



To: Richmond City Council  
Date: December 5, 2007  
From: Councillor Harold Steves, Chair  
Planning Committee  
File: 06-2025-01  
Re: **CONSERVATION OPTIONS FOR THE 4091 CHATHAM STREET  
HERITAGE BUILDING**

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The Planning Committee, at its meeting held on Tuesday, December 4, 2007 considered the attached report, and recommends as follows:

#### Committee Recommendation

*That:*

- (1) the heritage building at 4091 Chatham Street be saved;*
- (2) that the option to conserve the building on the Army Navy & Air Force (ANAF) Legion Branch No. 1 Road site be favoured;*
- (3) that the feasibility of the ANAF making a financial contribution to conserve the building on or off the ANAF No. 1 Road site be explored; and*
- (4) if (i) the option to conserve the building on the ANAF Legion Branch No. 1 Road site, and (ii) the feasibility of the ANAF making a financial contribution to conserve the building on or off the ANAF No. 1 Road site, are not feasible, that the City further investigate alternative sites for the heritage building.*

Councillor Harold Steves, Chair  
Planning Committee

Attach.

#### VARIANCE

Please note that staff recommended the following:

That the report (dated November 27, 2007, from the Manager, Policy Planning) be received for information.

## Staff Report

### Origin

At the July 23, 2007 Council meeting, the following recommendation was adopted:

*That staff continue to work with the Army Navy & Air Force Legion Branch, Nikkei Fishermen's Project Committee, Richmond Heritage Commission, Steveston Historical Society (Museum) Board and potential private owners to determine the most viable solution to conserve the 4091 Chatham Street building, and report progress as required.*

Note: Staff identified options for building ownership, site relocation and conservation in the report from the Manager, Policy Planning, dated July 10, 2007, "A Heritage Conservation opportunity – 4091 Chatham Street".

### Purpose

The purpose of this report is to seek Council's direction regarding the ownership, relocation, use, conservation budget and partnerships regarding the 4091 Chatham Street heritage building by asking Council to select one of the options presented in this report, or if desirable, another option.

### Background

- The ANAF purchased the property and took possession on May 16, 2007. (See **Attachment 1** for Location Maps). The ANAF are proposing to redevelop the site for independent living and club facilities over a subsurface parking garage. The ANAF has been in discussion with City Staff regarding the development potential of their property and has submitted rezoning and development permit applications. It is estimated that the rezoning proposal will be presented to Planning Committee in February 2008.
- The building is vacant.
- The ANAF does not consider it feasible or desirable to retain the building onsite because it wants to fully redevelop its property for new uses.
- No residual agreements (with any previous owners) oblige the ANAF to preserve, relocate or donate the building to any party (including the City). The ANAF is aware of some interest by both private individuals and non-profit community groups to preserve the building.
- The ANAF is willing to give the building to the City or to another interested party for \$1.00.
- The ANAF seeks to be flexible by allowing sufficient time to enable others to relocate and conserve the building. City staff estimate that the ANAF could wait until sometime in the spring 2008. By that time, they would like certainty - that the building will be removed so that site redevelopment can occur.
- To date, Staff have explored the relocation of the building to an appropriate City owned site, for use as a commemorative/interpretive heritage amenity to be owned and possibly operated by the City in partnership others (e.g., with the Nikkei Fisherman's Project Committee [NFPC], the Steveston Museum [Steveston Historical Society] and others [e.g., Tourism Richmond]). Non-City owned sites were also considered, without success.

## Recent Events

Since the July 23, 2007, Council Meeting:

- Staff have consulted with representatives of the Army Navy & Air Force Legion Branch (ANAF), Nikkei Fishermen's Project Committee (NFPC), Richmond Heritage Commission (RHC), and the Steveston Historical Society (Museum) Board (SHS) to explore the most viable solution to conserve the 4091 Chatham Street building. Opportunities for conservation by potential private ownership have also been considered.

### *Role of the ANAF*

Staff discussed this proposal with the ANAF on September 4<sup>th</sup>, 2007. Their objectives are:

- To redevelop their site with a new seniors' independent living building (not affordable housing) and a new ANAF Club, in an efficient and cost effective manner;
- Find a recipient for the 4091 Chatham Street building with first preference to the City, in order to begin clearing the site;
- While flexible on timing, they would like assurances from the City by December 2007, that someone (e.g., the City) will agree to receive and move the building.

### *Role of the NFPC*

- The NFPC is interested in using the building for it's programming, owing to its historical and cultural heritage values. (See **Attachment 2** for NFPC expression of interest and letter of intent.)
- The NFPC has agreed to form a committee to raise funds. As their funding target level is not determined at this time, staff suggest that any NFPC funds be used - not to restore the building, but for their display and exhibition purposes (\$75,000 est.), because their funding is uncertain and the objective is to conserve the building in a timely manner. The NFPC has agreed in principle to raise these funds, but they have not established a deadline by which to raise their funds.
- After further research and analysis, Staff (with NFPC support) prefer that the 4091 heritage building be relocated to the Steveston Museum Site.

### *Role of the SHS*

- In the early spring 2007, the Steveston Historical Society was approached regarding the possible relocation of the 4091 Chatham Street heritage building to the rear of the Steveston Museum Site. Support in principle was received.
- Working with the NFPC, site and conservation options were compiled, researched and reported to Planning Committee and Council on July 23, 2007.
- On August 17, 2007, the SHS were approached for a letter of support. The SHS oppose the relocation to the Steveston Museum Site as it feels that there will be a loss of green space. (See **Attachment 3**).
- The Steveston Museum occupies the east parcel of the three (3) City-owned parcels which comprise the "Steveston Town Square". The two (2) west parcels would receive minimal impact from the building relocation. Steveston Park is in close proximity and mitigates any small net loss of green space.
- The SHS supports the preservation of the building on another site.

### *Role of Richmond Heritage Commission (RHC)*

- This proposal was reviewed by the Richmond Heritage Commission on September 20<sup>th</sup>, 2007.
- The RHC moved and seconded that:
 

*That the Heritage Commission (i) support saving the heritage building at 4091 Chatham Street, and (ii) support it being moved off the Army, Navy and Air Force site.*
- The RHC did not reach a consensus regarding where to relocate the 4091 Chatham Street building. See **Attachment 4** for the complete Minutes of the RHC discussion.

## **Analysis**

### *Principles*

The following heritage conservation principles for the 4091 Chatham Street building are suggested:

1. If the City financially invests in the building, it should own it to protect its investment;
2. Conserve the building;
3. Retain the building, ideally within Steveston Village;
4. Move the building only once, as it is fragile;
5. Relocate and restore the building all at once, to minimize its wear and tear, to maximize its use and to provide certainty; and
6. Seek partnerships in its use and operation.

### *Significance*

- The draft *Steveston Village Conservation Strategy* identifies twenty-three (23) buildings for heritage protection and conservation which include the 4091 Chatham building;
- The 4091 building's Core Heritage Values and Character Defining Elements include:
  - The heritage value of the 4091 Chatham Street building lies in its documented historical associations with the Japanese Canadian Community in Steveston, particularly the Fishermen's Hospital Complex and Steveston Japanese Methodist Mission.
  - The building served as the Hospital/Doctor's Office and Nurses Residence.
  - The heritage value of the building also lies in its representative domestic Character Defining Elements (circa 1920's) such as a simple rectangular shape, hipped roof with central chimney, horizontal wood clapboard siding and double hung windows.
- The draft *Steveston Village Conservation Strategy* identifies the building as worth saving because it helps characterize the Village area as a precinct of Japanese culture and services, with significant associations in Steveston's history and development.  
(Note: The building was originally located in the Steveston Fisherman's Hospital Complex facing No. 1 Road at No 1 Road and Chatham Street.)
- The previous July 10, 2007 RTC ("A Heritage Conservation Opportunity – 4091 Chatham Street Building") included the following information:

*Only three buildings constructed by pioneer Japanese Canadians remain in Steveston:*

- (1.) *the Kishi Boatworks, at the Britannia Shipyard,*
- (2.) *the Murakami Boatworks, at the Britannia Shipyard,*
- (3.) *the Hospital Office and Nurses' Residence of the Steveston Fishermen's Hospital at No. 1 Rd. and Chatham Street.*

Two other buildings that were used by Japanese Canadians and are now at the Britannia Shipyard are:

- the Murakami House, which was a converted cannery warehouse, and
- the Murchison House, which was used as a Japanese day care centre.

