



Final Report Facilities Strategic Plan

**Richmond Parks, Recreation and Cultural
Services
June 2007**

Endorsed by Council (June 2007)

Final Report

Table of Contents

| | | |
|-----------|--|----------|
| 1. | Introduction | 1 |
| 2. | Scope of Projects to be Included Within the Strategic Plan | 1 |
| 2.1. | PRCS Master Plan Facilities | 2 |
| 2.2. | Other New or Retrofitted Parks, Recreation and Cultural Facilities | 2 |
| 2.3. | Existing Parks, Recreation and Cultural Asset Lifecycle Challenges | 3 |
| 2.4. | Other Civic Infrastructure and Projects Proposed by Potential Partners | 4 |
| 3. | Background | 4 |
| 3.1. | City Centre Community Centre South | 6 |
| 3.2. | Britannia Shipyard, National Historic Site | 7 |
| 3.3. | Minoru Aquatic Centre | 8 |
| 3.4. | Minoru Place Activity Centre | 9 |
| 3.5. | Hamilton Community Space | 10 |
| 3.6. | Terra Nova Rural Park Historic District | 10 |
| 3.7. | Field Sport Tournament Centre | 11 |
| 3.8. | Richmond Museum | 11 |
| 3.9. | Richmond Environmental Centre | 12 |
| 3.10. | Visual and Performing Arts Centre | 13 |
| 3.11. | East Richmond Community Hall | 13 |
| 3.12. | City Centre Community Centre North | 14 |
| 3.13. | Thompson Community Centre Annex | 15 |
| 3.14. | Cultural Centre | 15 |
| 3.15. | South Arm Community Hall | 16 |
| 3.16. | Minoru Arenas | 16 |

| | | |
|-----------|--|-----------|
| 3.17. | Nature Park House | 17 |
| 3.18. | Kinsmen Pavilion | 17 |
| 3.19. | Minoru Sports Pavilion | 17 |
| 3.20. | Steveston Martial Arts Centre | 18 |
| 3.21. | Brighthouse Pavilion | 18 |
| 4. | Building a Facilities Strategic Plan | 19 |
| 4.1. | Relationships Between Projects | 19 |
| 4.2. | Location Criteria | 21 |
| 5. | A Recommended Facility Development Scenario | 22 |
| 5.1. | Phase One 2008 to 2014 | 25 |
| 5.2. | Phase Two 2015 to 2021 | 27 |
| 5.3. | Phase Three 2022 to 2028 | 28 |
| 6. | Some Options to the Recommended Scenario | 31 |
| 7. | Justification for Recommended Scenario | 32 |

Appendix A - Terms of Reference for PRCS Facilities Strategic Plan

Appendix B - Some Optional Facility Development Scenarios

1. Introduction

In April of 2007 the City of Richmond retained the services of Professional Environmental Recreation Consultants Ltd. (PERC) to prepare a Strategic Plan for major parks, recreation and cultural facilities. Much work had already been done to identify and prioritize facility needs in the City Council approved Parks, Recreation and Cultural Services (PRCS) Master Plan and the subsequent IBI Facility Evaluation Framework Final Report. The focus of this report is to determine the location for some projects, the “packaging” of amenities so that those with synergies might be developed together on the same or adjacent sites, the implementation schedule for all projects, the magnitude of development costs and the potential for development and operating partnerships. The detailed Terms of Reference for this study are included in **Appendix A**. It maintains a high level strategic approach to facility planning and lays out an approach which spans the next twenty years. Subsequent to adopting a Strategic Plan, Feasibility Studies will be required to flesh out more detail about specific requirements, exact locations sites and development financing for each site.

The City has just gone through a period that has seen major investment in the Richmond Oval and in meeting community needs for parks. Now it is time to examine facility and amenity needs across the whole city, for which there is a significant accumulation of need. But the community and its values have changed. Investments in the next few years must respond to a growing focus on sustainability and a more “urban” approach to use of increasingly valuable land. The new Canada Line provides many opportunities to site major assets which serve a regional market and a growing City Centre has fuelled the need. Of course the new Richmond Oval will soon be complete and its function within the City and the Region need to be understood and supported so that its tremendous potential can be maximized, and its influence on community recreation services assessed. And, the projected changes in demographic makeup of our community must be understood if the investments included in this report are to truly respond to a realistic and appropriate future.

2. Scope of Projects to be Included Within the Strategic Plan

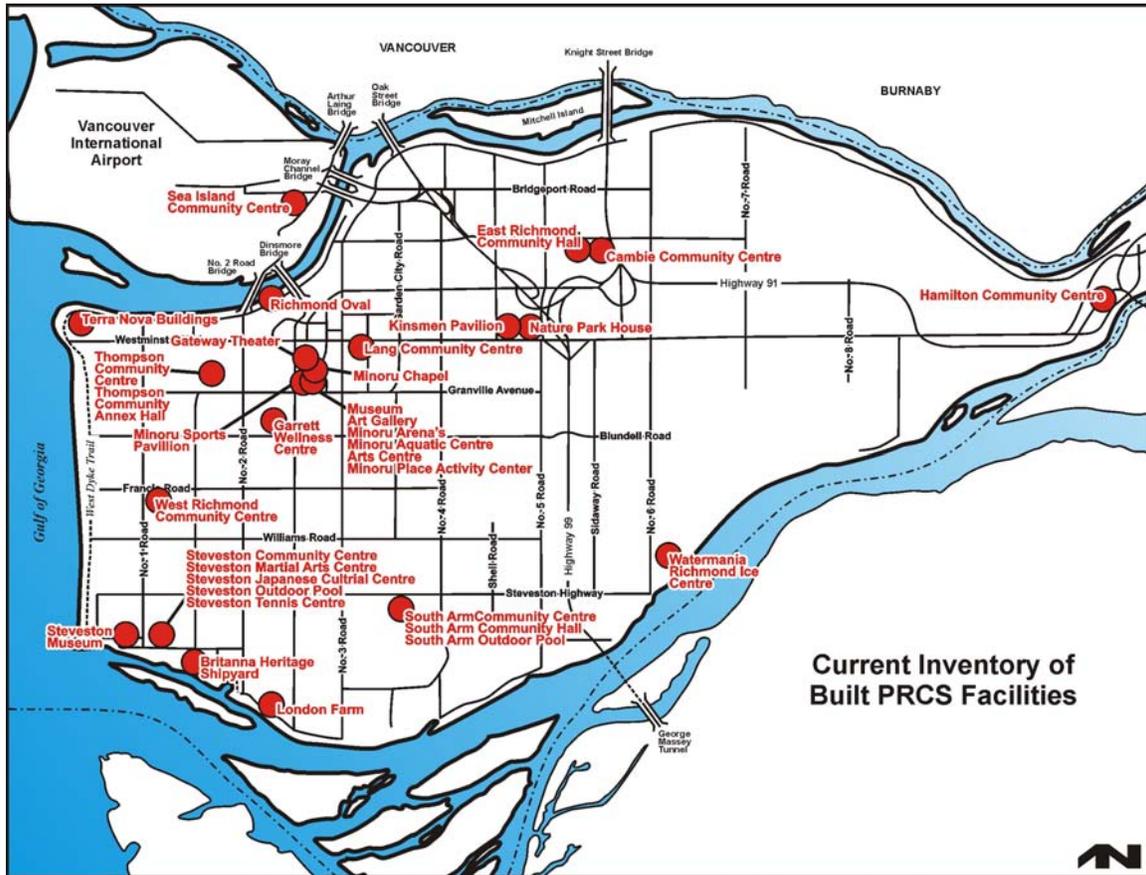
City investments in public assets over the next twenty years will fall into four categories of projects:

- PRCS Master Plan facility needs,
- Other new or retrofitted parks, recreation and cultural facility needs,
- Existing parks, recreation and cultural asset lifecycle challenges,
- Other civic infrastructure and projects proposed by potential partners.

Only the first three are dealt with in this document. The additional civic amenities, including library needs, are the subject of separate reports.

The existing inventory of PRCS built facilities is shown on **Map 1** overleaf.

Map 1: Existing Inventory of PRCS Built Facilities¹



2.1. PRCS Master Plan Facilities

The PRCS Master Plan and subsequent IBI Facility Prioritization Exercise bring focus to twenty one leisure amenity projects that are the cornerstone of this Strategic Plan. Need has been demonstrated for these projects and they have been prioritized. Recommendations are required about how and when to proceed with each. The four library projects which were part of the IBI Facility Evaluation Framework, have been referred to the Library Board for submission to Council under a separate report. However, the synergies between library projects and PRCS amenities are sometimes referred to in this report.

2.2. Other New or Retrofitted Parks, Recreation and Cultural Facilities

In addition to the twenty one facilities referred to above, there are several additional facility considerations including:

- Richmond Oval – Identified as a high priority within the PRCS Master Plan, Council has concluded almost all decisions concerning the completion and long term use of this facility. It is scheduled to be completed in 2008 and will be retrofitted for ongoing community use beginning in 2011. It is treated as a “given” for the purposes of this plan.

¹ Excludes Richmond Pitch & Putt Golf Course, parks, trails, washroom, piers, caretaker suites, water parks, sports facilities (e.g. lacrosse boxes, basketball courts, tennis courts, etc)

- Lease for Richmond Ice Centre – Richmond’s lease with the owner of this facility comes up for renegotiation in 2019, although there are two five year renewal options. If the lease is not renewed in 2019, a replacement for this facility will be an issue that needs to be addressed. Therefore, it is included within the scope of this report.
- Lease for Watermania – Richmond’s lease with the owner of this facility comes up for renewal in 2027. If the lease is not renewed, a replacement for this facility will be an issue that needs to be addressed at that time. But it is not within the twenty year timeline of this study.

2.3. Existing Parks, Recreation and Cultural Asset Lifecycle Challenges

While the list of PCRS facilities in sections 2.1 and 2.2 above captures the most important major capital investments required over the next twenty years in Richmond, there is ongoing need to invest in other existing parks, recreation and cultural infrastructure. This need must also be considered and incorporated into any strategic approach to PRC asset investment. Investment in new assets cannot be accomplished at the expense of not investing in existing assets that are meeting important needs.

The one caveat to this important priority is that before the City invests in expensive lifecycle maintenance of existing facilities, there must be assurance that the facilities will meet future needs and are not redundant. The consultants found no examples of that likelihood. However, revisiting this point before investing in lifecycle maintenance will be an ongoing prudent part of the City’s due diligence in asset management.

City leisure amenities that will require lifecycle maintenance for the duration of this Strategic Plan are listed in **Figure One**. The need for ongoing investment in these assets is part of this Strategic Plan.

**Figure One
List of Leisure Amenities Over and Above the Projects in this Strategic Plan**

| Neighbourhood | Community | City-wide | Regional Level |
|----------------------------------|--|---|----------------------|
| Lang Community Centre (CC) | Steveston Japanese Cultural Centre (S) | Richmond Ice Centre (ER) | Gateway Theatre (CC) |
| | Steveston Community Centre (S) | Watermania (ER) | |
| | Steveston Tennis Centre (S) | Garrett Wellness Centre (T) | Richmond Oval (CC) |
| | Thompson Community Centre (T) | Steveston Outdoor Pool – Seasonal (S) | Minoru Chapel (CC) |
| | Cambie Community Centre (ER) | | |
| | South Arm Community Centre (SA) | South Arm Outdoor Pool – Seasonal (SA) | Steveston Museum (S) |
| | West Richmond Community Centre (WR) | | |
| | Sea Island Community Centre (SI) | | |

The table indicates the current ‘fit’ of PRCS facilities and amenities into the service level hierarchy with letters in brackets to reference the PRCS Community Level Service Area where the facility is found.

Note: The list excludes Richmond Pitch & Putt Golf Course, parks, trails, washrooms, piers, caretaker suites, water parks, sports facilities (e.g. lacrosse boxes, basketball courts, tennis courts, etc).

- | | | | |
|----|-------------|----|---------------|
| CC | City Centre | ER | East Richmond |
| S | Steveston | WR | West Richmond |
| SA | South Arm | H | Hamilton |
| T | Thompson | SI | Sea Island |

2.4. Other Civic Infrastructure and Projects Proposed by Potential Partners

In addition to the public investment required for Parks, Recreation and Cultural infrastructure, the City and other public and private agencies will be making investments in Richmond that need to be considered. While they are not directly within the scope of this Strategic Plan, they provide a backdrop against which potential synergies and efficiencies can be explored. They include, but are not limited to, a new Community Safety Building, Libraries and Firehall replacements. These assets are not dealt with in this report but will be the subject of separate reports for consideration by City Council.

