



Parks, Recreation & Cultural Services Committee

Date: Tuesday, September 27, 2011

Place: Anderson Room
Richmond City Hall

Present: Councillor Harold Steves, Chair
Councillor Evelina Halsey-Brandt, Vice-Chair
Councillor Sue Halsey-Brandt
Councillor Ken Johnston
Councillor Bill McNulty

Also Present: Councillor Greg Halsey-Brandt

Call to Order: The Chair called the meeting to order at 4:00 p.m.

MINUTES

It was moved and seconded

That the minutes of the meeting of the Parks, Recreation and Cultural Services Committee held on Thursday, July 21, 2011, be adopted as circulated.

CARRIED

NEXT COMMITTEE MEETING DATE

Tuesday, October 25, 2011 (tentative date) at 4:00 p.m. in the Anderson Room.

COMMUNITY SERVICES DEPARTMENT

1. **CITY CENTRE AREA PUBLIC ART PLAN**
(File Ref. No. 11-7000-09-00) (REDMS No. 3358529)

Eric Fiss, Public Art Planner, provided background information. In reply to queries from Committee, Mr. Fiss provided the following information:

- it is anticipated that the City work with transit authorities (InTransit and TransLink) to fund art programs to enhance Richmond's transit routes;

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- the City would utilize the Public Art Reserve fund to finance artwork;
- any artwork that would be situated on City property would go through the full review process, including a report to Council and a donation / transfer process of the artwork to the City; and
- there are several filters in place to ensure that public art adheres to specific parameters such as theme.

Discussion ensued and it was noted that the Middle Arm Waterfront currently has several large pieces of equipment such as play structures along the dyke. Therefore, any public art installed adjacent to these pieces should stand out.

In reply to queries from Committee, Kim Somerville, Manager, Arts Services, advised that (i) staff need to continue discussions regarding public art at the Brighthouse Station; and (ii) Biennale artwork is scheduled to be uninstalled by the end of 2011.

It was moved and seconded

- (1) *That the revised City Centre Area Public Art Plan as reviewed by the Public Art Advisory Committee and as presented in the report dated September 14, 2011, from the Acting Director, Arts, Culture & Heritage Services, be approved as a guide for the placement of public art in the City Centre; and*
- (2) *That staff bring forward amendments to the Richmond Official Community Plan Schedule 2 of Bylaw 7100 to update Public Art Section 2.4.1(c) of the City Centre Area Plan to incorporate the proposed Public Art Plan strategy.*

CARRIED

Discussion ensued regarding public art along the Canada Line, and in particular the Brighthouse Station. As a result of the discussion, the following **referral** was introduced:

It was moved and seconded

That staff come forward with two to three different options on how to proceed in a timely manner with the completion of the Canada Line and the installation of artwork.

CARRIED

2. MANAGER'S REPORT

(i) *Britannia Shipyard National Historic Site*

The Chair provided background information and distributed materials related to the Britannia Shipyard National Historic Site (attached to and forming part of these Minutes as Schedule 1).

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It was moved and seconded

That the materials distributed from Councillor Harold Steves, dated September 27, 2011 regarding the Britannia Shipyard National Historic Site be referred to staff, with particular attention to the following:

- (1) *“that staff investigate and report back to Committee the means of maintaining full public access to the wharf and fleet”;*
- (2) *“that staff review and consider implementation of the remaining recommendations of the Britannia Heritage Business Plan”;* and
- (3) *“that staff consider the establishment of a Building Committee to determine the uses of the final three buildings, the Seine Net Loft, Japanese Duplex and Longhouse and develop a timeline and costs to bring them up to code for those uses”.*

CARRIED

Discussion ensued and Committee queried the status of past referrals from the Parks, Recreation and Cultural Services Committee and the costs associated with completing those referrals.

As result of the discussion, the following motion was introduced:

It was moved and seconded

- (1) *That the Parks, Recreation and Cultural Services Committee establish a referral list to be included in each Agenda package; and*
- (2) *That the Parks, Recreation and Cultural Services Committee request Council to have all Committees have such referral lists.*

CARRIED

(ii) Parks Department Update

Mike Redpath, Senior Manager, Parks, provided an update on the Parks Department's activities and it was noted that (i) the construction of a prospect point and boardwalk are underway at Terra Nova Rural Park; (ii) the pier at Garry Point will be relocated to the Britannia Heritage Shipyard for repairs; and (iii) the Thompson Youth Park is anticipated to be completed by the end of November 2011.

Discussion ensued regarding the possibility of constructing a pier similar to the one at Imperial Landing at Garry Point Park.

Dee Bowley-Cowan, Acting Manager, Parks Programs, referenced a memorandum dated September 27, 2011 regarding raccoons (copy on file, City Clerk's Office) and noted that staff will continue to provide information to the public regarding raccoons.

Discussion ensued and in reply to a query from Committee, Ms. Bowley-Cowan advised that staff are developing a webpage for the City's website to address wildlife issues.

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Also, Ms. Bowley-Cowan referenced a memorandum dated September 27, 2011 regarding community gardens (copy on file, City Clerk's Office). She highlighted that the City has approximately 240 community garden plots at six locations, with a waiting list of approximately 100.

Mr. Redpath added that future community garden locations are being examined in the Steveston and Shellmont areas.

(iii) Community Recreation Services Update

Elizabeth Ayers, Manager, Community Recreation Services, referenced a memorandum dated September 21, 2011 regarding Richmond Children First (copy on file, City Clerk's Office) and provided an update on how staff is working with the Richmond Children First Committee.

Ms. Ayers referenced a memorandum dated September 6, 2011 regarding the City Centre Community Centre (copy on file, City Clerk's Office) and spoke of the various ways the public is being engaged to participate in the development of the new Community Centre.