Because of its rich history the Steveston Fishermen's Hospital Office is one of the most historically significant buildings in Richmond. While there are historical references to the building as the Doctors' Office and the Nurses' Residence, it is likely that this was also the office of the Japanese Fishermen's Benevolent Society who built and operated the Steveston Fishermen's Hospital complex.

- This building is listed on the Heritage Inventory as possessing heritage merit. A *Statement of Significance* has been prepared (attached to the July 10<sup>th</sup>, 2007 report to Council).
- The building is not on the City's Heritage Register, adopted by Council on May 21, 2003, which establishes legal heritage status. The building has not been designated by bylaw as a heritage building to protect against demolition or inappropriate alteration.
- Staff advise that the 4091 Chatham Street building has a **very high to urgent priority** for conservation based upon the building's:
  - Historical associations;
  - Rarity among comparable resources; and
  - Imminent loss if nothing is done soon.

*Use Options*

USE	PRO	CON	COMMENTS
<b>OPTION 1: COMMUNITY SUPPORT</b>			
1) <b>Commemorative and Interpretive Heritage Amenity</b> (e.g. NFPC Interpretive Centre associated with local museum or other historic use)	<ul style="list-style-type: none"> <li>▪ Building preserved</li> <li>▪ Ensures conservation to high standards</li> <li>▪ Secures maintenance and security</li> <li>▪ Unique history interpreted</li> <li>▪ Accessible to public</li> <li>▪ City acquires heritage asset</li> <li>▪ Partnership required with the NFPC and possibly others</li> </ul>	<ul style="list-style-type: none"> <li>▪ Difficult for community groups to raise funds for effective, ongoing interpretation</li> <li>▪ Costs to relocate &amp; conserve</li> <li>▪ Costs for maintenance</li> <li>▪ Operations costs and maintenance costs must be addressed</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>PREFERRED</b> as the highest and best use</li> </ul>
2) <b>Community Heritage Amenity</b> (e.g. Park Caretakers' House, Community Police Offices, Tourism Association Offices)	<ul style="list-style-type: none"> <li>▪ Building preserved</li> <li>▪ City acquires functional asset</li> </ul>	<ul style="list-style-type: none"> <li>▪ Inaccessible to public</li> <li>▪ Unique history unrelated to new adaptive reuse</li> <li>▪ Operations costs and maintenance costs must be addressed</li> </ul>	<ul style="list-style-type: none"> <li>▪ Possible impacts to building's fabric and restriction of public access make this use less desirable</li> </ul>
<b>OPTION 2: ALTERNATIVE</b>			
<b>Cost Recovery Uses</b> (e.g., residential, commercial or retail leasing)	<ul style="list-style-type: none"> <li>▪ Building preserved</li> <li>▪ Enables appropriate partnerships</li> <li>▪ Less dependent on tourism and culture visitation rates</li> <li>▪ Some cost recovery</li> </ul>	<ul style="list-style-type: none"> <li>▪ Partner required: need to find a <i>compatible lessee</i></li> <li>▪ Extended time-line may be required</li> <li>▪ Impacts to heritage resource through required renovation</li> <li>▪ Operations costs and maintenance costs must be addressed</li> </ul>	<ul style="list-style-type: none"> <li>▪ Requires a more viable site if commercial or retail leases considered</li> </ul>

USE	PRO	CON	COMMENTS
<b>OPTION 3: BLENDED</b>			
Blended Community Support with Cost Recovery Uses	<ul style="list-style-type: none"> <li>Building preserved</li> <li>Ensures higher level of heritage conservation as blend of City and private interests</li> </ul>	<ul style="list-style-type: none"> <li>Costs to conserve</li> <li>Need to find a compatible lessee</li> <li>Operations costs and maintenance costs must be negotiated/assigned</li> </ul>	<ul style="list-style-type: none"> <li>Requires a more viable site for cost recovery while enabling public benefits</li> </ul>

*Site Relocation Options*

SITE	PRO	CON	COMMENTS
Steveston Museum Site	<ul style="list-style-type: none"> <li>Complementary use to existing museum facility</li> <li>Continues to enhance the critical mass of heritage buildings in Steveston Village</li> <li>Good visibility and public accessibility</li> <li>Possible partnerships with the NFPC, SHS and others</li> </ul>	<ul style="list-style-type: none"> <li>Depends on small community groups raising funds for effective, ongoing interpretation</li> <li>Some limited loss of green space</li> <li>Removes heritage building from original site</li> </ul>	<ul style="list-style-type: none"> <li>PREFERRED</li> </ul>
Britannia Heritage Shipyard	<ul style="list-style-type: none"> <li>Complements the context of BHS site</li> <li>Enhances the Nikkei interpretive potential of site</li> <li>NFPC may be able to use the whole building if at BHS</li> <li>Falls within the period of the current BHS buildings</li> </ul>	<ul style="list-style-type: none"> <li>Falls outside the current Britannia Heritage Shipyard Concept Plan</li> <li>Extends the completion date of the BHS Plan</li> <li>Continues relocation precedent: historically the heritage house is an upland building with no connection to the waterfront</li> <li>Site already has a caretaker's building</li> </ul>	<ul style="list-style-type: none"> <li>A second option if the Steveston Museum Site is unacceptable</li> </ul>
Terra Nova Parksite – Artisan Heritage Area	<ul style="list-style-type: none"> <li>Complementary to existing heritage facilities</li> <li>Enhance the critical mass of heritage buildings in Artisan Heritage Area</li> <li>Enhances the Nikkei interpretive potential of site (formerly strong Nikkei cannery community)</li> <li>Falls within the period of the current Terra Nova buildings</li> <li>Good visibility and public accessibility</li> <li>Possible partnerships with the NFPC and others</li> </ul>	<ul style="list-style-type: none"> <li>Extends the completion date of the Terra Nova Plan</li> <li>Continues relocation precedent: historically the heritage house is an upland building with no connection to the waterfront or specific cannery community</li> <li>Depends on small community groups raising funds for effective, ongoing interpretation</li> <li>Some limited loss of green space</li> <li>Removes heritage building from original site</li> </ul>	<ul style="list-style-type: none"> <li>A third option, if the Steveston Museum Site and Britannia Heritage Shipyard sites are unacceptable</li> </ul>
Steveston Parksite – near The Martial Arts Centre & Japanese Cultural Centre	<ul style="list-style-type: none"> <li>Possible reuse as a caretaker's house</li> <li>Maintains connection with social/cultural history of the Japanese Canadian community in Steveston</li> <li>Maintains upland siting context</li> <li>Good public accessibility</li> </ul>	<ul style="list-style-type: none"> <li>Isolated from complementary museum functions</li> <li>If it becomes a caretaker's house, then construction of public washrooms in close proximity is required</li> <li>Lacks heritage context</li> <li>Incompatible modern architectural context</li> </ul>	<ul style="list-style-type: none"> <li>Not preferred as it is less acceptable for NFPC uses as the heritage building is more isolated from historic cultural contexts if placed in the Steveston Parksite</li> </ul>

SITE	PRO	CON	COMMENTS
Steveston Parksite – as the Steveston Community Police Office Building	<ul style="list-style-type: none"> <li>▪ Possible reuse as a police office</li> <li>• Maintains peripheral connection with social/cultural history of the Japanese Canadian community in Steveston</li> <li>▪ Good public accessibility</li> <li>▪ Provides new adaptive function for the heritage building as Police Office</li> </ul>	<ul style="list-style-type: none"> <li>▪ Minimal historic socio-cultural context</li> <li>▪ Isolates and marginalizes the unique qualities of the heritage resource</li> <li>• Possible impacts to heritage fabric required by adaptive reuse</li> <li>▪ Not consistent with Park Plan</li> <li>• Limited Japanese heritage values, if a Police Station selected</li> </ul>	<ul style="list-style-type: none"> <li>▪ Not preferred as the use of the building would not be heritage related</li> </ul>
ANAF Site	<ul style="list-style-type: none"> <li>• Preserves heritage building in situ</li> <li>▪ Maintains the socio-cultural aspect of the current site</li> <li>▪ Possible to preserve the heritage building as an amenity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Foregoes other possible amenities (e.g., Affordable Housing)</li> <li>▪ Challenging integration within a radically different proposed building type and use</li> <li>▪ Encumbers worthy community organization with additional financial burden</li> </ul>	<ul style="list-style-type: none"> <li>▪ Not preferred as the site has much more potential for new development</li> <li>▪ The NFPC might still be able to use the heritage building</li> </ul>

### ***Building Condition***

- Building Inspections staff have made a preliminary assessment of the building in order to determine its viability for relocation and conservation.
- The building was determined to be in generally sound condition. Key building systems and components (structural, mechanical, roofing, electrical and plumbing) would need further review to determine the level of upgrade or replacement.

