



City of Richmond

Report to Council

To:	Richmond City Council	Date:	December 1, 2004
From:	Councillor Harold Steves Chair, Parks, Recreation & Cultural Services Committee	File:	06-2025-20-003/Vol 01
Re:	BRITANNIA HISTORIC ZONE DEVELOPMENT PLAN		

The Parks, Recreation & Cultural Services Committee, at its meeting held on November 23rd, 2004, considered the attached report, and recommends as follows:

Committee Recommendation

That:

- (1) *the Britannia Historic Zone Development Plan be adopted as presented (in the report dated August 31, 2004 from the Director, Recreation and Cultural Services) to set the blueprint for the capital development of the area;*
- (2) *the Britannia Business Plan capital priority list be amended as recommended by the Britannia Heritage Shipyard Advisory Committee.*
- (3) *That staff report on the development of a marketing plan for the site.*

Councillor Harold Steves, Chair
Parks, Recreation & Cultural Services Committee

Attach.

VARIANCE

Please note that Part (3) was added by the Committee.

Staff Report

Origin

At the City Council meeting of February 10, 2003 Council requested that a development plan for the east precinct of Britannia Heritage Shipyard Park – the Historic Zone – be completed. A committee made up of members of the Britannia Heritage Shipyard Advisory Board, Britannia Heritage Shipyard Society and members of staff was created to draw up a comprehensive development plan for the Historic Zone.

During the course of the planning the Britannia Shipyard Advisory Committee determined that the completion of the Historic Zone as per the Development Plan provided a significant opportunity to make the site a destination for residents and tourists while other buildings were being completed. Since the Historic Zone was not planned at the time of the Business Plan it fell last on the capital plan adopted. The Committee, with a mandate to oversee the implementation of the Britannia Business Plan and with the completion of the vision for the Historic Zone, would like to recommend to Council an update to the capital priority list in the Business Plan.

Analysis

In 1995 a concept plan for the Historic Zone was developed but the recommendation was to put the development of the area on hold until the rest of the site was completed.

In 2001 an offer was received from a local property owner to donate two heritage designated stilt pile houses to the City for Britannia. These houses are the last remaining houses of a type that were built on the waterfront at the beginning of the 1900's. They are reminiscent of the types of housing that dotted the waterfront and were built on piles on tidal lands.

The addition of the stilt pile houses would complete the number of buildings originally envisioned for the Historic Zone that would create a sense of massing formerly seen on the waterfront.

The concepts and vision for the area that were developed from a workshop held in 1995 were reconfirmed by the Historic Zone Development Committee and a detailed plan was developed (Appendix 1). The area not only provides a glimpse of the waterfront as it may have been in the early 1900's and the living conditions of those who worked in the canneries and the fishing industry but also provides a natural open space with a small amphitheatre for outdoor concerts and festivals, unstructured enjoyment or private outdoor gatherings. The Chinese Bunkhouse will not only show the living conditions of Chinese labourers but also provide a large, rentable space with character for functions of all types.

The Business Plan

In the Business Plan adopted by Council in 2000 to guide the development of the Britannia site, the priorities as recommended up to the development of the Historic Zone have been completed with the exception of the Seine Net Loft superstructure. As well, at the time of the adoption of the Business Plan the stilt pile houses were not on the site. With the vision and development details in the Development Plan, the Britannia Heritage Shipyard Advisory Committee re-

evaluated the priorities outlined in the Business Plan and recommends that the completion of the Historic Zone take priority over other buildings. The following changes are recommended:

Business Plan 2000	Advisory Board Recommendations 2004
Completed: Shipyard building and dock Walkway on the west side of the seine net loft Japanese Duplex stabilization Cannery Office stabilization Seine Net Loft substructure restoration	
Not Completed: Seine Net Loft: superstructure restoration Historic Zone (Chinese Bunkhouse & two Murchison houses) Japanese Duplex restoration & interpretation Cannery Office restoration & interpretation First Nations Building	2005/06: Complete Historic Zone as per development plan 2007: Complete restoration & interpretation of First Nations Building; Cannery Office; Japanese Duplex 2008: Complete restoration & interpretation of Seine Net Loft

The capital funding required to complete the above priorities is estimated at \$2,400,000 in 2004 dollars. This will then complete the preservation, restoration and interpretation of this historically significant site and allow it to fulfil its potential as a destination site that contributes to the economic development of the community and the vibrancy of the waterfront.

The Britannia Advisory Board also recommends that a marketing plan be started in 2005 and implemented in 2006 with the completion of the Historic Zone.

Financial Impact

There is no additional financial impact in adopting the Development Plan or the re-prioritized capital plan. All capital projects will be subject to Council approval through the annual capital budget requests.

Capital funding allocated since 2001:

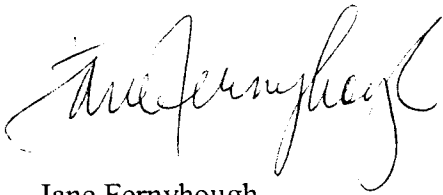
2001	\$25,000 – Japanese Duplex stabilization
2002	\$179,000 – substructure work for Seine Net Loft and Cannery Office
2003	\$259,000 – Seine Net Loft

2004	\$250,000 – preliminary site work in Historic Zone
2005	\$400,000 – complete phase 1 of Historic Zone

Requests have been included in the five year capital plan which would result in completion of the restoration of the buildings at Britannia by 2008/09. Funding will also be sought from external sources to offset the amount required from City sources.

