library spaces for mutually agreed upon compatible activities.

Challenges

- Increase in construction time to the project schedule;
- Increase in capital cost;
- Probable loss of green space due to a larger building and separate licensed outdoor play area, as well as increased parking requirements;
- Potential increase to building footprint if the licensed outdoor play area is placed on an upper floor;
- Limits facility layout options, including room adjacencies and programming considerations (to ensure compatible activities are placed in rooms adjacent to child care spaces due to potential noise transfer);
- Additional operating costs due to required upkeep and maintenance for the child care facility;
- Increases vehicle traffic during child care drop-off and pick-up times;
- Co-location of three facilities increases the complexity of space planning and may require compromise from stakeholders in order to accommodate areas required by Licensing;

The need for additional child care spaces in Richmond and the Steveston Planning Area is confirmed by the following¹:

- There are 3,425 children aged zero to 12 years in Steveston, which is the second highest number of children in a Richmond Planning Area (following City Centre);
- In the Steveston planning area, only 11.4 per cent of children aged zero to two years old have access to licensed group child care spaces, compared to 17.7 per cent city-wide;
- In the Steveston planning area, 35.6 per cent of children aged three to five years have access to licensed group child care spaces, compared to 48.6 per cent city-wide; and
- Recent provincial child care initiatives, that reduce fees and increase access to child care benefits for families, are expected to increase the number of families able to afford and require child care in the next several years.

The Building Committee is supportive of adding space to the program to co-locate a purpose-built, City-owned child care facility with the new Steveston Community Centre and Branch Library.

Should Council choose to add purpose-built child care space to the recommended program, staff suggest a 9,000 sq. ft. (5,000 sq. ft. indoor space, and 4,000 sq. ft. outdoor space), 37-space, City-owned child care facility to be co-located with the community centre and branch library. This would accommodate 12 spaces for Group Child Care (under 36 months) and 25 spaces for Group Child Care (30 months to school age), including distinct indoor and outdoor spaces for play and activity for each age group, as well as a kitchen, staff office and storage. The child care facility would also have access to other amenities on site.

¹ 2017 – 2022 Richmond Child Care Needs Assessment and Strategy – 2018 Update

Associated construction costs are estimated to be \$6.5 million (2022 dollars) for a co-located space. This cost estimate does not include furniture, fixtures and equipment which are normally supplied by the operator. In addition, the OBI is estimated at \$75,000.

Staff do not recommend the addition of full-day child care space to the program. Full-day child care was not identified as a program priority during the extensive community engagement. With competing corporate interests and priorities, cost escalation, growing demands for other city infrastructure and costs associated with preservation of existing ageing facility infrastructure, the increased scope and capital cost associated with adding child care space may preclude the realization of other priority projects.

Changerooms and Washrooms for Steveston Community Park

The recommended program for the Steveston Community Centre and Branch Library includes washrooms to support visitors of the adjacent playground and splash park. Changerooms are not a level of service typically provided to support playgrounds or splash parks, as they are not required by Vancouver Coastal Health regulations, incur additional maintenance costs, and pose safety and security risks for staff and public. Therefore, staff do not recommend the addition of exterior-access changerrooms to the program.

Depending on the final location of the facility, a standalone washroom facility would be provided if the location of the community centre and branch library does not facilitate connectivity to the playground.

Community Police Office

The existing Steveston Community Police Office (the “CPO”), currently located on the southeast quadrant of the Steveston Community Park site, achieves a strong community presence and serves community needs through crime prevention programs and services. Staff re-confirmed with the Community Safety Division that it is not recommended to rebuild the CPO unless the existing facility is impacted by the location chosen for the new community centre and library facility.

Although the proposed site area for the Steveston Community Centre and Branch Library is not expected to impact the CPO, an additional 1,500 sq. ft. to 2,000 sq. ft. of ground level, storefront space will be incorporated into the program if it is impacted. This would provide the same level of service currently provided while ensuring the community police station meets modern safety requirements.

Proposed Area on Steveston Community Park for Development of Building Site Options (Attachment 2)

The current Steveston Community Centre and Branch Library facility is located on Steveston Community Park, along with other buildings and amenities such as the Tennis Net Shed, Steveston Martial Arts Centre, Japanese Canadian Cultural Centre, Steveston Outdoor Pool and changing house, Steveston Interurban Tram Building, Salmon Shed storage facility, baseball

concession and storage building, fieldhouse/caretaker suite, and Steveston Community Police Office. The Park is also home to other recreation amenities including a destination playground and splash park, outdoor tennis courts, lacrosse box, three baseball diamonds, horseshoe pitch, and educational gardens.