3. Background

The 2005-2015 Parks, Recreation and Cultural Services Master Plan identified a long list of projects for investment for that ten year period. Council approved the Plan but did not specifically endorse the list of needed infrastructure (except to complete the Richmond Oval project). Instead it commissioned a Facility Evaluation Framework which incorporated the recommendations of the Master Plan with other concurrent planning processes (e.g. City Centre Area Plan, Older Adults Service Plan, Youth Service Plan, Museum and Heritage Strategy, Minoru Park Planning study) and resulted in the Facility Evaluation Framework Final Report. That report identifies a process for evaluating and prioritizing projects based on several factors including:

- a) Compatibility with Official Community Plan and PRCS Master Plan,
- b) Current and projected demographic and growth estimates,
- c) Community needs and service area expectations,
- d) Condition of existing facilities and amenities,
- e) Opportunities and partnerships,
- f) Leisure and facility trends,
- g) Equitable opportunities for access,
- h) Environmental, social and economic sustainability,
- i) Overall cost benefit (including monetary and non monetary benefits).

The prioritization of projects emphasized three themes including:

- Sustainability – all the criteria above have some elements of social, economic or environmental sustainability,
- Protection of important assets – criterion d) above puts emphasis on protecting important heritage assets that are at risk of loss if investments are not made soon; however, at the same time replacing assets where it is feasible and more economic to replace than to retrofit facilities that are at the end of their functional lifespan,
- Extension of current service levels – many of the projects that are highest priority reflect the need to extend services that are currently available in some areas of Richmond to other areas where a growing population requires similar services.

The Facility Evaluation Framework was used to evaluate and prioritize 21 PRCS projects, which were selected based on one or more of the following processes:

- Direction from Council on projects such as the Oval, City Centre facilities, and potential facility and amenity uses on the Garden City Lands
- PRCS Master plan process
- 2001 Community Needs Assessment
- Community Working Group recommendations
- Facility Condition Assessment reports on existing facilities
- City Centre Places and Spaces Study.

Some of the projects examined represent increased service levels by providing new or higher quality facilities that are not available now in Richmond. Certainly, the best example of such a facility is the new Richmond Oval. However, it was not on the list of projects for prioritization as its completion has already been authorized. Other examples of increased service levels that were on the list included a new Visual and Performing Arts Centre, a new Richmond Museum and a new Richmond Environmental Centre.

It should be noted that this report makes a distinction between **a new service** and **an increased level of service**. Some projects, like the new Richmond Oval, increase service levels because they result in services which were not available anywhere in Richmond before the project was completed. Other projects, like a new City Centre Community Centre, are viewed as a new service but they do not increase service levels. Such projects provide a service that simply extends an existing service level to new residents and provides a similar service level in the City Centre that other residents of the City have enjoyed in the past.

Four library projects were also examined using the Facility Evaluation Framework, and these will be dealt with under separate report. The twenty one PRCS projects which are the subject of this Facilities Strategic Plan are summarized in **Figure Two**, and are described in the text which follows it. The projects are listed in priority order, from highest to lowest priority.

Figure Two
List of Parks, Recreation and Cultural Facility Projects in Priority Order

| | Amenity Projects | Service Area | Existing Space in Sq. Ft. | Needed Space in Sq. Ft. |
|-----|--|---------------------|----------------------------------|--------------------------------|
| 1. | City Centre Community Centre South | C | 3000 | 35,000 |
| 2. | Britannia Shipyard, National Historic Site | R | 65,000 | 65,000 |
| 3. | Minoru Aquatic Centre | CW | 30,000 | 45,000 |
| 4. | Minoru Place Activity Centre | CW | 16,700 | 30,000 |
| 5. | Hamilton Community Space | C | 2800 | 8600 |
| 6. | Terra Nova Rural Park Historic District | R/CW | 6150 | 6150 |
| 7. | Field Sport Tournament Centre | R | 0 ¹ | 27.5 acres |
| 8. | Richmond Museum | R | 2325 | 25,000 |
| 9. | Richmond Environmental Centre | R/CW | 0 | 10,000 |
| 10. | Visual and Performing Arts Centre | R/CW | 0 | 45,000 |
| 11. | East Richmond Community Hall | C | 7000 | 7000 |
| 12. | City Centre Community Centre North | C | 0 | 35,000 |
| 13. | Thompson Community Centre Annex | C | 8800 | 8800 |

| | Amenity Projects | Service Area | Existing Space in Sq. Ft. | Needed Space in Sq. Ft. |
|-----|-------------------------------|--------------|---------------------------|-------------------------|
| 14. | Cultural Centre | CW | 44,000 | 50,000 |
| 15. | South Arm Community Hall | C | 6500 | 7000 |
| 16. | Minoru Arenas | CW | 46,000 | 46,000 |
| 17. | Nature Park House | CW | 3500 | 3500 |
| 18. | Kinsmen Pavilion | CW | 2700 | 2700 |
| 19. | Minoru Sports Pavilion | CW | 8300 | 10,000 |
| 20. | Steveston Martial Arts Centre | CW | 9900 | 9900 |
| 21. | Brighthouse Pavilion | CW | 4600 | 4000 |

1 Some of the new spaces within the Field Sport Tournament Centre would replace, albeit at a much higher quality, some spaces on Minoru Park.

Key to above table R = Primarily serves a Regional market
 CW = Primarily serves a City wide market
 C = Primarily serves a Community market

The twenty one projects are described below.

3.1. City Centre Community Centre South

A new Community Centre is needed to serve a community which is currently established, has significant existing needs, and will grow substantially in the future. It is required to offer a similar level of service as other areas of the City. This need was clearly identified in the 2001 Needs Assessment and further assessed as a priority in the PRCS Master Plan. This project will meet the current needs of 32,000 residents in the south City Centre community; a community which is projected to grow to a total population of 54,000 residents.

As Richmond ages and matures, the role of Community Centres will change. Each will provide a core of services to a broad range of local residents and meet a wide variety of indoor and outdoor basic recreation and cultural needs. Each centre will become a social and wellness focal point of community life for all ages, all ethnic backgrounds and all levels of ability or disability.

To meet these needs each Centre will have approximately 30,000 to 40,000 sq ft of indoor recreation and cultural space as well as other public social services which will be co-located on the site. Also, each will act as a base and staging area for outdoor community leisure services on the site or in the immediate area.

While each Community Centre will respond to the somewhat unique local needs and aspirations of its respective community, the level of service will be comparable. A typical Community Centre will likely include a large gymnasium, cardio/weight room, fitness/dance studio, seniors and youth program spaces, multipurpose spaces (arts, educational, meeting) and informal gathering spaces.

There are strong synergies in uses between a new City Centre Community Centre South and a redeveloped Minoru Place Activity Centre (see section 3.4). The options to co-locate these two facilities should be further explored in a feasibility study.

There are several options for locating a new Community Centre to serve the City Centre South community. The consultants evaluated the following sites:

- Richmond – Brighthouse Canada Line Station – on top of the transit terminal that will be built to service the new terminus, potentially along with other partners in a multi-use development. The area close to No.3 Road north of Cook (i.e. close to the proposed Canada Line station) is considered a suitable location for a community centre south, as it is centrally located in terms of its proposed population catchment,
- Cook School – the City owns little land here and it could be difficult to buy adequate lands in a timely manner and with an appropriate configuration,
- Civic Precinct² at Minoru and Granville – this general area could include a number of specific sites within a hundred meters of the intersection including
 - City owned property at 8111 Granville which is currently designated as an affordable housing site, and which could be enlarged with some land assembly to gain exposure to the No. 3 Rd. intersection,
 - Brighthouse Pavilion and lacrosse box – would require relocation of the lacrosse box, in order to free up this 30,000 sq. ft. footprint adjacent to Caring Place,
 - Minoru Park – in the southeast corner of the site in conjunction with other facilities in this area
 - City Hall site – possibly over the parking lot immediately north of the building – a site which is referred to for a Community Centre on City Centre Plan maps.

In current 2007 dollars, the cost to develop a 35,000 sq. ft. Community Centre on its own would be approximately \$550 per sq. ft. or about \$19 million not including any land costs.

| Project Label | City Centre Community Centre South |
|--|--|
| Level of Service | Primarily Community level of service |
| What it will do | Extend an existing service level to new residents |
| Total Space Required | 35,000 sq. ft. of new space |
| Possible locations | Options within the Civic Precinct area or the Richmond:Brighthouse Canada Line station mixed-use development |
| Capital cost in 2007 dollars if built on its own | \$19 million not including any land costs |

3.2. Britannia Shipyard, National Historic Site

The restoration of heritage buildings on this site is partially complete. The need here is to continue restoration efforts through to completion to protect the heritage values and position them to render full interpretive services within a regional market. While securing and protecting this asset is an urgent matter, building restoration can and should be phased to better manage the overall project. A four year restoration completion plan for the initial buildings has been developed. Others would come later.

This project will do two things. It will protect an existing service and it will significantly raise the service level that can be provided within this site. However, it will require a significant increase in operating support in order to realize the increased service level.

² Civic Precinct describes the ‘civic intersection’ of City Hall, Minoru Gate and the built-area (pavilion, lacrosse box and parking area) of Brighthouse Park

If the restoration of buildings were phased over four years from 2007 to 2010, the total cost, including inflation over that period, would be approximately \$3.8 million (in inflated funds). Subsequent to that effort there would still be several buildings which require restoration. The cost of retrofitting them has not yet been fully explored. So, the consultants will include an “allowance” of \$5 million to complete the work. This figure is subject to further study.

| Project Label | Britannia Shipyard Building Restoration |
|------------------------------|---|
| Level of Service | Primarily Regional |
| What it will do | Increase the existing service level |
| Total Space Required | No net new space |
| Possible locations | No options, buildings are already in place |
| Co-location potential | Few or none |
| Capital cost in 2007 dollars | \$3.8 million for first phases and possibly another \$5 million to complete |

3.3. Minoru Aquatic Centre

The existing facility is at the end of its functional lifespan and needs to be replaced with an enhanced new service centre. The new facility will feature multiple tanks each conceived to focus on specific aspects of aquatic service for all residents of the City. The aquatic services will be augmented with several wellness features (e.g. fitness and physiotherapy type services). It will have more annual capacity for aquatic services than the current facility, but will not duplicate the regional event focus of Watermania. It will meet the needs of current city-wide residents as well as a growing City Centre population. The total building will need to be approximately 45,000 sq. ft. with a net building footprint of at least 35,000 sq. ft. It will operate more cost effectively than the one it replaces using modern technologies and the application of energy saving systems.

There are very few feasible options to locate a new Aquatic Centre of this magnitude. Unless the City wishes to pursue its location on the Garden City Lands site, the only reasonable site would be on the south east corner of Minoru Park. At this location it could be positioned to create a high profile iconic entrance to this precinct of the park.

In current 2007 dollars, the total cost of a new 45,000 sq. ft. Minoru Aquatic Centre would be approximately \$700 per sq. ft. or about \$31.5 million.

| Project Label | Minoru Aquatic Centre Replacement |
|--|--|
| Level of Service | Primarily City Wide |
| What it will do | Replace an existing service |
| Total Space Required | 45,000 sq. ft. in total |
| Possible locations | South East corner of Minoru Park |
| Co-location potential | High with other PRCS amenities |
| Capital cost in 2007 dollars if built on its own | \$31.5 million not including land costs |

3.4. Minoru Place Activity Centre

The need for leisure activities for seniors and others has grown to the point where it no longer can be accommodated within the existing Activity Centre. More space is required and different types of spaces are required. A new building is needed to replace the existing one which is approaching the end of its functional lifespan. The new building should provide about 50% more service than the existing facility. That translates to approximately 30,000 sq. ft. of space. This will meet the needs of the existing population as well as accommodate growth and shifts in demographics for the next twenty years, but only if some seniors services are also provided within Community Centres throughout the City.

The larger replacement building represents an extension of an existing service level to meet a backlog of existing need as well as some increased need due to future growth. However, as the number and needs of seniors in Richmond increase and change, the facility must be sufficiently flexible to respond to such change. As more and more main stream leisure services for seniors are provided within Community Centres, the Activity Centre will adjust over time and provide increasingly specialized services for seniors as well as health and wellness related services for citizens of all ages. As the types and amounts of excess capacity shift over time, the operation will adapt and any excess capacity will be well used for recreation and cultural services by other segments of the City market.