Conclusion

Britannia has the potential to be a major tourist destination as well as a community asset citizens can be proud of to showcase important aspects of our community heritage. The Development Plan for the completion of the Historic Zone provides a vision and detailed plans for the eastern portion of the site to interpret the social and living conditions of the labour force on the waterfront. The re-prioritized development list proposed by the Britannia Advisory Board completes a major aspect of the site in a compact time frame to contribute to that potential.



Jane Fernyhough
Manager of Heritage and Cultural Services
(4288)



Britannia Heritage Shipyard Park

Historic Zone Development Plan

October 2004

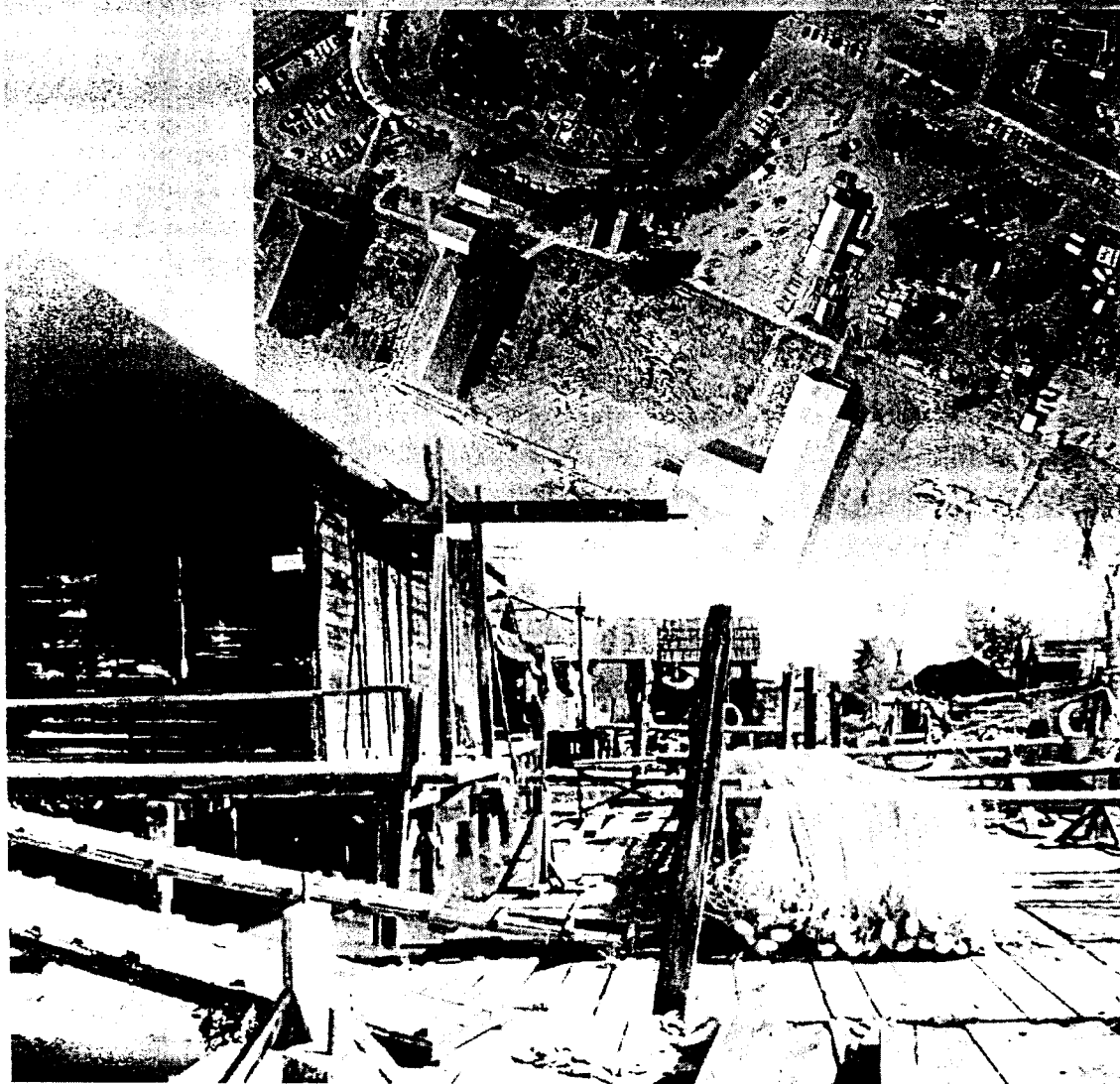


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Background

In order to start the next phase of capital planning at the Britannia Heritage Shipyard Park, and in response to the offer of a donation of the two remaining Steveston stilt pile houses to be relocated to Britannia or to be demolished, City Council requested that a development plan for the east precinct – Historic Zone – be completed. Concepts for the area had been outlined in the Britannia Heritage Shipyard Park Concept Plan (1993) and refined in the Britannia Heritage Shipyard Study Area Plan (1995).

The Development Plan was to include:

- ❑ a detailed plan of the historic zone;
- ❑ the placement of buildings (including those existing on site and two stilt pile houses), use of and interpretation of the buildings;
- ❑ a circulation plan through the historic zone and connection to the rest of the site;
- ❑ a landscaping plan;
- ❑ an interpretation plan;
- ❑ a capital funding plan; and,
- ❑ a phasing plan.