Ms. Ayers commented on the future of the Lang Centre (currently the City Centre Community Centre) and noted that the Association wishes to continue operating at the Lang Centre in addition to the future City Centre Community Centre.

Discussion ensued regarding the square footage of the future City Centre Community Centre and Ms. Ayers advised that the new Centre is expected to provide approximately 33,000 square feet of space.

Discussion further ensued regarding several past community centre expansions and it was noted that space has not been taken away from a community centre in light of an expansion or new facility being constructed.

(iv) Sports & Community Events Update

Eric Stepura, Manager, Sports & Community Events, referenced a memorandum dated September 16, 2011 regarding the Richmond Lawn Bowling Club (copy on file, City Clerk's Office) and commented on the Club's request for a new clubhouse. He noted that a Capital project submission for \$2.5 million has been put forward in the Five Year Capital Budget, however this request will be weighed against several high priority sport and recreation Capital projects.

Discussion ensued and it was noted that the Richmond Sport Council is in the midst of developing a sport facility needs assessment for Richmond based community groups, including the Richmond Lawn Bowling Club.

In reply to a query from Committee, Cathryn Volkering Carlile, General Manager – Community Services, advised that the City has a minimum standard of LEED Silver for new City buildings.

Also, Mr. Stepura reviewed upcoming community events.

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(v) Parks Programs Update

Ms. Bowley-Cowan commented on several upcoming parks programs and highlighted the following: (i) Applepalooza – an event held at the apple orchard on Gilbert Road on October 2, 2011; (ii) Wild Things – a popular Halloween festival that invites families to take an evening walk along a forest trail lit by hundreds of jack-o-lanterns; and (iii) the Halloween fireworks.

Also, Ms. Bowley-Cowan spoke of a tree planting event at the Terra Nova Rural Park and a shore line clean up event.

(vi) Arts Services Update

Ms. Somerville commented on Culture Days, highlighting that Richmond has 35 events planned to take place September 30, 2011 through October 2, 2011.

Ms. Somerville spoke of the Terra Cotta Warriors Public Art Project.

(vii) Parks Operations Update

Ted G. deCrom, Acting Manager Parks Operations, provided background information regarding a request to remove a City-owned hedge in west Richmond.

Also, Mr. deCrom commented on the recent wind storms and its effects on trees.

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (5:18 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Parks, Recreation & Cultural Services Committee of the Council of the City of Richmond held on Tuesday, September 27, 2011.

Councillor Harold Steves
Chair

Hanieh Floujeh
Committee Clerk

TO: Parks, Recreation and Culture Committee DATE: Sept. 27, 2011

FROM: Harold Steves

RE: Britannia Shipyard National Historic Site

As Council representative on the Britannia Shipyard Board I attended the recent board meeting on Sept. 14th and Collections Committee meeting on Sept 24th. The board has a new and enthusiastic membership.

1) At the board meeting concern was expressed that public access to the docks has been limited making it difficult for the public to see the boats the society has restored. This is not good for the morale of new members who are being asked to repair and restore the boats if the public can't see them except for the Maritime Festival and special occasions. The board Chair was asked to write to the City.

It is not clear why public access has been limited. If it is due to a new interpretation of the building code the attached Britannia Heritage Shipyard Development Strategy addendum prepared by Hotson Bakker Architects, Feb 15, 1999 states "The Shipyard will continue to be occupied with its current use as F2 occupancy. The A2 assembly occupancy space assumption is eliminated which means the building is not occupiable for public assembly functions like a classroom." Under industrial F2 designation public access through the building to the wharf and floats was permitted and approved by City staff and the related renovations were approved and completed.

At the same time fire and safety access and egress was provided and approved by access through the Britannia Shipyard building along the wharf and connecting floats and out along the west side of the Seine Loft, as shown on the related maps.

It is requested that staff investigate and report back to committee the means of maintaining full public access to the wharf and fleet.

2) At the Collections Committee meeting a fleet maintenance programme was approved starting with the Merilee II taken out of the water for annual repairs and painting and a major effort to fundraise and restore the rum runner Fleetwood. The society will likely need assistance from the City applying for grants, sponsorships and general fundraising to raise the money for the Fleetwood restoration.

At the last Parks Committee meeting the issue of restoring, demolishing or using the Suchona as a stationary display was referred to staff. However, the committee recommended that the seiner Suchona IV be disposed of. The vessel "is beyond the BHSS'S scope of expertise. BHSS currently does not have the financial funding, man-power, or location to work on this vessel." (the shipyard carriage-way is inoperative) Staff have indicated that it would probably cost about \$250,000 to use the Suchona as a stationary exhibit. Ironically, the \$250,000 donated by BC Packers to display their collection could have saved the vessel were it available.

Unless the city has other options the Suchona will be demolished shortly, with some artefacts, such as ship wheel and compass, saved for museum display.

3) The Britannia Shipyard Business Plan was adopted in January 2000. It was prepared by a Council appointed "Britannia Business Plan Steering Committee chaired by Councillor Bill McNulty and composed of Councillor Harold Steves, Erika Simm, Robbj Johnson, Richard Chappell, Bob Ransford and Linda Griffiths.

To date only a few of the recommendations highlighted on page 4 of the report have been initiated. Of note are the recommendations:

"that opportunities for additional revenue generation over and above revenue generated by the society as identified in the plan be explored, including revenue from admission charged to the site."

"that any surplus funds generated from the operations of the society be first allocated to capital projects at the site and then allocated to a special capital reserve to be used for other City heritage projects and that this option be explored by staff and the Heritage Commission for implementation at all City heritage sites."

Five priorities were recommended for completion "within the next five years".