The most appropriate location for a new Activity Centre would be within the Civic Precinct area referred to previously in Section 3.1. That includes options within Minoru Park in the southeast corner of the site, as part of a new “Galleria” entrance and corridor connecting the civic precinct to the east with the southeast park entrance. It also includes an option next to, and possibly connected to, Caring Place, adjacent to Brighthouse Park (where the lacrosse box and Brighthouse Pavilion are now). A third option would be to locate it over the existing parking area immediately north of City Hall. The specific location would be best determined at the Feasibility Study stage. However, at that stage the extremely strong synergies this facility has with the proposed new City Centre Community Centre (South) should be further explored.

In current 2007 dollars, the total cost of a new 30,000 sq. ft. Minoru Activity Centre would be approximately \$16.5 million. If this project were linked to and becomes an integral part of another major leisure service centre (e.g. either the Minoru Aquatic Centre or the proposed new City Centre Community Centre South), and if other amenities were to be incorporated into the new facility (e.g. a replacement for Brighthouse Pavilion), and if all three projects were to proceed at the same time, there would be potential savings of approximately 6,000 sq. ft. and approximately \$5 million due to joint use of shared support spaces and corresponding reduction in the total space required.

| Project Label | Minoru Activity Centre Replacement |
|--|---|
| Level of Service | Primarily City Wide |
| What it will do | Replace an existing service and extend it to new residents |
| Total Space Required | 30,000 sq. ft. |
| Possible locations | Options within Civic Precinct area |
| Co-location potential | High with other PRCS amenities and with other public and private services |
| Capital cost in 2007 dollars if built on its own | \$16.5 million |

3.5. Hamilton Community Space

This growing community of about 4500 residents currently has about 2800 sq. ft. of space within a school. It is supplemented with a single school portable. The community requires more space to meet current need as well as a population which will grow to about 8000. While a full fledged Community Centre may not be justified due to the limited maximum population in this area, more space is needed than is currently available. That additional space could be provided in a number of ways, including;

- A new addition to the existing school, possibly adding about 5800 sq. ft.
- A new free standing building on the school site, possibly about 5800 sq. ft.
- Lease and retrofit space in the Hamilton area, possibly on an incremental basis, adding space as the community grows.

The new spaces are not yet fully specified but will likely include a variety of multipurpose spaces with a few dedicated spaces for pre-school programs, seniors’ services, fitness and/or dance programs, or arts and crafts programming. About 8,600 sq. ft. are required altogether. The community currently enjoys access to about 2,800 sq. ft. of space within the local school. If the school population were to expand in the future and require some or all of the space currently serving community recreation needs, any reduction in community use space would have to be replaced to create the total of 8,600 sq. ft. of total space.

If new space is developed, the total cost of developing an additional 5800 sq. ft. of space in current dollars would be approximately \$550 per sq. ft. or a total of about \$3.2 million in 2007 funds.

| Project Label | Hamilton Community Space |
|--|--|
| Level of Service | Almost exclusively Community Level |
| What it will do | Increase the service level for existing residents and extend that level to new residents |
| Total Space Required | 8800 sq. ft. (5800 more than exists now) |
| Possible locations | Within the local school or surrounding area |
| Co-location potential | High with other PRCS amenities and private services |
| Capital cost in 2007 dollars if built on its own | \$3.2 million not including any land costs |

3.6. Terra Nova Rural Park Historic District

The City has assembled a great deal of land in this area and may be able to add even more in the future. On the Terra Nova lands there are five heritage buildings plus one barn and three auxiliary sheds (totalling 6150 sq. ft.) which require substantial restorative investment in the short term future. Using these restored structures to interpret this historic district represents a new service and a significant increase in service levels for the city and the region.

Current estimates of the restoration work are very preliminary. However an allowance of \$4 million in 2007 funds has been used by the consultants pending further study and better estimates.

There is some potential to link this project with another on the list; namely the Richmond Environmental Centre. The Environmental Centre could be developed on this site and

augment the interpretive services provided in the restored buildings, and may even use some of the restored buildings to reduce or eliminate the amount of new space constructed. (See section 3.9).

| Project Label | Terra Nova Rural Park Restoration |
|------------------------------|--|
| Level of Service | Primarily Regional |
| What it will do | Increase existing service levels |
| Total Space Required | The existing 6150 sq. ft. of space |
| Possible locations | No options within the park |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$4 million (to be verified after study) |

3.7. Field Sport Tournament Centre

A new sport tournament centre is intended, in part, to replace and accommodate some of the major sports facilities currently located at Minoru Park, and to attract and feature many new large sports events. It would consist of an enclosed stadium facility for controlled access by participants and spectators, with a track, sports field and spectator stands, with seating for up to 2,500 spectators. It would also include other sports fields, diamonds, courts and pitches designed for intense ongoing training and league play as well as sports tournaments and special events. Most of the high volume uses could be accommodated on a minimum of 27.5 acres which would include support amenities for participants, officials and spectators. This would represent a significant increase in service levels as major events and multi-sport games could be attracted to Richmond that cannot be properly accommodated now.

Unless the City wishes to acquire land in the Riverport area for sport tournament uses, the only reasonable site which could accommodate this amenity would be the Garden City lands, and then only if they are excluded from the Agricultural Land Reserve or allowed as a permitted use within it.

In current 2007 dollars, the cost of developing a 27.5 acre sport tournament site would be approximately \$35 million.

| Project Label | Field Sport Tournament Centre |
|------------------------------|--|
| Level of Service | Primarily Regional |
| What it will do | Increase existing service levels |
| Total Space Required | About 27.5 acres |
| Possible locations | Only Garden City Lands |
| Co-location potential | With some PRCS amenities and other public and private services |
| Capital cost in 2007 dollars | About \$35 million |

3.8. Richmond Museum

The existing 2325 sq. ft. museum is significantly under sized to provide the kinds of services that the City will need in the future. A new, much larger facility is needed with access to outdoor exhibit space. The Museum and Heritage Strategy outlines a process which will culminate in a description of how much space will be needed. However, for the purposes of this study, it is assumed that about 25,000 sq. ft. of indoor space will be required with a significantly expanded curatorial, exhibit and interpretation function. There will also be a need for outdoor exhibit areas.

One option for locating a new museum would be close to the Lansdowne Canada Line Station at No.3 Road and Lansdowne Road (referred to in the City Centre Area Plan as the 'Centre of the City').. This would work if other similar types of public amenities were to be located in this area (e.g. new Main Library or Performing and Visual Arts facility). Another option would be within the Cultural Precinct / Arts District designated area within the City Centre Area Plan. This area is roughly located west of No. 3 Road at Cambie Road and extends towards the river from this intersection. In this area it would act as a catalyst for development of other arts and cultural related amenities.

The current 2007 cost of developing 25,000 sq. ft. of new museum space is approximately \$600 per sq. ft. or about \$15 million, including all development costs except for land costs.

| Project Label | Richmond Museum |
|--|---|
| Level of Service | Primarily Regional |
| What it will do | Increase the existing service level |
| Total Space Required | 25,000 sq. ft. |
| Possible locations | Cultural Precinct at No. 3 Rd and Cambie or adjacent to ten acre Centre of the City park at No.3 Rd and Lansdowne |
| Co-location potential | With other PRCS amenities and with other public and private services |
| Capital cost in 2007 dollars if built on its own | \$15 million not including any land costs |

3.9. Richmond Environmental Centre

There is a need to interpret many aspects of Richmond’s unique natural assets to a much greater degree than has been done in the past. Interpreting tidal zones, the Pacific Flyway, the local peat bog habitat, salt water flora and fauna and many indigenous land based species requires a new facility that is currently estimated to be about 10,000 sq. ft. It would attract individuals, families and school groups from Richmond and the region to observe, learn and understand. The Centre would have programs, casual interpretive services and displays. Not all programs would be held at this base for environmental interpretation.

It will need to be located where the natural assets that are to be interpreted are found. So, an excellent site would be the Terra Nova Rural Park Historic District. However, it could also be included within the Richmond Nature Park.

If a new 10,000 sq. ft. building were to be built, the capital cost in 2007 dollars would be about \$550 per sq. ft. or about \$5.5 million net of land costs.

| Project Label | Richmond Environmental Centre |
|--|--|
| Level of Service | Primarily City Wide |
| What it will do | Increase the existing service level |
| Total Space Required | 10,000 sq. ft. |
| Possible locations | Terra Nova Rural Park and Richmond Nature Park |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars if built on its own | \$5.5 million not including any land costs |

3.10. Visual and Performing Arts Centre

A new facility is required to augment and extend the kinds of services which are provided at the Cultural Centre and Gateway Theatre and to provide some new service that those facilities cannot provide. The new facility is conceived as having one or more performance areas, rehearsal spaces, digital arts and film studios and an art gallery with permanent and rotating exhibits. A total of about 45,000 sq. ft. of space is required to create these City Wide services.

One option for locating the new facility would be within the proposed Cultural Precinct which is anticipated to be a collection of public, not-for-profit and private cultural amenities west of the intersection of Cambie and No. 3 Rd. The Cultural Precinct will require some public leadership and investment as a catalyst to its success. Another option might be within the Centre of the City development (No.3 Road and Lansdowne) adjacent to, but not consuming any of the ten acre proposed city centre park and plaza.

The cost of developing a new 45,000 sq. ft. Visual and Performing Arts Centre in 2007 dollars would be approximately \$600 per sq. ft. or about \$27 million net of land costs.

| Project Label | Visual and Performing Arts Centre |
|--|--|
| Level of Service | Primarily City Wide |
| What it will do | Increase existing service levels |
| Total Space Required | 45,000 sq. ft. |
| Possible locations | Proposed new Cultural Precinct or Centre of the City development |
| Co-location potential | With other PRCS amenities and/or other public and private services |
| Capital cost in 2007 dollars if built on its own | \$27 million not including any land costs |

3.11. East Richmond Community Hall

The existing 7000 sq. ft. hall was built in 1925 and is now at the end of its anticipated life expectancy. It needs to be replaced. Additional space is needed to respond to expanding needs. However, if a new structure were co-located with other local service providers, synergies of space use might result in a situation where 7000 sq. ft. would suffice as some of the existing space is currently being used for health and social services.

This project would be considered as replacing an existing service with a similar level of service. It does not raise the service level appreciably or extend it to new residents.

There are several options that would need to be investigated in terms of where and how the Hall is replaced. One option would be to add the hall and other co-located local services to the Cambie Community Centre which is currently part of the Cambie Senior Secondary School. Another option would be rebuild the Hall and partner spaces within the Cambie Park close to where it now exists. A third option would be to include a hall replacement within a new private development in the immediate area.

If a new 7000 sq. ft. Community Hall were developed as a free standing building, the current cost of development would be approximately \$550 per sq. ft. or about \$3.9 million net of any land costs.

| Project Label | East Richmond Community Hall |
|--|---|
| Level of Service | Primarily Community Level |
| What it will do | Replace and maintain an existing service level |
| Total Space Required | 7000 sq. ft. |
| Possible locations | Cambie Community Centre, Cambie Park or with other spaces in a larger development |
| Co-location potential | With PRCS amenities and/or other public or private amenities |
| Capital cost in 2007 dollars if built on its own | \$3.9 million not including any land costs |

3.12. City Centre Community Centre North

This Community Centre will serve the second community within the City Centre Plan and the residents of the West Cambie area. (Note: in the very long term future, a third, and possibly even a fourth Community Centre may be required, each serving up to 35,000 residents.) The northern-most community in the City Centre Plan currently has a population of about 10,000 residents but will eventually have a total population of about 40,000 residents in the area roughly bounded by the Fraser River on the west, Bridgeport Road on the north, the freeway on the east and Alderbridge Way.

This Community Centre will have a size and type of facility consistent with other Community Centres in Richmond and will serve local residents and workers as well as some members of communities of interest who travel from other Richmond communities to recreate in this area. It could be somewhat smaller than the prototypical Community Centre depending on whether Council would prefer to build it sooner and smaller and be willing to add as the community grows. However, it will likely eventually have between 30,000 and 35,000 sq. ft. of indoor space for recreation and cultural services as well as other co-located services and spaces. It might also support outdoor recreation uses in the immediate area by providing washrooms and a staging area for outdoor programs and activities.

The City Centre Area Plan currently shows a Community Centre adjacent to a 3.5 acre parksite on Browne Road just north of Cambie Road. However, the park and facility could be relocated through some form of land swap closer to the decision to proceed.

This project is viewed as a new service but does not increase service levels. Rather it extends an existing service level to new residents and provides a similar service level in the City Centre that other residents of the City enjoy.