A committee comprised of members of the Britannia Advisory Board, Britannia Heritage Shipyard Society and City staff, was struck to guide the process. A workshop was held in May 2003 with committee members plus several people who had a long time association with Britannia. (Appendix 1)

Vision, Principles and Goals

At the workshop the vision, principles and site goals laid out in the Britannia Business Plan were confirmed for the Historic Zone.

The vision for the Britannia Heritage Shipyard Park is for it to be:

a publicly accessible waterfront heritage park and working museum with passive, active and interactive activities, focusing on the local industrial marine heritage. Emphasis is on the west coast wooden commercial fish boat building and repair that was historically based in Steveston; and the cultural mosaic and living conditions of the labour force on the Steveston waterfront.

The Principles adopted for the site were:

- ❑ *retain the spatial context of the buildings to retain the feeling of closeness to each other and to the water;*
- ❑ *the buildings should relate to the traditional activities on site;*

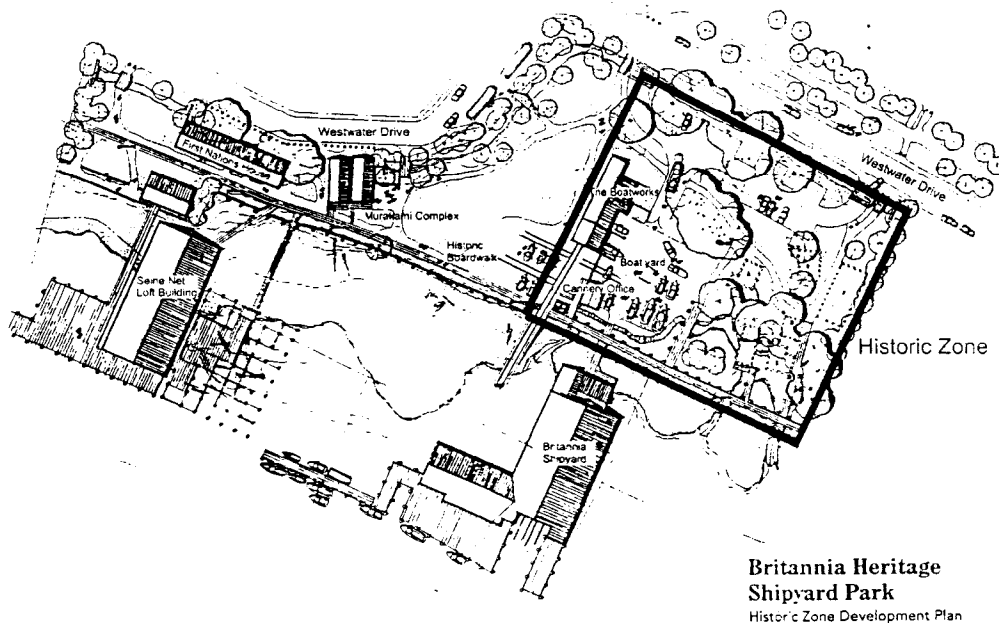
- ❑ *the depiction of the living conditions would reflect those who worked in the industries on the waterfront in the early 1900's;*
- ❑ *the boats on display should be heritage boats of the type that would have been built or repaired at Britannia and should be accessible to the public;*
- ❑ *any boat building or repair should be on a cost recovery basis unless they are part of the collection;*
- ❑ *interpretation will be done using active and interactive displays and activities;*
- ❑ *parking would be structured so as to minimize the impact on the site;*
- ❑ *the interventions to the buildings at Britannia will be guided by accepted conservation practices so as to retain the heritage integrity of the site.*

The goals for the site are that it should be:

- ❑ *vibrant*
- ❑ *open and accessible*
- ❑ *safe*
- ❑ *unstructured*
- ❑ *a destination for residents and visitors*
- ❑ *a place where the historic look, feel and sense will be evident*
- ❑ *integrated with and complementary to other waterfront historic sites*

Study Area

The study area for the Development Plan is the eastern portion of the park site. It extends from the southern edge of Westwater Drive in the north, south to the Fraser River, and from the east side boundary to the eastern edge of the boat yard.



Site Context Map

The Site

In October 1995 a Concept Plan for the Historic Zone was prepared and received by Council. The Development Plan Steering Committee reviewed and reiterated the concepts and plans put forward at that time and moved forward to detailed development plans in order to further the development of the area and for detailed cost estimates to be done.

The intention is to recreate a residential area for interpretation purposes. Historically, the boardwalk along the water served as the “main street”. Structures were located on both sides, primarily canneries and wharves on the water (south) side and services and residences on the land (north) side. Boardwalks branched off to the doors of the residences. Since the area was tidal and the land on which the houses were located was marsh, the houses were built on piles. The landscaping would have been a combination of native marsh vegetation and cultivated garden and orchard plants like those planted near homes for food production. Communal net mending racks dotted the waterfront areas, frequently situated at the core of housing groupings.