Priority 1: the shipyard building and dock has been completed to "minimum building code standard for projected use" to "allow limited public access to view activities and gain access to the front dock. The front dock is considered part of the shipyard."

Priority 2: walkway on the west side of the seine loft has been completed.

Priority 3: Japanese Duplex (phase 1), put the building on a new foundation, has been completed

Priority 4 and Priority 8: Cannery Office, stabilization and restoration has been completed. However, instead of restoration the building was entirely rebuilt for staff use. The building was to have been restored to preserve its "unique construction" "including installation of displays for viewing from windows", with "no public access".

Priority 5: Seine Net Loft, "brought up to building code for industrial use", for "museum and display space, display preparation, small boat collection and open storage" has not been done.

Priority 6: Historic Zone, including Chinese Bunkhouse, has been done. Excellent restoration and historic displays have been completed. However, native plant species called for in the plan and already established on the site have been replaced by non-native species.

Priority 7: Japanese Duplex (phase 2), "code and structural work", "use undetermined at this time" has not been done.

Priority 9: Longhouse, "orientation for tour groups, display of small vessels, rental space", with "structural and code work. building fabric repair, and research into past uses and configurations", has not been done.

The Britannia Business Plan recommended that a Building Committee be appointed by Council, as needed. This was not done. Up until 2000 the Britannia had a building committee composed of 3 members of the Britannia Shipyard Society, 2 staff members and 1 City Councillor. After 2000 an Advisory Board was established to oversee the overall site planning. When this was accomplished the board was disbanded but no building committee was appointed.

It is requested that staff review and consider implementation of the remaining recommendations of the Britannia Heritage Business Plan. Further, that staff consider establishment of a Building Committee to determine the uses of the final three buildings, the Seine Loft, Japanese Duplex and Longhouse and develop a timeline to bring them up to code for those uses.

Britannia Heritage Shipyard Society
5180 Westwater Drive
Richmond, BC
V7E 6P3



22 September 2011

His Worship Mayor M. Brodie and Council, City of Richmond
Attn: Parks Committee (Chair H. Steves)

Dear Mayor and Council,

At the behest of the Board of Directors of the Britannia Heritage Shipyard Society ("the Society") and of the Steveston Non-Profit Association (aka. "The Group of 8") I wish to bring to your attention a situation at Britannia Heritage Shipyard ("the Site") which has existed for some time and which appears to be growing in significance.

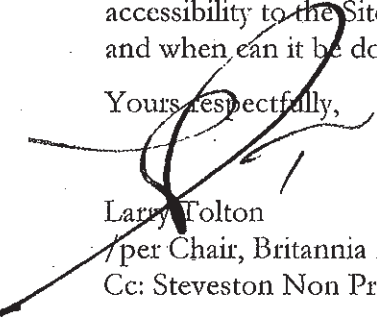
While it is acknowledged with appreciation that the City has invested significant effort and resource in the development and management of the Britannia Heritage Shipyard and also in the restoration of the vessel Silver Ann and while the Society also has invested significant amounts of its effort and resource in maintenance and management of the Site and in restoration of vessels that represent a significant aspect of Richmond's and BC's maritime history, it must be observed that the operation of the site leaves most of it inaccessible to the visiting public most of the time. It is acknowledged that a small cadre of dedicated volunteer docents do their best to keep portions of the site open when they are in attendance. We are certainly grateful for their efforts. However, it is noted that their numbers are few and that thus they are unable to open the entire site most days. Further, you will already know that this usually limited access is provided six days a week during the summer months and just two days a week during the winter. Some parts, arguably some of the most interesting - the floats, are never open (with the exception of the brief Maritime Festival each summer.) The Shipyard which is an essential access route to the floats is frequently not open, even during regular opening times.

Members of the Society are frequently asked such questions as: "Where are the boats?" "How can I get in to see ...?" Often these questions are asked by people who have traveled a great distance to visit the site.

We appreciate that there are many demands on finite resources and personnel. We also appreciate that the City must operate within many statutory and other constraints. Notwithstanding we would like to respectfully point out that, in our humble collective opinion, the stated objectives of many City initiatives (e.g.: the development and fostering of a destination tourism industry; the development of the 'Living on The Edge' vision) will be better served by finding ways to make this truly exceptional facility and National Historic Site more accessible.

Our questions for you, Mayor and Council are: What can be done to increase the accessibility to the Site, especially the floats, by the public, both local and tourist? And how and when can it be done?

Yours respectfully,


Larry Tolton
/per Chair, Britannia Heritage Shipyard Society
Cc: Steveston Non Profit Association



City of Richmond
Britannia Heritage Shipyard

Memorandum

To: Mayor and Councillors
From: Bryan Klassen
Site Supervisor

Date: July 6, 2009
File:

Re: Maintenance and Management of the Fleet at Britannia

At the September 23, 2008 Parks Recreation and Cultural Services Committee meeting staff were requested to:

“Examine how to (i) maintain and (ii) manage the fleet of boats at Britannia Heritage Shipyard in conjunction with the Britannia Heritage Shipyard Society.”

This Memo is an update to the referral.

Upon investigation and in discussions with the Britannia Heritage Shipyard Society and the Law Department of the City of Richmond it became evident that this is a complicated issue.

There are currently six historic vessels at Britannia Heritage Shipyards. One is owned by the City of Richmond (the Silver Ann), while the other five are owned by the Britannia Heritage Shipyard Society (BHSS).