In current 2007 dollars and 35,000 sq. ft. Community Centre would cost approximately \$550 per sq. ft. or about \$19 million to develop.

| Project Label | City Centre Community Centre North |
|--|---|
| Level of Service | Primarily Community level |
| What it will do | Extend existing service level to new residents |
| Total Space Required | 35,000 sq. ft. |
| Possible locations | Community Park in north half of City Centre, Proposed Cultural Precinct |
| Co-location potential | With other PRCS amenities and/or with other public or private services |
| Capital cost in 2007 dollars if built on its own | \$19 million not including any land costs |

3.13. Thompson Community Centre Annex

The existing forty year old 8,800 sq. ft. building is approaching the end of its functional lifespan. The services provided within this building are important to the community and need to be accommodated somewhere in the vicinity. So, the building needs to be replaced or significantly retrofitted. Relocating the Annex to a site adjacent to the Community Centre would improve operating efficiencies and improve customer service.

The cost to replace the 8800 sq. ft. building with a new Hall in current 2007 dollars would be approximately \$550 per sq. ft. or about \$4.8 million.

| Project Label | Thompson Community Centre Annex |
|--|---------------------------------|
| Level of Service | Primarily Community Level |
| What it will do | Replace an existing service |
| Total Space Required | 8800 sq. ft. |
| Possible locations | Thompson Community Centre |
| Co-location potential | Very little |
| Capital cost in 2007 dollars if built on its own | \$4.8 million |

3.14. Cultural Centre

The fifteen year old Cultural Centre consists of about 90,000 sq. ft. and includes five elements; a main library, archives, gallery, museum and arts programming space. The library has been retrofitted recently. But the 45,000 sq. ft. of space which accommodates the other four elements needs significant upgrading and minor expansion. The mechanical systems need to be upgraded significantly in order for the services accommodated within the centre to be optimally provided. Also, some additional spaces are needed to achieve a critical mass necessary to operate the arts centre effectively. It is assumed that the Richmond Museum (2,325 sq. ft.) and the Gallery (about 3000 sq. ft.) will be relocated over time (as they will not likely reach their potential within the Cultural Centre) and when they are relocated, the space freed up would be sufficient to create the kinds of new services that are needed at this site for the expanding archives and arts studio programming.

The cost of resolving problems with mechanical systems and renovating the museum/gallery space to make it more usable by the Arts Centre and Archives has not been estimated. However, it is assumed that it can be accomplished within the lifecycle maintenance allowance referred to in the Facility Development Recommendations in section 5.0.

| Project Label | Cultural Centre Expansion |
|------------------------------|--|
| Level of Service | Primarily City Wide level of service |
| What it will do | Extend existing service level to new residents |
| Total Space Required | 45,000 of existing space to be retrofitted |
| Possible locations | South East Minoru Park in existing building |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | Yet to be determined |

3.15. South Arm Community Hall

This 6500 sq. ft. forty year old building is at the end of its functional lifespan and needs to be replaced. Depending on how and where it is replaced, the need is for somewhere between 5000 and 7000 sq. ft. of replacement facility to meet current and evolving need.

One option would be to build a new hall at the current location. Another would be to build the new hall close to or even as part of the South Arm Community Centre. If this option is chosen, the old park washroom wing at the back of the Community Centre, which is no longer functional, could be retrofitted or rebuilt to meet both park user washroom space and community hall functionality.

In current 2007 dollars, the cost of developing a new 7000 sq. ft. Community Hall would be approximately \$550 per sq. ft. or about \$3.9 million.

| Project Label | South Arm Community Hall |
|--|--|
| Level of Service | Primarily Community Level |
| What it will do | Replace an existing service |
| Total Space Required | 7000 sq. ft. |
| Possible locations | South Arm Community Centre area |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars if built on its own | \$3.9 million dollars not including any land costs |

Note: At the end of this list of facility priorities are six items that focus on lifecycle maintenance. All are in need of some investment to protect the asset and extend the current functionality so that they can continue the services they have been providing in the past.

3.16. Minoru Arenas

In the case of the Minoru Arenas, the two facilities may start to approach the end of their functional lifespan in about 10 years. At that time, the City will have had some experience in operating the two new ice surfaces located within the Richmond Oval. Only at that time will it be possible to make informed decisions about how much ice Richmond needs. However, for the next ten years it will be important to keep the two ice surfaces at Minoru Arenas functional. Whatever is required to maintain this functionality for the next ten years should be done.

The investment required to render the arenas functional will be estimated in periodic updates to the city's Facility Condition Assessment system. However, the system currently estimates that about \$1.2 million will be required in 2007 funds.

| Project Label | Minoru Arenas |
|------------------------------|-----------------------------------|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing service level |
| Total Space Required | What currently exists |
| Possible locations | Existing arena location |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$1.2 million |

3.17. Nature Park House

This important service centre is also nearing the end of its lifespan. Its future is also unclear at present. Its long term future will be impacted by the proposed new Environmental Centre. If that Centre is located within Richmond Nature Park, it will likely incorporate a replacement for Nature Park House. However if it is located on another site, the facility which replaces it might look very different. Pending decisions which are at least ten years in the future, this facility needs to continue to provide interpretive services. Whatever is required to keep the facility functional for that time period should be done.

The current estimate to render the facility suitable to continue to meet needs for the foreseeable future is about \$200,000.

| Project Label | Nature Park House |
|------------------------------|---|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing level of service |
| Total Space Required | What exists |
| Possible locations | Where existing facilities are now located |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$200,000 |

3.18. Kinsmen Pavilion

This 2700 sq. ft. thirty year old building is well used as a program and rental space. It requires retrofit or replacement. However, a decision on whether to retrofit or replace cannot be taken until the decisions about whether the Environmental Centre will be located in Richmond Nature Park. Until that decision is taken the existing facility must continue to provide the services it now provides. Whatever is required to keep that facility operational should be done.

The cost to keep the facility functional is currently estimated at about \$130,000 in 2007 funds.

| Project Label | Kinsmen Pavilion |
|------------------------------|--|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing level of service |
| Total Space Required | What currently exists |
| Possible locations | Where facilities are currently located |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$130,000 |

3.19. Minoru Sports Pavilion

The 8300 sq. ft. pavilion in Minoru Park is approaching the end of its functional lifespan. However, it needs to continue to provide the services it now provides until a replacement facility is provided. That will likely come in the form of spaces within another building that consolidates services and requires a smaller footprint within the park. Replacing pavilion spaces within developments within the southeast corner of the site is acceptable, but it is currently unclear when that will happen. Until it happens, whatever it takes to maintain the functionality of the facility should be undertaken.

The current estimate to maintain this facility in a functional state is about \$460,000.

| Project Label | Minoru Sports Pavilion |
|------------------------------|--------------------------------------|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing level of service |
| Total Space Required | What currently exists |
| Possible locations | In Minoru Park |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$460,000 |

3.20. Steveston Martial Arts Centre

This thirty-five year old unique 10,000 sq. ft. building is approaching the end of its functional lifespan and requires extensive retrofit. Some technical analysis is required to determine how the retrofit can happen but a significant amount of work needs to be done. In the meantime, whatever is required to keep the facility functional should be done.

The cost to maintain the current functionality of this building for the foreseeable future is about \$580,000 in 2007 dollars.

| Project Label | Steveston Martial Arts Centre |
|------------------------------|--|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing service level |
| Total Space Required | What currently exists |
| Possible locations | Where facilities are currently located |
| Co-location potential | With other PRCS amenities |
| Capital cost in 2007 dollars | \$580,000 |

3.21. Brighthouse Pavilion

The pavilion supports Brighthouse park uses and users. It has also been historically used by user groups as a meeting space. However, use of this 4600 sq. ft. building for group meetings is waning as traditional uses have been relocated to City Hall, Caring Place and other locations. The existing building could be incorporated into a new larger building developed on this prime site if needed. Otherwise, investment in it will be required for the foreseeable future so that it continues to provide the current services.

The cost to ensure continued functionality of this building is currently estimated to be about \$140,000.

| Project Label | Brighthouse Pavilion |
|------------------------------|--|
| Level of Service | Primarily City Wide |
| What it will do | Protect an existing service level |
| Total Space Required | What currently exists or a little less |
| Possible locations | Brighthouse Park |
| Co-location potential | With other PRCS amenities and other public and/or private services |
| Capital cost in 2007 dollars | \$140,000 |

4. Building a Facilities Strategic Plan

In a workshop with key City staff, the consultants explored the relationships between projects. The service and operating synergies between projects were identified as an important step in how facilities might be co-located. The consultants then created some alternative development scenarios and discussed these in a second workshop with the same key City staff. Out of that second workshop, with some subsequent technical analysis, came the facility development scenario. It was then discussed in draft form at a third workshop with key City staff. After that workshop, some refinements to the preferred scenario were developed and this report prepared.

4.1. Relationships Between Projects

Many of the projects on the original list of twenty five facility priorities would benefit from co-location with others on the list. Benefits include:

- Better use of some spaces which each amenity might need, but not require on a full time basis,
- Better service to customers who would appreciate using more than one amenity during the same visit,
- Capital cost savings from joint and reciprocal use of shared activity spaces and support areas,
- Operating savings from having equipment and staff on site that could handle more than one amenity.

These benefits were explored and a chart prepared which is provided below as **Figure Three**. It shows the primary and secondary synergistic benefits between various amenities. The cells with the primary and secondary benefits are the amenities that would benefit most from co-location.

**Figure Three
Synergies Between Amenities**

| Project Label | City Centre Community Centre (South) | Britannia Shipyard, National Historic Site | Minoru Aquatic Centre | Minoru Place Activity Centre | Steveston Branch Library | Hamilton Community Space | Main Library (replace Brighthouse) | Terra Nova Rural Park Historic District | Field Sport Tournament Centre | Richmond Museum | Cambie Branch Library | Richmond Environmental Centre | Visual and Performing Arts Centre | East Richmond Community Hall | City Centre Community Centre (North) | City Centre Branch Library | Thompson Community Centre Annex | Cultural Centre | South Arm Community Hall | Minoru Arenas | Nature Park House | Kinsmen Pavilion | Minoru Sports Pavilion | Steveston Martial Arts Centre | Brighthouse Pavilion |
|--|--------------------------------------|--|-----------------------|------------------------------|--------------------------|--------------------------|------------------------------------|---|-------------------------------|-----------------|-----------------------|-------------------------------|-----------------------------------|------------------------------|--------------------------------------|----------------------------|---------------------------------|-----------------|--------------------------|---------------|-------------------|------------------|------------------------|-------------------------------|----------------------|
| City Centre Community Centre (South) | Very Strong | | | | | | | | | | | | | | | | | | | | | | | | |
| Britannia Shipyard, National Historic Site | | Very Strong | | | | | | | | | | | | | | | | | | | | | | | |
| Minoru Aquatic Centre | | | Very Strong | | | | | | | | | | | | | | | | | | | | | | |
| Minoru Place Activity Centre | | | | Very Strong | | | | | | | | | | | | | | | | | | | | | |
| Steveston Branch Library | | | | | Very Strong | | | | | | | | | | | | | | | | | | | | |
| Hamilton Community Space | | | | | | Very Strong | | | | | | | | | | | | | | | | | | | |
| Main Library (replace Brighthouse) | | | | | | | Very Strong | | | | | | | | | | | | | | | | | | |
| Terra Nova Rural Park Historic District | | | | | | | | Very Strong | | | | | | | | | | | | | | | | | |
| Field Sport Tournament Centre | | | | | | | | | Very Strong | | | | | | | | | | | | | | | | |
| Richmond Museum | | | | | | | | | | Very Strong | | | | | | | | | | | | | | | |
| Cambie Branch Library | | | | | | | | | | | Very Strong | | | | | | | | | | | | | | |
| Richmond Environmental Centre | | | | | | | | | | | | Very Strong | | | | | | | | | | | | | |
| Visual and Performing Arts Centre | | | | | | | | | | | | | Very Strong | | | | | | | | | | | | |
| East Richmond Community Hall | | | | | | | | | | | | | | Very Strong | | | | | | | | | | | |
| City Centre Community Centre (North) | | | | | | | | | | | | | | | Very Strong | | | | | | | | | | |
| City Centre Branch Library | | | | | | | | | | | | | | | | Very Strong | | | | | | | | | |
| Thompson Community Centre Annex | | | | | | | | | | | | | | | | | Very Strong | | | | | | | | |
| Cultural Centre | | | | | | | | | | | | | | | | | | Very Strong | | | | | | | |
| South Arm Community Hall | | | | | | | | | | | | | | | | | | | Very Strong | | | | | | |
| Minoru Arenas | | | | | | | | | | | | | | | | | | | | Very Strong | | | | | |
| Nature Park House | | | | | | | | | | | | | | | | | | | | | Very Strong | | | | |
| Kinsmen Pavilion | | | | | | | | | | | | | | | | | | | | | | Very Strong | | | |
| Minoru Sports Pavilion | | | | | | | | | | | | | | | | | | | | | | | Very Strong | | |
| Steveston Martial Arts Centre | | | | | | | | | | | | | | | | | | | | | | | | Very Strong | |
| Brighthouse Pavilion | | | | | | | | | | | | | | | | | | | | | | | | | Very Strong |

These primary synergies are very strong
 These secondary synergies are significant but not as strong

4.2. Location Criteria

Of the twenty one PRCS Facility Projects at play over the next twenty years, twelve of them are already tied to sites; at least generally, and in most cases quite specifically. Siting will be much less of an issue with these projects, with significantly fewer options for packaging them with synergistic projects. The only major consideration left for these projects is when they might be implemented. These projects (with priority assignments) include:

- 2 Britannia Shipyards restoration
- 5 Hamilton Community Space development
- 6 Terra Nova Rural Park Historic District restoration
- 11 East Richmond Community Hall redevelopment
- 13 Thompson Community Hall retrofit or redevelopment
- 15 South Arm Community Hall redevelopment
- 16 Minoru Arenas lifecycle maintenance
- 17 Nature House lifecycle maintenance or replacement
- 18 Kinsmen Pavilion lifecycle maintenance or replacement
- 19 Minoru Sports Pavilion lifecycle maintenance or relocation
- 20 Steveston Martial Arts Centre lifecycle maintenance or replacement
- 21 Brighthouse Pavilion lifecycle maintenance or replacement

Of the remaining nine projects, the new Field Sport Tournament Centre has only one appropriate alternative; that being the Garden City Lands site. It will simply not fit on any other currently City owned site that is accessible to a regional user base.