The principles adopted for the area are:

- ❑ residential/social buildings envisioned for the area are seen as part of the context for the completion of the shipyard and not as an entity of their own;
- ❑ buildings to be placed reminiscent of worker housing along Cannery Channel at the turn of the 20th century;
- ❑ boardwalk located upland of the bulkhead and houses set back about 6 meters;
- ❑ houses on piles, clustered along the waterfront with configuration typical of early settlement with boardwalks to doors;;
- ❑ the 6 meters between boardwalk and buildings will be reminiscent of a ditch/marsh area typical of the historical waterfront;
- ❑ landscaping replicating the past with combination of native marsh vegetation and cultivated garden and orchard plants like those planted near homes for food production.

There are five buildings to be located within the study zone:

- ❑ “Chinese” bunkhouse
- ❑ two “Murchison” houses
- ❑ two “stilt pile” houses

Unlike most of the other buildings on the Britannia site, all of these five buildings were relocated to this site from elsewhere as examples of housing used by those who worked on the waterfront.

History of the Buildings

Bunkhouse - circa 1920

Chinese workers occupied buildings such as this during the canning season between 1920-1940. Bunkhouses were large, two storied, built on pilings over the water and accessed by a boardwalk system. Half the ground floor and the entire top floor usually consisted of rows of rooms with three bunks to a room, providing sleeping quarters for a cannery crew of fifty to one hundred men. A portion of the ground floor was a common eating area furnished with low tables and benches. Cooking was done in large woks on a single stove surface. Generally, the cook stove represented the only source of heat for the building. Tables used at mealtimes, doubled as gaming tables.

The bunkhouse is typical of bunkhouses in which Chinese labourers lived adjacent to the Hong Wo Store to the east of this site. The last of the original Richmond bunkhouses was demolished in 1985. This bunkhouse was built in 1920 for the ABC Packing Company's Glendale Cannery, at Knights Inlet. In 1951 it was loaded on to a barge and towed to the Phoenix Cannery property in Steveston, just west of this location, onto the old BC Packer's Cannery site. For many years it was used for net storage. BC Packers donated the building to the City of Richmond and it was moved to this site in 1999.

This bunkhouse is believed to be the last surviving cannery bunkhouse used by Chinese workers on the BC West Coast.

Use: It will be restored to public access and interpreted as it was when housing Chinese labourers. It will also be available for large gatherings.

"Murchison" houses – circa 1880 to 1890

These two buildings, referred to as the 'Murchison Houses', are representative of the many 1880's vintage "knock down" or "prefab" houses found along the Steveston waterfront. The prefabricated sections were brought to Steveston by barge from New Westminster. The smaller building was originally used as a cannery bunkhouse and the larger was home to a boat builder or fisherman.

In 1895 John Edward Murchison purchased the two buildings, moved them to his farm on Second Avenue and joined them together. Mr. Murchison was Steveston's first Police Chief and Federal Customs Officer. He converted a portion of the smaller building and used it as his place of business. From 1931 until 1956 they were used as a kindergarten/day care for Japanese children by the Franciscan Sisters of the Atonement. In 1993 the buildings were donated to the "Murchison House Preservation Committee" and moved to the Britannia site.

"Stilt pile" houses – circa 1888-90 and 1912

Originally located across from what is now Garry Point Park on 7th Avenue they were moved to the Britannia site in 2004 due to redevelopment of the properties on which they were located.

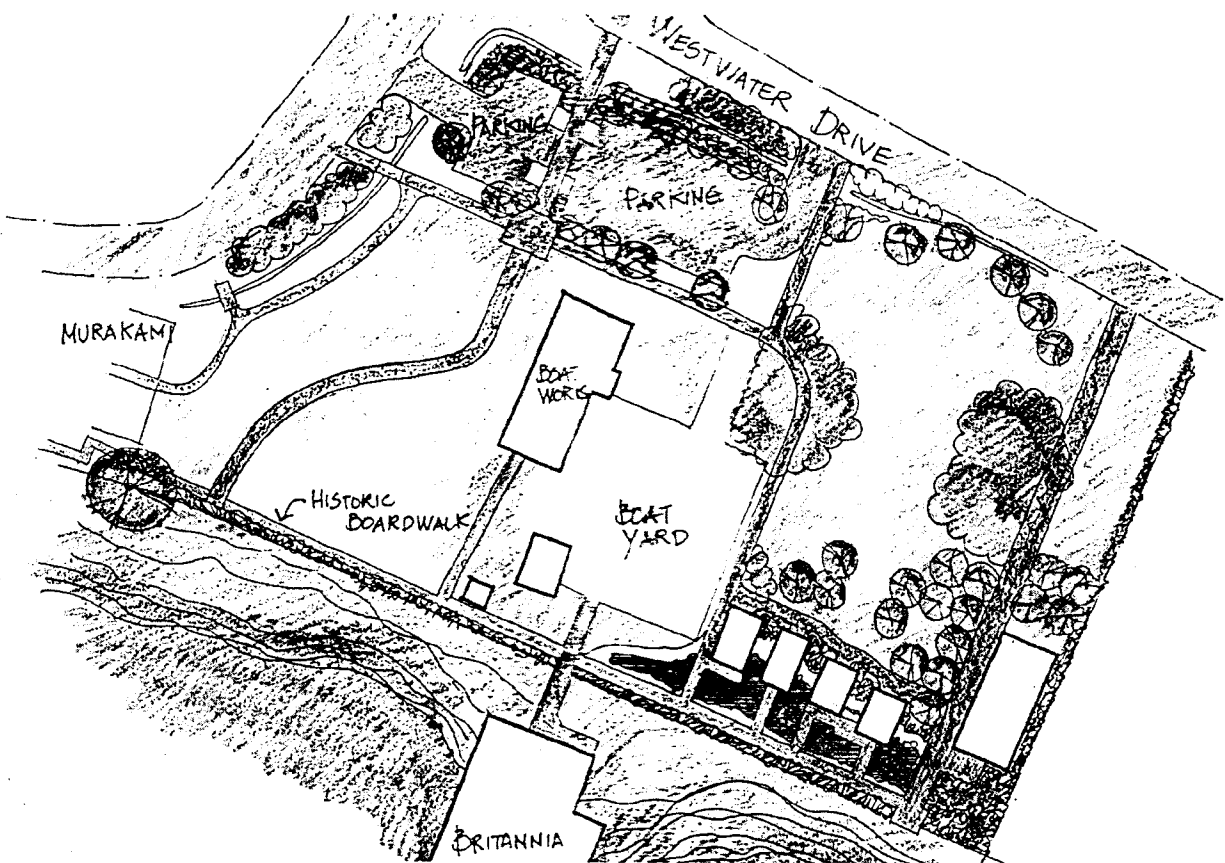
They are small rectangular gable roofed one-storey houses of modest proportions constructed on a foundation of posts or stilts. Their heritage value lies in the historical and cultural associations with early settlement. They are the last of a number of similar houses built as accommodation for Steveston's cannery workers. The method of construction of the foundations, on pilings, was in response to the flooding conditions due to the inadequate dike protection at the time.