### **Summary Information**

#### ***Recommended Highest And Best Use***

- Staff recommend that the highest and best use of the building is for a “commemorative and interpretive heritage amenity” (e.g., NFPC Interpretive Centre associated with local museum or historic site) because:
  - a) This heritage building represents a rare and unique aspect of Steveston’s social and cultural history. No other buildings survive from the Fishermen’s Hospital Complex.
  - b) Commemorative/interpretive usage will provide the most rigorous and accurate restoration and conservation of the building to support the use.
  - c) Public accessibility/visibility is guaranteed as a civic heritage amenity (particularly if in conjunction with a local museum or historic site).
  - d) Commemorative/interpretive usage in Steveston Village enhances and enriches the Village with a historically significant building unique to Steveston.
- The possible relocation within the Village (e.g., to the Steveston Museum site) strengthens the Steveston Village context by *increasing the number of first-period heritage buildings unique to the Village, in the Village.*
- The *Steveston Village Conservation Strategy identifies conserving the building because of its:*
  - a) *Documented historical associations* with the Japanese Canadian Community in Steveston particularly the Fishermen’s Hospital Complex and Steveston Japanese Methodist Mission;

- b) *History of use* as the Hospital/Doctor's Office and Nurses Residence;
  - c) *Representative domestic character* (e.g., simple rectangular shape, hipped roof with central chimney, horizontal wood clapboard siding and double hung windows); and
  - d) *Significant associations with the 'Nikkei Community's culture and services* in Steveston's history and development.
- If approved to be relocated to the Steveston Museum site, the following would occur:
    - a) The City would take ownership of the 4091 Chatham Street heritage building;
    - b) Rezoning and related documentation would be brought forward;
    - c) If rezoning is successful, then the heritage building would be relocated to the Steveston Museum Site and restored.

**Summary Of Relocation and Conservation Costs**

Action	Cost [est]
• Prior to Moving Building	
- Preparing documentation and building drawings prior to relocation	\$30,000
- Preparing new site and foundation	\$40,000
• Actually Moving Building	\$30,000
• Other Building Conservation Work	<u>\$425,000</u>
• TOTAL costs	\$525,000

**Options**

After identifying many options and consulting with many stakeholders, as requested:

- Staff and all parties consulted think that the 4091 Chatham Street heritage building should be preserved; however,
- no one has committed to its retention and preservation and few have any money to do so.

As well, the City cannot be expected to be responsible for, or for funding, all heritage conservation in the City, as it too has limited resources and funding.

To assist in decision making, staff have identified the following three options and ask that one be selected, or if more appropriate, Council could identify another option.

**Option 1: The One Step Full Conservation Process – City Owned**

Staff consider Option 1 to be the most viable solution, if City funding is made available; however, it is to be noted that the City staff Capital Team is not recommending that this project be funded, due to other City proposed priorities.

**Description**

- Conservation:
  - The City will own, relocate, fully restore the 4091 Chatham Street building and seek a relationship to use it. In this way, the City can show leadership by restoring the building, in a timely manner, without relying on uncertain funding which may take some time to secure. Then the City can enter into an agreement with someone to use the building.
- Site:
  - The Steveston Museum site is recommended for this option.



- Capital Costs:
  - Complete Funding: The estimated capital cost of conserving the building is \$525,000 (i.e., relocation; full exterior and interior restoration);
  - Interim Funding: As part of this option, staff recommend that, until the 2008 Capital Budget (or other source) is approved, \$30,000 be made available immediately from the City's Heritage Trust Fund Account [\$32,000 available] in order to retain a Consultant to prepare the required initial documentation and exterior conservation drawings, to get ready for relocation. The Heritage Trust account would be reimbursed upon 2008 Capital Budget approval, or if necessary, an alternate permanent funding source.
- Operating Budget Impact
  - The Operating Budget impact will be \$11,000 annually (tax impact 0.01%), to be paid from General Revenue;
- Funding Sources:
  - Complete Funding Source: The funding options for the \$525,000 are:
    - (a) The 2008 Capital Plan (with funding from the Revolving Fund) (Suggested)  
With this approach, the building would be moved sometime in the early spring 2008, subject to rezoning, OR
    - (b) From any arising 2007 Surplus (to be known in April 2008).  
With this approach, the building would be moved sometime in the late spring 2008, subject to rezoning.
  - Interim Funding Source: The interim \$30,000 is available now from the City's Heritage Trust Account. It would be reimbursed upon 2008 Capital Budget approval, or if necessary, an alternate permanent funding source.
  - Proposed 2008 Capital Budget  
As the City's staff Capital Team is not recommending approval of \$525,000 for this project in the proposed 2008 Capital Budget, due to other City proposed priorities, Council direction is needed.

***Option 2: The Two Step Full Conservation Process – City Owned***

Description

- Conservation:
  - The first step is to move the building now, with current City funds.
  - The second step is to restore the building later, with yet to be determined City or non-City funding.
- Site:
  - First Preference: Britannia Heritage Shipyard as it keeps the building in Steveston,
  - Second Preference: The Terra Nova Site as it keeps the building in the City.
- Capital Costs:
  - Interim Funding: Initially, allocate \$30,000 from the Richmond Heritage Trust Fund, to only move the building [with minimal drawings] to the Britannia Heritage Shipyard (BHS). Note that for \$30,000 there would not be full drawings or site foundation preparation.
  - Complete Funding: Later, from some City or other source, the full \$525,000 will be needed, and of this, \$30,000 would be used to repay the Richmond Heritage Trust Fund.

- Operating Budget Impact
  - There is no immediate impact to the Operating Budget as the building will not be restored until full funding is secured. Eventually, the Operating Budget impact will be \$11,000 annually (tax impact 0.01%), to be paid from General Revenue;
- Funding Source:
  - Interim Funding Source:
    - \$30,000 from the Richmond Heritage Trust Fund. This money is available now.
  - Complete Funding Source:
    - The City would still need to find a source for the full \$525,000 as the building would still need to be restored and to repay \$30,000 to the Richmond Heritage Trust Fund.
    - Staff suggest that all funding sources be addressed now, to avoid partial and incomplete solutions, and uncertainty.
    - Whatever approach is taken, staff will seek ways to reduce costs and save money.

### ***Option 3: No City Action***

#### Description

- Here, the City would not own the building or conserve it.
- Any conservation would be up to non-City people. No one has been identified to date.
- Possibilities and Implications:
  - (A) No Action By Anyone:
    - The ANAF is not proposing to conserve the building in its current Rezoning / Development Permit proposal,
    - A Demolition Permit might be requested and issued at any time.
    - The conservation of the building would be at the mercy of redevelopment.
  - (B) ANAF Action
    - There is the option, during the pending rezoning, of requesting the ANAF to either:
      - pay for preparing for and/or moving the building (\$30,000 - \$70,000), or
      - pay for moving it and some or all of the conservation costs up to \$525,000. City staff propose that the ANAF not be requested to contribute to conserving the building, in order to obtain other benefits from the upcoming redeveloped ANAF site.
      - fully conserve the building on the ANAF site itself for \$525,000, and forego other amenities.
  - (C) Someone might come forward to conserve the building, somewhere in the City.

### **Approvals Prior to Relocation**

Whichever option is chosen, the necessary City approvals and permits will be brought forward prior to relocation.

### **Summary of Financial Impact on the City**

- For Option 1:
  - Full Cost - \$525,000 - Source - 2008 Capital Plan (Revolving Fund) (or other), AND
  - Interim Cost - \$30,000 - Source - the City's Heritage Trust Fund - available now
- For Option 2: Cost - \$30,000 - Source - the City's Heritage Trust Fund - available now

- Option 3: Cost - Nil
- See Attachments 5, 6, and 7 for details.

**Financial Impact** - None

**Conclusion**

Council directed staff to determine the most viable solution to conserve the 4091 Chatham Street heritage building. After consulting with many stakeholders, no one has stepped up. Staff are presenting three options for consideration.



