



City of Richmond

Report to Committee

To Parks Rec & Culture - Oct 17, 2006

To: Parks, Recreation and Cultural Services Committee

Date: September 26, 2006

From: Kate Sparrow
Director, Recreation & Cultural Services

File: 08-4045-20-10

Dave Semple
Director, Parks & Public Works

Re: **Parks, Recreation & Culture Places & Spaces in City Centre**

Staff Recommendation

That the desired parks, recreation & culture places and spaces and location criteria as described in Table 2 of the attached report, "Parks, Recreation & Culture Places & Spaces in the City Centre," be adopted into the City Centre Area Plan Update process for inclusion in the amended City Centre Area Plan targeted for completion in 2007.

Kate Sparrow
Director, Recreation & Cultural Services
(4129)

Dave Semple
Director, Parks & Public Works
Operations (3350)

Att. 3

FOR ORIGINATING DEPARTMENT USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Land Management.....	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
Policy Planning.....	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

On January 18th 2005, Planning Committee endorsed the following resolution:

That:

- (1) *the following be referred to staff for further review: for the West Cambie Planning Area, land not be acquired for a community recreation facility and the community recreation facility needs of the West Cambie area be incorporated into City Centre planning; and*
- (2) *staff identify the specific North City Centre and South City Centre community facility needs, funding alternatives and report back to Council for further direction.*

On March 13th 2006, Council adopted the guiding principles for planning for parks, recreation and cultural services in City Centre. These principles guided a work plan for determining desired Parks, Recreation & Cultural Places and Spaces in City Centre and identifying specific location criteria for these amenities.

The purpose of this report is to recommend the identified desired places and spaces and location criteria be adopted by Council for inclusion in the City Centre Area Plan Update Planning Process.

Findings of Fact

The guiding principles adopted by Council for the planning of Parks, Recreation & Cultural Services in City Centre are as follows:

1. Recognize our unique urban environment
 - a. Densely populated residential areas
 - b. Thriving business sector
 - c. Culturally diverse community
 - d. Transit oriented community
 - e. Proximity to the waterfront
 - f. International Gateway City
2. Plan for sustainable development
 - a. Social – plan for places and spaces which support cultural harmony and a complete community
 - b. Environmental – plan for safe environments, appropriate open spaces and green facilities
 - c. Financial – take advantage of partnerships and development opportunities to support initiatives
 - d. Cultural – include arts and heritage as a vital part of the planning process
 - e. Provide transportation choices with links to pedestrian, bicycle and public transit
3. Balance current and emerging needs
 - a. Acknowledge the differences in the North and South areas of City Centre

- b. Recognise the needs of current residents
- c. Coordinate planning with progress regarding the Richmond Oval, Minoru Precinct, Garden City Lands, CanadaLine and the International Destination concept

4. Ensure the adequate future capacity of City Centre Facilities

In addition to the Council adopted guiding principles, the Parks, Recreation & Cultural Services (PRCS) planning process for City Centre was informed by the concurrent work of the Policy Planning Department on the City Centre Area Plan Update. Key considerations included the following:

1. The City Centre Area Plan Goals:
 - i. Build a complete community
 - ii. Build green
 - iii. Build economic vitality
 - iv. Build a legacy
2. The potential addition of the Bridgeport Planning Area to the City Centre Planning Area.
3. The proposed capacity population of 120,000 residents in City Centre
4. The concept of 10 urban villages including 5 villages centred around CanadaLine stations
5. The identified “Urban Village Attributes”

Analysis of the current reality in City Centre undertaken within the planning process identified the following:

1. Population Characteristics

Demographic	Today	Future
Population	42,000	Expected to grow by 200% or more to 120,000 –156,000
Ethnicity	63% visible minority; 45% ethnically Chinese	Current migration patterns and emphasis on services for Chinese speaking individuals suggest this ethnic make-up is unlikely to change significantly.
Older Adults	33% of the population is over 50	Population in Canada, BC and Richmond is aging; median age is expected to rise to 48 years by 2031 (StatsCan 2006)
Youth	18% of the population is 19 or under	Percentage of youth is expected to decline in relation to population increase; actual number is expected to increase.
Jobs	Approximately 30% of Richmond jobs are in the City Centre	Percentage is expected to remain the same or grow (to be confirmed in City Centre Area Plan Market Study)
Housing	Over 73% of City Centre residents live in apartments	Up to 100% of residents to live in multi-family housing. (City Centre Area Plan Update)

*All data is produced by the City of Richmond unless otherwise noted.

