



To: Richmond City Council
From: Cathy Volkering Carlile
 General Manager - Parks, Recreation &
 Cultural Services
Re: **BC Packers Office Building**

Date: January 20, 2005
File:

Staff Recommendation

1. That staff initiate a process to update the Richmond Heritage Strategy and include the need for expanded museum services and space.
2. That Council end the Order, dated December 13th, 2004, for the temporary protection of the BC Packers office building at 4360 Moncton Street, Richmond, under section 962 of the Local Government Act, and
3. That Council take no further action regarding the BC Packers office building

PCR

Cathy Volkering Carlile
 General Manager - Parks, Recreation & Cultural Services

FOR ORIGINATING DIVISION USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Budgets.....	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
Law	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
Policy Planning	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>			
REVIEWED BY TAG	YES	NO	REVIEWED BY CAO	YES	NO
	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<i>MK</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Staff Report

Origin

On December 13th, 2004, Council passed a motion regarding the BC Packers Building in Steveston.

(1) Council hereby orders that the real property formerly the head office of BC Packers and described as:

PID 025-470-809 Lot 2 Section 11 Block 3 North Range 7 West New Westminster District Plan BCP842, owned by Steveston Independent School Society, Inc. No. 40999S is temporarily protected in accordance with Section 965 of the Local Government Act.

(2) No alterations to the property may be undertaken without obtaining a heritage alteration permit.

(3) City staff are hereby authorized to post notices on or near the property advising of this designation and no person shall alter or remove the notices posted without the approval of Council.

(4) This order shall be in effect for a period of 60 days which includes the day of the passage of this resolution.

(5) City staff are directed to consult with the owners with regard to the future of the facility, and to request the ability to inspect the building, and in the event that the owner does not allow inspection of the interior of the building, then heritage designation of the building be undertaken pursuant to Section 965 of the Local Government Act.

The above Council motion has generated various implications, which are addressed in this report.

Synopsis Of Report

Issues

This report addresses three issues, namely:

- whether or not the City should buy the former BC Packers office building,
- whether or not the City should designate the former BC Packers office building "Heritage", and
- how the City can improve certain community services (e.g., museum, library).

Importance

As City buildings must be viable, it is suggested that the priority ranking of the three issues is as follows:

1. how the City can improve certain community services (e.g., museum, library),
2. whether or not the City should buy the former BC Packers office building, to do so, and
3. whether or not the City should designate the former BC Packers office building "Heritage".

Summary

Staff conclude that Council:

- direct staff to initiate a process to update the existing Heritage Strategy and include the need for expanded Museum services and spaces
- end the current heritage Order for the temporary protection of the former BC Packers office building
- take no further action regarding the former BC Packers office building, and
- not designate the former BC Packers office building "Heritage, primarily due to costs".

Findings Of Fact

1. Chronology

(1) Redevelopment Planning

When the BC Packers site and office building were being planned for redevelopment, Council considered whether or not to acquire the BC Packers office building and specifically chose not to acquire it.

Accordingly, the BC Packers office building site was:

- designated in the Area Plan as “Residential”, and
- designated in the Zoning Bylaw as residential Comprehensive Development Districts, CD/101 for townhouse redevelopment, and CD/102 for single-family housing.

(2) Steveston Independent School Society

After the rezoning, the BC Packers office building was acquired by the Steveston Independent School Society and rezoned to Assembly District (ASY), for a private school. The private school did not occur. The property is currently listed for sale.

(3) Demolition Permit

At the request of the Steveston Independent School Society, the City issued a Demolition Permit for the BC Packers office building on September 23, 2004. This permit expires on March 22, 2005.

(4) Correspondence

(a) Richmond Heritage Commission

In addition, the City received correspondence from the Richmond Heritage Commission. It has urged the City to preserve the BC Packers office building for community use. They suggested that the building become a new home for the Richmond Museum, a new home for the Steveston branch Library, the Community Police Station and for general community centre space. (See **Attachment 1**)

(b) The Richmond Museum Society and the Richmond Heritage Commission

The Richmond Museum Society and the Richmond Heritage Commission also forwarded correspondence urging Council to order a 60 day protection period while it considered whether it should be retained and at minimum, prevent the demolition permit from being acted upon. (See **Attachment 2**)

(5) Temporary Heritage Protection Order

Council considered this request and did place an order on the building.

- The 60 day order concludes on February 10, 2005.
- The City needs to determine whether Heritage Designation should occur or not.
- If not, the order will lapse.

2. Implications of Temporary Heritage Protection Order

The following outlines the facts around the heritage designation issue.

(a) Property and Building Overview

The BC Packers office building is located on its original site at 4360 Moncton Street in the Steveston neighbourhood within Richmond.

- The Area Plan designation for this site is “Residential”, which allows private schools.
- The site is zoned Assembly District (ASY).
- The site is 1.725 acres (249 x 301 sq ft) in size.
- The subject site was subdivided from the original forty-acre (40) river frontage of the Imperial Plant’s fish-processing complex. (See **Attachment 3**)

The property is for sale by its owner, the Steveston Independent School Society.

The BC Packers office building was constructed in 1968 and was designed by PBHJ and Partners (Phillips, Barratt, Hillier, Jones). It is designed in a late variant of the International Style and constructed of reinforced concrete with rubble masonry and precast concrete cladding. (See **Attachment 4**)

It is approximately a 35,000 square feet (sf) two level concrete building with infill block, believed supported on 10-meter length woodpiles. Staff have reviewed the condition of the facility and a report is attached. (See **Attachment 5**)

Landscaping includes broadleaved evergreens with some lawn typical of West Coast plantings.