Upon Council approval of the program, staff recommend that the new community centre and branch library be located within the highlighted area on Steveston Community Park indicated in Attachment 2, and that the current facility be demolished. Through the site selection process, staff will explore various options for the building footprint within the proposed area.

Some of the buildings that currently exist on Steveston Community Park, such as those mentioned above, may be impacted by the selected site of the new facility, with the exception of the Japanese Canadian Cultural Centre and Steveston Martial Arts Centre. These impacts will be detailed within each of the site options presented to Council during the next phase of the project.

Steveston Community Park Context

While considering the program for the new facility, it is important to note that Steveston Community Park has a total area of 30.65 acres and is the third smallest of Richmond's parks containing community centres, after Hamilton and Sea Island. Building and parking lot footprints on Steveston Community Park currently occupy 14 per cent of the total park area. In comparison, South Arm Park has a total area of 37.23 acres (not including School District property), with building and parking lot footprints occupying 8.9 per cent of the total park area. During development of concept design options, the amount of park area that is already fully programmed will be taken into consideration when determining the footprint of the new facility.

Financial Analysis

A preliminary estimate of \$90 million for the Steveston Community Centre and Branch Library capital project was included in the Consolidated 5 Year Financial Plan (2019-2023) for the 2020 year, which includes an assumption for items that may be added to the base. Once the full scope of the project has been refined, staff will bring forward an updated project budget, anticipated for the second quarter of 2020.

As of July 31, 2019, \$5.5 million has been received into the Steveston Community Amenity provision for the improvement of the Steveston Community Centre. The City has also applied to the Investing in Canada Infrastructure Program Community, Culture and Recreation Stream, to request funding of up to \$10 million for the Steveston Community Centre and Branch Library replacement project, as per Council's endorsement on January 28, 2019. Should the City be successful, the amount received will reduce the City funding accordingly.

Based on the 60,350 sq. ft. program, the project cost for the new Steveston Community Centre and Branch Library is estimated to range from \$92 million to \$110 million (2022 dollars). Upon continuation of the concept design process, and development of building footprint and site options for the new building, project costs will be refined depending on what might be included (or not included) in the base scope such as parking, temporary utility services, temporary relocation of displaced programs and services, and replacement of or repairs to impacted

buildings or amenities such as the Tennis Net Shed, Steveston Outdoor Pool and/or Salmon Shed. As an example, additional costs associated with the Minoru Centre for Active Living included sport field demolition and relocation, pavilion demolition and other temporary services.

On May 24, 2016, Council was presented with the staff report titled, “Steveston Pool Repair Proposal,” which outlined critical pool lining failures that prevented the pool from opening. Council adopted staff’s recommended solution which extended the pool life by approximately 10 years. Should the chosen site of the new Steveston Community Centre and Branch Library impact the Steveston Outdoor Pool, a replacement pool would be included in the project scope.

Operating Budget Impact

The preliminary Operating Budget Impact (OBI) for the facility is \$1.1 million (2027 dollars) when the facility is anticipated to be operational, if approved by Council for construction starting in 2022. A detailed business plan, including service levels and refinement of the OBI, will be submitted to Council for consideration in a future report to be brought forward by Community Services.

Once site options for the new building are developed, the OBI will be finalized and submitted to Council for consideration, and will include any buildings or amenities on Steveston Community Park that will be impacted by each of the options (e.g., Tennis Net Shed, Salmon Shed).

Next Steps

Upon Council approval of the program, staff will proceed to the Concept Design stage by developing site options, and concept designs within the highlighted area on Steveston Community Park, outlined in Attachment 2.

In an effort to minimize the building footprint while maximizing operational efficiencies, options for a multi-storey building will be explored.

The process to develop preferred site and concept design options will include:

- Evaluation and ranking of criteria, such as synergies with existing site amenities, access to transportation, parking requirements, construction costs, impacts to green space and established trees, proximity to residents, program adjacencies, future expansion, and staff operations; and
- Consultation with the Building Committee, key stakeholders and the public through a design charrette and open house.

Preferred site and concept design options, including building footprints and layouts with program adjacencies and efficiencies for each of the site options, will be presented to Council. These options will include costing for items such as program, parking, replacement or repairs to impacted amenities, and a funding strategy for Council consideration.

Eligibility for Investing in Canada Infrastructure Program Funding

On January 28, 2019, Council endorsed the City's submission to the Investing in Canada Infrastructure Program Community, Culture and Recreation (CCR) Stream. Council's approval of the program, as outlined in this report, followed by concept design and site selection (next report to Council) for the replacement facility is required by late Fall of 2019 in order to meet the latest eligible project completion of March 31, 2027, in keeping with the CCR funding guidelines. As program approval by Council has not yet been confirmed, staff will seek schedule saving opportunities such as fast tracking design and construction procurement to meet the CCR schedule. Any further project delays may impact the funding request.