The smaller of the two houses build circa 1888 – 90 was owned by the Hornbrook family in the 1940's and 50's and later by the Reid family. There were small trenches across the mud floor to drain away the water when the tide went out. The larger of the houses was built in 1912 and was the home of the Point family until the mid 1950's. Chief Point, the hereditary Chief of the Musqueam, was born at Garry Point.

Use: One of the larger houses, to be placed on the western end, will become a site caretaker suite. The next house will become an interpretation and visitors centre. The other two will be restored and interpreted as houses in the late 180's/early 1900's workers houses.

Further research is being conducted on each of the five buildings to determine extensive history and prepare interior interpretation plans for each.

The Plan



Proposed Site Design

Design Features

- ❑ the boardwalk continues from the shipyard entrance to the eastern edge of the property;
- ❑ the five buildings are relocated on foundations closer to the river's edge accessed by walkways from the boardwalk;
- ❑ the area between the four houses and the boardwalk will replicate the original tidal marsh area with a "pond like" structure with marsh type vegetation;
- ❑ the four houses will be built on piles at the front over the pond;
- ❑ the most westerly placed house will be renovated to provide accommodation for the site caretaker;
- ❑ the adjacent house will house a visitor's centre;
- ❑ the two remaining houses will be restored and allow public viewing from the windows;
- ❑ a communal net mending rack in front of the houses will be constructed;
- ❑ the Chinese Bunkhouse, located at the eastern property line will have a small platform at the end of the boardwalk and the interior restored to depict the living conditions of those it housed. The main floor will be minimally furnished so as to accommodate rentals for larger groups. For unloading equipment & supplies for events it will be accessible by vehicle via a crushed asphalt path from the road;
- ❑ the area behind the houses will be natural vegetation with some trees. The area will be a natural undulating space, open to the road and a small amphitheatre will be created to accommodate small performances and informal gatherings. Picnic tables will dot the area;
- ❑ the current parking lot will be relocated further to the western edge of the park. This will provide the openness in the eastern area required for gatherings and help create a "sense of arrival" at the site;
- ❑ a focal point with wayfinding and interpretative site information will be created adjacent to the parking lot;
- ❑ the pathway from the parking lot/entry way will be defined and an area currently in gravel will be replaced with grass;
- ❑ site lines from the road will be opened up for enhanced monitoring of the site for security.



North Facing View of Buildings

Detailed technical drawings for the site and the creation of the water area and boardwalk are contained in Appendix 2 & 3.

Costing

Preliminary order of magnitude cost estimates were prepared by Landscape Architect, Jeff Vaughan, and the Facility Management Department.

site servicing & "pond" development	\$340,000
services	\$80,000
building foundations	\$150,000
boardwalk	\$80,000
relocate buildings onto foundations, restore interior & exterior	\$283,000
landscaping & roadways/parking lot	\$58,000
interpretation & displays	<u>\$150,000</u>
TOTAL	\$ 1,141,000

(all cost estimates are in 2004 dollars and include design, overheads, permits and city costs)
 (Detailed breakdown costs – appendix 4)

Phasing

The development of the area was divided into two phases.