That leaves eight projects which are subject to a process for determining their best location. As many of the most appropriate sites for these city wide and regional amenities may be in the evolving City Centre, the location criteria used in the City Centre Plan are deemed to be the best criteria for determining the sites for these ten projects, along with the synergy between projects. These siting criteria and the four service levels were adopted within the PRCS Master Plan and are summarized within **Figure Four**.

**Figure Four
Siting Criteria for City Centre Amenities**

| Neighbourhood | Community | City-Wide | Regional |
|---|--|---|---|
| <ul style="list-style-type: none"> • Within a village centre | <ul style="list-style-type: none"> • Within a village centre • City-wide transit access • Comfortable pedestrian and bicycle access • Co-location opportunities • Proximity to similar or complimentary amenities | <ul style="list-style-type: none"> • High visibility location • Contributes to the identification of a “City Centre” • City-wide transit access • Automobile parking options • Comfortable pedestrian and bicycle access • Co-location opportunities • Proximity to similar or complimentary amenities • Availability / access to land or appropriate space | <ul style="list-style-type: none"> • High visibility location • Proximity to regional transportation links • Proximity to commercial amenities • Proximity to special geographical features • City-wide transit access • Automobile parking options • Co-location opportunities • Proximity to similar or complimentary amenities • Availability / access to land or appropriate space |

Using the relationship between projects in **Figure Three** and City Centre siting criteria in **Figure Four**, the consultants developed three optional facility development scenarios. They are summarized in **Appendix B**. The options explore the important tradeoffs in co-locating the amenities. They were discussed and refined in a second workshop with key City staff.

Subsequent to the second staff workshop, the consultants evaluated the three scenarios against the following criteria;

- Synergistic co-location with other civic or public services
- Possible opportunities to incorporate projects into mixed-use development opportunities through private-sector partnerships
- User benefits from proximity of adjacent commercial services
- Site availability
- Operational efficiencies
- Maximum accessibility within the intended market
- Sustainability
- Funding partner potential
- Reuse of valuable existing infrastructure
- Fit within the City Centre Plan

Out of that assessment, a fourth scenario was developed that was designed to best respond to the criteria. This was discussed in a third workshop with key City staff. After that discussion, the consultants engaged in some further technical analysis that resulted in some refinements to that scenario and prepared this draft recommendation for a facility development scenario which is outlined in the next section.

5. A Recommended Facility Development Scenario

The recommended facility development scenario is summarized in the following recommendations. The four Library projects have been deleted from the development scenario and will be submitted separately for Council's consideration. Numbers in brackets beside each project refer to its assessed priority in the Facility Evaluation Framework.

Map 2 and Map 3 show the proposed locations and phasing of the projects.

Figure 2: Recommended Facility Development Scenario – City Wide

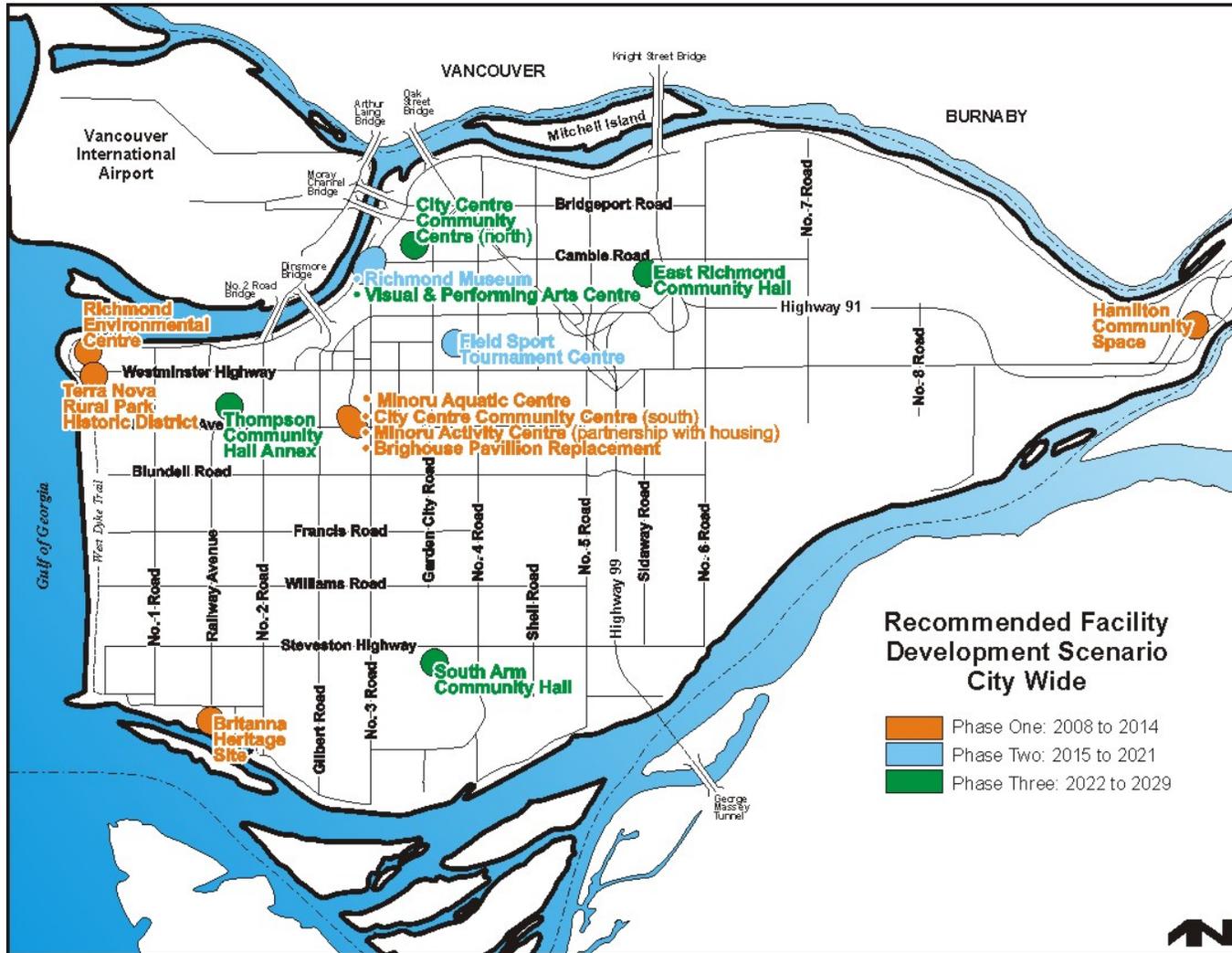
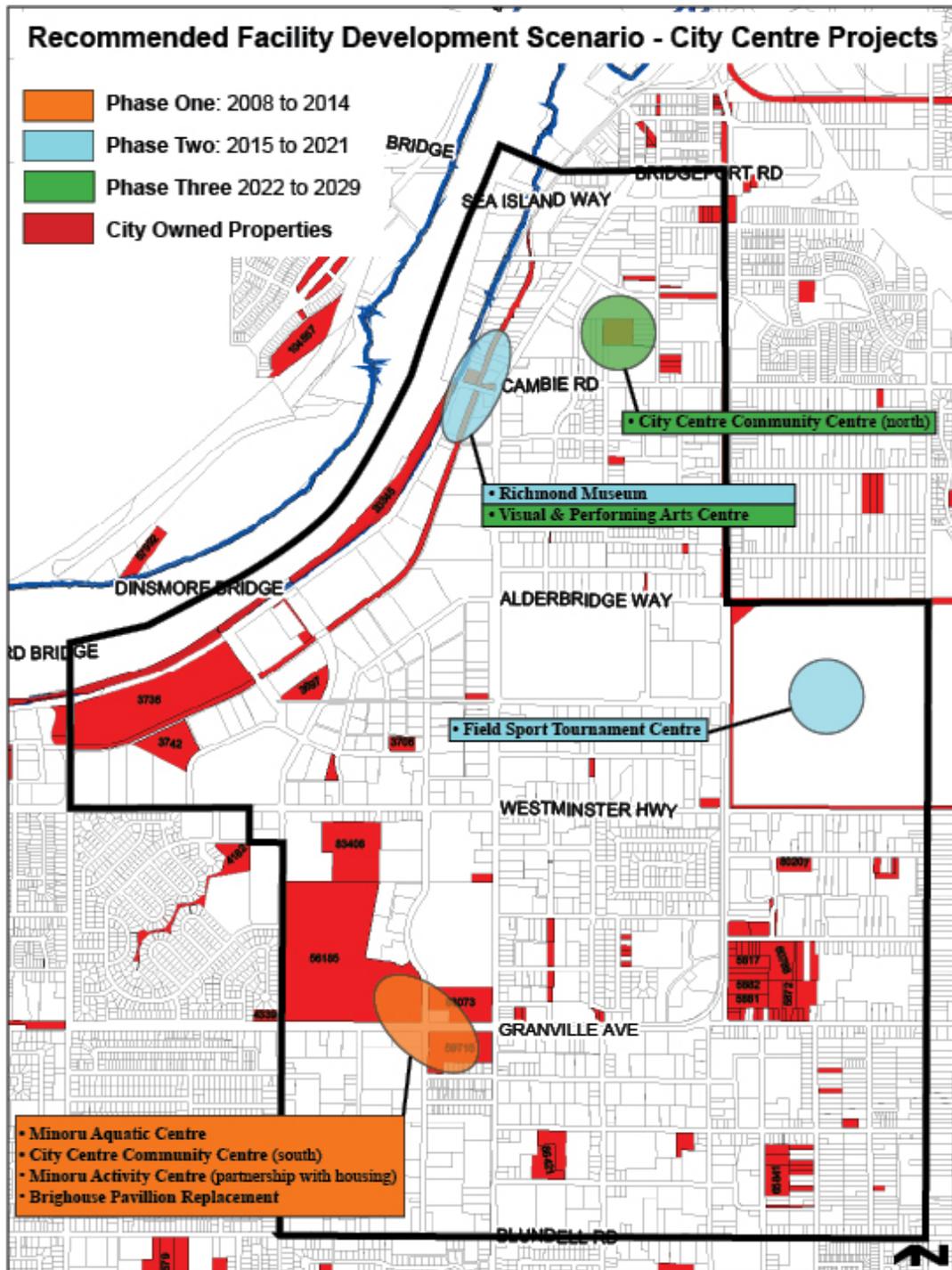


Figure 3: Recommended Facility Development Scenario – City Centre Projects



5.1. Phase One 2008 to 2014

The first phase of development will consist of at least eight commitments over the next seven years. They will address eight of the highest twenty one priorities and also satisfy another five priorities on the list.

1. The City should make a long term commitment to increase the amounts of money each year set aside to finance all regular lifecycle maintenance of PRCS facilities. This is new funding in addition to the roughly \$1.2 million per year currently allocated each year for financing all civic infrastructure lifecycle maintenance. Protecting existing assets and service levels is the highest priority and ranks above any financing of new services and assets. However, before any major reinvestment in an existing facility to extend its functional lifespan, staff must demonstrate that the facility will continue to respond to real community needs. In other words, the only facilities that should not be retrofitted to extend their lifespan would be ones that no longer fit the set of needs as outlined in the PRCS Master Plan.