2. Trends in Urban Parks & Recreation

Examination of existing parks, recreation & cultural places and spaces in other urban centres such as Vancouver, North Vancouver, Seattle and Portland identified the following trends:

- a. Integration of recreation facilities with community services and / or corporate ventures.
- b. Small footprint recreation facilities within office or residential developments
- c. Flexible, multi-purpose spaces both indoors and out
- d. Incorporation of informal gathering places in both indoor and outdoor spaces
- e. Coordination of trails and greenways with landmark facilities and key open spaces.
- f. Privately owned, publicly accessible open spaces

3. Community Needs

A forum was held in May 2006 which included representatives from parks, recreation & cultural services stakeholder groups within the City Centre and from across Richmond. Staff introduced participants to the planning process, existing demographic information relating to City Centre and the current reality of places and spaces in the area. Forum attendees then participated in a facilitated discussion which helped identify the following community needs:

- 1. Flexible multi-purpose spaces
- 2. Additional city-wide services such as swimming pools and arenas
- 3. Connections between facilities, green spaces and well-lighted trails
- 4. Safe places and spaces specifically for children and youth

4. Existing Places:

Current parks, recreation & culture facilities in City Centre were examined in terms of usage and facility condition. Key findings are described in Table 1: Existing Places.

Table 1: Existing Places

Place	Primary Population Served	Usage	Facility Condition / Issues
Lang Centre	Community	70% of program registrants are City Centre residents; at maximum capacity with varied programming including preschool, child, youth and adult programs.	Good condition; small size limits programming ability although good partnerships with schools and other agencies have been developed.
Cultural Centre	City-wide	Includes archives, art gallery, arts centre & museum; all services are at capacity and have been identified as requiring additional space.	Good condition; minor renovations are helping ease some capacity issues for the short term.
Main Library	City-wide	Currently serving both City and community needs and is undersized to serve both these needs.	Good condition and recently renovated to increase circulation and usage.

Place	Primary Population Served	Usage	Facility Condition / Issues
Minoru Activity Centre	City-wide	2033 members in 2005 (4% of city-wide Senior's population); higher percentage participate in tours, trips and special events; hot meal service is unique to this facility.	Poor condition; small size limits programming abilities.
Minoru Aquatic Centre	City-wide	35% of lesson registrations are City Centre residents; capacity is maximized; aquatics identified as one of the highest participation activities in Richmond.	Poor condition and nearing end of its lifespan.
Minoru Arenas	City-wide	35% of lesson registrations are City-centre residents; use is maximized in prime times.	Good condition with no plans for replacement within the next decade.
Minoru Chapel	City-wide	Well used for a variety of special events	Heritage facility requiring maintenance in a timely and historically sensitive manner.
Minoru Sports Pavilion	City-wide	Well-used for city-wide activities and to support Minoru park user groups.	At the end of its lifespan.
Gateway Theatre	City-wide	City-wide and regional users; used for both educational programming and professional performances; space is maximized.	Good condition although provides a poor environment for certain types of performing arts such as dance and voice.
Richmond Oval	City-wide	Anticipated to serve a combination of community, city-wide and regional users.	TBD

5. Existing Spaces

The existing inventory of parks and open space in the City Centre is 189 acres including both City and School District owned lands. Approximately 94% of the existing parks and open spaces are located south of Westminster Highway and provide a mix of neighbourhood and city-wide services to those neighbourhoods. The School District owned lands are also south of Westminster Highway and are comprised of 43 acres. The areas north of Westminster Highway are not adequately served by the current amount and distribution of parks and open space.

A renewed focus on Richmond's Waterfront provides opportunities for locating a significant future park space along the middle-arm, thus helping to complete the "Green Necklace" envisioned for Richmond's City Centre.

6. Guidelines and Service Standards

Community Recreation:

Currently, in areas served by a community centre, there is an average of 1 square foot of community centre space per resident; or, in most cases, one 35,000 square foot facility accessed by approximately 35,000 residents. The recreation needs of City Centre residents are similar to those across the City so it is expected that a similar square footage will meet their needs. This 35,000 square foot size for a facility is consistent with most 'large' community centres in other cities in British Columbia and Canada.