Vessel	Owner	Description	Significance
Silver Ann	City of Richmond	34 ' Fraser River Gill-netter, built 1968	The <i>Silver Ann</i> was built for George Osaka and was the last boat built at Britannia when it was a working yard. She has been completely restored to her 1968 configuration.
Shuchona IV	BHSS	53 ' Table Seiner, built 1928	BC Packers formerly owned <i>Shuchona IV</i> . She represents an important change of technology in the fishing industry.
IONA	BHSS	38' fish packer, built 1927	<i>Iona</i> represents a typical fish packer used to transport fish from the fishing grounds to the cannery.
Starliner	BHSS	38' seine boat, built 1940's	<i>Starliner</i> was built by the Lubzinski brothers and represents an important change in hull form in the fishing fleet.
Fleetwood	BHSS	57' former rum-runner, built 1930	A former (1950's – 60's) Britannia Shipyard manager once owned <i>Fleetwood</i> . She represents a working vessel converted to a pleasure craft.
Merrylee II	BHSS	32 ft Monk designed pleasure craft, built 1950	This vessel was acquired in May, 2009. It is representative of a pleasure vessel of 1950 design and is the only vessel owned by BHSS that is operational at this time.

June 17, 2009

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With the exception of the MERRYLEE II, the vessels that are owned by the BHSS are in various states of repair and non functioning. All four have had some repair work undertaken and require further restoration work ranging from moderate to major. Currently, the City has no established responsibility for, or claim on, any of these vessels.

Each vessel will require an individual Restoration Plan similar to that developed and used for the *Silver Ann* to ensure that an effective process is followed and that historical integrity is maintained. Each plan will determine the extent of work required, outline scope and order of work, establish a budget and timeline to completion.

To restore, maintain and manage these vessels under the current arrangement with the Society will require some level of use of City resources (i.e. use of the shipyard, staff support and possibly some funding). As such, to protect the City's interest in any or all of the boats ownership becomes an issue.

Consulting with the Law Department it has become clear that the City needs to confirm it's relationship with the Britannia Heritage Shipyard Society with an updated Operating Agreement before a maintenance and management plan for the fleet can be completed. Elements of the agreement would include: term of the agreement and renewals, use of the shipyard and equipment, the operating responsibilities for both parties, cost sharing arrangements, the decision making structure, and acquisition and ownership of assets (mostly boats). With respect to the vessels there are issues with the registration, the costs of restoration, the costs of maintenance and operations; liability and insurance issues. The principle underlying issue for the City of Richmond is around joint ownership.

Staff and the Britannia Heritage Shipyard Society have begun the process of working towards an Operating Agreement. The first steps are being arranged and a planning workshop will be held in September. Subsequent work will be directed to the creation of a Strategic Plan for the Society and integration with the Britannia Heritage Shipyard Business Plan Update 2008-2012. Together these documents will provide the basis of the Operating agreement. The timeline for this work is the fall/winter of 2009-10 with expected reporting back in spring 2010 on the draft operating agreement including maintenance and management of the fleet.

If you have any questions regarding this memo, please feel free to contact me at bklassen@richmond.ca or 604-718-8044. Staff will also be available to answer any questions about the memo at the July 28, 2009 Parks, Recreation & Cultural Services Committee meeting.



Bryan Klassen
Site Supervisor

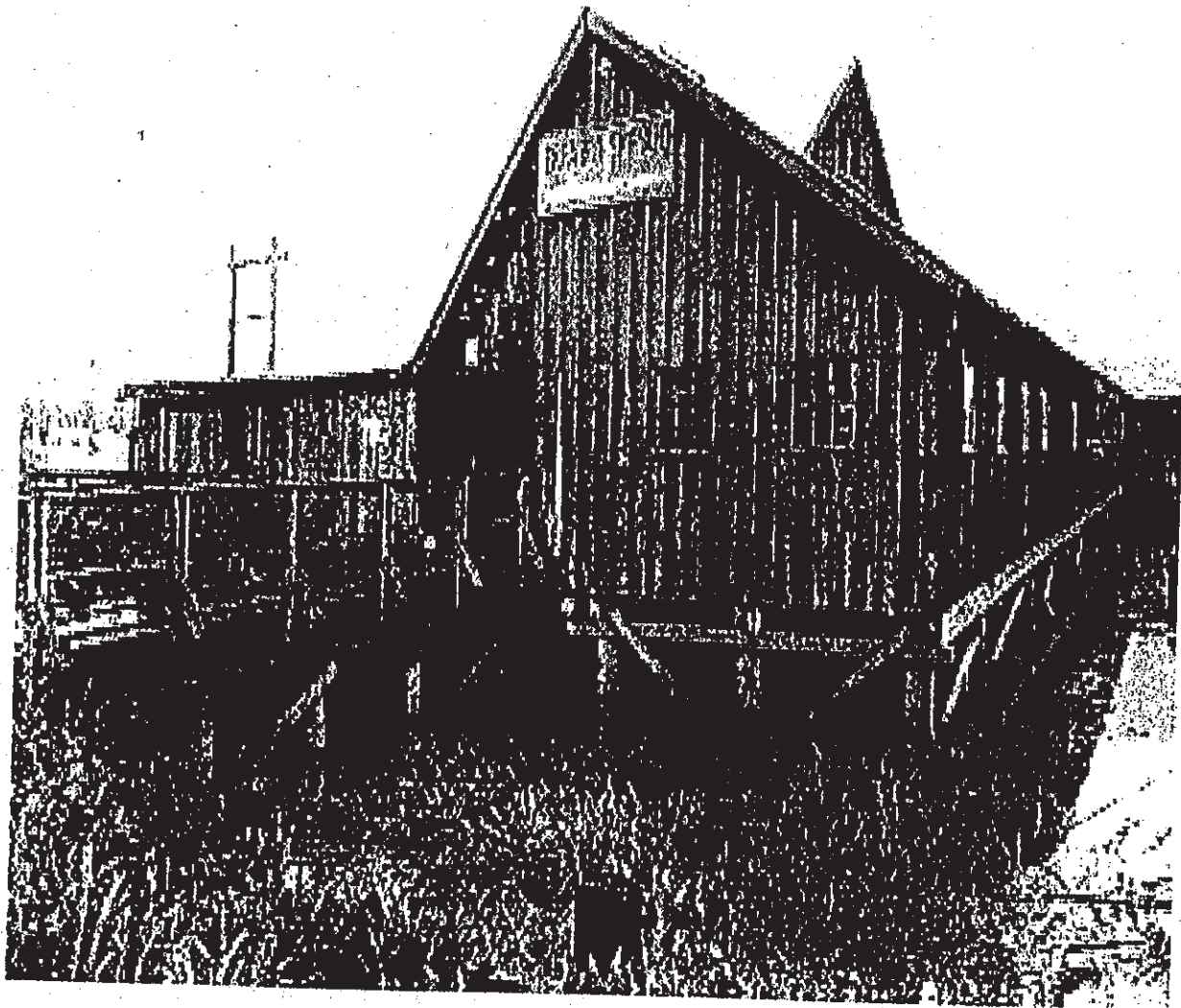
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pc TAG
Vern Jacques, Acting Director Recreation and Cultural Services