Phase 1 consists of:

- ☐ site servicing
- ☐ pond development
- ☐ boardwalk
- ☐ building foundations

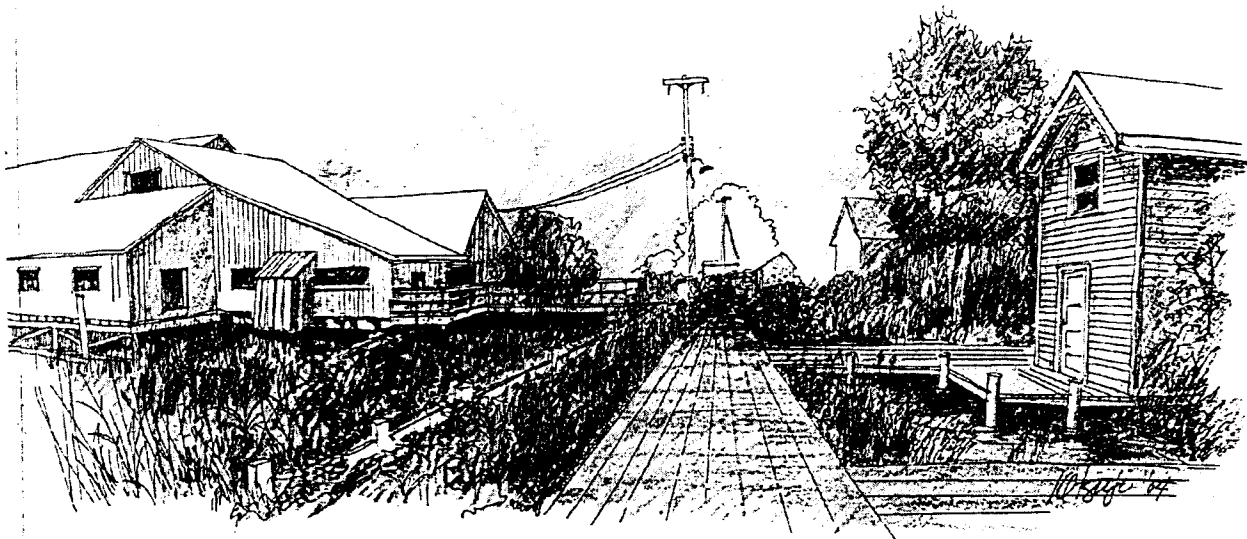
Phase 2 consists of:

- ☐ relocate buildings onto foundations
- ☐ restore interior & exterior
- ☐ landscaping & roadways
- ☐ relocation of parking lot
- ☐ interpretation & displays

Recommendations

The Development Plan Steering Committee made the following recommendations:

- that the Historic Zone be considered as an entity and not as a collection of parts or buildings; and,
- that the development phasing plan as presented be used as the logical sequence to complete the area.