Financial Impact

Based on the 60,350 sq. ft. program, the project cost for the new Steveston Community Centre and Branch Library is estimated to range from \$92 million to \$110 million (2022 dollars).

Once preferred site and concept design options are determined, further refinement of costing and identification of funding sources will be brought forward to Council for consideration, projected for the second quarter of 2020, and the Consolidated 5 Year Financial Plan (2020 – 2024) will be amended accordingly.

Any amounts received through the Investing in Canada Infrastructure Program will reduce the City funding allocated to the project.

Conclusion

The Steveston Community Centre and Branch Library program has been reconfirmed and will meet both current and future community needs. Upon confirmation of the program, next steps include the development of site and concept design options, continued public consultation, and the development of costing and a funding strategy for the Steveston Community Centre and Branch Library replacement facility, which will be brought forward to Council for consideration in the second quarter of 2020.

A new Steveston Community Centre and Branch Library will serve the community into the future and contribute to the City of Richmond becoming the most appealing, livable and well-managed community in Canada.



Kirsten Close
Coordinator,
Community Services Major Projects
(604-247-4461)



Martin Younis, B.Eng., M.Eng.
Acting Senior Manager,
Capital Buildings Project Development
(604-204-8501)

- Att. 1: Program Details for Steveston Community Centre and Branch Library
- 2: Proposed Area for Site Options Within Steveston Community Park

Program Details for Steveston Community Centre and Branch Library

Program Area		Key Ideas/Uses	Approximate Area (sq. ft.)
COMMUNITY CENTRE			
1.	Gymnasium	Dividable; sports programs (two 84 ft. high school basketball courts, eight badminton/pickleball courts, two volleyball courts); martial arts tournaments; and special events.	14,000
2.	Fitness Rooms – includes Active Studio	Cardio and strength equipment, free weights and stretching areas; includes an alcove for spin, TRX or other specialized training, and an Active Studio for group fitness, yoga, dance, martial arts, and other movement-based classes.	6,000
3.	Multipurpose Rooms	Flexible, adaptable and dividable; preschool, children's and youth programs such as visual arts, music, playtime, group fitness, martial arts and creative movement classes; community functions; and special events.	7,800
4.	Meeting Rooms	Group meetings, book clubs, educational workshops, smaller group activities; includes a Society meeting space.	1,000
5.	Social/Games Room	Inclusive, active space to play games, watch movies, hangout and socialize.	1,000
6.	Kitchen	Support space for multiple rooms; space for cooking classes, and food preparation and service for activities and events; includes separate food servery.	750
7.	Administration and Reception	Offices, staff room and reception desk.	2,000
8.	Foyer and Gathering	Accessible, safe, welcoming and inclusive spaces to read and relax, meet new neighbours, and engage with friends and family.	1,500
9.	Circulation and Support Areas	Corridors; mechanical, electrical and communications rooms; janitors closets; washrooms and changerooms; and storage.	13,900
<i>Subtotal – Community Centre Area</i>			<i>47,950</i>

Program Details for Steveston Community Centre and Branch Library (Continued)

Program Area	Key Ideas/Uses	Approximate Area (sq. ft.)
CO-LOCATED BRANCH LIBRARY		
10. Collections Space	Accessible book stacks, periodicals, and reading area to support the library's diverse and evolving collection.	3,100
11. Children's and Youth Resources/ Reading Spaces	Comfortable spaces to study and read with age-appropriate resources; includes storytime/program room.	2,700
12. Digital Services and Computers	Computer workstations, computer lab, and space for scanning, printing and copying.	1,000
13. Silent Study/ Reading Areas	Quiet, comfortable place for individual reading, studying and relaxing.	1,300
14. Educational Program Rooms	Group activities, studying, reading circles, meetings and classes.	800
15. Administration and Control	Offices, circulation workroom, information desk and self-checkout.	1,400
16. Circulation and Support Areas	Corridors, and mechanical, electrical and communications rooms.	2,100
<i>Subtotal – Library</i>		<i>12,400</i>
Total Floor Area – Community Centre & Library		60,350

Proposed Area for Site Options Within Steveston Community Park



LEGEND

..... STEVESTON PARK PROPERTY BOUNDARY

..... PROPOSED AREA FOR SITE OPTIONS



City of Richmond

Report to Council

To: Richmond City Council
From: Jim V. Young, P.Eng.
Acting Director, Facilities

Date: September 18, 2019
File: 06-2052-25-
SCCR1/Vol 01

Elizabeth Ayers
Director, Recreation and Sport Services

Re: Housing Options Associated with the Steveston Community Centre and Branch Library Replacement

Staff Recommendation

1. That staff proceed with the Steveston Community Centre and Branch Library replacement project without the use of the airspace parcel on the Steveston Community Park as outlined in the report titled "Housing Options Associated with the Steveston Community Centre and Branch Library Replacement," dated September 18, 2019, from the Acting Director, Facilities, and the Director, Recreation and Sport Services; and
2. That staff pursue affordable housing options and a potential transit exchange for the future use of 4320 Moncton Street as outlined in the report titled "Housing Options Associated with the Steveston Community Centre and Branch Library Replacement," dated September 18, 2019, from the Acting Director, Facilities and the Director, Recreation and Sport Services.