Council will determine any increase it is prepared to set aside from its operating budget each year to finance the facility lifecycle challenges of its aging infrastructure and will be advised by the Facility Condition Assessment process. However, new construction should not be financed at the expense of not protecting existing assets. An additional \$500,000 per year is recommended to finance lifecycle maintenance and retrofit of aging PRCS infrastructure.

2. Notwithstanding the generality of the above lifecycle maintenance commitment, the City should ensure that the Minoru Sports Pavilion, Minoru Arenas, Kinsmen Pavilion, Nature Park House, and Steveston Martial Arts Centre maintain their current functionality for the foreseeable future or until retrofits or replacements are in place. By the same token, commitments for other older lower priority projects are required in order to ensure that facilities are maintained and available to the public until project redevelopment is undertaken. These include South Arm Community Hall and East Richmond Community Hall.
3. The City should commit to the long term viability of the Britannia Heritage site (2). While the initial upgrading plan can be phased over a total of four years, the entire commitment should be made initially, so that each year's investment can be made with some assurance of the overall outcome. This commitment will total about \$3.8 million dollars.
4. The highest priority new asset is the development of a City Centre Community Centre South (1). This facility should be located such that it is fully accessible by current and future residents city centre south residents; thereby maximizing the proportion of use where users walk or cycle to the facility. While a location near No.3 Road and north of Cook road is considered central to its population catchment, the City does not own land here and it appears unlikely that the City could initiate a timely partnership with a private developer in this area, in light of the fact that the combined community centre and activity centre would be nearly 60,000 square feet.

Another good alternative option for locating this important new facility would be within the Civic Precinct area. Within that area there are several opportunities and these will be further explored at the Feasibility Study stage of project

evolution. The existing site of the Brighthouse Pavilion and lacrosse box is one of the desirable options within this area for the following reasons:

- There is sufficient public land on which to locate a 35,000 square foot facility together with the associated facility (see Minoru Activity Centre) in an urban format.
- The site is within walking distance of a high proportion of current and future residents of the city centre south,
- There is maximum affinity with Brighthouse Park; a popular open space and Minoru Park, another highly useful city centre park and amenity site,
- It will be very close to Caring Place and the new Minoru Aquatic Centre, both of which have a high degree of co-location synergy,
- Brighthouse Pavilion would become redundant as its uses (meeting space and public access washrooms) would be provided in the community centre space.
- It will also be very close to commercial services in the immediate area, and existing and future affordable housing opportunities.
- It is easily accessible on two major arterials (i.e. No. 3 Road and Granville Street) for those who will access the Community Centre by private vehicle or public transportation.

Building this facility on its own would cost about \$19 million in current dollars but if co-located with other projects (see the next recommendation) there are considerable savings.

5. Along with the new City Centre Community Centre, the City should develop a new Minoru Activity Centre (4) on the same site along with a Brighthouse Pavilion (21) replacement. There is maximum synergy between the three amenities and all three with benefit from co-location. As the City's Community Centres will serve an increasing number of seniors, there will be much sharing of spaces and services. Developing the three amenities at the same time will result in capital cost savings. It will also create some potential for partnerships. One of these is seniors housing which could easily be included above and/or around the project in partnership with developers of such housing. If the Activity Centre were built on its own, it would cost approximately \$16.5 million. If all three are built together, there would be considerable savings in the amount of space that would be built, and the amount of capital and operating support required.
6. Once the new Community Centre and Activity Centre are complete, the Minoru Aquatic Centre (3) can be redeveloped and expanded in the south east corner of Minoru Park. The redevelopment of this precinct should be governed by the principles in the Minoru Park Plan which collectively suggest that the redevelopment of this precinct of the park should be done with an urban approach to facility development where the final result will consume less footprint in the park and use airspace to better advantage. While an aquatic centre is not the kind of facility that facilitates use of airspace, every effort should be made to reduce its footprint in the park. The new facility should be developed before the existing one is closed and removed.

Also, all facilities in the southeast corner of Minoru Park need to be collectively conceived so that each has profile from the street, welcomes users approaching the site, and fosters an east/west galleria connecting City Hall with Minoru Gate.

Pedestrian access north/south across Granville Street connecting the new Aquatic Centre with the Community Centre and Activity Centre in Brighthouse Park will also be important and should be enhanced.

The new aquatic centre will require about \$31.5 million in 2007 funds to complete.

7. Additional community level recreation and cultural spaces are required in the Hamilton (5) area in the next five years also. Council should authorize the necessary feasibility analysis about which of the various options best responds to existing and evolving need and at least begin to secure that space by 2012. New community space of around 5800 square feet should be provided in the area of Hamilton school to supplement the existing 2800 square feet in the school.

The new Hamilton community space will require about \$3.2 million in 2007 funds to complete.

8. Finally, within the next seven years the City should commit to the long term restoration of the buildings at the Terra Nova Rural Park Historic District (6). This initiative cannot wait for support as the facilities will continue to deteriorate over time thereby increasing the cost of restoring them. This project should be initiated before 2014. It should also include consideration of using restored space, at least in part, to provide the services conceived within the Richmond Environmental Centre (9) project. Locating this amenity on the Terra Nova site will make best use of the restored buildings and reduce the total cost for the two projects, which could conceivably total about \$7 million; thereby saving about \$2.5 million.

5.2. Phase Two 2015 to 2021

After the highest priority projects are initiated, the second phase of investment can proceed. It will consist of five additional commitments over the subsequent seven years.

9. Assuming that the Garden City Lands site can be removed from the Agricultural Land Reserve, the City should proceed with the development of the Field Sport Tournament Centre (7) at that site. It will be part of a large development which integrates many uses on this site. The City will work within an existing Memorandum of Understanding with the Musqueam First Nation and Canada Lands Company to effect the development. The new Field Sport Tournament Centre will require an investment of about \$35 million in 2007 dollars³. If the Garden City Lands cannot be used, then the existing track and field, cricket, baseball and tennis facilities should be retained at Minoru Park and a four-diamond softball/baseball tournament complex should be built at the Riverport lands. Sites for an artificial turf (carpet) field-hockey field, two soccer/rugby field and a covered lawn bowling pitch will need to be identified.
10. As part of its development of a Cultural District, the City should develop a new Museum (8) in that area west of No. 3 Road at Cambie Rd. This high profile location requires a high profile building that could be associated with other civic spaces. The new museum will require a commitment of about \$15 million in 2007 funds.

³ This cost estimate is based on individual elements being costed separately. Cost savings due to the co-location of these elements would be determined during a feasibility study.

11. Removing the museum from the Cultural Centre will allow more space for the archives and arts studio activities thereby satisfying some of the need for its expansion (14). The facility should be retrofitted and expanded when the museum moves to its new location. The funds to do that should come from the increased lifecycle investment referred to in the first recommendation.
12. Before 2019 the City needs to review its arena requirements and how it wishes to meet them. It will use this review to guide its decision on whether or not to pursue an extension to its lease of the Richmond Ice Centre.
13. The remaining buildings at the Britannia Shipyard Historic Site will need to be restored. This final phase of restoration will need to be further studied and more detailed budget developed. In the absence of that estimate, a “placeholder” of \$5 million has been assumed.

5.3. Phase Three 2022 to 2028

In the third seven year period the City will be able to proceed with six additional projects.

14. In order to further stimulate the evolution of a Cultural District, the City should also develop a new Visual and Performing Arts Centre (10) along the waterfront in the area west of No. 3 Rd and Cambie. The project will require about \$27 million in 2007 dollars.
15. East Richmond Community Hall (11) should be replaced as part of the Cambie Community Centre in a new extension of the Cambie High School. This would require a further \$3.9 million in current funds.
16. As the north part of the City Centre population grows to the point where a separate Community Centre is justified (i.e. to serve a population of about 25,000 or more) the City Centre Community Centre North (12) should be developed adjacent to a community park centrally located with the northern half of the growth area of the City Centre. That will require an investment of approximately \$19 million in current dollars.
17. The Thompson Community Centre Annex (13) should be relocated to become part of the Thompson Community Centre. The Community Association will be a partner in this venture and could raise sufficient funds to raise this project to an earlier implementation date. This project would cost about \$4.8 million in 2007 funds.
18. Operation of the South Arm Community Hall (15) should be phased out as soon as the two storey wing of the South Arm Community Centre is retrofitted to replace its use. The retrofit will not only replace the Community Hall, but also provide more support for outdoor uses of the parks in the area. This project could cost about \$3.9 million in 2007 dollars.

Where the capital costs can be estimated for projects, they have been estimated in current dollars. **Figure Five** summarizes what is currently known of the capital costs of implementing the above development scenario. The cost estimates are high level preliminary estimates only. They include everything except land costs and should be assumed to be within +/- 20% only and are subject to inflation. The figures in the first column represent assessed priority ratings.

Figure Five
Capital Impacts and Financing Options

| | Amenity Projects | Location | Approximate Capital Cost in 2007 dollars |
|-----------------------|---|----------------------------|---|
| Phase One | | | |
| | Increased Lifecycle Funding | Various | \$0.5 million per year |
| 2 | Britannia Shipyard National Historic Site – initial phases | Britannia Shipyard | \$3.8 million |
| 1, 4 and 21 | City Centre Community Centre South, Minoru Place Activity Centre and Brighthouse Pavilion | Civic Precinct | \$31.5 million |
| 3 | Minoru Aquatic Centre | Minoru Park | \$31.5 million |
| 5 | Hamilton Community Space | Hamilton School Area | \$3.2 million |
| 6 and 9 | Terra Nova Rural Park Historic District and Richmond Environmental Centre | Terra Nova Rural Park | \$7 million |
| | Total for Phase One ¹ | | \$80.5 million |
| Phase Two | | | |
| 2 | Britannia Shipyard National Historic site - completion | Britannia Shipyard | \$5 million |
| 7 | Field Sport Tournament Centre | Garden City Lands | \$35 million |
| 8 | Richmond Museum | Arts District | \$15 million |
| 14 | Cultural Centre | Minoru Park | Included in Lifecycle Maintenance |
| | Total for Phase Two ¹ | | \$58.5million |
| Phase Three | | | |
| 10 | Visual and Performing Arts Centre | Cultural Precinct | \$27 million |
| 11 | East Richmond Community Hall | Cambie Community Centre | \$3.9 million |
| 12 | City Centre Community Centre North | North of Cambie | \$19 million |
| 13 | Thompson Community Centre Annex | Thompson Community Centre | \$4.8 million |
| 15 | South Arm Community Hall | South Arm Community Centre | \$3.9 million |
| | Total for Phase Three ¹ | | \$65.1 million |
| Other Projects | | | |
| 16 | Minoru Arenas | Minoru Park | Included in Lifecycle Maintenance |
| 17 | Nature Park House | Richmond Nature Park | Included in Lifecycle Maintenance |
| 18 | Kinsmen Pavilion | Richmond Nature Park | Included in Lifecycle Maintenance |
| 19 | Minoru Sports Pavilion | Minoru Park | Included in Lifecycle Maintenance |
| 20 | Steveston Martial Arts Centre | Steveston Park | Included in Lifecycle Maintenance |

¹ Each of these totals includes \$3.5 million lifecycle maintenance over seven years

Financing the significant capital investment over the next twenty one years will require much creativity and several partners. Some of the options are summarized in **Figure Six**. Figures in the first column represent assessed priority ratings.

Of course, all projects could benefit from ongoing advocacy efforts to enhance the Federal/Provincial/Municipal Infrastructure programs, developer contributions through agreement, contributions from local community groups and community associations.