The site accommodates approximately 60 parking spaces.

The subject property is immediately east of a 0.89-acre City-owned lot that is zoned School & Public Use District (SPU).

Standards of Construction in 1968 would have referenced the National Building Code and seismic standards that may have been considered in its design would have been minimal. As detailed in the 2003 geotechnical report, significant structural upgrades were contemplated for use as a school.

(b) Residential Potential of the Property

The property is located in a predominantly residential area surrounded by the Imperial Landing Development, and therefore has potential for redevelopment to residential uses.

(c) Zoning and Development Potential of Property and the Adjacent Property

Staff have completed a preliminary review of the development potential of the property owned by the Steveston Independent School Society Inc. and the zoning and development potential of both the subject property and the adjacent City-owned property, and note the following:

- Both properties are designated "Residential" in the Steveston Area Plan, which permits single-family, two-family, and multiple-family residential development;
- The Area Plan does not indicate any specific density or form of development; however the adjacent properties are zoned Comprehensive Development District

(CD/101), which permits low-density, ground-oriented townhouse development (0.70 Floor Area Ratio and 50% Lot Coverage);

- On this basis, low-density, ground-oriented residential development may be considered an appropriate form for redevelopment of these sites, subject to public input as part of the rezoning application review process;
- The zoning for the Steveston Independent School Society property is Assembly District (ASY), which allows assembly uses, but does not permit library or museum uses, therefore, rezoning of the subject site would be required to accommodate these uses.
- The adjacent property (City owned) is zoned School & Public Use (SPU), which permits Public Administration Uses, including Library and Museum.

(d) Tax Revenue

The current City taxes collected for the property are \$42,000 annually.

(e) 1998 BC Packers Heritage Inventory

The heritage assessment from the 1998 BC Packers Heritage Inventory by Donald Luxton & Associates is quoted below:

“Built in 1968, and still in use as the company’s head office, this building will likely be retained in the same role for the time being. This functional, modern office building has little architectural or historical significance, but serves a practical role as the headquarters for BC Packers’ international operations.”

(f) Heritage Protection

Meaning

- Heritage property is property that, in the opinion of Council, has sufficient heritage value or heritage character to justify its conservation.
- Heritage character is the overall effect produced by traits or other features, which give the property a distinctive quality or appearance.
- Heritage value means historical, cultural, aesthetic, scientific or educational worth or usefulness of property.

Council Action

Council has made an Order for temporary protection under section 962 of the Local Government Act, which is effective for a period of 60 days.

- No alterations to the property may be undertaken without obtaining a heritage alteration permit.
- The Order may be extended for an additional period if the property owner agrees.
- An Order of this type may only be made once every 2 years, unless the agreement of the owner of the property is obtained.
- To make the Order Council must have considered that the property is, or may be, a "heritage property".
- Council may repeal the Order at any time.

(g) *Heritage Designation Bylaw*

Council may pass a heritage designation bylaw.

The process includes observing the notice and public hearing requirements and reviewing a report that includes the following mandated information:

- The heritage value or heritage character of the property,
- The compatibility of conservation with the official community plan and any other community planning objectives in the area in which the property is located,
- The compatibility of conservation with lawful uses of the property & adjoining lands
- The condition and economic viability of the property,
- The possible need for financial or other support to enable appropriate conservation.

If a heritage designation bylaw causes a reduction in the market value (it may) then the City must compensate the owner.

If the City and the owner cannot agree on the amount, then the matter is arbitrated.

Typically eight (8) weeks are required for the process of preparation/submission of the *Designation Bylaw* for Public Hearing including the required *Report To Committee*, concurrences, presentation to Planning Committee, notices, posting of Bylaw, and review at Public Hearing. An estimate for consulting fees for required heritage documentation will be reported.

(h) *Heritage Revitalization Agreement*

Council may, by bylaw, also enter into a heritage revitalization agreement with the owner of the property which may include provisions regarding the phasing and timing of the commencement and completion of actions; zoning, DP, development costs, subdivision, permits and fees, as well as other terms and conditions.

A public hearing will be required if the agreement permits change to the use or density not authorized by the zoning of the property.

(i) Summary

If Council is interested in retaining the BC Packer office building for community use (e.g., museum, library, police station, community centre), heritage designation is not required.

Staff have:

- Reviewed whether the building and location are suited to the above described uses,
- Concluded that the building could be suited to public uses and, if funded properly, would meet the needs of the community.

Analysis

1. Context

When the BC Packers Site was rezoned, Council decided that:

- The BC Packers office building had limited heritage significance,

- The City of Richmond would not purchase the building,
- The property was best used for residential purposes.

Consequently:

- The Area Plan designation of the BC Packers office site was "Residential"; and,
- The Zoning designation of the BC Packers site:
 - north portion was CD/101, townhouse residential with an F.A.R. of 0.7, and
 - south portion was CD/102, single-family residential with an F.A.R. of 0.6.

Subsequently, the Steveston Independent School Society bought the property and rezoned to permit a private school use, Assembly District (ASY).

2. Parks Recreation and Cultural Services Priorities

Richmond Parks, Recreation and Cultural Services have undertaken a needs assessment and master planning exercise. Staff have established a priority list for Richmond Parks, Recreation and Cultural Services for the next 10 years. It should be noted that this priority list has not been adopted by Council and indicates only the conclusions based on research and planning. The proposed priorities for PRCS facilities over the next 10 years are listed in **Attachment 6**.