Parks:

The Existing Parks guidelines include the following recommendations:

- a. City Centre Planning Area – 3.25 acres / 1000 residents of open space within the area
- b. City-wide – 7.66 acres / 1000 residents of open space available for all residents across the City

To meet these park guidelines in City Centre, a total of 390 acres of open space will be required to serve 120,000 future residents. Given this large amount required, the reduced City-Centre standard and the planned density of the area, it will be important to ensure that, in general, new community facilities not be constructed on park land.

Libraries:

The Library Board has identified a Canadian standard of 0.8 square feet of library space per resident for libraries of Richmond's calibre. The needs of City Centre residents may be partially met by a Main Library in their planning area accompanied by appropriate branch locations. The Library Board has suggested a main library branch should be approximately 100,000 square feet and a branch library should be approximately 25,000 square feet.

Analysis

Review of the guiding principles, the City Centre Area Plan Update, the existing and future conditions and community needs in City Centre and established guidelines or service standards help identify the desired places and spaces and location criteria in City Centre as described in Table 2 on the next page. Based on the location criteria, Attachment 1 provides a map of possible locations for these places and spaces. It is expected that specific development opportunities will influence actual locations.

Community Feedback:

The list of desired places and spaces, location criteria and draft map were shared with the public through the City Centre Area Plan Public Consultation process. This process included a stakeholder meeting on July 19th 2006 which was attended by a number of parks, recreation & culture stakeholders (Attachment 2), open houses from July 18th – 22nd 2006 and a meeting with the Library Board on July 26th 2006. A survey was distributed to consultation participants with a total of 91 respondents (Attachment 3). In general, respondents felt that the proposed places and spaces meet the needs of 120,000 residents but are not enough to support 156,000 residents.

They also identified parks, then community centres, and then libraries as priorities for implementation.

Next Steps

An implementation plan is required to support the desired places and spaces and location criteria. The PRCS Facilities & Amenities Study currently underway to identify city-wide priorities and partnerships is expected to be complete in December 2006 and will help inform priorities and partnerships for City Centre. The City Centre Area Plan Update Implementation plan to be undertaken in the spring of 2007 will help determine costs and development strategies.

Financial Impact

There is no financial impact of endorsing the Parks, Recreation and Cultural Services desired places and spaces for City Centre or the location criteria for inclusion into the City Centre Area Plan Update.

Conclusion

Inclusion of the desired places and spaces for parks, recreation and culture places and spaces and accompanying location criteria into the City Centre Area Plan Update will help ensure that these important amenities meet the needs of both the current and future population in the area.



Serena Lusk
Planner II
(4611)

SL:sl

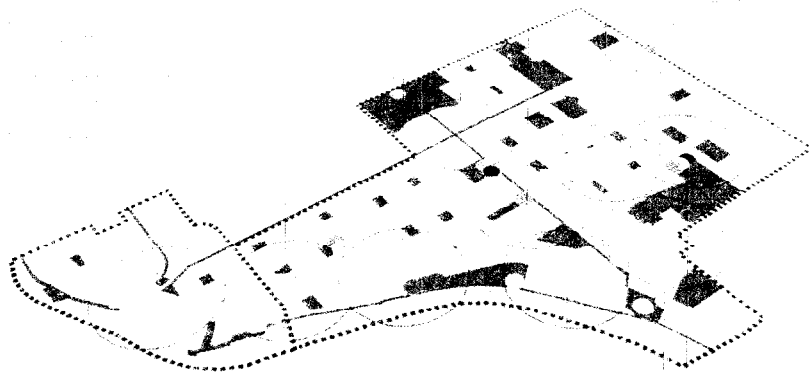
Table 2: Desired Parks, Recreation & Culture Places & Spaces in City Centre and Location Criteria