West Facing View Along Boardwalk

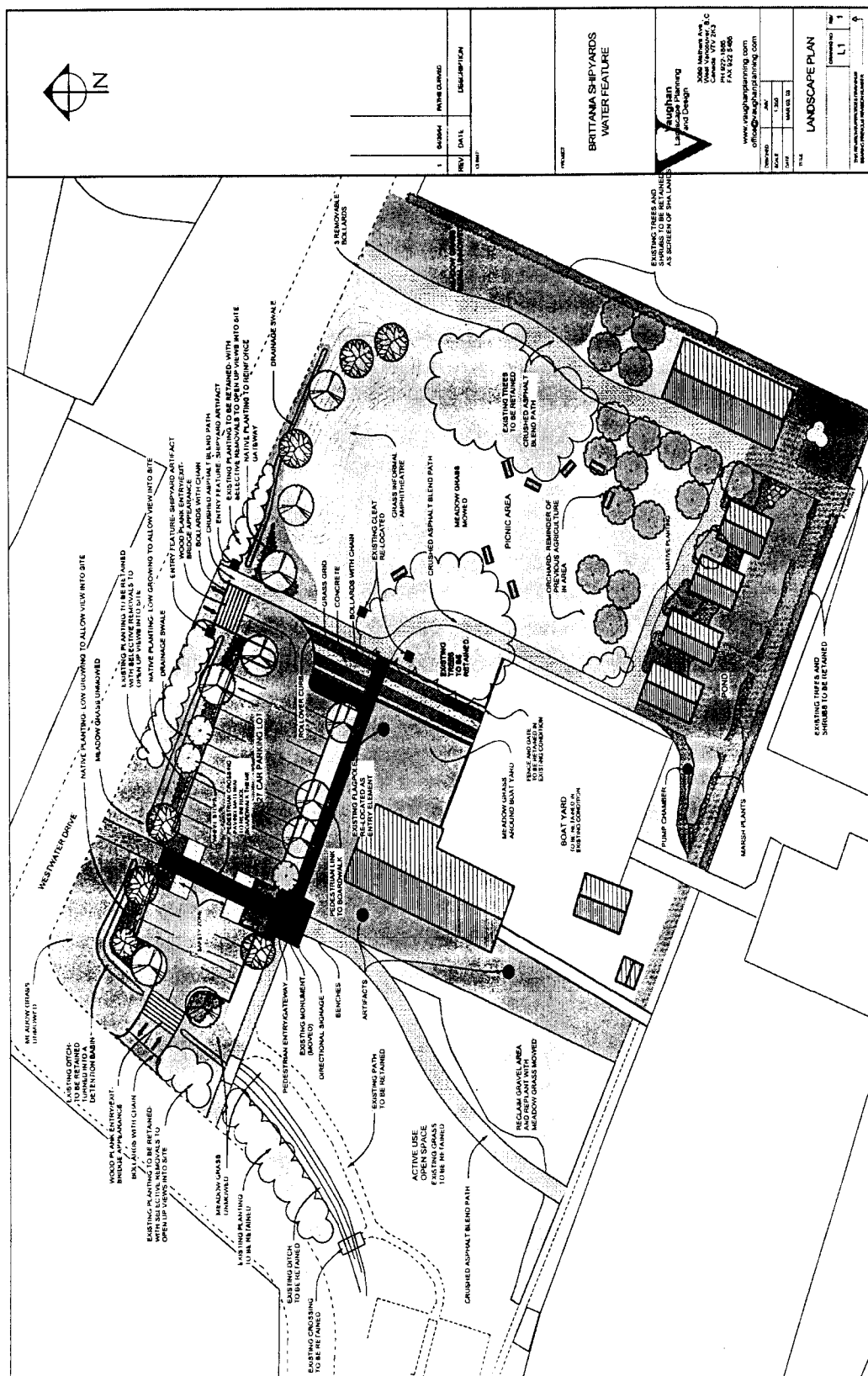
Appendix 1

Workshop participants

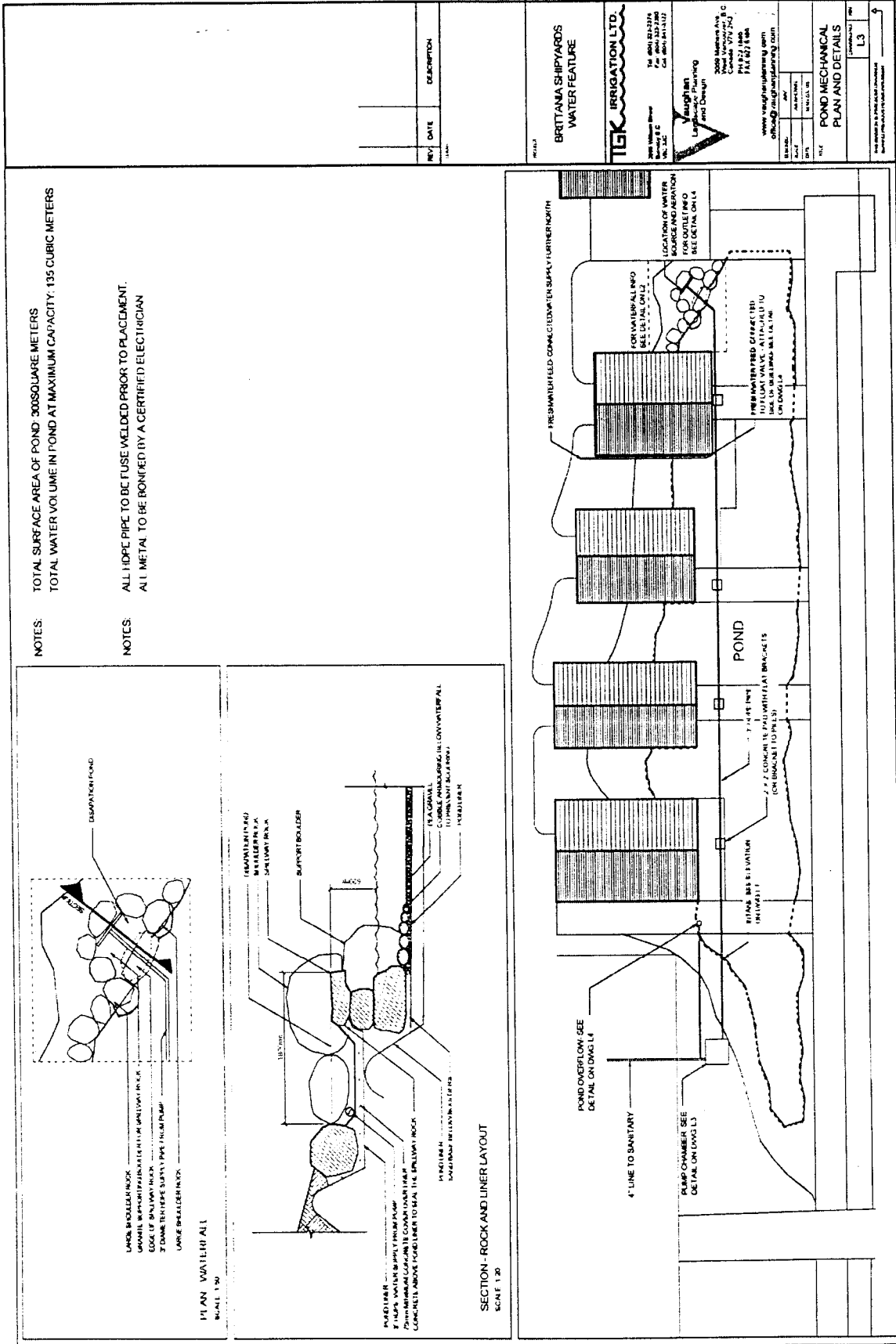
Bob Butterworth	Britannia Advisory Board
Jane Fernyhough	City of Richmond, Heritage & Cultural Services
Robbie Johnson	Britannia Advisory Board
Bryan Klassen	City of Richmond, Heritage & Cultural Services
Bill McNulty	Councillor, Council Liaison to Britannia Advisory Board
Bill Nelson	Britannia Advisory Board
Bob Ransford	Britannia Advisory Board, Chair
Dave Semple	City of Richmond, Parks
Harold Steves	Councillor
Yvonne Stich	City of Richmond, Parks
Sui Tse	City of Richmond, Engineering

Facilitator: Janna Taylor

Detailed site plan



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Appendix 4
Detailed cost estimates