3. Demand For Expanded Museum Facilities

The need for expanded museum facilities has been identified for a number of years.

As part of the program planning for the Library/Cultural Centre it had been determined that approximately 8000 square feet should be dedicated to museum space including space for exhibits, programming, display preparation, administration and collection storage. Due to changes in the scope of work, this space was reduced to 2100 square feet of exhibit, program and office space. A rented warehouse of 3000 square feet is used for the majority of the collection storage.

In response to this cutback in space Council, in July 1990, passed the following motion:

That the inclusion of Museum Services display space in any future public heritage building and future expansions of community centres be considered and evaluated on their individual merits but that consideration of a full fledged municipal museum not be undertaken until the results of broader outreach programming and other initiatives have generated sufficient evidence to gauge the degree of broad public interests in the creation of such a facility.

A Museum Strategy was presented to Council in July 1992. The strategy proposed a decentralization of museum services and recommended the acquisition of an 8000 square foot "resource centre" to be the hub of activity for museum services. This facility would house the collection, be a meeting space for heritage groups, a training facility for museum volunteers and allow the public to see and participate in making history come alive. This report was tabled by Council pending "a review of strategies to increase revenues from Leisure Services operations".

Increased museum space was not identified in the Parks, Recreation and Cultural Services Master Plan as other capital priorities were deemed higher needs. However, as a result of the initiatives of the museum and the broader heritage community, the need has been identified to initiate a review and update of the Richmond Heritage Strategy. This would include the need for expanded museum services and space.

4. Partnership Opportunities

Since museum improvements have become an issue, there have been inquiries about the City participating in a partnership to establish a further museum in the BC Packers building.

There has been no research about the merit of partnering with other community organizations at the time of writing the report.

5. Funding Impact

To acquire and renovate this property, there are two City sources of funding to immediately consider, the BC Packers Legacy Provision and the Steveston Road End Fund.

- The BC Packers Legacy Provision has about \$200,000.
- The Road Ends Reserve has about \$720,000.
- Total: \$920,000, leaving any remaining funds to come from other sources plus operating costs of in excess of \$1,000,000 per year.

Should Council wish to pursue this project, staff would draft a financial plan to address both capital and operating funding and bring this back to Council. Included in this report would be the impact on any other City priorities and projects already approved in the 5-year capital.

Other possible sources of City funding include:

- Using funds from the Industrial Use Reserve,
- The exchange or sale of adjacent properties,
- Referendum for additional debt, and/or
- An increase in taxes.

There may be opportunities for funding from other levels of Government such as Infrastructure Grants or the Cultural Spaces Canada (Department of Canadian Heritage.)

6. Heritage Protection Options

A list of heritage protection options is given below.

- (a) extend Temporary Protection Order
- (b) Heritage Inventory listing
- (c) Heritage Register listing
- (d) Heritage Designation
- (e) Heritage Revitalization Agreement

See **Attachment 7** for a detailed summary.

7. Summary of Management Options

	Option	Purpose	Recommendation/Reason/Implications
1	City <u>buys</u> BC Packers Office building	<p>Community Use Use for a community use (e.g., museum/library)</p> <p>Heritage Aspects Heritage exterior would be retained</p>	<p>NOT RECOMMENDED BECAUSE</p> <p>Community Use The City not buy, because it:</p> <ul style="list-style-type: none"> - has higher community facility priorities (e.g., Oval, community centres) - there is an existing museum providing services and exhibits - has limited dollars - has not fully explored museum/library options - other community priorities would be delayed. <p>Financial</p> <ul style="list-style-type: none"> - The 5-Year Capital Plan would need to be revised. - Partnerships would need to be explored, for purchase, insurance, capital improvements, operating budgets, with uncertain results - Increases to the overall City support system would need to be identified.
	City does <u>not buy</u> BC Packers Office building <u>and</u> <u>Designates</u> it as a heritage property	<p>Heritage Aspects</p> <ul style="list-style-type: none"> - Heritage exterior would be retained 	<p>NOT RECOMMENDED BECAUSE</p> <p>Heritage Aspects</p> <ul style="list-style-type: none"> - A complicated process - Would involve owner compensation <p>Financial</p> <ul style="list-style-type: none"> - Compensation to owner required
3	City does <u>not buy</u> BC Packers Office building <u>and</u> Does <u>not designate</u> it as a heritage property	<p>Heritage Aspects</p> <ul style="list-style-type: none"> - Heritage Value not regarded as sufficiently important and thus not retained 	<p>RECOMMENDED BECAUSE</p> <p>Community Use</p> <ul style="list-style-type: none"> - City recognizes other, higher community priorities (e.g., Oval) - City recognizes that it is better to first undertake a comprehensive review of museum needs and options in the City <p>Financial</p> <ul style="list-style-type: none"> - No cost to the City - City funding not diverted from other identified priorities

Recommendation

Option 3 is recommended.

For Options 1 and 2, if pursued :

- Staff would need to bring back to Council a report outlining:
 - The implications
 - Changes to the capital priorities
- It would take approximately 18 months to 2 years to design and construct a new heritage facility.

Financial

Re the Recommendation – None

Conclusion

Staff have reviewed the implications of acquiring the BC Packers office building and concluded that:

- Council take no further action regarding the BC Packers office building,
- The BC Packers office building not be designated “Heritage”,
- The Order for the temporary protection of the BC Packers office building at 4360 Moncton Street, Richmond, under section 962 of the Local Government Act, be ended, and
- Staff be directed to study Museum space needs in conjunction with a review and update of the City’s Heritage Strategy.