Service Area	Place or Space	Notes	Location Criteria BOLD: Must be considered <i>Italics: Should be considered</i>
Neighbourhood	Neighbourhood Parks	A number of neighbourhood parks exist already in the south end of City Centre. A number additional parks serving a maximum 0.8km radius are envisioned for both residential and commercial neighbourhoods.	<ul style="list-style-type: none"> • Within a village Centre • <i>Walking access from a village centre without interruption by major thoroughfares or physical boundaries</i>
	Library Lending Service	This service is envisioned to be a location where residents can pick-up or return materials – not a full service library	
	Community Centres (4)	The large number of city-wide services in the area mean that at least two of these community centres could be quite small, "neighbourhood house" facilities. The other two are envisioned as co-located within residential or commercial development.	<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 within the City Centre • <i>Village focal point</i> • <i>Access to open space</i> • <i>Automobile parking options</i> • <i>Specific Co-location opportunities with community or city-wide amenities</i> • <i>Proximity to similar or complimentary amenities outside of City Centre</i>
	Branch Libraries (3)	The current main library could be reduced from its current 40,000 square feet to approximately 25,000 square feet if a new main library was established.	
Community Parks (2)	Garden City Park currently serves the south sector of City Centre with a unique blend of amenities. A community park in the north would offer complimentary amenities relevant to its context.		
	Trails Network	Significant trailway work is required to connect amenities, parks and key geographic features in the City Centre.	<ul style="list-style-type: none"> • High Visibility location • Contributes to the identification of a 'City-Centre' • Proximity to commercial amenities • City-wide transit access • Automobile parking options • Comfortable pedestrian and bicycle access • Co-location opportunities • Proximity to similar or complimentary amenities within the City Centre • Availability / access to land or appropriate space • <i>Proximity to regional transportation links</i> • <i>Proximity to special geographic features (ie. Riverfront)</i> • <i>Specific co-location opportunities</i> • <i>Trail and greenway access</i>
City-Wide	City-wide Parks (2)	Minoru Park is the traditional central park for City Centre but with the vision of embracing the Middle Arm as part of City Centre, a high profile waterfront park will provide a setting for formal and informal public gatherings and a staging area for water-based recreation.	
	Main Library (1)	The Library Board has established 100,000 square feet as the desired size for a Main Library	
	Arenas (1) – 2 rinks Aquatic Centres (1) – 2 pools	Existing in the Minoru Precinct. Current facility in the Minoru Precinct must be replaced	

Service Area	Place or Space	Notes	Location Criteria
	Older Adult's Centre (1)	Current facility in the Minoru Precinct must be renovated or replaced	<p>BOLD: Must be considered Italics: Should be considered</p> <ul style="list-style-type: none"> Connectivity with complementary amenities and population centres outside the City Centre.
	Youth Centre (1)	Could be co-located with one or more community centres	
	Art Gallery (1)	Expansion either at the current location or a new location is required to meet community needs.	
	Visual and Performing Arts Centre (1)	To complement the existing programs and services of Gateway Theatre at an alternate location which meets the City-wide location criteria.	
Regional	Richmond Oval	Planned for city-wide and community legacy use after 2010	<ul style="list-style-type: none"> High Visibility location Proximity to Regional Transportation Links Proximity to commercial amenities Proximity to special geographic features (ie. Riverfront) City-wide transit access Automobile parking options Co-location opportunities Proximity to similar or complimentary amenities within the City Centre Availability / access to land or appropriate space Proximity to regional transportation links Comfortable bicycle and pedestrian access Specific co-location opportunities Trail and greenway access Connectivity with complementary amenities and population centres outside the City Centre.
	Theatre	Existing at Gateway	
	Cultural Attraction (minimum of 1)	A major attraction of such a size to draw a critical mass of both residents and visitors to support its viability and growth. ie) Museum of Natural History, the Museum of Glass To be encouraged to be developed privately	



Community Centres - Community Centres are intended to serve as hubs of activity and gathering within each village. They will provide space for people to interact, meet and work together. Community centres will be provided in each village to serve as a focal point for community activities and services. They will be designed to be inclusive and accessible to all residents, including those with disabilities. Community centres will be provided in each village to serve as a focal point for community activities and services. They will be designed to be inclusive and accessible to all residents, including those with disabilities.



Amenity	Population Served	Location Rationale/Features
Community Centres		
Libraries		

Amenity	Population Served	Location Rationale/Features
Sports Amenities		
Village Amenities (not shown on map)		

What are your priorities for parks, recreation & cultural amenities in the City Centre?

Please fill out a questionnaire and let us know what you think!



