



To: Parks, Recreation and Cultural Services Committee **Date:** May 9, 2008
From: Vern Jacques **File:**
Acting Director, Recreation & Cultural Services
Re: Museum & Heritage Strategy Implementation Plan 2008-2012

Staff Recommendation

That the Richmond Museum & Heritage Strategy Implementation Plan be endorsed.

Vern Jacques
Acting Director, Recreation & Cultural Services
(604-276-4129)
Att. 1

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

Staff Report

Origin

At the City Council meeting of June 11, 2007 Council adopted the following recommendations:

1. *That the Richmond Museum & Heritage Strategy consisting of vision, goals & objectives, dated May 2007, be endorsed as the guide for developing the Museum & Heritage sector in the City;*
2. *That an Implementation Plan be developed in consultation with Stakeholders.*

This report presents the proposed Museum & Heritage Strategy Implementation Plan for Council consideration.

Analysis

The Museum and Heritage Strategy outlines a vision and six goals along with supporting objectives:

Vision: Richmond is a City that proudly celebrates its past, present and future.

The six goals laid out to accomplish this vision are:

1. Involve and engage the entire community;
2. Position Richmond as the leading integrated museum and heritage destination in the Lower Mainland;
3. Build a new, dynamic destination Museum;
4. Create a network of satellite museums and historic sites radiating out from the hub of the Richmond Museum,
5. Create and support excellence in heritage conservation standards through a revised heritage administrative framework; and
6. Assist the private sector in achieving the goals of heritage conservation.

In order to accomplish the goals and achieve this bold vision, an implementation plan has been developed to guide actions of the City of Richmond and community partners. **(Attachment 1)**

The following actions are proposed to be led by the Cultural and Heritage Services section of the Parks, Recreation and Cultural Services Department (PRCS) for each City-owned museum, heritage site or heritage resource:

1. Develop a business plan for each to outline the vision, mission and guiding principles as well as governance, including roles and responsibilities of the City, community groups and individuals involved. (Britannia Heritage Shipyard Business Plan adopted May, 2008. Plans still required for other sites.)
2. Develop a conservation plan for each to outline the preservation and potential restoration of each heritage resource including the appropriate maintenance treatments and schedules.

3. Develop an interpretive plan for each that reinforces each museum, heritage site or resource's vision, mission and guiding principles. This will outline the themes and messages presented to the public as well as guidelines for collections, exhibits and programming.

These actions apply to the following City-owned museums, heritage sites and heritage resources including:

Museums, Heritage Sites and Heritage Resources	
Branscombe House	Minoru Chapel
Brighthouse Lacrosse Box	Minoru Park
Britannia Heritage Shipyard	No. 1 Road Pump Station
Cenotaph	Phoenix Net Loft
CPR Loading Ramp	Pierrefonds Garden
CPR Power Poles & Railway Tracks	Richmond Rod & Gun Club (formerly Richmond United Church Hall)
First Air Crossing of the Canadian Rockies monument	Scotch Pond
Garden City Community Park caretaker's house	Steveston Interurban Tram
London Heritage Farm	Steveston Museum
Martial Arts Centre	Terra Nova Rural Park heritage area
Minoru Chapel	

The following actions are proposed for the Heritage section of the Policy Planning Division (PPD) which addresses non-City owned heritage resources.

For non-City heritage resources:

1. Review and update heritage policies and the administrative framework (e.g., by 2012, subject to budget);
2. Adopt the *Standards and Guidelines for the Conservation of Historic Places in Canada* to ensure quality conservation (e.g., by 2009)
3. Update the existing heritage monitoring and maintenance programs to ensure that they are effective (e.g., by 2012);
4. Enhance heritage public education and awareness (ongoing).
5. Establish and negotiate a wide range of heritage conservation initiatives and incentives to meet the needs of private owners.

Items 1 and 2 do not require additional PPD staff or financial resources. Items 3, 4, and 5 require additional staff and contract funding, and will be determined annually by Council during the budget process.

If no additional resources are secured to implement the Museum & Heritage Strategy, the enhanced coordination and development of business, conservation and interpretive plans will be delayed.