Cathy Volkering Carlile
General Manager - Parks, Recreation & Cultural Services
(4068)

ATTACHMENTS

Attachment	Description
1	Letter From Richmond Heritage Commission
2	Letter from Richmond Museum Society & Richmond Heritage Commission
3	BC Packers Subdivision
4	BC Packers Office Building Heritage Evaluation
5	City BC Packers Office Building Condition Review
6	City Park, Recreation and Cultural Services Priorities
7	BC Packers Office Building Heritage Protection Options



City of Richmond

British Columbia, Canada

Heritage Commission

December 20, 2004

George Duncan, Chief Administrator
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

Dear George Duncan:

The Heritage Commission would like to thank the City of Richmond for the implementation of our request to delay demolition of the BC Packers Building at 4300 Moncton Street in Steveston.

The Commission believes this building has significant heritage value and we urge the City to do everything in its power to save the building for community use.

Although the BC Packers building was constructed in 1968 and is therefore less than 40 years old, the Commission believes the building has unique heritage and architectural value to Richmond, for many reasons two main ones being.

First, according to our research, BC Packers was the first international company to move a head office to Richmond, beginning the process of Richmond becoming a world-class city, rather than a bedroom community and suburb of Vancouver

Second, the building was constructed at a time when the fishing industry was at its peak. It was meant to showcase the size and importance of the Company to the fishing industry and meant to provide a source of pride to the workers, most of whom were residents of Steveston. The architects, Phillips, Barrett, Hillier, Jones and partners were highly regarded, having designed the Pacific Coliseum and the West Coast Transmission Building in Vancouver.

The Heritage Commission believes the BC Packers building has good potential for community use. Some examples of this could be: The BC Packers Legacy project; a new home for the Richmond Museum; a new home for the Steveston branch of the Richmond Library; a new home for the Steveston Community Police station; as well as general community centre space. As you know, the Steveston community has grown and usage of the Centre's services and programs is also growing.

The Commission again urges the City to use its power and creativity to save this building for our community. If the Commission can be of help in this process, or if you have any questions, please give me a call.

Yours sincerely,

Graham Turnbull, Chair
City of Richmond Heritage Commission
Cel 604-312-9357

4200-02



180 Minoru Park Plaza, 7700 Minoru Gate, Richmond, BC, V6Y 1R9
 Phone: (604) 231-6457 • Fax: (604) 231-6423

Date: December 8, 2004

To: Mayor M. Brodie and Council
 City of Richmond
 6911 No. 3 Road
 Richmond, B.C., V6Y 2C1

Re: **BC Packers Building in Steveston**
 4020 Moncton Street
 Richmond, B.C.

The Richmond Museum Society has learned that a demolition permit has been issued for the BC Packers Building at 4020 Moncton Street in Steveston.

The Richmond Museum Society strongly believes that the BC Packers Building has significant heritage interest and value for the City of Richmond; and requests that Council exercise its powers under the *Local Government Act*, section 962 and delay the demolition for *60 days* to determine if there is a way of retaining the building.

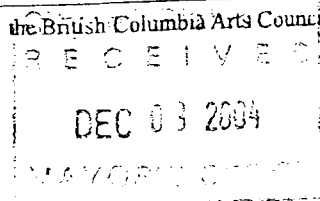
The Richmond Museum Society, therefore requests that this demolition matter for the BC Packers Building be placed on the Council agenda for Monday, December 13, 2004.