Jim V. Young, P.Eng.
Acting Director, Facilities
(604-247-4610)

per Elizabeth Ayers
Director, Recreation and Sport Services
(604-247-4669)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Community Social Development	<input checked="" type="checkbox"/>	
Law	<input checked="" type="checkbox"/>	
Real Estate Services	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: CS	APPROVED BY CAO

Staff Report

Origin

At the November 19, 2018 General Purposes Committee meeting, staff received the following referrals in response to the report titled “Steveston Community Centre and Branch Library Program Update” which outlined the recommended program for the proposed facility:

November 19, 2018 - Referral 1 – *That the staff report titled “Steveston Community Centre and Branch Library Program Update” dated November 1, 2018 be referred back to staff to work with the Steveston Community Centre Concept Design Building Committee to examine:*

- (1) options for meeting rooms;*
- (2) options for child care space;*
- (3) potential uses of the airspace parcel;*
- (4) a bus exchange;*
- (5) multipurpose room space;*
- (6) changerooms and washrooms for the Park; and*
- (7) potential impacts on the Community Police Station.*

November 19, 2018 - Referral 2 – *That staff examine the City-owned lot on the south side of Moncton Street and options for its development, disposal or incorporation into the proposed new Steveston Community Centre and Library Branch project.*

The purpose of this report is to respond to the November 19, 2018 - Referral 1, Item (3), potential uses of the airspace parcel, considering housing options. Other potential uses of the airspace parcel such as commercial, industrial, etc., have not been considered in this report.

This report also responds to the November 19, 2018 - Referral 2, regarding the south side of Moncton Street (4320 Moncton Street) and the feasibility of incorporating the site into the Steveston Community Centre and Branch Library replacement project.

Separate reports will be prepared to discuss the remaining items in the November 19, 2018 - Referral 1.

At the July 2, 2019 General Purposes Committee meeting, staff received the following referrals in response to the report titled “Potential Transit Exchange as part of Steveston Community Centre and Branch Library Replacement Project” with respect to TransLink’s planned upgrade of the Steveston Transit Exchange as identified in Phase Three of The Mayors’ Council 10-Year Investment Plan:

July 2, 2019 - Referral 3 – *TransLink be advised that the City does not support a location within Steveston Community Park as part of the Steveston Community Centre and Branch Library Replacement Project; and*

July 2, 2019 - Referral 4 – *That staff be directed to review other possible locations for the Steveston Transit Exchange including at 4320 Moncton Street or elsewhere in Steveston; and*

That staff consider rejection of a Chatham Street bus exchange and related Frequent Transit Network Corridor that would require densification 400 metres on each side of a route from Railway Avenue along Williams Road, Springmount Drive, Seventh Avenue, and Chatham Street west of Third Avenue.

In consideration of the July 2, 2019 - Referral 3 – TransLink has been made aware of the Council referral and the direction received by staff from Council.

In consideration of the July 2, 2019 - Referral 4 – any potential use of 4320 Moncton Street for residential purposes will need to consider a potential transit exchange. A separate report will be provided in Q1 2020 to outline the viability of a potential transit exchange on the site.

This report supports Council’s Strategic Plan 2018-2022 Strategy #3 One Community Together:

Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.

This report supports Council’s Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

This report supports Council’s Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

Background

The Steveston Community Centre and Branch Library Replacement project has been identified by Council as one of the City’s priority capital projects. To ensure successful delivery of the City of Richmond’s major facility project, a six-stage process was developed, as outlined in Attachment 1. The Steveston Community Centre and Branch Library Replacement project is currently at the first stage in the process, Advanced Planning/Program Development.

On July 22, 2019, Council endorsed a process whereby staff are to analyze the potential co-location of affordable housing in conjunction with City Projects. The process begins with a review of the subject property’s zoning, completion of a financial analysis and exploration of potential funding sources.

This project is at a key juncture where Council approval of the proposed program and direction regarding the potential use of the airspace parcel for housing as part of the project is required. A separate report seeking Council approval of the program is being brought forward in conjunction with this report.