Staff consulted with members of the Richmond Museum Society, London Heritage Farm Society, Britannia Heritage Shipyard Society and the Steveston Historical Society and incorporated their comments where applicable.

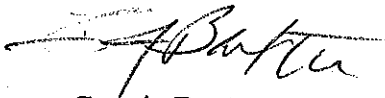
Financial Impact

Existing staff time is required to develop the proposed policies.

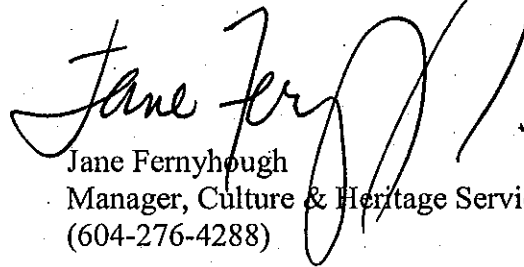
Funding for additional resources will be requested through the City's annual operating and capital budgetary process.

Conclusion

The Museum & Heritage Strategy has set out the vision, goals and objectives that will enable the City to ensure the preservation and presentation of Richmond's unique and vast heritage resources for generations to come. Improved coordination of the management of museum and heritage services will allow for more effective involvement of the community and in turn help position Richmond as the leading destination for museums and heritage in the Lower Mainland. The Implementation Plan lays out what is required in order to achieve the adopted vision and goals.



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MUSEUM & HERITAGE STRATEGY

Implementation Plan - 2008-2012

May 2008



Cover photo: Richmond Community and Agricultural Hall, c. 1888
City of Richmond Archives, 1984 17 77

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1. Background

a) Overview

The Museum & Heritage Strategy vision, goals and objectives were endorsed by Council in June 2007. The purpose of the Strategy is to provide an effective and realistic strategic framework that will direct the next steps in Richmond's development and integration of its museum and heritage policies and services. This is important because:

- The City of Richmond is experiencing substantial growth and development creating additional demand for museum and heritage services for residents and tourists as well as potential threats to existing heritage resources;
- Richmond is uniquely accessible as a gateway to and destination in the Lower Mainland because of its central location and the Vancouver International Airport together with the 2010 Winter Olympic Games and the arrival of the Canada Line, each has the potential to position Richmond as an important tourist destination;
- Richmond has the greatest number of unique and exciting heritage resources, both privately and publicly owned in the Lower Mainland. If carefully preserved, interpreted and promoted these resources have the potential to tell the complete story of Richmond's diverse and multicultural past, present and future. Many of these stories are also significant to the development of the province and the country; and
- With the full development of its rich museum and heritage resources, Richmond has the potential to become the prime museum and heritage destination in the Lower Mainland.

b) Definitions

- **Museum** – an institution, open to the public, devoted to the acquisition, care, study and display of objects of lasting interest or value. May or may not be located in a historic/heritage building and/or location.
- **Heritage Asset/Resource** – anything built or natural, of a physical, cultural or social nature that is unique to or valued by a community that can be passed down from generation to generation.
- **Heritage Site** – a defined property, built or natural, that is determined to be or contain heritage assets or resources. Generally heritage sites are open to the public.
- **Heritage Inventory** – an informal listing of all heritage resources within a given boundary.
- **Community Heritage Register** – an official listing of properties identified by a local government as having heritage value or heritage character.
- **Heritage Designation** – a form of local government land use regulation that protects private or public heritage property.

For the purpose of the Museum & Heritage Strategy Implementation Plan the following plans will be defined as follows:

1. **Business Plan** – outlines the vision, mission and guiding principles of each museum or heritage site. It also outlines governance, including roles and responsibilities of the City, community groups and individuals involved.
2. **Conservation Plan** – outlines the preservation and potential restoration of each heritage resource and appropriate maintenance treatments and schedules.
3. **Interpretation Plan** - in keeping with each museum or heritage site’s vision, mission and guiding principles an interpretation plan outlines the themes and messages presented to the public including suggested media used as well as guidelines for collections, exhibits and programming.