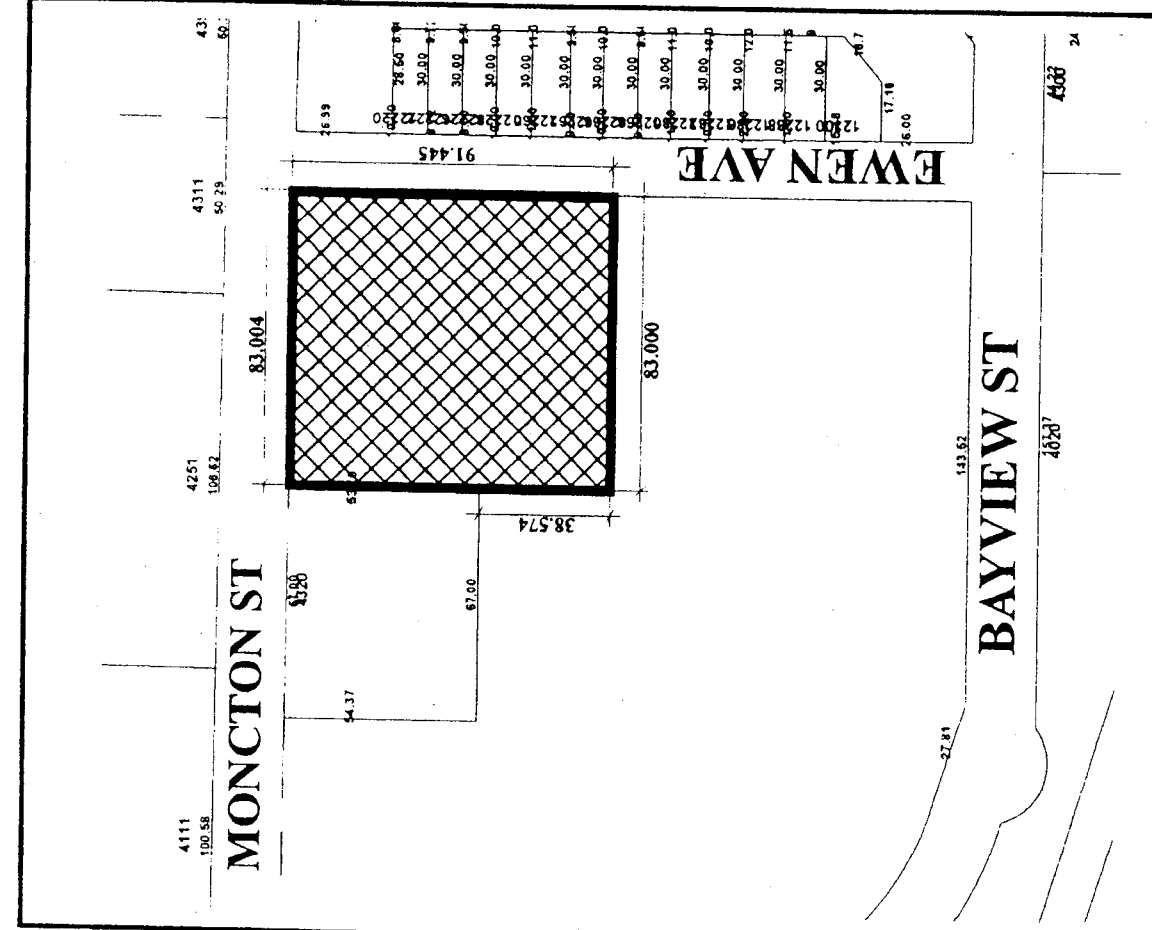
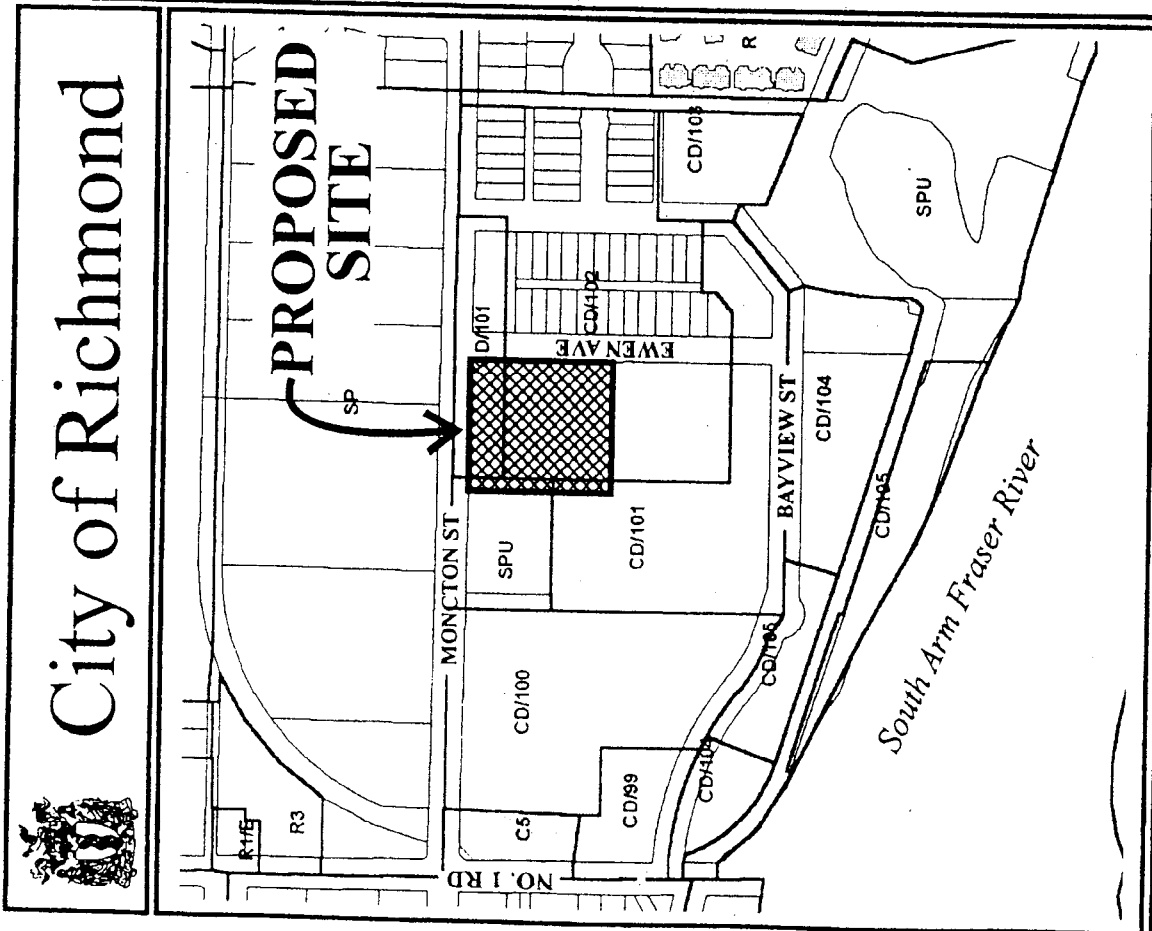
The Richmond Museum Society would be very interested in dialoguing and discussing the outcome of the BC Packers building.

Sincerely,

A handwritten signature in cursive script that reads 'Bob Mukai'.