As part of its investigation in preparing this report, staff have not been able to identify any examples where housing has been included in parks. Staff contacted several Metro Vancouver municipalities that are subject to the *Community Charter* (Burnaby, Coquitlam and Surrey) and found that they had neither previous experience building housing in parks nor had they heard of other municipalities that may have done so.

Analysis

November 19, 2018 - Referral 1 - Legal Requirements with Respect to Land Use

The first steps in analyzing the potential addition of housing in conjunction with the Steveston Community Centre and Branch Library are to analyze the property acquisition records, relevant policies, property suitability, and associated legal implications with using the park properties shown in Figure 1 below. This has been undertaken and legal advice has been provided to Council.

Figure 1: Analyzed properties within the Steveston Community Park



Should Council wish to pursue the use of one or more properties that compose Steveston Community Park for housing, staff recommend that an extensive consultation process be developed and implemented.

November 19, 2018 - Referral 1 - Other Required Bylaw Amendments and Public Hearings (OCP, Area Plan, Zoning)

Steveston Community Park and the surrounding site is designated in the OCP as Park and intended for continued use as a Public Open Space, and zoned as SI – School and Institutional Use. Thus development of housing on the site would require, at a minimum, an amendment to the OCP, the Steveston Area Plan, and the applicable Zoning. Such amendments would require public hearings and various consultations. Additionally, any proposed disposition (sale or lease) of the housing component would require public notice as described under section 26 of the *Community Charter*.

OCP, Area Plan, and Zoning Amendment Process and Timelines

An OCP and Area Plan amendment requires Council consideration and amending bylaws. This process involves a number of steps, including the following:

- Staff review: the proposed amendment is distributed to the appropriate City departments for review and comment;
- Consultation: the *Local Government Act* requires opportunities be provided for consultation with persons, organizations and authorities that may be impacted by the proposed amendment;
- Preparation of a staff report and bylaw amendment: a staff report and amending bylaw is prepared and presented to Council with a recommendation;
- Public Hearing: if the application and amending bylaw are referred to a Public Hearing, notification to the public is provided as per the *Local Government Act* and applicable City Bylaws;
- Development Permit: typically required for all forms of multiple family residential. The Development Permit could be processed concurrently with the rezoning application but could not be advanced to Development Permit Panel for consideration until after the Public Hearing; and
- Final adoption and Development Permit issuance would be considered subject to all conditions associated with the development being addressed.

The timeline for this process can vary depending on the complexity of the proposal; however, typically an application with an OCP or Area Plan amendment can take approximately 8 to 12 months from application submission to Public Hearing. The building design would need to be submitted for rezoning and to process a Development Permit application. Therefore, staff would not be able to proceed with the Steveston Community Centre and Branch Library replacement project concept level design until it is known whether housing is to be included and the OCP/Area Plan amendment and rezoning process is complete.

November 19, 2018 - Referral 1 - Potential Use of Airspace Parcel(s) for Housing

As work regarding the use of the airspace parcel preceded Council's adoption of the process for evaluating the feasibility of affordable housing with City projects, four housing types were identified:

- Market-rate rental housing;
- Affordable rental housing;
- Congregate Care Housing (seniors housing and services at market rental rates); and
- For Sale Housing condominiums.

A range of scenarios for each building type was considered, with affordable housing being the focus. The key finding was that market rental and for sale housing condominium units are financially profitable. The financial feasibility depends on construction method (concrete or wood frame) and the size of the development. It was also found that affordable housing development is not financially profitable and would require significant sources of capital funding from the other orders of government in order to be viable.

Affordable Housing – Financial Options

Increasing the supply of affordable housing requires dedicated sources of capital funding, which must be provided by all levels of government. Accordingly, the City works to provide land and capital contributions, which are intended to leverage significant sources of funding from the provincial and federal governments. Staff continue to work with BC Housing and staff from the Government of Canada to advocate for sources of funding for affordable housing developments in Richmond. Current funding programs delivered by the other levels of government include BC Housing's Community Housing Fund and the Federal Government's National Housing Co-Investment Fund.

Staff have initiated conversations with BC Housing and the Canada Mortgage and Housing Corporation (CMHC) to advocate for specific funding commitments to respond to existing Council direction regarding permanent supportive housing in Richmond.

Should Council direct staff to pursue affordable housing development within Steveston Community Park, staff would work with the Provincial and Federal Governments to advocate for dedicated project funding.

November 19, 2018 - Referral 1 - Park Impacts and Opportunities

A high level assessment of the potential impacts and/or opportunities to Steveston Community Park with the inclusion of housing in addition to the expansion of the library and community centre follows below. A more comprehensive impacts and/or opportunities review would be completed should Council direct staff to pursue incorporation of housing with the community centre and branch library replacement project.