2. Current Situation

a) Overview

Richmond’s historic buildings, archaeological sites, heritage areas, farms and barns, cultural landscapes, artefacts and historical memories tell the story of Richmond from early times to the present. Ownership, levels of preservation and access to these heritage resources is varied. Forty three resources are included in the Richmond Community Heritage Register; extensive Richmond Heritage Inventory (2006) information is available on the City’s website, listed below by type of resource:

Heritage Areas	8
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Heritage Archaeological Sites	34
Heritage Archaeological Sloughs	40

(Note: 74 Aboriginal/First Nations Sites – Confidentiality of Sites Protected for Reasons of Security)

b) Current Inventory of Heritage Resources Listed by Ownership

i) Mixed – Federal, Provincial, City and Private:

Eight heritage areas have been identified in this category:

- South Dyke Fishing Community
- Steveston Townsite
- Cannery Row Heritage Area

- South Arm Slough District Heritage Area
- Finn Slough Heritage Area
- Terra Nova Heritage Area
- South Terminal Heritage Area
- Burkeville Heritage Area

Three heritage landscapes:

- Broadmoor Ditch System
- Dyke System
- Terra Nova View Corridor

ii) Federal:

- The Gulf of Georgia Cannery National Historic Site is owned by Parks Canada and operated by the Gulf of Georgia Cannery Society through a contract renewed every three years. Federally designated a national historic site. Includes one heritage monument.
- Hangar No. 1 – South Terminal
- Hangar No. 2 – South Terminal
- Boeing Airplane Company Production Plant – South Terminal
- Paramount Cannery West Building
- Paramount Cannery East Building

iii) Provincial:

- Iona Treatment Plant
- General Currie School
- Mitchell School
- Radio Canada Building
- Heritage Archaeological Sites:
 - Currently the provincial Heritage Act governs the treatment and deposition of any archaeological material found within the City of Richmond. The Richmond Museum is the depository.

iv) City of Richmond:

The City of Richmond owns 26 heritage buildings, 4 heritage landscapes, 3 heritage monuments, 41 significant heritage trees and substantial artefact collections:

- Heritage buildings
 - Branscombe House
 - Britannia Heritage Shipyard – 12 buildings and built environment within an 8-acre park. Provincially and federally designated a national historic site.

- Garden City Community Park (restored caretaker’s house from Ash Street)
 - London Farm – municipally designated a heritage site
 - Martial Arts Centre
 - Minoru Chapel – municipally designated a heritage site
 - Phoenix Net Loft
 - Richmond Rod & Gun Club Hall (former Richmond United Church Hall)
 - Scotch Pond
 - Steveston Museum – municipally designated a heritage site
 - Terra Nova Rural Park – 5 buildings and built environment within a 63-acre rural park.
 - Heritage Landscapes
 - CPR Power Poles & Railway Tracks
 - Minoru Park
 - Pierrefonds Garden
 - Scotch Pond
 - Heritage Monuments
 - Britannia Heritage Shipyard designation
 - Cenotaph
 - First Air Crossing of the Canadian Rockies monument
 - Heritage (Significant) Trees - 41
 - Artefacts
 - Brighthouse Lacrosse Box
 - CPR Loading Ramp
 - No. 1 Road Pump Station
 - Steveston Interurban Tram
 - The City of Richmond has a collection of over 12,000 artefacts plus archaeological material.
 - Community groups involved with Britannia Heritage Shipyard, London Heritage Farm and the Steveston Museum also have substantial artefact collections, estimated at approximately 30,000 artefacts.
- v) Private: (see Appendix 1 for complete listing)**
- Heritage Buildings.....35
 - Heritage Landscapes.....2
 - Heritage Trees.....40

c) **Current Museum & Heritage Services Management Model**

The City of Richmond currently provides a broad range of museum and heritage services supported by City policy and augmented through a series of programs and services.