RE: ITEM NO. 10 - BRITANNIA
HERITAGE SHIPYARD BUSINESS
PLAN: RESPONSE, OF THE
JANUARY 22ND COUNCIL MEETING

BRITANNIA HERITAGE SHIPYARD

BUSINESS PLAN



City of Richmond
September 2000

Britannia Heritage Shipyard Site Business Plan

Executive Summary

In August 1999 Richmond City Council appointed a steering committee to develop a business plan for the Britannia Heritage Shipyard site to guide development and operations in order to achieve the objective of a working heritage shipyard: a destination for both residents and visitors. The intent was to create a plan, endorsed by City Council, that would form the basis for decision making by Council and staff.

The Steering Committee recognized that much has been accomplished since the City acquired the site in 1990. However, refocusing on the vision and prioritizing steps to achieve the vision is necessary to ensure efficiency and accountability by staff and volunteers.

The vision adopted in 1990 was reconfirmed by the members of the steering committee. The vision statement is:

for the Britannia Heritage Shipyard Park 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 terms of reference for the steering committee included outlining steps to achieve the vision, potential uses of each building, capital costs for completing the buildings and a management and operating model.

With the capital money allocated for the stabilization of the shipyard building – the focal point of the site - it is recommended that the next priorities identified for capital funding be the shipyard front dock and interior shops, foundations to prevent the Japanese Duplex from deteriorating further, stabilization of the cannery office, completion of the seine net loft, the Chinese bunkhouse and the Murchison houses, be completed within the next five years and that Council approve capital funding on a project by project basis. A capital funding allocation of \$624,000 from 2001 through 2004 is needed to complete these projects. Grants from other agencies and film revenue will be used to decrease the amount needed from the City capital budget.

Based on the 2000 operating budget of \$136,000 the annual operating budget is projected to increase to \$255,000 by 2004 due to the increased number of buildings open and activities on site. After that increases in utilities as the final buildings are completed are anticipated with other costs remaining stable. This budget does not take into account any revenue that may be realized from site rental or other revenue generating activities undertaken by the City. A series of recommendations are made to explore options for revenue generation.

A series of actions for site improvements were identified that will help attain the vision and goals for the site. These include a signage plan, site furnishings plan, circulation plan for the eastern side of the park, a plan for the future use and setup of the Kishi boatworks and a natural plantings and park maintenance plan.

Future directions are identified for all visitor services, both existing and new, which were identified as contributing to the overall marketability of the site and the quality of the visitor experience. It is recognized that the success of the Britannia site as a destination point for visitors will depend on the integrated marketing of all historic sites in the area and to that end it is recommended that the City initiate and participate in the development of a marketing plan for the heritage sites in Steveston which would include consistent and ongoing market research.

The management and operating model proposed for the site consists of three bodies working together to accomplish the vision: a Council appointed advisory board, the Britannia Heritage Shipyard Society and staff, with a Council appointed building committee activated on a project by project basis. The recommended roles and responsibilities of each are outlined.

In order to realize the potential of the site and fulfil the objectives outlined in the business plan a financial plan is outlined for both the City and the Society. An increase in staff resources on the part of the City are recommended with other costs only projected to increase as new buildings become operational.

This plan is a realistic achievable plan that, as accomplished, will provide an accessible heritage park contributing to the livability and pride of the community while contributing to the visitor marketability of the Steveston area.

Britannia Business Plan Steering Committee

Councillor Bill McNulty (Chair)
Councillor Harold Steves
Erika Simm
Robby Johnson
Richard Chappell
Bob Ransford
Linda Griffiths

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Recommendations

The Britannia Business Plan Steering Committee would like to recommend that the Business Plan be endorsed by Council as presented and that staff be directed to begin implementation. We would also like to highlight the following recommendations:

- that staff review the option of removing the current parking lot and returning it to park space and put angle parking on the north side of Westwater Drive from the curve on the west end to Trites Road on the east, or others options which might include working with the Steveston Harbour Authority to maximize land use. (page 16)
- that opportunities for additional revenue generation over and above revenue generated by the Society as identified in the plan be explored including revenue from admission charged to the site. (page 29)
- that, since the configuration of the site lends itself to exclusive use for special events, a policy be developed to allow for rental of the park for revenue generation purposes. (page 29)
- that any surplus funds generated from the operations of the Society be first allocated to capital projects at the site and then allocated to a special capital reserve to be used for other City heritage projects and that this approach be explored by staff and the Heritage Commission for implementation at all City heritage sites. (page 29)
- that all revenue realized from filming at Britannia go into the Britannia capital account and this be reviewed when all capital projects are completed. (page 29)
- that the City allocate money from the Capital budget on a project by project basis instead of an annual allocation of approximately \$160,000. (page 29)
- that the first five priorities on the capital plan be completed within the next five years. (page 13)

Introduction

In July of 1999 it was determined that in order to complete the Britannia site and achieve the objective of positioning it as a destination for both local residents and visitors a formally adopted strategic operational and business plan was needed. Many plans had been done over the years since the site was acquired by the City, however, they did not always agree, most were not adopted by Council and it appeared that the focus on achieving the vision had been lost. In July 1999 Richmond City Council appointed a committee to develop a business plan to guide development and operations toward achieving the vision.