Increased Building Footprint

The addition of housing to the community centre and branch library replacement project may require a larger ground floor space thereby creating a larger building footprint. This would mean a greater loss of park space compared to a community centre and library with no housing. Steveston has experienced rapid growth over the past decade and is expected to continue for the foreseeable future according to the OCP. Currently, there is no park land acquisition planned for the Steveston Planning Area. Instead, the planned approach is to more intensively develop the existing parks, especially Steveston Community Park, to accommodate the growth. Loss of park land to building footprints and adding a resident population in the park may result in the need to acquire additional land for Steveston Community Park.

Increased Parking Requirements and Increased Traffic within the Park

Housing will trigger a requirement for resident and visitor parking. This may require an increase to the building footprint where parking is accommodated within the building envelope or through an increase in surface parking or both. Alternatively, a more expensive option may be to construct parking under the building footprint and/or under park space. This possibility would not occupy park space outside the building footprint and the park surface could be returned to original condition if desired but would be a costly option to pursue.

Further parking analyses would be required as consideration of the site to transit and nearby services may minimize the on-site impacts of the parking.

Conflicts Between Residents and Park Users

Direct adjacencies between residential uses and parks, even at the neighbourhood park level, commonly result in increased noise and other complaints from residents. Community parks are intended to be more intensively programmed and accommodate larger group functions than neighbourhood parks making residential uses less compatible at that level. Managing the conflicts could mean limiting the type and size of activities in the vicinity of a residential use in Steveston Community Park, but may also create the opportunity for new types of activities appropriate for this area of the park.

November 19, 2018 - Referral 2 - 4320 Moncton Street

The City-owned 4320 Moncton Street property (Site 2), as outlined in Attachment 2, is currently zoned SI – School and Institutional Use and designated as residential on the OCP land use map and within the Steveston Area Plan. The lot currently functions as a parking lot, seasonally accommodates the Steveston Farmers Market and provides space for other community events. An appraisal completed in January 2018 valued the property at \$10.32 million.

Staff reviewed the site as an option for incorporation into the Steveston Community Centre and Branch Library replacement project. From a practical perspective, the 4320 Moncton Street site is of insufficient size for the new facility based on a space requirement for the building in the range of 60,000 sq. ft. A high-level review considering the use of the 4320 Moncton Street site for the replacement community centre and branch library follows below:

- The recommended program is based on co-locating the community centre and branch library as a single, integrated facility with shared spaces; splitting the building into two standalone facilities would require additional square footage and increased cost;
- Programs such as licensed preschool require adjacent and secure outdoor play space which 4320 Moncton Street cannot provide;
- Program spaces are enhanced by direct connections to outdoor space which 4320 Moncton Street cannot provide; and
- Parking and event space are intended to be incorporated within the replacement Community Centre and Branch Library, freeing 4320 Moncton Street for other uses.

Staff recommend that the sale or use of the 4320 Moncton Street site for the development of housing be considered from a strategic perspective. As a strategic land holding, residential development on this site represents better value and more efficient land use relative to its current use. The size of the site is also more suitable for residential uses rather than for the Community Centre and Branch Library. Any potential use of the site for residential purposes will need to consider a potential transit exchange as directed by Council for staff's review.

Options and Next Steps

There are legal and process-related items that need to be addressed before housing can be included as part of the Steveston Community Centre and Branch Library replacement project. Accordingly, options for moving forward with the Steveston Community Centre and Branch Library replacement project are noted as follows.

Following are three options considered in response to the November 19, 2018 - Referral 1, Item (3), potential uses of the airspace parcel.

Housing Option 1 – Do Not Include Use of the Airspace Parcel (Recommended)

Under this option, the project would proceed without the inclusion of housing as part of the project. This option has the benefit of allowing staff to proceed with Steveston Community Centre and Branch Library replacement project concept level design and site selection for Council consideration, but precludes the opportunity for the benefits associated with the provision of affordable housing.

It should be noted that staff are pursuing other site options within the city for additional affordable housing with a report to Council anticipated in early Fall 2019.

Housing Option 2 – Conduct Public Consultation Regarding Affordable Housing on Park land (Not Recommended)

Council to direct staff to begin consultation and come back with a consultation plan to ascertain the level of public support for inclusion of affordable housing on Steveston Community Park.

It is anticipated that public consultation will be challenging and lengthy due to the complexity of the issues and the impact on the park. From a practical perspective, staff will not be able to advance the Steveston Community Centre and Branch Library replacement project concept level design until the consultation process is complete and direction from Council has been received. If housing is included in the project, additional time to complete the OCP amendment and rezoning will be required, and consideration must also be given to the legal advice provided.