Policies and management are currently being provided in three separate organizational units of the City:

- Heritage Conservation Policy is developed and managed by Policy Planning.
- Preservation and interpretation of City owned and/or operated museums and heritage sites are managed by Museum & Heritage Services section of the Parks, Recreation & Cultural Services Department
- Preservation and interpretation of City owned heritage resources in parks and on trails are managed by the Parks division of Parks, Recreation & Cultural Services Department.

The Britannia Heritage Shipyard Business Plan has been endorsed (May, 2008), the Steveston Village Conservation Program is being finalized and the Steveston Museum exhibit upgrade design is in process.

In 2007 Council approved a Museum & Heritage Strategy to provide an effective and realistic strategic framework to direct the next steps in Richmond's development of its museum and heritage policies and services.

3. **Museum & Heritage Strategy Implementation Plan**

The desired outcome of this Plan is to better coordinate museum & heritage resources, policies and services in Richmond, regardless of ownership.

a) **Museum & Heritage Strategy Vision**

The City of Richmond celebrates its past, present and future!

- Richmond is a city that proudly celebrates its past, present and future. The City's Museum & Heritage Services policies will preserve and interpret the unique and dynamic story of where Richmond came from, where it is now and how it will develop into the future.

b) **Museum & Heritage Strategy Goals & Objectives**

This vision will be achieved through the following six goals and supporting objectives:

Goal 1: **Involve and engage the entire community.**

Objective Highlights

- Provide opportunities for all of Richmond's diverse cultural communities to tell their stories of events and heroes from the past, who they are today and their aspirations for the future.

- To showcase the evolution of Richmond’s multi-faceted business sector.

Goal 2: Position Richmond as the leading integrated museum and heritage destination in the Lower Mainland.

Objective Highlights

- Brand Richmond as the City with the most unique collection of authentic historic sites and heritage areas in the Lower Mainland.
- Promote “The Richmond Experience” based on Richmond’s museums, its unique collection of authentic historic sites and heritage areas, its diverse cultural communities, parks, the dyke trail system and its proximity to the water.

Goal 3: Build a new, dynamic Destination Museum.

Objective Highlights

- Be a prime destination in itself, a gathering place for the local population and provide visitors with a dynamic overview of the Richmond Story; direct visitors to other sites for a more in-depth experience of the Richmond Story.

Goal 4: Create and promote a network of satellite museums, historic sites and heritage areas radiating out from the hub of the Richmond Museum.

Objective Highlights

- Offer a fully developed range of interpreted sites and/or resources including the Richmond Museum, Britannia Heritage Shipyard, Terra Nova, London Heritage Farm, Minoru Chapel, Steveston Museum and the Steveston Interurban Tram that are preserved, presented and operated in a consistent and coordinated manner.

Goal 5: Create and support excellence in heritage conservation standards through a revised Heritage Administrative Framework.

Objective Highlights

- Heritage Planning
 - The development of an enhanced heritage management framework that identifies and preserves the City’s significant natural, built and cultural heritage resources.
- Heritage Stewardship
 - The City should assume a leadership role in its treatment of its own heritage resources. The City should lead by example.
- Monitoring and Maintenance
 - An ongoing program of maintenance and monitoring of heritage resources should be developed.

- Public Education and Awareness
 - Make heritage information available to the public through a wide variety of methods and media.

Goal 6: Assist the private sector in achieving the goals of heritage conservation.

Objective Highlights

- Provide and negotiate a wide range of heritage conservation incentives that meet the needs of private owners.

c) Implementation

The Museum & Heritage Strategy Goals 1-4 address City-owned museum and heritage resources, policies and services managed by the Parks, Recreation & Cultural Services Department. Goals 5 and 6 address heritage conservation policy for privately owned resources which is developed and managed by the Policy Planning Division.

i) Parks, Recreation & Cultural Services

Goal 1: Involve and engage the entire community

Objective	Action	Resources Required	Time frame
Involve Richmond's diverse population telling their stories at a variety of authentic museum and historic sites using various media and languages.	Develop official interpretation plans for each museum and heritage site, including coordinated themes, messages and proposed media.	One time only contract funding to develop interpretive plans. Staff and volunteer time. Additional resources required will be established upon completion of the interpretation plans.	2009-2010
Showcase the evolution of Richmond's multi-faceted business sector.	Incorporate business history into interpretation plans.	as above	as above