Terence Brunette, Planner  
TCB:cas

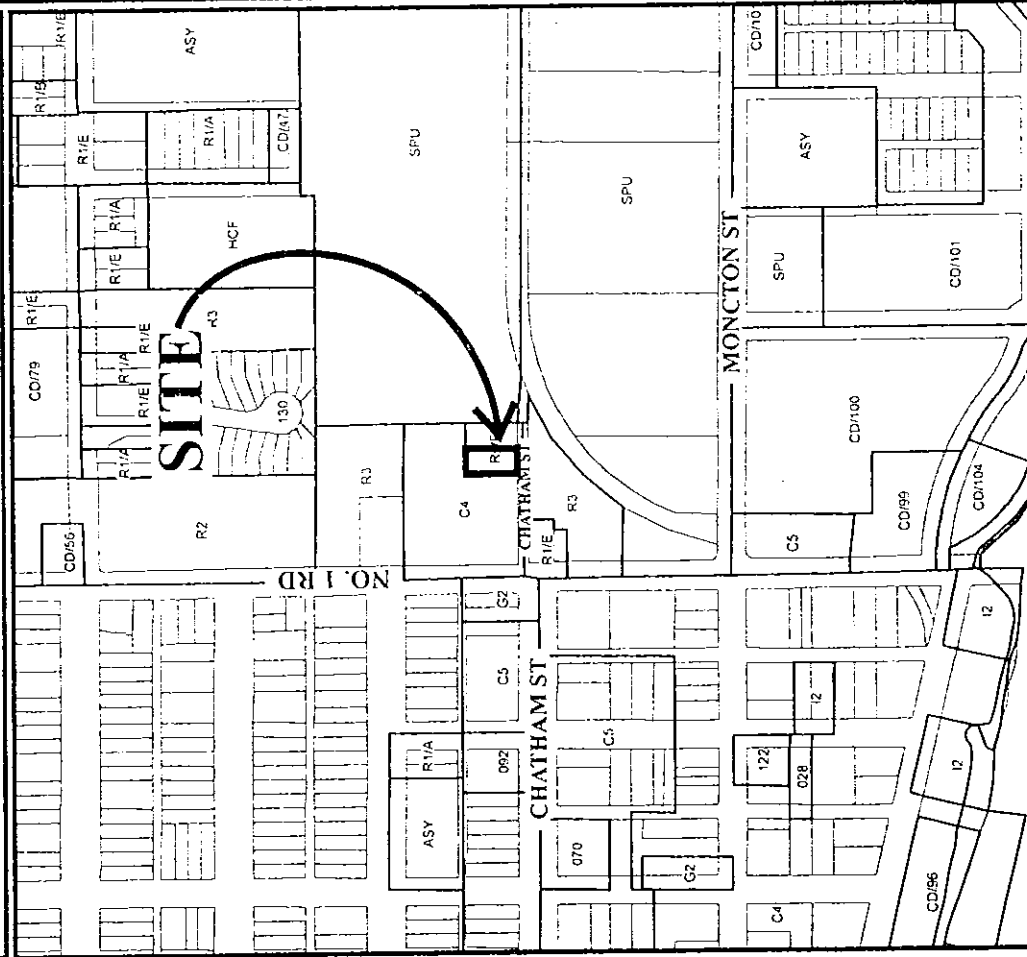
**LIST OF ATTACHMENTS**

- Attachment 1 Steveston Village Location Maps
- Attachment 2 Letter of Support from future Heritage House Preservation Committee (Nikkei Fishermen's Project Committee), August 23, 2007
- Attachment 3 Letter from Steveston Historical Society, August 31, 2007
- Attachment 4 Excerpt from Richmond Heritage Commission Minutes of Regular Meeting of September 20, 2007
- Attachment 5 Conservation Option Details
- Attachment 6 Option 1 Work Program
- Attachment 7 Option 1 Work Program Cost Summary