Bob Mukai, Chair
 Richmond Museum Society
 Email: robert_mukai@telus.net





City of Richmond

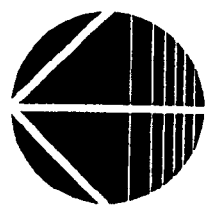
PROPOSED SITE

RZ 02-202372

Original Date: 03/08/02

Revision Date: 04/02/02

Note: Dimensions are in METRES



Heritage Evaluation BC Packers Imperial Plant Office Building

General Information

Type of Resource: Building
 Common Name of Resource: Packers Office
 Address: 4360 Moncton Street – Originally 430 Moncton Street, then 4300.
 Neighbourhood (Planning Area Name): Steveston
 Construction Date: 1968
 Current Owner: Private
 Designated: No

Statement of Significance

Description of Site: The BC Packers Imperial Plant Office Building is located on its original site fronting Moncton Street in the village of Steveston. The site is now approximately two (2) landlocked acres subdivided from the original forty-acre (40) river frontage of the Imperial Plant's fish-processing complex. The Office Building is designed in a late variant of the International Style and constructed of reinforced concrete with rubble masonry and precast concrete cladding. Landscaping includes broadleaved evergreens with some lawn typical of West Coast plantings.

Statement of Values:

The heritage value of the BC Packers Office Building is given by its:

- history - economic, social and cultural;
- aesthetics - architectural design and detail; and,
- 'urbanism' - community landmark status.

Historical Values: Economically, the building's location on the uppermost landside of a 40 acre fish-processing plant site, reflects industrial planning typical of a resource based industry, i.e. administration, processing and housing all located on or near the site. Intentionally built near the mouth of the Fraser River to ensure freshness of the catch, it was near the natural resources that were abundant at the time the office was constructed. The site remained in continuous use for almost a century. Socio-culturally, the building was the main office of an international fishing operation whose establishment, development and eventual closure is representative of the evolution of British Columbia's socio-cultural infrastructure e.g. patterns of immigration, social settlement, and urban development/growth.

Aesthetic Values: Architecturally, the building exemplifies the aesthetics of a sophisticated corporate variant of the late International Style. The architectural design and mechanical design are associated with a prominent engineering firm (Phillips, Barratt, Hillier, Jones and Partners) involved with other significant buildings such as the Westcoast Transmission Building (1969) and the Pacific Coliseum (1968) in Vancouver. The design of BC Packers is simultaneously functional but mannered, responding to the iconographic needs of an industrial elite within a relatively small (and contained) corporate/civic community. The stylistic attributes of Heroic Modernism have been reduced to aesthetic features such as:

- *massing*: streamlined two storey structure with strong horizontal proportions and cantilevered floor plate reduces visual weight of second floor to 'hovering' mass;
- *generic design features*: precast concrete cladding and fenestration reinforce late modern aesthetic determined by massing and proportions;
- *referents*: strong industrial imagery with nautical detail (refer Character Defining Elements) determines character within a suave, sophisticated response to local context.

Urban Values: The length, visibility and prominence of siting along Moncton Street (the Village's main street), and the design sophistication realized in high-quality materials, establish a resonant presence in the Steveston streetscape. These attributes manifest the significance of BC Packers as a corporate entity, communicated and reinforced by the quality of design and materials. Detailed discussion follows with the Character Defining Elements.

Character Defining Elements:

Note: the building displays a high degree of integrity. All exterior detail and finishes are original. The interior has been gutted with only the main stair remaining intact. Some coursed concrete block and bathroom tile remain.

- *structure*: reinforced concrete floor slabs, framing and footing bearing on piles.
- *cladding*: ground floor precast cladding configured to resemble 'industrial' concrete portal frames with decorative, non-structural reverse taper; applied low-relief vertical buttressing to second floor cladding for articulation; white coloured precast to provide strong contrast with dark metal window frames and exaggerate horizontal proportions; unpointed rubble-masonry veneer to base and infill end-wall panels typical of Heroic Modern material usage.
- *fenestration*: horizontal proportions and rounded corners of rough openings in precast cladding create 'nautical' or 'maritime' imagery; black, anodized metal frames and mullions reinforce horizontality and heighten contrast of solid-to-void; reflective glazing with integral mirrored finish uses 'cutting-edge' technology and creates illusion of transparency typical of late modern architecture.
- *materials*: limited palette with strong colour and texture contrasts exemplify tenets of late modern architecture.
- *landscaping*: extension of architectural aesthetic in textured checkerboard paving created by troweled/exposed aggregate finishes separated by fir 2x4's; original standard luminaires flank entrance; broadleafed plantings such as laurel (*prunus laurocerasus*), firethorns (*pyracanthas*) and various deciduous trees (Japanese maples and flowering cherries) maintain and reinforce West Coast aesthetic in plantings; strong material contrast between rubble masonry base and vegetation heightens this contrast.

History: Imperial Plant was the headquarters of the company's international operation. For decades, BC Packers was one of the largest local employers and an integral part of the community in Steveston.

The first cannery was built in Steveston in 1887 followed by an incredible expansion in the industry in the 1890s that collapsed in 1900. The numerous independently owned canneries

could not continue to operate in the competitive conditions, providing an opportunity for a merger under a new centrally located corporate structure, British Columbia Packers Association. By the spring of 1902, they had purchased 42 canneries and two cold storage facilities as well as the trademarks of several companies. In its first year of operation the company controlled over 50% of the Fraser salmon pack, and 41% of the provincial pack.