Goal 2: Position Richmond as the leading Integrated Museum & Heritage Destination

Objective	Action	Resources Required	Time frame
Brand Richmond as the museum & heritage destination in the Lower Mainland.	Complete the development and staffing of heritage sites. Coordinate themes, messages, events and operations by developing interpretive plans. Create packages for visitors with partners.	Staff and volunteer time. One time only contract funds for interpretive plans. Additional operating and capital funds through City budget process and grant opportunities.	2008-2012

Goal 3: Build a New Dynamic Destination Museum

Objective	Action	Resources Required	Time frame
Conduct a Museum Feasibility Study. Additional objectives will be established by the study.	Facilitate contractors to conduct study.	One time only contract funds. Staff and volunteer time. Additional resources will be established by study.	Anticipated report to Council in Summer 2008

Goal 4: Create and promote a network of satellite museums, historic sites and heritage areas radiating out from the hub of the Richmond Museum

Objective	Action	Resources Required	Time frame
Create policy to coordinate and standardize the preservation, presentation and operation of City-owned heritage resources.	Adopt by resolution of Council, The Standards and Guidelines for the Conservation of Historic Places in Canada. Adopt a policy that establishes a coordinated framework for City-owned museum and heritage resources. Each one requires the following: <ul style="list-style-type: none"> • a business plan for governance and operations, • a conservation plan for preservation and ongoing maintenance, and • an interpretive plan for presentation including themes and messages. 	Policies will be drafted by existing staff.	2008
Coordinate and standardize preservation, presentation, governance and operations.	For each museum and heritage site, create a business plan, conservation plan and interpretive plans.	Manager of Heritage Services to supervise development and implementation of strategy, plans and ongoing operations. Supervisor of Heritage Conservation to develop and manage conservation plans for all City-owned heritage resources.	2009 2009

Objective	Action	Resources Required	Time frame
		One time only contract funds to develop interpretive plans.	2010
		Use of existing resources and need for additional resources will be determined within each of the plans, museums and heritage sites	2009/2010
	Britannia Heritage Shipyard Interpretive Plan.	Will be completed within existing resources.	2008
	Fabrication and installation of upgrades to Steveston Museum exhibits	Resources required will be identified through design process	2010
Consistent governance among operations and ongoing program maintenance and monitoring.	Negotiate operating agreements for each museum & heritage site. Work with community heritage groups to support them in their established roles.	Manager of Heritage Services to coordinate. Staff time to implement.	2008-2012

ii) Policy Planning

Goal 5: Create and support excellence in heritage conservation standards through a revised Heritage Administrative Framework (for non-City heritage resources)

Objective	Action	Resources Required	Time frame
Heritage Planning – update the management framework.	Adopt <i>The Standards and Guidelines for the conservation of Historic Places in Canada</i> . Update existing heritage policies for non-City heritage resources.	Review needed resources. Consulting contracts as necessary.	2012
Heritage Stewardship – City to lead by example.	Develop guidelines for private owners.	New Heritage Planner	2010

Objective	Action	Resources Required	Time frame
Monitoring and Maintenance of Implementation Plan	Upgrade and maintain existing programs for Heritage Inventory, Register, and Area Plans. Manage consulting contracts as needed for heritage initiatives.	Heritage Planner to manage program. Consulting contracts as needed. Part time planning analyst to assist (e.g. maintain hard and electronic records of all heritage resources and initiatives.)	2009
Public Education and Awareness (enhances Goal 1 – to involve and engage the whole community).	Develop an educational outreach program.	New Heritage Planner.	2009

Goal 6: Assist the private sector in achieving the goals of heritage conservation.