# City of Richmond

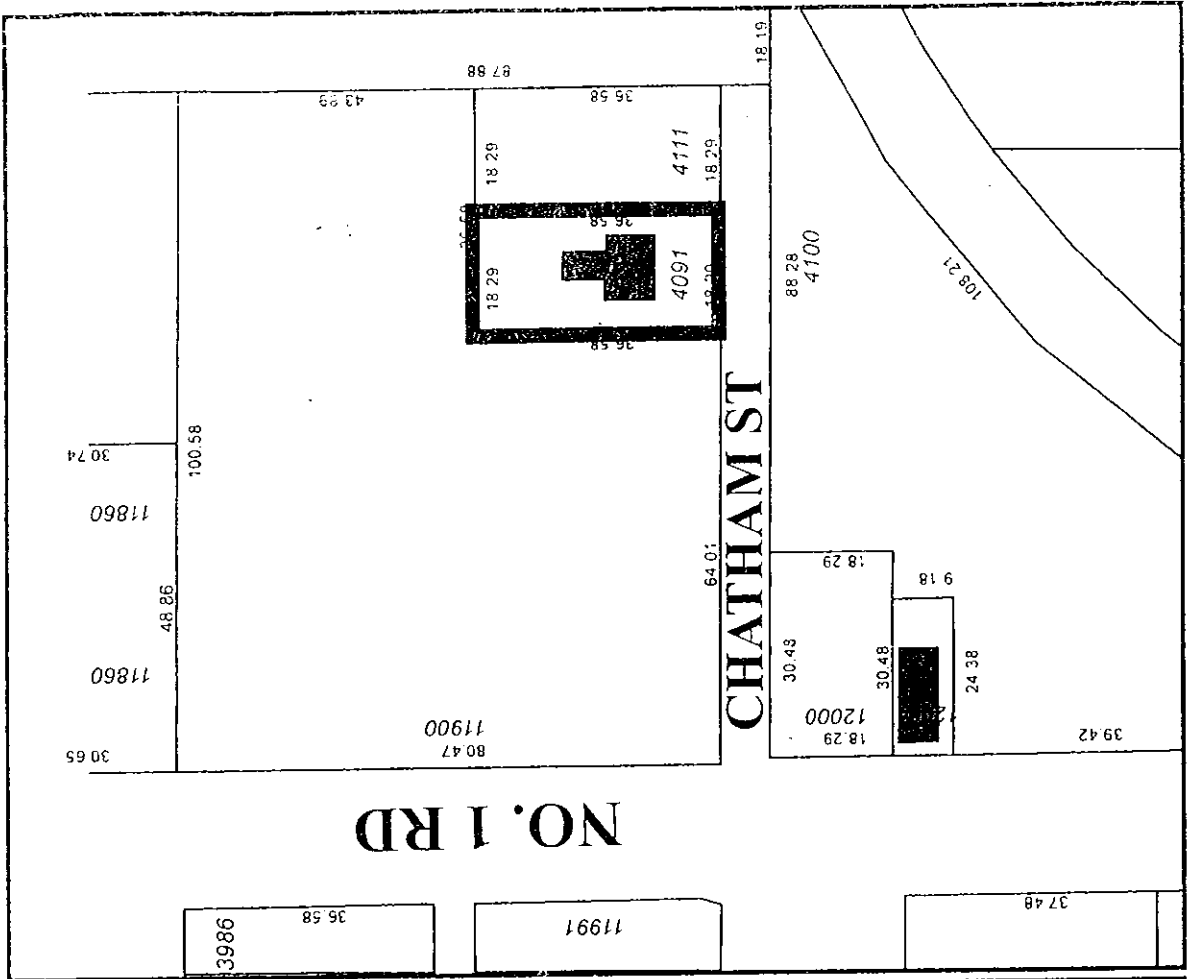


**SITE**

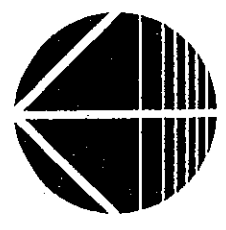


**NO. 1 RD**

**CHATHAM ST**



## 4091 Chatham Street



Original Date: 06/11/07

Revision Date: 06/12/07

Note: Dimensions are in METRES



**SUBJECT  
PROPERTY**

**NO. 1 RD**

**CHATHAM ST**

**CHATHAM ST**

**MONGTON ST**



4091 Chatham Street

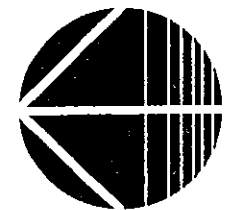
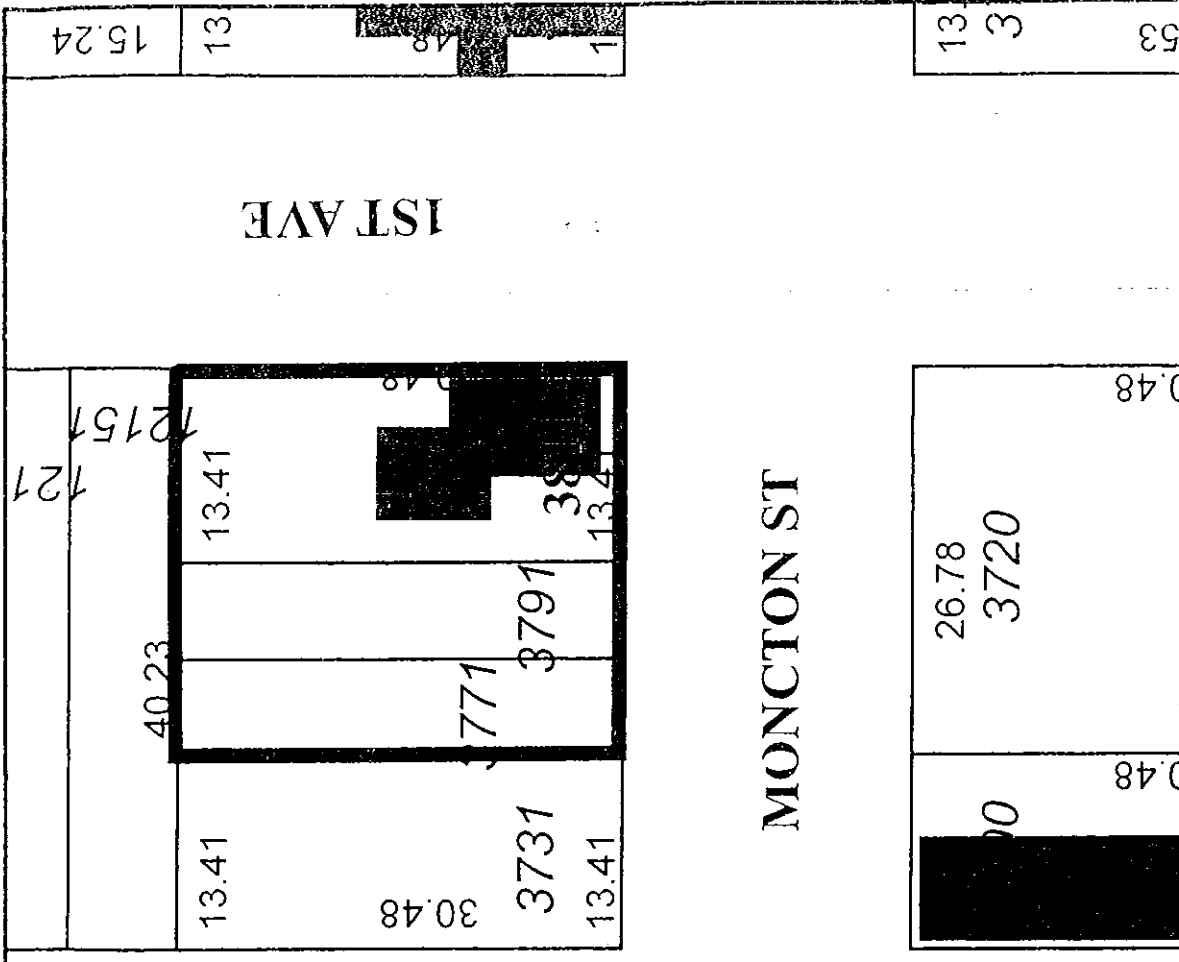
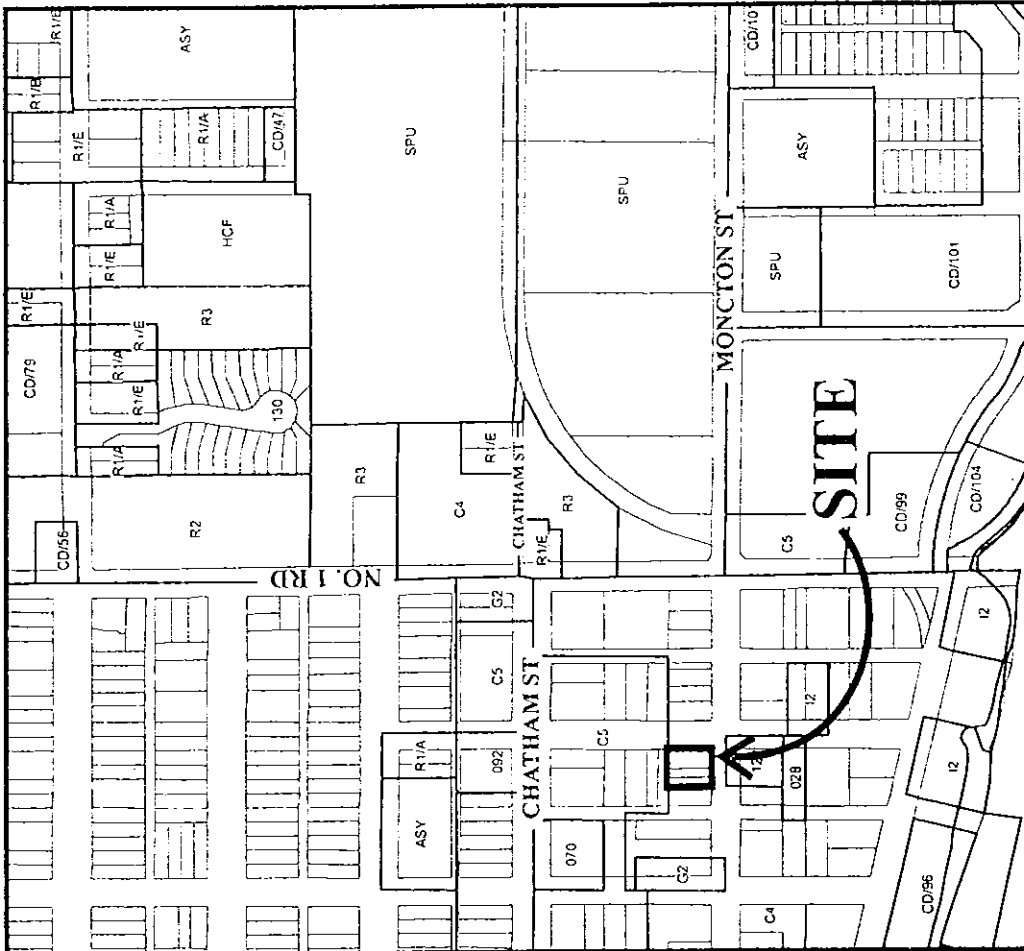
Original Date: 06/12/07

Amended Date:

Note: Dimensions are in METRES



# City of Richmond



## 3811 Moncton Street Steveston Museum

Original Date: 06/25/07

Revision Date:

Note: Dimensions are in METERS

SUBJECT  
PROPERTY

1ST AVE

NO. 1 RD

MONCTON ST



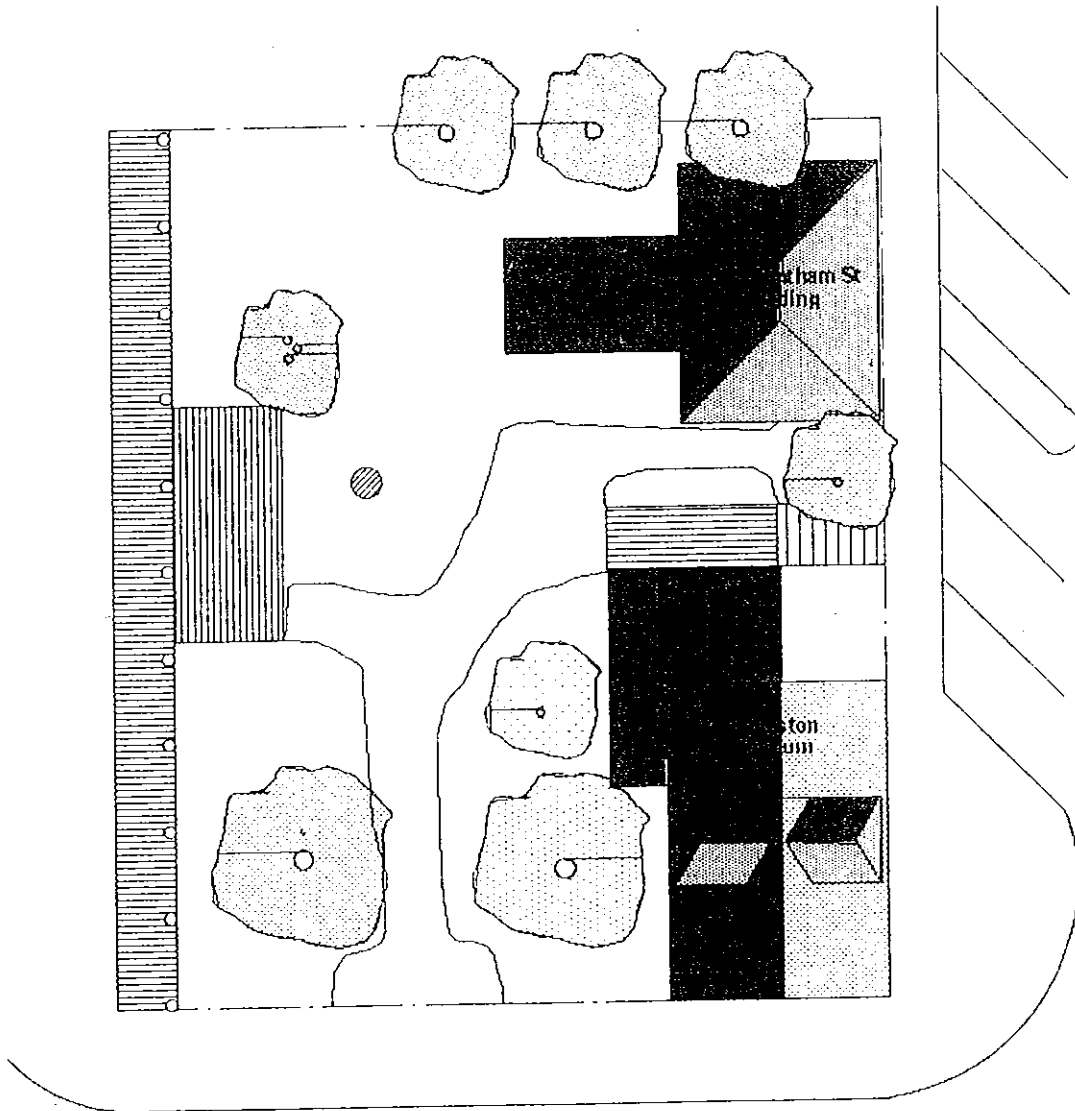
3811 Moncton Street  
Steveston Museum

Original Date: 06/12/07

Amended Date:

Note: Dimensions are in METRES

4091 CHATHAM STREET BUILDING RELOCATED TO STEVESTON MUSEUM  
CONCEPTUAL SITE PLAN



Moncton Street



7571 Montana Rd.  
Richmond, B.C.  
V7C 2K7  
August 23, 2007

Councillor Harold Steves  
Chairman  
Planning Committee  
City of Richmond

Dear Councillor Steves:

Re: The Folk Victorian House

Firstly, it is our intent to form a Heritage House Preservation Committee this fall to explore the proposed principle which will be of mutual benefit to the Japanese Canadian community and to the City of Richmond.

As requested on Friday, August 17, 2007 meeting, I am submitting on behalf of the future Committee as indicated above, an expression of our agreement on the principle as presented to us and willingness to work with the City of Richmond in the preservation of the Folk Victorian House located at 4091 Chatham Street.

This letter serves to confirm our intent only and is not a binding agreement with the City of Richmond.

It is hoped that we can explore the financial and other implications to bring this project to a mutually beneficial conclusion.

Yours truly,

Jim H. Tanaka  
per future Heritage House Preservation Committee

cc Mr. Terry Brunette, Planner, Policy Dept.  
Mr. Eric Fiss, Planner, Urban Design

7571 Montana Rd.  
Richmond, B.C.  
V7C 2K7  
April 12, 2007

Mr. Terry Brunette  
Planner, Policy Dept.  
City of Richmond

Dear Mr. Brunette:

Re: The Folk Victorian House

Per our telephone conversation of April 5, 2007, I am submitting on behalf of the Nikkei Fishermen's Project Committee, an expression of our interest in the preservation of the above mentioned house which has a rich historical association not only with the Japanese fishing families but also with the larger community of Steveston/Richmond. We are interested in preserving and perhaps relocating the house to a site in the vicinity of the Nikkei Fishermen's statue as a permanent venue to tell the history of Japanese fishermen in British Columbia.

We believe that the preservation of this heritage house in Steveston will be of mutual benefit to the Japanese Canadian community and to the City of Richmond. For Japanese Canadians, it will provide an opportunity for the younger generations to learn about the contributions of their ancestors to the fishing industry and the City of Richmond will add a unique dimension to the historical attractions already on the waterfront.

We request a meeting with you and others you deem appropriate to represent the City to explore the financial and other implications to bring this project to a mutually beneficial conclusion. If you require more information about our Committee, please contact me at 604 421 4222 (office hours), 604 274 1684 (home), 604 274 1662 (fax) or email [jhtanaka@shaw.ca](mailto:jhtanaka@shaw.ca)

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Yours Truly,



Jim H. Tanaka

Nikkei Fishermen's Project Committee

3811 Moncton Street, Richmond, B.C., Canada V7E 3A0



August 31, 2007

Mr. Eric Fisk,  
 Planning and Development Department,  
 City of Richmond,  
 6911 No. 3 Rd., Richmond, BC, V6Y 2C1

Dear Sir,

Re: Relocation of Japanese residence

In response to your request for an opinion on the proposal to move a former Japanese residence from the ANAF property on Chatham Street to the lot north of the Steveston Museum, the Steveston Historical Society executive met, discussed the idea, and decided we are not in favor of the plan.

We have been given to understand that there has been some discussion amongst city staff about a possible shared use of the building by the Nikkei Fishermen's Association and the Steveston Museum but, again, we have not been approached with any definitive plans in that regard. In the absence of more information, the executive did not see any advantage or benefit to the society to having this building moved onto the suggested site. Suffice it to say that the Steveston Historical Society does not have the resources to commit either manpower or finances to such a venture at this time.

By far the greatest objection is to the loss of green space around the existing museum. We have precious little open common space in the village, and residents and visitors alike have come to love this very small central park. Moving this building in would effectively reduce the park space by half and severely decrease the sunlight to what little green space would remain. It would make the park far less attractive as either a calm place of rest or a location for public gatherings such as the popular *Music in the Park* series of concerts sponsored by the Steveston merchants.

The Steveston Museum is currently outlined and defined by the park space around it and we feel it would be detrimental to move a building onto the proposed site. We would urge the City of Richmond to pursue other options for relocating this building. Since the ANAF are about to redevelop their property could some incentive not be made to them for retaining the house somewhere on the site. The precedent has been set with the "Old Telephone" building on the site to the south.

Yours truly,

Graham Turnbull  
 Chairman



City of Richmond

Minutes

## HERITAGE COMMISSION

**Date:** Thursday, September 20, 2007

**Place:** Meeting Room 1.002 – Richmond City Hall

**Time:** 6:00 p.m.

**Present:** Graham Turnbull, Chair  
Teresa Murphy (arrived at 6:18 p.m.)  
Vera Smart  
Ray Froh  
Jo-Anne Rocque (arrived at 6:15 p.m.)  
Norbert Spitz  
Councillor Rob Howard

**Absent:** Wendy Andrews  
Mitch Sakumoto  
Dana Westermark

**Also Present:** Sheila Johnston, Recording Secretary

The meeting was called to order at 6:10 p.m.

The Chair advised that the order of the agenda would be varied by hearing Item 3 (bullets 2 and 3) before Item 1.

Further, the Chair advised that the following would be added to the agenda as Item 2. (B):  
**Design Review: Proposed Development Permit – 3900 Moncton Street (DP 06-352004)**

### 3. Updates

- *Steveston Village Conservation Program: Conservation Strategy*
- *Steveston Village Conservation Program: Implementation Program Update*

James Burton, Birmingham and Wood Architects & Planners, in summarizing the Steveston Village Conservation Program: Conservation Strategy, highlighted the following:

- the Strategy has identified what is of value and what should be conserved in the Village;

3. Updates (continued):

➤ *4091 Chatham Street (see below) and 4111 Chatham Street (see bottom of Pg. 6)*

The Army, Navy and Air Force (ANAF) recently offered to give the heritage building located at 4091 Chatham Street to the City before the ANAF proceeds with a development application for a 4-storey structure for market rental units earmarked for seniors. Terry Crowe, Manager, Policy Planning, advised that staff was writing a report regarding details of the removal of the heritage building (the former Japanese fishermen's hospital office and nurses' residence, circa 1890) from the ANAF property and possible sites for relocation. He asked the Commission for input on possible sites for relocation, and noted that he was in receipt of a letter from the Steveston Historical Society advising that the parkland beside the Steveston Museum was not a feasible relocation site.