**Figure Six
Potential Funding Partners for PRCS Amenity Development**

| Amenity Projects | | Possible Funding Sources |
|-------------------------|--|--|
| Phase One | | |
| | Lifecycle Funding | City operating budget annual contribution of \$500,000 |
| 1. | City Centre Community Centre South | Potential development above, Reuse of Lang Community Centre asset |
| 2. | Britannia Shipyard, National Historic Site | City capital budget |
| 3. | Minoru Aquatic Centre | Grants may be available |
| 4. | Minoru Place Activity Centre | Grants may be available, Potential development above |
| 5. | Hamilton Community Space | City operating and capital funds, Grants may be available, Community Association |
| 6. 9. | Terra Nova Restoration and Richmond Environmental Centre | City capital budget |
| Phase Two | | |
| 7. | Field Sport Tournament Centre | Some of the proceeds of the MOU for site development |
| 8. | Richmond Museum | Agreements with surrounding land development Grants may be available |
| 14. | Cultural Centre | Lifecycle maintenance |
| Phase Three | | |
| 13. | Visual and Performing Arts Centre | Agreements with surrounding land development Grants may be available |
| 14. | East Richmond Community Hall | Grants may be available Other partners (e.g. community association, health) |
| 15. | City Centre Community Centre (North) | Grants may be available, Development and co-location |
| 17. | Thompson Community Centre Annex | The Thompson Community Association has expressed a willingness to partner in the funding of this project Grants may be available |
| 19. | South Arm Community Hall | Grants may be available Community group funding, community association |
| Other Facilities | | |
| 20. | Minoru Arenas | Lifecycle Maintenance Fund |
| 21. | Nature Park House | Lifecycle Maintenance Fund |
| 22. | Kinsmen Pavilion | Lifecycle Maintenance Fund |
| 23. | Minoru Sports Pavilion | Lifecycle Maintenance Fund |
| 24. | Brighthouse Park Pavilion | Lifecycle Maintenance Fund for maintenance, but capital program for replacement if Community Centre and/or Activity Centre is located on this site |
| 25. | Steveston Martial Arts Centre | Lifecycle Maintenance Fund Local community groups may be willing to partner by raising funds for replacement but not likely for maintaining functionality |

6. Some Options to the Recommended Scenario

There are options to the above noted packaging and location for projects. Some are included in **Figure Seven**.

**Figure Seven
Development Location Options**

| Amenity Projects | Alternative Sites |
|--|---|
| Phase One | |
| City Centre Community Centre South | <p>If Brighthouse Park is deemed unsuitable for this project, it could be moved to Richmond-Brighthouse Canada Line Station, in the proximity of Cook School or the 8111 Granville site. All are excellent locations for the Community Centre but are not as good a location for the Activity Centre and locating both together would require land assembly which could delay the project.</p> <p>Also, it could be located immediately north of City Hall but this would negate the possibility of co-location of the Activity Centre as this site has limited capacity.</p> <p>If could be located along with the Activity Centre within Minoru Park, but this would be technically challenging to maintain the use of the existing Activity Centre during construction and would require significantly more facility footprint on Minoru Park.</p> |
| Britannia Shipyard, National Historic Site | None |
| Minoru Aquatic Centre | None, unless the City wishes to locate it within the Garden City lands |
| Minoru Place Activity Centre | If it is not co-located with the City Centre Community Centre South, it should be co-located with the Minoru Aquatic Centre on Minoru Park. However, it will be technically difficult to maintain use of the existing facility while the new one is being built. |
| Hamilton Community Space | If construction of new space on the school site is not possible, another possibility is adjacent to the new Fire Hall. |
| Terra Nova Rural Park Historic District | None |
| Phase Two | |
| Field Sport Tournament Centre | None, unless the City wishes to retain all the current Minoru facilities and acquire additional land in the Riverport area |
| Richmond Museum | <p>Taking up as much land as would be necessary for the museum within Minoru Park is not an option</p> <p>It could be located on the Garden City Lands site but there would not be synergistic facilities located there</p> <p>It could also be located within the Centre of the City site</p> |
| Richmond Environmental Centre | Richmond Nature Park would also be an option. If it were located at this site, its development would incorporate replacements for Nature Park House and the Kinsmen Pavilion. |
| Visual and Performing Arts Centre | <p>If the Brighthouse Library were reduced in scope to a Branch Library, and the Museum were relocated, there might be sufficient space in the Cultural Centre for this amenity.</p> <p>Another option would be within the Centre of the City development.</p> |

| Amenity Projects | Alternative Sites |
|--------------------------------------|---|
| Phase Three | |
| East Richmond Community Hall | If the Community Centre cannot be expanded, the hall replacement could be located anywhere on the existing park site. It could also become part of a multiuse development site in the immediate area. |
| City Centre Community Centre (North) | The City Centre Plan currently calls for this amenity to be located on or adjacent to a park site north of Cambie on Browne Road. This park (which is recommended for expansion within the City Centre Plan) and the adjacent Community Centre amenity could be relocated in the north city centre area using some form of land exchange. |
| Thompson Community Centre Annex | None |
| Cultural Centre | While there are other possible locations for the Cultural Centre, none are nearly as appropriate as the existing one; especially if the museum is relocated. |
| South Arm Community Hall | If the old wing of the Community Centre is not suitable for reuse as a Community Hall, the replacement could be located anywhere on public open space in the immediate area. |
| Phase Four | |
| Minoru Arenas | Not applicable |
| Nature Park House | Not applicable |
| Kinsmen Pavilion | Not applicable |
| Minoru Sports Pavilion | Not applicable |
| Brighthouse Pavilion | Not applicable |
| Steveston Martial Arts Centre | Not applicable |

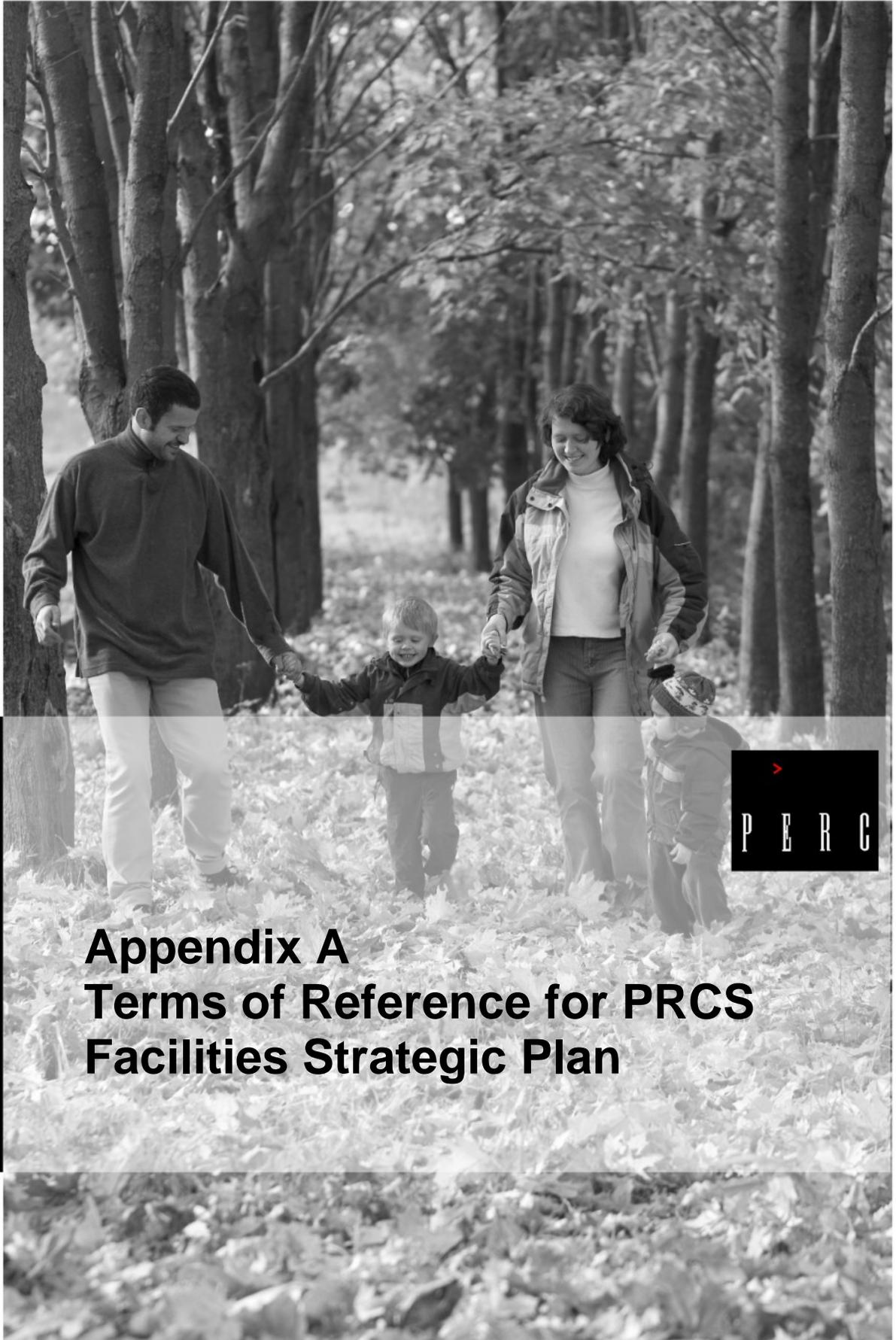
7. Justification for Recommended Scenario

The recommended facility development scenario represents the best overall location and packaging of PRCS amenities according to the criteria that were used to evaluate options. More detail on these criteria is provided below.

- Synergistic co-location with other civic or public services** – There are many examples of how facilities will benefit from co-location with other public services. Operating efficiencies and improved customer services will result from developing the Visual and Performing Arts Centre with the Museum. Similar benefits will result from co-locating the City Centre Community Centre South with the Minoru Activity Centre, attaching both to Caring Place and having both across the street from the Cultural Centre, Library and Minoru Aquatic Centre. The Richmond Sport Tournament Centre benefits from its proximity to the proposed Trade and Exhibition Centre on the same site. The restored buildings at the Terra Nova Rural Park Historic District could be put to good use as part or all of the proposed Richmond Environmental Centre.
- Possible opportunities to incorporate projects into mixed-use development opportunities through private-sector partnerships.** There are significant benefits to partnering with the private sector. The incorporation of the City Centre Community Centre South and the Minoru

Activity Centre into a mixed-used residential development (with the two PRCS facility spaces on the bottom floors of a multi-storey building, which could include seniors housing) would produce significant benefits, both in terms of capital cost sharing in delivery, and in synergistic benefits to users.

- **User benefits from proximity of adjacent commercial services** – Facilities at Brighthouse Park are across the street from evolving mixed uses along No. 3 Road at the intersection of Granville Street. There will be reciprocal benefits between commercial arts amenities and the Visual and Performing Arts Centre in the Arts District.
- **Site Availability** – This has a significant influence on the siting and timing of facility development, especially for projects identified for implementation in Phase 1. City ownership of land in the Civic Precinct will allow several high priority projects to be expedited; namely City Centre Community Centre South, Minoru Activity Centre, and Minoru Aquatic Centre.
- **Operational efficiencies** – Many operating efficiencies have already been mentioned above. The greatest efficiencies can be gained by co-locating the three main amenities on Brighthouse Park, co-locating Minoru Aquatic Centre close to Minoru Arenas, co-locating two facilities within the Arts District, locating the Environmental Centre in a rural park with heritage buildings and moving three Community Halls and Annexes within their respective **Community Centres**.
- **Maximum accessibility within the intended market** – Two new Community Centres would be within easy walking distance of the majority of their surrounding community users. Most new City wide and Regional services are along No. 3 Road or within a short walk from it.
- **Environmental sustainability** – Co-locating facilities and developing them in a more urban format will use less land and require less energy. Locating major new amenities along major transit corridors and close to Canada Line stops will reduce dependence on private vehicles to use them.
- **Funding partner potential** – Many partners exist and will be relied upon to assist with and expedite development.
- **Reuse of valuable existing infrastructure** – Any existing infrastructure which has substantial functional life expectancy will be fully utilized within the proposed development scenario.
- **Fit within the City Centre Plan** – All amenities comply with the City Centre Plan siting criteria except for the Richmond Environmental Centre which is located in an area which will promote access by non motorized vehicles.



Appendix A
Terms of Reference for PRCS
Facilities Strategic Plan

Terms of Reference: PRCS Facilities Strategic Plan

1. Brief background.

In June 2006, City Council resolved:

(1) That the 2005 – 2015 Parks, Recreation and Cultural Services Master Plan be adopted with the following amendments and recommendations

(b) Develop a Facility Evaluation Framework for future facility development to assess how the City will make decisions regarding infrastructure investment and that this be added to Section 7.6 (Facilities and Amenities Recommendations).

(c) Reprioritize 2007 – 2011 Capital Priorities to include Minoru Place Activity Centre (Section 7.4)

(2) That staff look at the Places and Spaces chapter of the (Parks, Recreation & Cultural Services) Master Plan and undertake analysis of priorities and partnerships in relation to facilities and amenities (Section 7.4), and report to Committee by December 1, 2006.

(3) That subject to the decisions on priorities and amenities in relation to facilities, and secondly the City Centre Amenity Study, that staff proceed with implementation of the Master plan recommendations and report on progress to Council once per year.

An Evaluation Toolkit for Facility Investment has been created and staff have completed the evaluation and prioritization of the City's PRCS facilities and amenities. The initial intention was to bring the report with the findings to PRCS Committee at the end of February 2007.