Funding to complete consultation is available through Advanced Planning and Design for Major Facilities Projects approved by Council as part of the 2017 Capital Budget.

Housing Option 3 – Construct the Community Centre and Branch Library for the Potential Future Addition of Housing (Not Recommended)

Under this option, additional structural upgrades and installations would be added to the building's structure to accommodate future potential housing construction. The extent of these measures depend on the potential housing floor area and number of units which would need to be confirmed prior to design development.

Following are three options considered in response to the November 19, 2018 - Referral 2 for staff to examine options for the use of 4320 Moncton Street.

4320 Moncton Street Option 1 – Sell 4320 Moncton Street (Not Recommended)

A 2018 appraisal valued the property at \$10.32 million. Council could direct staff to pursue a purchaser for the site. The proceeds of the sale could be used to offset the capital cost of the replacement Steveston Community Centre and Branch Library.

4320 Moncton Street Option 2 – Status Quo (Not Recommended)

Leave the site in its current state until the replacement Community Centre and Branch Library is complete and at that time re-evaluate the site for sale.

4320 Moncton Street Option 3 – Pursue Housing on 4320 Moncton Street (Recommended)

The 4320 Moncton Street site is City-owned, and designated as residential on the OCP land use map and within the Steveston Area Plan, therefore Council could direct staff to pursue utilizing this site for housing. However, further financial analysis is required to refine a development concept for housing, and to explore partnership opportunities for affordable housing. The 4320 Moncton Street site would also need to be analyzed relative to other sites suitable for affordable housing development in Richmond and in consideration of Council's July 2, 2019 - Referral 4 of a potential transit exchange on this parcel. Should Council direct staff to pursue housing development at 4320 Moncton Street, staff would complete additional analyses and report back with further details. This work will be done in conjunction with staff's review of the site for a potential transit exchange.

Financial Impact

None.

Conclusion

Staff have considered pursuing housing options in the airspace parcel above the Steveston Community Centre and Branch Library replacement project and on the 4320 Moncton Street site. The work completed indicates that, subject to the outcome of staff's review of a potential transit exchange on the property, and funding being available, including housing development is possible with a number of legal and administrative processes required to deliver this outcome. The inclusion of housing within the Steveston Community Centre and Branch Library replacement project will result in extended timelines and cost escalation to the project. Public response associated with housing is not known, but could be ascertained through a public consultation process. The 4320 Moncton Street site should be evaluated relative to other suitable sites.



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- Att. 1: Process to Complete Major Facility Projects in Relation to the Steveston Community Centre and Branch Library Replacement Project
- 2: Re-Development Site Options Reviewed

Process to Complete Major Facility Projects in Relation to the Steveston Community Centre and Branch Library Replacement Project

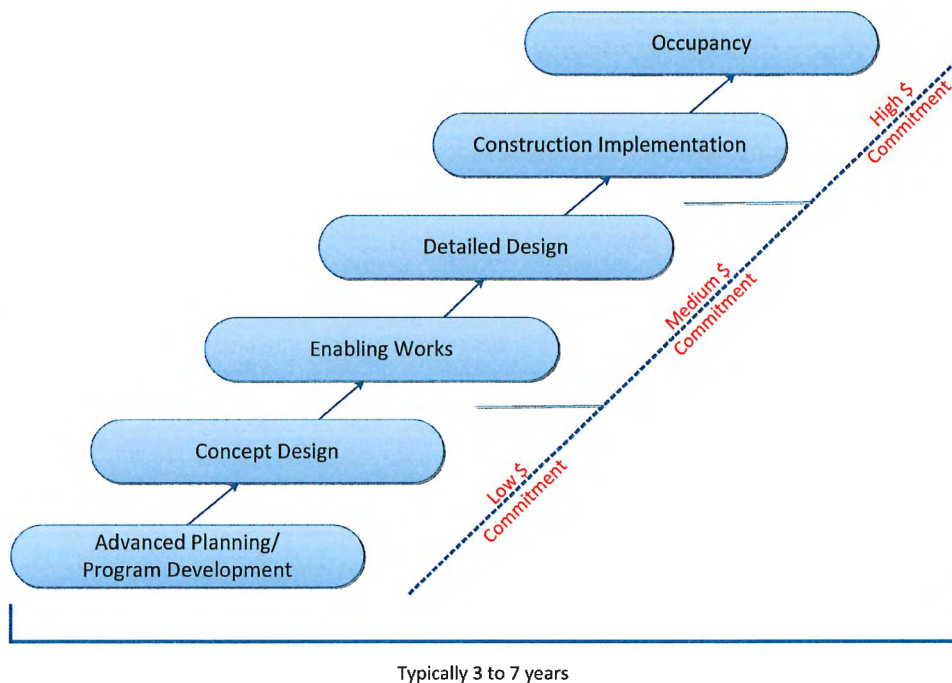
The purpose of this document is to outline the City of Richmond’s process to complete major facilities, and to provide a status update for the Steveston Community Centre and Branch Library replacement project.