The Steering Committee overseeing the development of the business plan for the Britannia Heritage Shipyard Site was made up of seven members:

- Two City Councillors: Councillor Bill McNulty, Chair and Councillor Harold Steves;
- Three representatives from the Britannia Heritage Shipyard Society: Erika Simm, Robby Johnson and Richard Chappell;
- One representative from the Richmond Heritage Commission: Bob Ransford; and
- One representative from the business community and Tourism Richmond: Linda Griffiths.

The terms of reference for the Steering Committee were to work with staff to prepare, for Council's consideration, a business plan for Britannia Heritage Shipyard Park that included recommendations on:

- the vision for the site;
- prioritized steps to achieve the vision;
- potential uses of each building on the site;
- capital costs for completion of the site; and,
- a management and operating model for the site both in the short term and the long term

The Steering Committee met regularly from August 1999 to September 2000 considering all aspects of the Britannia site including capital development and operational matters.

The importance of the Britannia site has been recognized through numerous reports and studies. As one of Richmond's most important resources on the Steveston waterfront, it is now recognized by three levels of government for its historical significance.

Since the City acquired the site it has been envisioned as a "working heritage park". The intent for the oldest cannery site on the Fraser River (and later shipyard) is to develop its character as a living history site. The site is connected to contemporary life in Richmond: It is an important node in the Steveston waterfront park and trail system; it is culturally and socially connected by its educational and visitor functions and its boatbuilding restoration and construction activities; and it contributes to Richmond's waterfront heritage and contemporary livelihood.

History of Site & Project

In 1900, this site was one of 15 canneries on Steveston's Cannery Row, and became Britannia Shipyard in 1919. Several of the buildings on the site date from 1889 and there is some evidence that one or two may be older. For a detailed history and bibliography see Appendix A.

The City obtained the site during development of surrounding properties. At the time of acquisition by the City the site consisted of nine buildings: shipyard, boatworks, winch shed, cannery office, Murakami house and boatworks, Japanese duplex, Indian longhouse and seine net loft. The site has subsequently acquired three more: two Murchison houses and the Chinese Bunkhouse.

In 1990 the Municipality of Richmond passed a bylaw which officially designated as a "historic site" the site itself and four buildings – the shipyard, the Kishi boatworks, the winch shed and the cannery office. The area was designated a provincial heritage site in 1991 by the BC Heritage Trust and in 1992 it was designated as a federal historic site by the National Historic Sites and Monuments Board.

After acquiring the site in 1990, City Council adopted a set of principles to guide the future use and development of the Britannia Heritage Shipyard Site. These principles stipulated that the site should be developed into a waterfront park which maintained the site's historical integrity, and that access by the public to the site and on-site activities be an underlying principle of the park and historic building development. The site's primary focus was to be on work boats of the Fraser River and the coastal fisheries. The activities on the site were to be compatible with the adjacent industry and industrial waterfront, community and neighbourhoods. There would be mixed use activities that included public programming.

A set of preservation objectives for the Britannia Heritage Shipyard Park were also adopted: to preserve the collection of the remaining buildings and natural habitat; to preserve a working waterfront with representative wooden hulled fish boats; and, to preserve the skills and knowledge of the boat builders through active boat building apprenticeships and public programming opportunities.

In 1991 the Britannia Heritage Shipyard Society was formed with the stated purpose of the Society to "preserve history. This will include establishing a working heritage shipyard site in Steveston; raising funds for, and participating in the operation of such a site; collecting artefacts, photographs and documents; participating in the restoration, preservation and repair of heritage buildings, vessels and associated elements of Steveston's history. Integral functions of the Society will include education, research and promoting the general understanding and enjoyment of Canada's West Coast boatbuilding history in an open accessible parklike setting." (as quoted from the Constitution of the Britannia Heritage Shipyard Society.)

An operating agreement between the City and the Society was signed in 1994. This agreement was for an initial period of five years and was not renewed when it expired in September 1999. The agreement set out some of the roles and responsibilities of each party.

Site description

The Britannia Heritage Shipyard site is 3.29 hectares (8.14 acres) of land located along the Steveston Channel of the south arm of the Fraser River. Previously a cannery and then a shipyard, the site is important to the historical development of Richmond and to Greater Vancouver. The Britannia Heritage Shipyard site has been owned by the City of Richmond since 1990.

Britannia is a part of Steveston's historic Cannery Row extending from Garry Point and the Gulf of Georgia Cannery National Historic Site on the western end to London Heritage Farm in the east. The site is 0.8 kilometres from Steveston Village Centre.

To the south of the site is the Fraser River with Shady Island offshore in the river channel; to the west, the BC Packers lands are in the process of being developed and will provide a much needed land link to the Steveston Village Centre; land to the east is owned by Small Craft Harbours Branch of the Department of Fisheries and Oceans; and to the north there are elementary school grounds and apartment buildings.

