



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** September 9, 2020
From: Jim V. Young, P.Eng. **File:** 06-2052-25-PNET1/Vol 01
 Director, Facilities and Project Development
Re: **Phoenix Net Loft Lean-to and First Nations Bunkhouse Preservation Costs**

Staff Recommendation

That the staff report titled “Phoenix Net Loft Lean-to and First Nations Bunkhouse Preservation Costs”, from the Director, Facilities and Project Development dated September 9, 2020 be received for information.

Jim V. Young, P.Eng.
 Director, Facilities and Project Development
 (604-247-4610)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Arts, Culture and Heritage	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Finance Department	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO

Staff Report

Origin

At the regular Council meeting on February 24, 2020 Council endorsed the following resolution:

- (1) That the Capital Program budget be amended from the previously approved \$11.5M to \$19.44M for the Phoenix Net Loft Preservation project for Option C – Museum-Style Interpretive Centre use for the Phoenix Net Loft preservation project; and*
- (2) That the difference of the \$11.5M and the proposed \$19.44M (\$7.94M) to be used for the Phoenix Net Loft preservation project be withdrawn from the Capital Building and Infrastructure Reserve Fund; and*
- (3) That the Consolidated 5 Year Financial Plan (2020-2024) be amended accordingly.*

The following staff referral was also moved and seconded:

- (1) That staff examine costs for the addition of a lean-to, as part of the Phoenix Net Loft preservation project, and restoration of the First Nation Bunkhouse.*

The purpose of this report is to report back to Council in respect to these costs.

This report supports Council's Strategic Plan 2018-2022 Strategy #1 A Safe and Resilient City:

Enhance and protect the safety and well-being of Richmond.

1.2 Future-proof and maintain city infrastructure to keep the community safe.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

6.4 Recognize Richmond's history and heritage through preservation, protection and interpretation.

Background

The First Nations Bunkhouse is on City owned land as part of the Britannia Shipyards National Historic Site. The Phoenix Net Loft is located on leased land adjacent to the Britannia Shipyards site. On November 28, 2016 the City was granted a 30-year lease through the Provincial Government. Both buildings are on a stretch of the Fraser River historically known as Cannery Channel. Attachment 1 outlines the location of both structures.

The Phoenix Net Loft previously had a 160 square metre Lean-to building that was attached on the west side of the main Phoenix Net Loft structure. The sheds were constructed in the 1950s as additions to the main structure and were used to increase the overall utility of the Phoenix Net Loft by providing additional storage and work shop space. Over the course of many years, the structure and foundation have substantially deteriorated leading to the majority of the Lean-to structure collapsing into the Fraser River.

Constructed in 1886, the First Nations Bunkhouse is a 270 square metre building that is located north of the boardwalk and northwest of the existing Japanese Duplex. There is evidence that suggests the building was used as a residence for First Nations cannery workers as an early fish camp situated on a slough located just to the west of the site. It has seen many uses since that time, and was relocated from its original location at least once in order to suit the varying needs of the canning companies. Currently, the structure is highly deteriorated, with temporary measures previously implemented to stabilize the structure from collapse. The building is currently unsafe to occupy and is surrounded by a chain link fence to ensure public safety. Attachment 2 provides images of the Phoenix Net Loft and First Nations Bunkhouse structures.

Analysis

Staff recently engaged a professional quantity surveyor to provide preservation budget costing based on review of the details contained within previously completed condition assessment reports for the Phoenix Net Loft and the First Nations Bunkhouse. Both of these reports included input from the perspectives of a Heritage Architect and a Structural Engineer.

Phoenix Net Loft Lean-to structure:

Reconstruction Cost, No Interior Program - \$1.3M (2021 dollars, order of magnitude)

As the majority of the previous structure has since collapsed into the river, the order of magnitude budget costing reflects complete reconstruction of the structure utilizing new materials to match what was previously in place and construction is completed concurrently with Phoenix Net Loft reconstruction. The cost for a Lean-to structure would be higher if it is not constructed at the same time as the Phoenix Net Loft construction. The order of magnitude cost estimate also incorporates the requirements for the restored structure to meet current building code requirements including seismic standards.

First Nations Bunkhouse:

Deconstruction and Reconstruction Cost, No Interior Program - \$1.6M (2021 dollars, order of magnitude)

This structure has reached a state of advanced deterioration and is not fit for occupancy. It was identified in a previous condition assessment report that none of the existing elements of this building are suitable to be reused as part of the rehabilitated structure, however some elements could be retained for the purposes of an interpretive exhibit. The order of magnitude budget pricing reflects the complete reconstruction of the structure utilizing new materials.

Both of the outlined budget costs are in 2021 dollars and the budget for the Lean-to is in addition to the previously amended budget of \$19.44M for the Phoenix Net Loft Preservation project. Pricing reflects like-for-like reconstruction of the building shell, similar to the previously completed, adjacent Seine Net Loft.

As no program has been identified for either building, allowances for interior fit out of each space have not been included within the provided budget costing. As a reconstructed Lean-to structure would be attached to the Phoenix Net Loft, program options will be developed as part of the planned Public Consultation Process for that facility and will be reported back to Council once concluded.

For the First Nations Bunkhouse, staff are working to identify program options as part of the Steveston Heritage Site Interpretive Plan, as well as responding to a referral from Council on June 22, 2020 which will include timelines, cost estimates, and cultural heritage value for the restoration of the building. This report and an update on the Steveston Heritage Sites Interpretive Plan is anticipated by Q4 2020.

Financial Impact

There is no financial impact of receiving this report for information. Should Council wish to consider these projects further, it could be referred to the 2021 budget process.

Conclusion

The Phoenix Net Loft Lean-to and the First Nations Bunkhouse are both in advanced states of structural deterioration. Staff have provided preservation costs for both structures for Council review and consideration.



Jim V. Young, P.Eng.
Director, Facilities and Project Development
(604-247-4610)

JVY;jt

- Attachment 1 – Site Plan of Phoenix Net Loft Lean-to and First Nations Bunkhouse
- Attachment 2 – Images of Phoenix Net Loft Lean-to and First Nations Bunkhouse Structures

Image 1: Site Plan of Phoenix Net Loft Lean-to and First Nations Bunkhouse



Image 1: Phoenix Net Loft Lean-to Structures circa 1960's



Image 2: First Nations Bunkhouse – Current Condition