Mr. Turnbull stated that earlier in the month, members of the Steveston Historical Society had met and discussed the feasibility of relocating the heritage building to the parkland beside the Steveston Museum, and had taken measurements of the parkland, and Society members had unanimously concluded that the site was unsuitable for the heritage building in question. He further advised that the Steveston Historical Society had met with a group of 5 other Steveston-based non-profit groups and, after discussing the matter, there was consensus that the parkland beside the Museum was not felt to be the appropriate site for the building in question.

In addition, Mr. Turnbull drew the Commission's attention to the Autumn, 2007 edition of the *Nikkei Images*, a publication of the National Nikkei Museum and Heritage Centre, and to the article on Page 19, written by City Councillor Harold Steves entitled "Japanese Fishermen's Hospital Office and Nurses' Residence", wherein Mr. Steves wrote that: "it is proposed to move the (building in question) to the Steveston Museum site facing First Avenue. An alternative location would be the Britannia Shipyard site." (The article is on file in the Clerk's Office.)

Discussion ensued during which the following points were raised:

- the Japanese Fisherman's Society has informed the City that it will assist in the restoration of the interior of the heritage building but that it has not committed any funds at this time;
- the building is unoccupied at present thus making it vulnerable;
- the City staff report includes proposed funding to relocate the building and to restore the interior and exterior, and a partnership with the fisherman's society could be part of that budget;
- the plans submitted by the ANAF to the City for the redevelopment of the site clearly do not include the heritage building remaining on their land;

- besides the Steveston Museum and Britannia Shipyard locations, other locations for consideration include Garry Point Park, the small park near the Gulf of Georgia Cannery, and a location near the Martial Arts Building in the park near Steveston Community Centre.

Discussion continued with regard to relocation sites for the building with comments being made that:

- if relocated to the Steveston Museum site, valuable parkland would disappear and would never be recovered;
- the Japanese heritage of Steveston extends to the Britannia Shipyard thereby making the heritage building compatible with that site;
- the house and garden of Mrs. Sakata are located on the east side of First Avenue, across from the Museum Site. In the future the City might consider owning this unique house and garden to offset the loss of green space on the Steveston Museum site.

It was moved and seconded

*That the Heritage Commission (i) support saving the heritage building at 4091 Chatham Street, and (ii) support it being moved off the Army, Navy and Air Force site.*

**CARRIED**

After the recommendation was carried, discussion continued regarding the merits of proposed relocation sites for the heritage building. Although the Richmond Heritage Commission did not reach a consensus, there was support among some members for the proposed relocation to the Steveston Museum Site.

Further discussion took place on the value of, and the future of, Mrs. Sakata's property and resulted in the following recommendation:

It was moved and seconded

*That two members of the Heritage Commission (i) approach Mrs. Sakata, recognizing that her home is identified in the Steveston Village Conservation Strategy and (ii) discuss with Mrs. Sakata possibilities to retain and preserve her house and garden (12060/12080 1st Avenue) for the long term enjoyment of the community.*

**CARRIED**

The Chair reported that the building at 4111 Chatham Street had been spoken for and would be relocated.

## Conservation Option Details

Discussions among the interested parties and City staff have resulted in the identification of the following three options:

Option 1:	The One Step Full Conservation Process – City Owned
<p><b>Conserve 4091 Chatham Street Building on the grounds of the Steveston Museum for use as museum space for the NFPC and the SHS</b></p>	
<p>The City would:</p>	
<ul style="list-style-type: none"> <li>• Negotiate an agreement to accept the donation of the house currently at 4091 Chatham Street from the ANAF;</li> <li>• Retain consultants to document the building;</li> <li>• Prepare a conservation strategy and schedule;</li> <li>• Arrange for moving the building to a permanent location on the Steveston Museum grounds; and</li> <li>• Relocate it and restore it, within grounds of the Steveston Museum site.</li> </ul>	
<p>Following restoration, it would become available to the NFPC and others for their use, subject to operating agreements. The timing of its use would also be subject to the pace of restoration. The NFPC will need to raise funds for their interior exhibit displays. See <b>Attachment 6</b> for detailed Work Program.</p>	
<p>The City will have agreements with the landowner (ANAF) and others as soon as possible. Total cost of this option is estimated to be \$525,000 (for Cost Summary see <b>Attachment 7</b>).</p>	
<p>Pros</p>	
<ul style="list-style-type: none"> <li>• Conservation of a heritage building with significant historical significance (on the City Heritage Inventory);</li> <li>• Reinforces the critical mass of heritage buildings at the Steveston Museum grounds and in Steveston Village centre;</li> <li>• Strong relationship of mutual interest and programming with existing Museum;</li> <li>• Heritage cultural benefits. Expresses presence of the Japanese community in the Village;</li> <li>• Provides additional much needed space for Museum; and</li> <li>• City acquires ownership of a valuable heritage asset.</li> </ul>	
<p>Cons</p>	
<ul style="list-style-type: none"> <li>• Significant initial capital costs;</li> <li>• Minor ongoing operating and maintenance costs;</li> <li>• Reduction in open space and loss of trees on the Museum grounds in the Village core; and</li> <li>• Removes heritage building from its current site.</li> </ul>	
<p>The Nikkei Fishermen's Project Committee and the Steveston Historical Society have provided letters concerning this option (<b>Attachments 2 &amp; 3</b>).</p>	

Option 2	Option 2: The Two Step Full Conservation Process – City Owned
<ul style="list-style-type: none"> <li>• The first step is to move the building now, with current City funds.</li> <li>• The second step is to restore the building later, with yet to be determined City or non-City funding.</li> </ul> <p><b>Conserve 4091 Chatham Street Building on other City owned property.</b></p> <ul style="list-style-type: none"> <li>• Site: <ul style="list-style-type: none"> <li>- First Preference: Britannia Heritage Shipyard as it keeps the building in Steveston,</li> <li>- Second Preference: The Terra Nova Site as it keeps the building in the City.</li> </ul> </li> </ul> <p>Pros</p> <ul style="list-style-type: none"> <li>• Conservation of heritage building; and</li> <li>• City acquires ownership of a valuable heritage asset building with significant historical significance.</li> </ul> <p>Cons</p> <ul style="list-style-type: none"> <li>• An appropriate site has not been identified;</li> <li>• Use of the building not identified;</li> <li>• Programming opportunities with the Steveston Historical Society and the Nikkei Fishermen's Project Committee may be lost if an alternate site is not an appropriate location for their programming needs;</li> <li>• Relocation costs: \$30,000 now</li> <li>• Conservation costs: \$525,000 TBD later</li> <li>• Ongoing Operating and Maintenance Costs (e.g., estimated at \$11,000/year).</li> </ul>	

Option 3	No City Action
<p><b>Decline the offer of donation of the house at 4091 Chatham Street.</b></p> <p>The existing building would be available to the ANAF or a private owner to relocate and/or conserve the building, either on the ANAF or another private site, within the City or elsewhere.</p> <p>Should the ANAF not be required or anyone else not come forward, the building would likely be demolished.</p> <p>Pros</p> <ul style="list-style-type: none"> <li>• No cost to the City</li> </ul> <p>Cons</p> <ul style="list-style-type: none"> <li>• Loss of conservation of heritage building;</li> <li>• Loss of heritage cultural asset;</li> <li>• Programming opportunities with the Steveston Historical Society and the Nikkei Fishermen's Project Committee may be lost.</li> </ul>	



## OPTION 1 WORK PROGRAM

## TO CONSERVE 4091 CHATHAM STREET BUILDING AT STEVESTON MUSEUM GROUNDS

Purpose:

To provide identify the scope of work involved.