The site was originally a treeless marshland but the vegetation changed significantly in the 1950s when the marsh was filled in with sand dredged from Steveston Channel. The twelve buildings on the site help to tell many stories about the multi-ethnic residents and workers at the Britannia Cannery and Britannia Shipyard: Chinese, European, First Nations and Japanese.

The historical buildings on the Britannia site have a collective heritage value that exceeds their individual heritage value. The boardwalk and bulkhead are significant features in the context of the buildings. The buildings are important for the sense of community that is achieved by their mass and density. The buildings and site play an important role in the interpretation of the history of wooden boat building and repair. They are also the best heritage resources available to tell the story of early Steveston residential and socio-economic traditions.

Snapshot of Britannia Heritage Shipyard Park Today

The site currently has three clusters of buildings:

- the west end where the Visitors Centre is located as well as three other buildings planned for static displays, programs and meeting rooms;
- the middle focusing on shipbuilding activities; and,
- the eastern most cluster depicting residential life along the waterfront.

An open park area is between the visitors centre area and the shipbuilding area.

The boardwalk is the spine of the site toward which all buildings are oriented. This provides the primary circulation route on site.

Site Works

- The bulkhead has been replaced along the entire waterfront. The boardwalk has been completed from the shipyard building west.
- The site is serviced by water, sewer and hydro.

- The pilings in front of the seine net loft (building #9), have been stabilized and the front dock repaired. A ramp has been built providing a connection between the dock in front of the shipyard building and the dock in front of the seine net loft. The walkway along the west side connecting the front dock to the shore is currently being repaired.
- In 1998 the City was granted a special permit (on a 2 year renewable basis) by the Fraser River Harbour Commission to use the waterlot immediately adjacent to the seine net loft for future moorage.

Buildings

- Four buildings are operational and open to the public:
 - Kishi Boatworks and boatyard area: this building is currently used to build small wooden boats, houses woodworking equipment used in boat repair, is the location for programs centred around wooden boat building and is also used for large gatherings.
 - winch shed and ways: houses the electrical and mechanical workings for the ways;
 - two Murakami buildings - the house and boatworks: these buildings house the visitor centre, program room, offices and public washrooms. The visitor's centre contains exhibits showing the life of the Murakami family, a small gift shop and minimal foodstuffs operated by the Britannia Heritage Shipyard Society and the reception area where people obtain information, buy memberships and register for programs.
- Four buildings are partially completed:
 - the shipyard building: temporary lateral bracing was done in 1991. The substructure was rebuilt in 1992-93. Building stabilization, roof replacement and a fire suppression system are currently being completed.
 - the seine net loft: currently used for storage of the collection of historical equipment as well as other items;
 - the two Murchison houses: these two houses were relocated to the Britannia site in 1994. They are on blocks and the exteriors have been repaired.
- Four buildings are in various stages of disrepair:
 - the cannery office;
 - the Chinese Bunkhouse*, which was relocated from the BC Packers site to the Britannia historical zone in June 1999. The bunkhouse is being used to store displays, materials and equipment during the shipyard building upgrade;
 - the Japanese duplex*; and,
 - the First Nations longhouse*.

**These buildings are commonly known by these names. Further research is needed to define past uses.*

The City is responsible for the capital costs of the site and buildings. This is accomplished through the city's capital program along with grants from other levels of government and other agencies. Since the site was acquired \$1,750,370 has been spent on capital projects. Of this, \$801,105 has been City money and the rest has come from a variety of external sources as well as work programs through the federal government and volunteer labour.

Operations

From 1992 until March 2000 the Britannia Heritage Shipyard Park was jointly operated by the City of Richmond and the Britannia Heritage Shipyard Society. Since March 2000 the City has assumed responsibility for the operation of the site.

The City is responsible for the administration of the site including the parks maintenance, building maintenance and utilities. The City also budgets for base level staffing. The current annual operating budget for the site is \$135,900.

From the time of acquisition of the site the Manager of Heritage Sites provided the direction for the staff and Society but in recent years had allocated approximately 60% of the time to Britannia with the remainder of time being devoted to other civic duties. In 1993 Council approved the hiring of a full time programmer position. This position was filled on a full time basis until 1995. Since that time the position has been filled by two part time people – one functioning as a programmer and one as a researcher/historian. The Manager of Heritage Sites (gone from the site since July 1999) liaised with the Society, oversaw all activities on site, worked with staff and board on various projects, worked with Civic Properties staff and consultants on capital projects. Since July the site has not had an on-site City staff person closely monitoring the site. The overseeing of the site and liaising with the Society has been done by the Manager, Cultural Services and the Director of Parks. The current budget for staffing includes a full time programmer position and auxiliary hours that provide coverage in the visitor's centre.

The security for the site is provided through an operating agreement between the City and a wharfinger for waterside security, and the City and a night caretaker for the landside security.

The Parks Department crews are responsible for the annual and overall maintenance with volunteers and Elizabeth Fry Society placements doing the tidying, brushcutting and pathway maintenance.

For the past several years the Society has hired a part time staff member that helped oversee the programs, fulfilled the function of an Executive Director for the Society and provided coverage for any rentals of the buildings and the special events.

The visitor's centre is currently open Tuesday through Sunday during June, July and August; Wednesday to Sunday for April, May, September & October; and Saturday and Sunday during January, February, March, November and December.

In order to obtain more accountability at the site for programs and activities, upon expiration of the operating agreement with the Britannia Heritage Shipyard Society the City postponed discussion on renewal until adoption of the Britannia Business Plan and a review of the operational requirements was completed.