Process to Complete Major Facilities

From project initiation through to occupancy, the best practice process to deliver a major facility project, such as the Steveston Community Centre and Branch Library replacement project, involves six distinct stages. As illustrated in Table 1 below, the stages are sequential; for example, Concept Design cannot proceed until Advanced Planning/Program Development is complete. The timeline for the development and delivery of a major facility project varies from project to project, but typically takes between three to seven years to complete.

Each of the stages and their associated tasks are further described below and on the following pages.

Table 1: Stages to Deliver Major Facilities



Stage 1: Advanced Planning/Program Development

During this first stage in the delivery of a major facility project, an architectural firm is engaged to work with staff to develop and implement a public engagement plan. This stage involves thorough consultation with subject matter experts, stakeholders and the public to gain an understanding of their needs, values and priorities in order to develop the program, facility size and high level capital and operating costs for the new facility, all of which are presented to Council for approval before moving forward.

The Steveston Community Centre and Branch Library replacement project is currently at the Advanced Planning/Program Development stage of the process to complete major facilities.

Stage 2: Concept Design

Following completion of the Advanced Planning/Program Development stage, the main tasks at the Concept Design stage include:

- Continuation of public engagement;
- Development of preliminary floor plans;
- Development of building form and character;
- Site evaluation and selection; and
- Further refinement of the capital and preliminary operating budgets.

Once the Concept Design stage is complete and approved by Council, the Enabling Works and Detailed Design stages can commence.

Stage 3: Enabling Works

Enabling Works are site-specific tasks that must be completed before building construction can commence. For example, the following tasks were required to enable construction for the Minoru Centre for Active Living to proceed:

- Relocation of the Minoru 2 fields;
- Relocation of a water main;
- Construction of temporary change room and washroom facilities;
- Demolition of the Minoru Pavilion;
- Construction of temporary electrical services and controls; and
- Preload.

Enabling Works are typically completed while the detailed design of the facility is in progress, assuming the specific building footprint and site specific location have been confirmed. Public engagement continues as needed.

Stage 4: Detailed Design

To begin this step, an architectural detailed design team is hired to take the Council-approved concept design through to completion of construction drawings. There is generally significant stakeholder input and some public engagement throughout this stage, as well as consultation with an advisory committee(s) as necessary. There may be key Council decision points during the detailed design process and/or progress updates from staff as the design advances.

Stage 5: Construction Implementation

Once construction drawings are complete, they are issued for formal pricing and compared with the budget approved by Council. Adjustments to the scope or budget may be required depending on pricing received, before proceeding with construction. At this point, construction can commence through to completion. Public engagement and progress update reports or memos to Council are implemented as needed.

Stage 6: Occupancy

The Occupancy stage triggers a staff training period for building operations and program implementation. Once training is complete, the building is ready to be open to the public. There is generally a period of approximately one year following occupancy to correct post occupancy deficiencies. There may also be warranty repairs/replacements completed after several years of the building being in service.

Steveston Community Centre and Branch Library Replacement Project Status Update

The Steveston Community Centre and Branch Library replacement project is currently at the Advanced Planning/Program Development stage. In order to address the November 19, 2018 referrals that represent complex issues and involvement of multiple departments, Council approval of the proposed program and direction on potential use of the airspace parcel are required before the project can proceed to Concept Design, as this information will impact site selection, facility layout, and form/character. In addition to the report addressing the potential uses of the airspace parcel, a Report to General Purposes Committee is forthcoming to address the referral items pertaining to meeting and multipurpose room space, child care space, changerooms and washrooms for Steveston Community Park, and potential impacts on the Community Police Station.

There are risks associated with decisions that will delay progression to subsequent stages. For example, a delay in construction start may be subject to cost escalations. Schedule delay will also impact public perception as well as the City's relationship with the Steveston Community Centre Concept Design Building Committee, which includes representatives from the Steveston Community Society and the Richmond Public Library Board.

Summary

Delivery of major facility projects is generally a six-stage process that takes approximately three to seven years to complete. The Steveston Community Centre and Branch Library replacement project is currently at the first stage, Advanced Planning/Program Development. A number of items were referred to staff from the November 19, 2018 General Purposes Committee meeting that need to be addressed so that the project can progress to Concept Design and beyond.

Re-Development Site Options Reviewed



Site 1 – Steveston Community Park including 4111, 4251, 4311, 4391, 4431, and 4471 Moncton Street

Site 2 – 4320 Moncton Street