OPTION 1 WORK PROGRAM			
WORK ITEM	ACTIONS	COST (Preliminary Estimate)	SCHEDULE (Estimate)
<b>PHASE 1 – Documentation - \$40,000</b>			
• Donation and Acceptance of Building	The City would negotiate an agreement with the ANAF to accept the donation of the house at 4091 Chatham Street.	• \$0	• Jan 2008
• Retain Heritage Consultant	Prepare RFP and retain Heritage Consultant for Scope of Work, including documentation and assessment through to construction review phase (see <i>Parts 1 – 4</i> , below).	• by Staff	• Feb 2008
• <i>Part 1:</i> Documentation and Assessment	Heritage Consultant prepares: <ul style="list-style-type: none"> <li>• Building documentation (Detailed Condition Assessment report, photogrammetric study and measured drawings of existing building);</li> <li>• Conservation strategy;</li> <li>• Restoration/rehabilitation cost estimates, and</li> <li>• Schedule.</li> </ul>	• \$10,000	• Mar - April 2008
• <i>Part 2:</i> Relocation Construction Drawings	Heritage Consultant prepares: <ul style="list-style-type: none"> <li>• Relocation construction drawings (e.g., Legal Survey, Site Plan, Foundation Drawings, Architectural, Electrical, Plumbing) for permits and tender</li> </ul>	• \$10,000	• April 2008
• <i>Part 3:</i> Exterior Conservation Drawings	Heritage Consultant prepares: <ul style="list-style-type: none"> <li>• Exterior Conservation drawings completed (e.g., Conservation Plan, Full Set of Contract Documents, Specifications)</li> </ul>	• \$10,000	• April 2008
• <i>Part 4:</i> Interior Conservation Drawings	Heritage Consultant prepares: <ul style="list-style-type: none"> <li>• Interior conservation drawings (Conservation Plan, Full Set of Contract Documents, and Specifications)</li> </ul>	• \$10,000	• May 2008
• Receiver Site Design	Site planning (Parks and Planning), including tree survey and Arborist Report, for relocation of building on grounds of the Steveston Museum	• by Staff	• Mar 2008
• Update Council	Report to Council on progress, budget and schedule	• by Staff	• March 2008
<b>PHASE 2 – Relocation - \$105,000</b>			
• Heritage Register	Protection is to be consistent with the Steveston Village Conservation Strategy (e.g., list building on Heritage Register for legal status) with eligibility for: <ul style="list-style-type: none"> <li>• Heritage Inspection</li> <li>• Temporary Protection</li> <li>• Withholding of demolition permit</li> <li>• Special provisions of the BC Building Code Heritage Building Supplement</li> </ul>	<ul style="list-style-type: none"> <li>• by Staff</li> <li>• Heritage Commission</li> <li>• Bylaw</li> <li>• Provincial notification</li> </ul>	• May 2008

OPTION 1 WORK PROGRAM			
WORK ITEM	ACTIONS	COST (Preliminary Estimate)	SCHEDULE (Estimate)
• Permits	Lot consolidation Rezoning for Community Amenity Space Development Permit Building Permit	• \$20,000	• May 2008
• Moving Contract RFP	RFP for moving the building to a permanent location on the Steveston Museum grounds and Contract award	• by Staff	• June 2008
• Receiver Site Preparation	Construction site preparation for receiving relocated building begins (e.g., clearing, foundations poured)	• \$40,000	• June 2008
• Move Building	4091 building moved	• \$30,000	• June 2008
• Utilities	Connect utilities	• \$10,000	• June 2008
• Secure Building	Secure building prior to commencement of exterior restoration works	• \$5,000	• June 2008
• Operating Agreements	Complete operating agreements between NFPS and SHS with the City	• by Staff	• July 2008
<b>PHASE 3 - Restoration of exterior - \$205,000</b>			
• Landscape Design	Prepare landscape design for site alterations and improvements	• by Staff	• July 2008
• Building Services	Building services fully upgraded to Code requirements (electrical, plumbing, heating, building to be sprinklered)	• \$30,000	• August 2008
• Exterior Restoration	Exterior conservation (e.g., roof, walls, windows, chimney)	• \$160,000	• Dec 2008
• Landscape Improvements	Completion of site landscaping (trees, lawns, decks)	• \$15,000	• Spring 2009
<b>PHASE 4 - Restoration of interior - \$175,000</b>			
• Award Contract	Tender and award contract for base interior restoration works	• by Staff	• Fall 2008
• Interior Restoration	City to: • Restore interior including heritage conservation; • Furnish archival storage shelving/cabinets for SHS in the rear portion of the building.	• \$150,000 • \$25,000	• Spring 2009
<b>• PHASE 5 - Displays and Interpretive Programs – Not a City Responsibility or Cost</b>			
• Fundraising	Fundraising by the NFPC: • NFPC raises funds (TBD) for its interpretive and display works in the interior space, in the front portion of the building	• \$75,000 (estimate)	• Ongoing
• Interior Displays	The NFPC to prepare interior exhibit space including: • Fitting out with any specific functional requirements (e.g., shelving, lighting, electronics wiring, particular security requirements) • Prepare exhibit displays to interpret history with collections.	• See above	• TBD

OPTION 1 WORK PROGRAM			
WORK ITEM	ACTIONS	COST (Preliminary Estimate)	SCHEDULE (Estimate)
<b>PHASE 6 - Ongoing Management - \$11,000 per year</b>			
• Museum Operations	The City's building would become available to the NFPC and the SHS for their use. Timing of its use would be subject to the pace of restoration	• by user groups	• Sept 2009
• Municipal Heritage Designation	Secure Municipal Heritage Designation, consistent with the Steveston Village Conservation Strategy, after building has been moved and secured on new site, and conservation restoration is complete.	• by Staff	• December 2009
• Annual Maintenance Program	Estimated annual City maintenance costs (repairs, re-keying, caulking, servicing, lighting, etc.)	• \$5,500/year	• 2010
• Annual taxes and Utility Fees	Tax exempt status for city owned heritage property. Costs for utilities (water, sewer)	• \$500/year	• 2010
• Ongoing Operating Costs	Estimated annual City operational costs (Heat, water, electricity, gas, garbage, etc.)	• \$5,000/year	• 2010
• Operation Agreement	Establish operating agreements between the City, SHS and NFPC. The terms are TBD. The NFPC may not contribute financially to the operation and maintenance	• by Staff	• TBD

Prepared by Policy Planning

**OPTION 1 WORK PROGRAM  
COST SUMMARY**

OPTION 1 WORK PROGRAM			
PHASE	WORK ITEM	CITY'S COST	NON-PROFIT'S COST (1)
<b>PHASE 1 – Documentation</b>			
	Documentation and Assessment	\$10,000	
	Relocation Drawings (Site, Foundation, Services)	\$10,000	
	Exterior Heritage Conservation Drawings	\$10,000	
	Interior Heritage Conservation Drawings	\$10,000	
<b>PHASE 2 – Relocation</b>			
	Permits	\$20,000	
	Site Preparation and Foundations	\$40,000	
	Moving Building	\$30,000	
	Utilities Connections	\$10,000	
	Security and Lock-Up for Building	\$5,000	
<b>PHASE 3 - Restoration of exterior</b>			
	Building Services (Electrical, Plumbing, Sprinkler)	\$30,000	
	Exterior Conservation (Roof, Walls, Windows)	\$160,000	
	Site landscaping	\$15,000	
<b>PHASE 4 - Restoration of interior</b>			
	Interior Restoration	\$175,000	
<b>PHASE 5 - Interior Displays and Exhibits</b>			
	Interior Displays, Exhibits, and Archival Storage		\$75,000
<b>TOTAL COST (2)</b>		<b>\$525,000</b>	<b>\$75,000</b>

**Notes**

1. Non-profit organizations to fundraise prior to commencing work on displays and exhibits.
2. Maintenance and Operation Costs are in addition to costs listed.

**Comments**

The cost to move the heritage house from its property at 4091 Chatham Street and re-establish it as a museum facility at the Steveston Museum is estimated to be \$525,000. This cost includes a 10% contingency allowance for possible or unanticipated material and labour increases. Staff will work with the consultants to consider opportunities for lowering costs wherever possible.

Key activities include:

- Consultant fees for the preparation of heritage conservation drawings, and site inspections during construction, is budgeted at \$40,000;
- Moving the house for approximately \$50,000 (securing permits, providing suitable ingress and egress from all sites, making all utility disconnections, removing the chimney top, removing all obstructions, and raising overhead wires);
- Re-establishing it at its new location for approximately \$55,000 (preparing the land, constructing a new foundation, and providing new services); and
- Exterior and interior heritage restoration works are estimated at an additional \$380,000.

The timing of this opportunity requires a commitment from the City to act prior to December 2007. Although the house move could wait until early 2008, it is recommended that it be moved as soon as possible in order to reduce the possibility of vandalism occurring at its present site, and to allow the ANAF

to redevelop its site. The new location within the park is much more visible and open to view, adjacent to the existing Steveston Heritage Museum building.

Staff recommends that the required \$525,000 to implement Option 1 come from the 2008 Capital Budget submission. Additionally, City's ongoing operational and maintenance costs are estimated at \$11,000 per year. These funds will come from the City's Operating Budget.

### ***Interim Funding***

Until the Capital Budget is approved, staff recommend that \$30,000 be made available from a Heritage Trust account in order to retain the Consultant for the initial documentation, relocation and exterior conservation drawing work. The Heritage Trust account would be reimbursed upon 2008 Capital Budget approval.

Staff will report progress to Council, as necessary

Prepared by Policy Planning