Objective	Action	Resources Required	Time frame
Provide and negotiate a wide range of heritage conservation incentives.	Adopt a City-wide program of incentives that meet the needs of private owners.	New Heritage Planner to manage the program.	2010

Appendix 1: Privately Owned Heritage Resources

Heritage Buildings

Address	Resource Name
12111 3rd Avenue	Sockeye Hotel (Steveston Hotel)
12191 1st Avenue	Steva Theatre (Japanese Buddhist Temple)
3691 Broadway Street	Wolff House
9260 Cambie Road	McCaul House
3711 Chatham Street	Steveston Methodist Church
10631 Dyke Road	Tilson Barn
10631 Dyke Road	Gilmore Potato Pit
6471 Dyke Road	McKinney House
9711 Finn Road	Eldstrom House
4600 Garden City Road	Northey House
3480 Moncton Street	Watsida Building
3580 Moncton Street	Hepworth Block
3680 Moncton Street	Wakita Grocery
3700 Moncton Street	Atagi Building
3831 Moncton Street	Ray's Drygoods
3891 Moncton Street	Tasaka Barbershop
12004 No 1 Road	Steveston Telephone Exchange
8051 No 1 Road	Fentiman House
7620 No 2 Road	Every House
7620 No 3 Road	Jones House
11620 No 4 Road	Goldie Harris House
12011 No 4 Road	Draney House
5031 No 7 Road	McKay and Sons Dairy Barn
5780 No 7 Road	Rathburn House
6220 No 8 Road	Gilmore Farmhouse

Address	Resource Name
6220 No 8 Road	Gilmore Barn
13333 Princess Street	Abercrombie House
10700 Railway Avenue	R.G. Ransford House
6900 River Road (Landscape)	Brighthouse Homestead & Heritage Trees
2871 Steveston Highway	Steves Farmhouse
4431 Steveston Highway	Ida Steves House
14780 Westminster Highway	Mitchell House
18331 Westminster Highway	Beckwith Barn
18331 Westminster Highway	Beckwith House
6711 Williams Road	Yarmish House

Heritage Landscapes

Address	Resource Name
4600 – 5500 Moncton Street	Japanese Gardens
6900 River Road	Brighthouse Homestead & Heritage Trees

Heritage Trees

Street Address	Species
2020 Airport Road	Weeping Willow
9260 Alexandra Road	Linden
9531 Alberta Road	English Oak
3111 Aylmer Road	67 Alders
11751 Bird Road	Horse Chestnut
8340 Blundell Road	Ponderosa Pine
8760 Blundell Road	Weeping Willow
12760 Blundell Road	English Oak & Giant Redwood
7131 Bridge Street	Hemlock
3051 Broadway Street	Douglas Fir
3500 Cessna Drive	Cedars

Street Address	Species
3971 Garry Street	Black Locust
10291 Gilmore Crescent	Silver Maple
5360 Granville Avenue	Sycamore Maple
5460 Granville Avenue	English Oak
5980 Granville Avenue (7031 No. 2 Road)	Horse Chestnut
7500 Heather Street	Grove of 30 to 40 various species
5540 Lynas Lane	Northern Red Oak
9400 Odlin Road	Cedar
4055 Regent Street	Giant Redwood
2340 River Road	Horse Chestnut
2460 River Road	Common Pear, Douglas Firs (16)
2680 River Road	Horse Chestnut, English Oak, English Holly
18960 River Road	Big Leaf Maple
11640 Seahaven Place	Giant Redwood
4440 Smith Crescent	Silver Maple
7131 Steveston Highway	Horse Chestnut, English Oak
7620 No. 2 Road	Silver Maple
11560 No. 2 Road	Horse Chestnut, Tulip Tree
11591 No. 2 Road	Lawson False Cypress
13031 No. 3 Road	Giant Redwood, Horse Chestnut
13151 No. 3 Road	Douglas Fir
11400 No. 4 Road, 11500 No. 4 Road	Douglas Fir, Cedar
13511 No. 4 Road	Horse Chestnut
10800 No. 5 Road	Weeping Sequoia
11340 No. 5 Road	Monkey Puzzle Tree, Japanese Umbrella Pine
2720 No. 6 Road	Walnut
2780 No. 6 Road	Walnut, Douglas Fir

Street Address	Species
4060 No. 7 Road	English Oak
6220 No. 8 Road	Big Leaf Maple