A long-term strategy for replacing, retrofitting and upgrading existing facilities, and for new facility development is now required as a **comprehensive Parks Recreation and Cultural Services Facility Strategic Plan**.

Key drivers

- Twenty-five projects have been prioritized using the evaluation criteria contained in the Toolkit. A strategic model needs to be developed to demonstrate how and when these projects will be implemented.
- There is also a need to see how PRCS facilities fit into the 'bigger picture' of community facilities, city use buildings, community safety buildings, etc. This is not within the scope of this project, but PRCS will need to contribute to Facilities Management providing this picture.

2. Background Work

The following background work has already been completed:

- IBI report "Development of a PRCS Facility Evaluation Framework" – this provides detailed discussion on:
 - the drivers of the framework (including community need, current provision, facility condition assessment, investment opportunities & partnerships, and societal and leisure trends);
 - an assessment of existing facilities,
 - an overview of stakeholder consultation; and
 - an explanation of the Facility Evaluation Framework
- Facility Condition Reports for City Buildings (VFA reports)
- Evaluation Toolkit for Facility Investment
- 25 "Project Evaluation" Reports
- List of prioritized projects.

The Evaluation Toolkit for Facility Investment is a tool that assesses how well each project meets nine evaluation criteria, so that each project is assessed on a like-for-like basis. There are three criteria that relate to triple-bottom line aspects (environmental, social and economic).

3. Defining the Project or Initiative

A comprehensive **Parks Recreation and Cultural Services Facility Strategic Plan** is to be developed.

Evaluations of 25 projects has already been undertaken, so the Facility Strategic Plan will essentially layout the strategy for how these projects will be implemented. This relates to both how (potential funding and partnership opportunities, co-location and synergistic opportunities), where (potential locations and land requirements) and when (possibly a 5, 10, 15, and 20 year timeframe). Preliminary (broad-order) cost estimates and funding the plan would also need to be included, as would the 2-year planning cycles required for each project.

The project evaluations have included an assessment against triple bottom line (TBL) criteria. The PRCS Facility Strategic Plan will ensure sustainability/TBL aspects are further addressed.

The twenty-five projects that have been evaluated should be divided into:

- New build
- Replacement
- Retrofit (upgrade)
- Retrofit (maintenance)

Along with the twenty-five projects that have already been assessed, there are other facilities that will likely require investment over the long term, and these will need to be included in the PRCS Facility Strategic Plan.

The PRCS Facility Strategic Plan needs to be integrated with the Corporate Facilities Strategic Plan and the Tangible Capital Assets Program. Liaison with Facilities Management and Budgets will be required.

It is envisioned that a consultant would assist PRCS staff through this process, which may involve:

- Consultant being brought up to speed on background information (meeting required)
- Workshop 1. A day-long workshop with the PRCS Management Team and other key City departments to explore possible options (i.e. co-location, location and land requirements, partnership opportunities, etc). This workshop would need to take place before the end of March.
- Staff work required (workshop input, review, etc)
- Consultant to draft initial strategic plan based on input from Workshop 1.
- Workshop 2. To refine draft strategic plan, including preliminary cost estimates.
- Consultant to provide written PRCS Facility Strategic Plan by mid May for City comment.
- Strategic Plan finalized by end May 2007.

A work plan / proposal would be requested of the consultant.

Outcomes

- a) That a Facility Strategic Plan will be submitted to Council for consideration in June 2007.

4. Stakeholders (this should include both internal and external)

PRCS partners and community stakeholders were consulted during development of the Evaluation Toolkit and had opportunity to provide comment on the Evaluation Reports for each individual project, prepared by staff. It is not envisaged that any additional stakeholder consultation take place outside of City staff.

- | | | |
|--|--|---|
| a) Consulted | b) Involved | c) Informed |
| <ul style="list-style-type: none">• PRCS management staff• Facility Management• Planning• Budgets | <ul style="list-style-type: none">• Other City staff as required | <ul style="list-style-type: none">• TAG• Council |

5. Outline of High Level Actions and Timelines

The development of the PRCS Facility Strategic Plan is anticipated to commence immediately and be completed by late May 2007, in order to bring a report forward to the PRCS Committee on June 26th 2007, in preparation for the 2008 Capital Budget process.

High level actions:

- Review project outline with Parks Recreation & Cultural Services management team
- Develop Terms of Reference for Consultant
- Retain consultant
- Follow consultant's work plan (staff involvement as required)
 - Workshop 1 (March 2007)
 - Workshop 2 (April 2007)
- Draft Facility Strategic Plan
- Review by PRCS Management Team
- Report to Committee / Council



Appendix B
Some Optional Facility
Development Scenarios

Appendix B - Some Alternative Development Scenarios

The three of the scenarios described below all respond favourably to the following criteria which were used to drive the creation of scenario options;

- Synergistic co-location with other civic or public services
- Possible opportunities to incorporate projects into mixed-use development opportunities through private-sector partnerships
- User benefits from proximity of adjacent commercial services
- Site availability
- Operational efficiencies
- Maximum accessibility within the intended market
- Environmental sustainability
- Funding partner potential
- Reuse of valuable existing infrastructure
- Fit within the City Centre Plan

Scenario A – A Focus on the Cultural Precinct

Summary description

In this scenario, a significant investment is made over the next 20 years in the Cultural Precinct, creating the critical mass necessary to ensure its success. It will anchor the north end of the No. 3 Road corridor through City Centre, and Minor Park would continue to anchor the south end of that corridor - in the same way that the Oval and Garden City site will provide east and west anchors to the lateral corridor through the Centre. There would be no major indoor leisure amenities on the Garden City site and none at the Centre of the City site. All major investments would be concentrated at two ends of the north/south corridor.

Tradeoffs

Scenario A would be technically more difficult to phase, as the details will reveal. It pushes investments in the Cultural Precinct further down the timeline, because most of the projects in this area have lower priority numbers. However, it excels at packaging facilities together in synergistic fashion.

Specific Facility Locations

As a first phase, there would be major investment on the Minoru Park site. On this site there would a smaller facility footprint than the status quo, but there would still be a major reinvestment in assets with the focus on “going up” using airspace. Four significant projects would be somehow timed and coordinated (that’s the difficult part) to redevelop the south east corner of the park around the existing Minoru Gate. The total parking and building footprint would be reduced as facilities are replaced using a more urban design (rather than suburban design) which recognizes the value of this land and its surrounding high rise land uses.

Those three would be:

- 1 City Centre South
- 3 Minoru Aquatic Centre
- 4 Minoru Place Activity Centre
- 23 Minoru Sports Pavilion

The Library would continue in its present premises with about 40,000 square feet of usable space. In this scenario, instead of having one (7) Main Branch (100,000 square feet) and one additional (16) City Centre Branch (25,000 square feet) totalling 125,000 square feet in the City Centre, there would be two large libraries; each about 40,000 square feet in size, and each positioned to take synergistic advantage of other adjacent spaces to reduce the overall need.

The remaining 60,000 square feet of the Minoru Gate building would be used to accommodate some parts of or all of the new City Centre Community Centre (1) and/or the Activity Centre (4). The problem here is that this space cannot be made available for these high priority uses unless and until the Cultural Centre (18) and the Museum (10) are relocated in new facilities and they are much lower priority projects. This is also the hard part of this scenario.

In the Cultural Precinct, there would be a total of 6 major assets; planned and developed to share as much space as possible and to operate as synergistically as possible, within a pedestrian friendly, combination public institutional/commercial environment. These six projects would include:

- 7 Main Library (but only 40,000 square feet, instead of the stipulated 100,000 sq. ft.)
- 10 Richmond Museum
- 12 Richmond Environmental Centre
- 13 Visual and Performing Arts Centre
- 15 Community Centre North
- 18 Cultural Centre

Two of them (10 and 18) replace existing amenities in a larger format. The remainder have been conceived as new amenities. All but the Community Centre (15) operate on a City/Regional scale and this could work (in the same way the Roundhouse Community Centre in Yaletown acts as a primarily a City wide arts centre but also acts as a community centre for the immediate population).

If it is deemed that the Community Centre should not be located in a City/Regional precinct, it could be shifted to a park site further east. However, there is more potential for joint use of spaces if it is adjacent to the other cultural amenities.

Scenario B – Shifting Facilities South

In this scenario, the investment in the Cultural Precinct would be cut in half, with amenities being relocated toward the centre and the south of the City Centre. Instead of 6 projects in the cultural centre, there would only be three. One of the three removed amenities would be located at the Centre of the City site, one would be located next to City Hall and one would be retained within Minoru Park. However, one of the largest footprint buildings from Minoru Park would be relocated to the Garden City site. The net shift from Scenario A is three moves south from the Cultural Precinct; two new facilities on the major east/west corridor of the City Centre and one new facility next to City Hall.

Tradeoffs

This scenario would be much easier to make work technically as the phasing and inter-relationship between projects is a little more straightforward. The result is that fewer low priority projects have to be accommodated before higher priority ones move into their

space. However, there is slightly less synergy of projects. That is, from an operating efficiency point of view, each facility doesn't benefit as much from the amenities around it, and nor do the users enjoy those benefits.

Specific Facility Locations

As a first phase, there would be the development of the Community Centre South (1) next to the existing City Hall.

Following that, there would be the development of a new Minoru Aquatic Centre on the Garden City site.

Then a new Main Branch Library could be incorporated into development of the property around the Centre of the City Park site at Number 3 Road and Lansdowne.

Once those are complete, there could be some investment on the Minoru Park site. On this site there would be a smaller facility footprint than in Scenario A as there would be less library space, and no Minoru Pool. However, there would still be a major reinvestment in assets with the focus on "going up" using airspace. Four significant projects would be timed and coordinated to redevelop the south east corner of the park around the existing Minoru Gate. The total parking and building footprint would be reduced as facilities are replaced using a more urban design (rather than suburban design) which recognizes the value of this land and its surrounding high rise land uses.

Those four would be:

- 4 Minoru Place Activity Centre
- 16 City Centre Library Branch (25,000 sq. ft.)
- 18 Cultural Centre
- 23 Minoru Sports Pavilion

The Library would continue in its present premises but would become a Branch library and be reduced to about 25,000 square feet of usable space. This would mean that the remaining 75,000 sq. ft. of space in Minoru Gate would be redeveloped to accommodate both the Seniors Activity Centre and the Cultural Centre.

In the Cultural Precinct, there would be a total of 3 major assets; planned and developed to share as much space as possible and to operate as synergistically as possible, within a pedestrian friendly, combination public institutional/commercial environment. These projects would include:

- 10 Richmond Museum
- 13 Visual and Performing Arts Centre
- 15 Community Centre North

In this scenario, there is more need to locate the Community Centre North within the Cultural Precinct in order to maximize operating efficiencies and a critical mass of public amenity.

In this scenario, the Richmond Environmental Centre (12) would be located on the Richmond Nature Park and would replace both the Nature Park House and the Kinsmen Pavilion.

Scenario C – A Focus on the Centre of City Centre

Summary description

This scenario continues to move amenities southward. It takes the three remaining facilities within the Cultural Precinct and moves them to the Centre of the City development and to Minoru Park. However, to protect Minoru Park from overdevelopment, one more amenity is relocated from the park to the Garden City site. The net result is three additional projects along the east west City Centre corridor and none remaining within the Cultural Precinct.

Tradeoffs

This scenario increases the synergy between the Seniors Activity Centre and the Wellness features of the new Minoru Aquatic Centre by collocating them (as they were in Scenario A, but not in Scenario B). It also reinforces the amenities within the Centre of the City project although the museum might not find as much outdoor display space on this site. It further reduces footprint on Minoru Park but increases the need to develop lower priority projects to free up space in Minoru Park for higher priority ones.

Specific Facility Locations

As a first phase, the City might develop a new Minoru Aquatic Centre (3) and a Seniors Activity Centre (4) on the Garden City site. They would both benefit from collocation. That would centralize both aquatics and seniors services more centrally within the City's highest concentration of users, but away from their traditional user base.

The second phase of development would be a new Main Branch Library (7) and a Museum (10) as part of the Centre of the City development. At the same time a third component of this site, the Visual and Performing Arts Centre (13) could proceed; or that project could come at any time later.

The above development reduces the need for a large Main Branch library on Minoru Park and the Minoru Gate could then be redeveloped to include a new Community Centre South (1) and an expanded Cultural Centre (18). The existing Main Branch would be reduced in size to a Branch Library size

The redevelopment of the Minoru Pavilion (23) could be linked to the redevelopment of the above spaces in the southeast corner of the park or it could proceed at a later date.

In this scenario, the Richmond Environmental Centre (12) would be located on the Richmond Nature Park and would replace both the Nature Park House and the Kinsmen Pavilion.