ATTACHMENT 2

CCAP UPDATE STAKEHOLDER MEETING
List of Invitees/Attendees, July 19, 2006

	Invited Stakeholder Groups*	Attendance
1	Richmond Intercultural Advisory Committee	
2	Richmond Disability Committee	YES
3	Seniors Advisory Committee	YES
4	Child Care Development Board	
5	Advisory Committee on the Environment	
6	Advisory Design Panel	
7	Public Art Commission	YES
8	Touchstone Family Association (RCSAC)	
9	City Centre Community Association	YES
10	Sea Island Community Association	
11	Richmond Sports Council	YES
12	BC Sports Council (Richmond)	
13	Richmond Aquatics Services Board	
14	Minoru Seniors' Society	YES
15	Richmond Fitness & Wellness Society	
16	Richmond Nature Park Society	
17	RACA	
18	Richmond Art Gallery Association	YES
19	Richmond Family Place Society (RCSAC)	YES
20	Volunteer Richmond Information services	
21	Richmond Society for Community Living	YES
22	Richmond Children First	
23	Richmond Chinese Community Society	YES
24	Vancouver Coastal Health	YES
25	Tourism Richmond	YES
26	Richmond Chamber of Commerce	YES
27	North Fraser Port Authority	YES
28	Urban Development Institute	YES
29	Canada Line Company	YES
30	Workers Compensation Board	YES
31	SUCCESS	
32	Strait of Georgia Marine Rescue Society	
33	Richmond Business Liaison & Communications Com.	
34	Richmond Economic Advisory Committee	YES
35	Canada Lands Company	
36	Musqueam First Nation	
	TOTAL Stakeholder Groups Represented	18**

* Future stakeholder meetings will be made available to additional stakeholder groups based on expressions of interest received by the City including, for example, the Metro Vancouver Planning Coalition represented by Richard Balfour.

** Total attendees (e.g., number of stakeholder group representatives) = 20 people

ATTACHMENT 3

EXCERPT FROM SURVEY RESPONSES:

Complete survey responses presented to Planning Committee -- October 3rd 2006.

CCAP OPEN HOUSE 1 - July 2006 - Summary

What are your comments regarding:

1. Do the amenities and proposed locations meet the needs of a City Centre population of:

- a. **120,000?** (Board 22)
- b. **156,000?** (Board 22)

7	Preference	Yes	No	Don't Know
a	Response	40	7	18
b		19	25	16

Comments

- Maybe?
- Unrealistic; can not expect
- Need to study brochure
- Missing a clearly articulated vision for social and health services.
- Higher population will mean long waits for some amenities
- Schools, social houses, centres, cultural venues.
- Health services, social services, [and] schools need to be included.
- Yes [to 120,000 resident scenario and "no" to 156,000 resident scenario] unless health, schools are included.
- Not enough fire engines. Infant day care.
- Keep public facilities public – no private partnerships. Keep private development away from parks and waterfront!!
- If there are less people, I think it's better.
- Using Vancouver as an example this appears reasonable.
- Not enough for existing.
- Too much development in tight pockets.

2. What are your priorities for parks recreation and cultural amenities in the City Centre?

(Board 23)

8	Priority
Parks	1st
Community Centres	2nd
Libraries	3rd
Cultural Amenities	4th
Older Adult & Youth Centres	
Sports Amenities	
Village Amenities	
Others	-

Comments

- Parks and recreation only
- Some, not much room
- Other: Outdoor exercise space & rental garden space
- Not sure what will be most needed but I like the idea of relaxing park space adjacent to places we work, shop and commute.
- (1) Cultural, (2) Parks, (3) Recreation (enough already)
- The existing swimming pools at Minoru Road are obsolete and too small in size. We should assign priority to the new Aquatic Centre.
- For north city centre put the amenities, such as (*illegible*), community centre, by the waterfront so everyone can enjoy the view of the waterfront, planes, and mountains.

- Build a large museum in city centre – large enough to display substantial collection at one time – Keep parkland public!
- You need all of it

3. What does a Sustainable, Cultural or Wellness “Centre of Excellence” mean to you?

(Board 25)

11	Priority
Sports and Wellness	1st
Arts and Culture	1st
Heritage	2nd
Sustainability Centre	2nd
Others	-

Comments

- Not much
- Cultural / Health centre
- To expect fully utilizing travelling on Canada Line; I hope park & ride facilities can be worked in.
- A combination of all.
- What are you telling us? We don't need all this (*illegible*) especially concerning the Oval extravaganza.
- Cultural – whose?
- Other: Trade Union Centre & Retirees Resource Centre
- Richmond needs to attract more high quality arts events.
- Too much for the “body” in Richmond, not enough for the “mind”.
- Sports/wellness “COFE” – training facility for future Olympians. Cultural “COFE” – Advertising Richmond’s heritage. Sustainability “COFE” – promote sustainable planning/environment practices.
- What does it mean to you?
- Fulfilling the cultural needs of the people spiritually (no religion) mentally, physically.
- To provide an opportunity for citizens to participate in Arts, other Cultural activities, sports, etc.