By 1905 BC Packers had reduced its operating canneries from 42 to 15 and in 1910 the company reincorporated under the British Columbia Associations Act. Over the years, several corporate reorganizations took place, including further amalgamations, resulting in the formation of British Columbia Packers Limited in 1928.

BC Packers provided employment for hundreds of people directly and also through supporting industries. Workers came from many different ethnic backgrounds including First Nations, Chinese, Japanese and European. During the early years of the industry, living quarters, type of work and pay were divided along gender and racial lines. Some people lived on site, while others lived in adjacent neighbourhoods or travelled to the site by rail, or later by bus and/or automobile. This work force contributed greatly to the template of immigration and settlement in Richmond and British Columbia.

The head office was located in three buildings on Vancouver's waterfront for 30 years before consolidating and moving to the "new" head office in Steveston in 1968. The company constantly adapted to new conditions and expanded through amalgamation with other companies. Changing economics dictated the end of salmon canning in Steveston and the Imperial Plant closed in 1992.

Documentation Evaluated By: Connie Baxter, Terry Brunette

Date: December 22, 2004

Documentation:

City of Richmond Archives, British Columbia Packers fonds

Imperial Landing at Steveston, Heritage Interpretation Plan, Donald Luxton & Associates, 2000

Richmond Museum, British Columbia Packers exhibit research, 2003

BC Packers Building

Summary Findings

Prepared by
Facility Planning and Construction
David Naysmith, P.Eng.

This report is in response to Council's referral on December 13, 2003 on the following items:

1. The potential costs, both capital and operating, of taking over the property.
2. The cost attributed to a code analysis.

Background

The BC Packers Building was constructed in 1968 and was designed by PBHJ and Partners (Phillips, Barratt, Hillier, Jones) it is approximately a 35,000 sq.ft, two level concrete with in fill block, believed supported on 10 meter length wood piles. The design as noted in the heritage evaluation is an international style variant with a strong industrial imagery and nautical details. (Appendix A)

Standards of Construction in 1968 would have referenced the National Building Code and seismic standards may have been considered in its design would have been minimal. As detailed in the 2003 geotechnical report, significant structural upgrades were contemplated for use as a school, including additional helical micro piles and/or pressure grouted gewi piles connected to grade beams to support proposed superstructure loads.

Building Condition Assessment (reference Appendix B)

Structure

Facilities staff conducted a physical assessment of the building on December 21, 2004. The building as previously confirmed has been gutted of all interior finishes and is considered to be free of known hazardous materials such as asbestos. Although the structure appears to be sound, observations were made of concrete scaling caused by water penetration and the rusting of reinforcing steel, the lack of vapour barrier, weeds encroaching into the building at foundation level and the settlement of perimeter walkways creating sink holes.

Roof

The roof is in poor condition and beyond economic repair requiring replacement. Water penetration into the building caused through roof leaks is significant in some areas and it was also noted that the perimeter cant strips were inadequate and would necessitate further upgrading during a roof replacement.

Interior Finishes

The interior of the building has been gutted of all ceilings and wall partitions although some wood stud framing was in place. Perimeter walls consisted of poured in place concrete and infill concrete block. Windows are single glazed, aluminium framed that would require replacement and upgrading.

Mechanical Systems

The Building HVAC system is considered obsolete and beyond economic repair, original heating boilers (2) were observed to be Bryan water tube whilst a third, a smaller boiler possibly for heating the DHW is also original.

Central air conditioning is provided by a carrier absorption chiller and BAC roof top condenser, both are beyond their rated life expectancy although the condenser is not yet critical and could be upgraded. Circulating pumps and automated controls are also beyond life expectancy and recommended for replacement.

Electrical

The main transformer, motor control centre and electrical distribution panels all require upgrading and modernization. There presently are no interior lighting or convenience outlets.

Life Safety

The current fire alarm system is obsolete and requires extensive upgrading to meet assembly occupancy guidelines. The building does not contain a sprinkler system, recommended in any future building upgrades.

Accessibility

There is no elevator in the building to provide disabled access to the second level. Existing staircases have been noted not to conform to current building codes.

Renovation Estimate

In order to determine the overall cost of for a “code analysis” it is necessary to consider how the building would be used should it be purchased by the City. It has been suggested that use could extend to a new Steveston Library/Museum that would allow existing library space within the Community Centre to be used for recreation needs, plus re locating the existing museum from the Brighthouse Library Cultural Centre allowing that space to be used for additional arts programming. The overall size of the BC Packers Building would also allow for the RCMP CoPS facility to be housed within the building.

Based on this potential use, staff have developed a preliminary cost estimate totalling \$6.32 million (Appendix C). The estimate is considered accurate to +/- 15% (December 2004). The estimate is modelled on a very similar project undertaken by the City in converting the Interim City Hall into a new Provincial Court Building sharing many of the required Building Code upgrades to meet Assembly Occupancy and Seismic standards required for such a building.

Specific costs that would be attributed to a detailed code analysis by building code engineers and architects for occupancy, life safety, accessibility and equivalencies are estimated to be \$33,529.