Britannia Heritage Shipyard Building					
Description					
Scope of work and Values Adjusted for Inflation 2004	Chinese Bunkhouse	Murchison large	Murchison Small	Stilthouse large	Stilthouse small
Exterior work	\$ 19,510	\$ 10,000	\$ 5,000	\$ 10,000	\$ 6,000
Structural work	\$ 37,720	\$ 5,000	\$ 2,000	\$ 5,000	\$ 2,000
Interior work	\$ 18,434	\$ 20,000	\$ 5,000	\$ 15,000	\$ 10,000
Code work	\$ 15,247	\$ 2,000	\$ 1,000	\$ 2,000	\$ 1,000
Mechanical Systems	\$ -	\$ 8,000	\$ 2,000	\$ 5,000	\$ 2,000
Electrical Systems	\$ 8,580	\$ 5,000	\$ 2,500	\$ 5,000	\$ 2,500
	\$ 99,491	\$ 50,000	\$ 17,500	\$ 42,000	\$ 23,500
Contractor O/H&P	\$ 114,415	\$ 57,500	\$ 20,125	\$ 48,300	\$ 27,025
20% contingency	\$ 137,298	\$ 69,000	\$ 24,150	\$ 57,960	\$ 32,430
35% City Costs	\$ 185,352	\$ 93,150	\$ 32,603	\$ 78,246	\$ 43,781
Gross Floor Area	4060	1100	333	900	450
Estimated Unit cost	\$ 28	\$ 52	\$ 60	\$ 54	\$ 60

Item	DESCRIPTION OF WORK	UNIT	EST QTY	UNIT PRICE	TOTAL PRICE
1.0 General					
1.1	Mobilization, Traffic Control, Permits, etc.	4% of const.			
2.0 Sitework					
2.1	Grubbing- Existing Shrub Removal	sq.m.	4587	1.00	4,587.00
2.2	Isolated Tree Removal	each	10	220.00	2,200.00
2.3	Stripping- Removal of .15m Organic- Re-use	cu. m.	767	15.00	11,505.00
2.4	Tree Protection -1m High Snow Fence	L.S.	1	1,200.00	1,200.00
2.5	Asphalt Removals	sq.m.	1345	8.00	10,760.00
2.6	Concrete Curb Removals	lin.m.	270	6.00	1,620.00
2.7	Common Excavation- Re-used On Site	cu. m.	1056	12.00	12,672.00
2.8	Excavation for Trees	cu. m.	128	14.00	1,792.00
2.9	Site Preparation- General Grading	sq.m.	7191	0.60	4,314.60
2.10	Base and Subbase for Asphalt/Special Paving	cu. m.	275	23.00	6,325.00
2.11	Asphaltic Concrete Paving- Parking Lot	sq.m.	932	20.00	18,640.00
2.12	Pavement Lines	lin.m.	159	3.00	477.00
2.13	Pavement Symbols	each	9	80.00	720.00
2.14	Crush Gravel Pathways	sq.m.	661	11.00	7,271.00
2.15	Site Drainage- Piping, Area Drains, etc.	L.S.	1	5,000.00	5,000.00
2.16	Re-used Topsoil From Stripping	cu. m.	767	8.00	6,136.00
2.17	Topsoil Supply and Install for Lawns	cu. m.	112	28.00	3,136.00
2.18	Topsoil Sup./Inst. for Shrubs and Trees	cu. m.	304	26.00	7,904.00
2.19	Hydroseeded Lawns	sq.m.	5257	1.20	6,308.40
2.20	Reinforced Grass Grid	sq.m.	110	35.00	3,850.00
2.21	Shrub and Groundcover Supply and Install	sq.m.	429	22.00	9,438.00
2.22	Trees Supply and Install 5cm.Cal	per tree	22	175.00	3,850.00
2.23	Trees Supply and Install 7cm.Cal	per tree	15	420.00	6,300.00
2.24	45 Day Landscape Care	L.S.	1	2,000.00	2,000.00
2.25	Irrigation- None	L.S.	1	N/A	N/A

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	SUBTOTAL ITEMS 6.1 TO 6.6				54,201.00
	14.0 Mechanical				
14.1	Pump and Associated Equipment	L.S.	1	1,950.00	1,950.00
14.2	Piping	L.S.	1	3,100.00	3,100.00
14.3	Anchors	each	4	100.00	400.00
14.4	Pump Chamber- Supply and Install	L.S.	1	6,400.00	6,400.00
14.5	Overflow to Sanitary and Tie in	lin.m.	140	70.00	9,800.00
14.6	Fresh Water Feed 1" Line	lin.m.	60	8.00	480.00
14.7	Float Valve c/w SS Screen	L.S.	1	500.00	500.00
	SUBTOTAL ITEMS 14.1 TO 14.7				22,630.00
	16.0 Electrical				
16.1	Landscape Lighting	L.S.	1	N/A	N/A
	BRITANNIA SHIPYARDS LANDSCAPE CONSTRUCTION ESTIMATE SUBTOTAL				280,008.50
	CONTINGENCIES- 10% OF SUBTOTAL				28,000.85
	BRITANNIA SHIPYARDS LANDSCAPE CONSTRUCTION ESTIMATE TOTAL				308,009.35

source: Jeff Vaughan, Landscape Architect, 2004