Operating Budget Impact Statement

Should the BC Packers Building be considered by the City for purchase and renovation for use as a community facility (Library/Museum) the attached OBI (Appendix D) reflects the annual operating budget summarized as follows:

Description	Annual Budget
Revenue	
Expenses	
Salaries and supplies (clerical)	
Landscape/grounds maintenance	
Parking lots, sidewalks maintenance	
Facility Maintenance	\$71,734
Janitorial	\$52,750
Utilities (Hydro, Gas)	\$97,000

Code Analysis and Geotechnical Reports

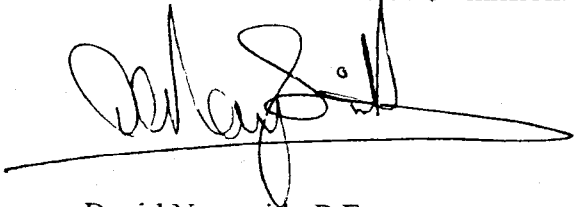
During the course of this research two relevant documents were identified and are included for information. Namely a preliminary code analysis (Appendix E) conducted by the architects retained by the Steveston Independent School Society and submitted to the Building Approval department for review and a geotechnical report prepared by GeoPacific Consultants Ltd. (Appendix F)

These two documents provide Council with typical responses that could be anticipated once design development has been considered.

Conclusion

The BC Packers Building would require substantial repairs and renovations to meet Assembly Occupancy requirements. Although the structure appears sound, concern with respect to water penetration and concrete scaling requires further examination.

Proposed building upgrades necessary to meet occupancy and other Building Code requirements for a community use facility are estimated to be \$6.32 million. The purchase cost of the building and land is believed to be \$4 million.

A handwritten signature in black ink, appearing to read 'David Naysmith', is written over a horizontal line. The signature is stylized and cursive.

David Naysmith, P.Eng
Manager Facility Planning and Construction

DN:cmm

Parks Recreation and Cultural Services Priorities

General

The proposed staff priorities for PRCS facilities over the next 10 years are as follows:

1. *Richmond Olympic Oval and Waterfront Park (projected \$155,000,000)*
This signature, multi-purpose facility will be Richmond's premiere wellness recreation and festival centre. An international destination and community gathering place, the Oval and surrounding waterfront park will be a catalyst for a vibrant new urban neighbourhood.
2. *Britannia Heritage Shipyards (projected \$2,500,000)*
This important heritage landmark will continue to be restored and rejuvenated as a regional attraction and community legacy (as outlined in the Historic Zone Development Plan). The 14-building complex is an important reminder of Richmond's and Steveston's proud history, and a showcase for pioneering resolve and resilience.
3. *City Centre Community Centres (projected \$20,000,000)*
These multi-use facilities will be the first of two community centres that are required to meet the program and service expectations of Richmond residents living in the city's core.
4. *Minoru Seniors Centre Expansion (projected \$15,000,000)*
This popular facility will be expanded to better meet the needs of active older adults, especially those in the City's north sector. Planned and designed to complement the program and services offerings available elsewhere, the expansion will enhance the facility's inter-relationship with Minoru Park's passive green spaces.
5. *New Aquatics Centre (projected \$25,000,000)*
This new aquatic centre will replace the existing Minoru Aquatics Centre. Planned and designed to meet the program and services demands of Richmond and regional residents, the new facility will be located to ensure ready access for those living in the city's north sector.
6. *Performing and Visual Arts Centre (projected \$20,000,000)*
This new facility will provide additional space for city and regional residents active in the performing and visual arts. Planned and designed to complement the program and services offerings available at Richmond's Gateway Theatre, the new facility will include classrooms, studios, rehearsal spaces, a recital hall, and gallery spaces.
7. *Outdoor Tournament Centre (\$10,000,000)*
This new outdoor tournament centre will be a venue for a range of outdoor team sports. It will be a focal point for regional, provincial, national and international tournaments. It is expected to include multiple artificial turf sports fields and spectator seating.

In November 2004, staff held an open house testing the conclusions. There were two comments on expanding heritage facilities in Richmond.

Attachment 7

Heritage Protection Options				
Option	Degree of Heritage Protection	Purpose	Implications	Compensation
1. Status Quo - No Long Term Protection	Least	No heritage protection	- None	None
2. Extend Temporary Protection Order	Temporary	Enable assessment of possible heritage resource	- Temporary	None
3. Heritage Inventory Listing	None	<ul style="list-style-type: none"> - No legal implications - No restrictions to property owner - Lists all important heritage sites in community - Serves as research tool 	<ul style="list-style-type: none"> - Nomination using standard evaluation criteria and format - Preparation of background research to statement of significance format - Resolution of support from Richmond Heritage Commission - Updating of Inventory documentation 	None
4. Heritage Register Listing	Some	<ul style="list-style-type: none"> - Provides legal heritage status to resource - Enables inclusion of resource on Provincial and National registers - Enables provision of temporary measure of protection - Enables access to incentives (e.g. funding, HRA) 	<ul style="list-style-type: none"> - Nomination using standard criteria and format - Preparation of background evaluation to prescribed format as per National Register standards - Usually included in Inventory prior to Register - Resolution of support from Richmond Heritage Commission - Adopted by Council - Updating of Register - Notification of property owner - Notification of Provincial minister 	None
5. Heritage Designation	Substantial	<ul style="list-style-type: none"> - Provides legal heritage protection to resource - Provides a permanent measure of protection - Any changes or alterations are to be approved under a Heritage Alteration Permit - Enables access to incentives (e.g. funding, HRA) 	<ul style="list-style-type: none"> - Inclusion on Register prior to Designation - Resolution of support from Richmond Heritage Commission - Bylaw prepared - Public Hearing process - Council support for Designation Bylaw at Public Hearing - Notification of owners - Filed on title at LTO - Notification of Provincial minister 	Consent of owner, or Compensation
6. Heritage Revitalization Agreement	Greatest	- Similar to above	- Similar to above	Agreement of Owner