Activities on Site

- Britannia Heritage Shipyard Society sponsors public programs on site. These programs focus on wooden boat building, on-water programs such as learn to kayak and row, evening paddles (see Appendix B for examples). City staff work with the Society program committee to conceptualize programs. Staff then set dates, hire instructors and organize program equipment and supplies, advertise and register participants. The Society pays for all direct program costs including instructors and in turn receives the revenue from program fees.
- Society members work on three vessels owned by the Society: Iona, Starliner, Shoshana;
- prior to March 2000, several commissions for repairs to privately owned vessels had been performed by Society volunteers. The fee for performing this work went to the Society with the Society paying any expenses incurred.

- school tours and tours by groups are booked in advance; tours for individuals are done on an as requested basis. Volunteer guides are trained by knowledgeable City staff. Tours are arranged by either city or society staff.
- the Society runs a gift shop in the Murakami Visitors Centre as well as some food stuffs (coffee, tea, canned drinks, chips and chocolate bars). The Society has responsibility for any stock in the gift shop and concession. The customer service attendants handle the sales whilst manning the Visitor's Centre.
- special events such as Fraser River Days and the fall sailing dingy Regatta;
- summer concert series in the boatworks;
- several displays depicting traditional boatbuilding and workworking techniques have been on display in the shipyard and boatworks. Exhibits and displays are curated by City staff with input from the Society and community members on the themes and concepts.
- displays in the Murakami Visitor's Centre using items that were buried on site by Japanese families upon internment during World War II and some donated by local Japanese families and the Murakami family.

Attendance

	1998	1999
Program Attendance (total)	1688	1465
Number of Programs run:		
children	55	21
youth	19	20
adult/family	41	38
seniors	4	20
Tours: number	38	56
Tours: participants	814	1863
Special Events: number	20	12
Special Events: participants	6729	4370

Vision, Guiding Principles & Goals of Overall Site

Vision

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.

Principles

Several principles were agreed upon that should guide future decisions made regarding capital projects and operations:

- the spatial context of the buildings should be retained in order to maintain the feeling of closeness to each other and to the water;
- the buildings should relate to the traditional activities on site;
- the depiction of living conditions should reflect those who worked in the industries on the waterfront in the early 1900's (and not Richmond in general);

- the boats on display should be heritage boats of the type that would have been built or repaired at Britannia, and be accessible to the public;
- any boat building or repair should be on a minimum of a cost recovery basis unless they are part of the collection;
- where possible, interpretation will be done using active and interactive displays and activities;
- parking should 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. (See Interpretation, Conservation and Collections Policies section.)

Goals

The goal for the site is that it will be a vibrant, open, accessible, safe, unstructured site that is integrated and complementary with other historic sites along the waterfront - a destination for residents and visitors and where the historic look, feel and sense will be evident. Some of the actions that will contribute to this goal are:

- increased site definition using landscaping materials historically used on site;
- entrances that are clearly visible and marked: Railway Ave and Trites;
- visible interpretive signage on site (walking tour, self guided tour brochure);
- a native species planting plan for the site with interpretation signage of plant material;
- facilities for picnicking;
- public programming on site;
- continual activities on site – for viewing and participating;
- artisans/craftsmen working on site to enhance public viewing;
- educational activities and programs about wooden boat building applicable to the site;
- the interpretive focus of the Murakami complex is on the living conditions of former residents;
- a critical mass of buildings to maintain visitor interest (possible addition in historic zone, perhaps for display of Easthope engines)
- working displays and buildings that clearly depict the industrial heritage of the waterfront;
- some static museum displays depicting life on the Steveston waterfront circa 1900 – 1950;
- small theatre for film, video showings;
- sale of applicable memorabilia (postcards, books, videos);
- the provision of some form of food services;
- a water based link to the townsite;
- a trails system that clearly connects the Steveston Village Centre and Steveston Park to the Britannia site and London Heritage Farm to the east.

Site and Program and Services Development

Site Development

While much has been accomplished on the site since it became a public heritage park there remains much to do. In order to ensure that the development continues to contribute toward reaching the vision, actions and priorities for capital development are recommended. Based on the vision and goals for the completed site, each building was discussed in terms of potential future uses, and the development required to take it to a state to fulfil that function. The future use also was a factor in the priority placed on completion of the building. The level of

deterioration dictated, in some cases, that stabilization be given priority over another building prioritized for completion. It is recommended that the first five priorities be completed within the next five years (2000 – 2005) and that this be accomplished through the City capital plan, film revenue and grants. A financial plan to complete the capital projects from 2001-2004 is outlined on page 24. (Note: all capital costs except Priorities 1 & 2 are taken from the Britannia Heritage Shipyard Development Strategy report: October 1998)

Priority Number 1: shipyard building and dock

Recommended use: working with wooden boats, static displays consisting of heritage equipment and techniques used. Priority to be placed on public access to the building and the waterfront and public viewing of the activities including the machine shop.

Development required: structural stabilization and minimum building code standard for projected use. This will allow for limited public access to view activities and gain access to the front dock. The front dock is considered part of the shipyard. This requires extensive piling and decking repair. The second phase is the upgrade of the machine shops in the west wing. It is recommended that a team of people consisting of staff and volunteer users put together a development plan for the west wing and work with the Society to implement this plan.

Timeframe: phase 1 (building stabilization, roof and fire protection): October 2000; front dock: March 2001; phase 2: interior plan – December 2000, completion – December 2001.

Capital costs: phase 1: \$649,500; front dock: \$291,000 plus sprinklers: \$80,000; interior: \$56,000.

Priority Number 2: walkway on west side of the seine net loft

Recommended use: this will allow for a continuous water experience from the east side of the site to the west.

Development required: existing rotting structure removed, piles recapped and new decking installed.

Timeframe: December 2000

Capital costs: \$50,600

Priority Number 3: Japanese Duplex (phase 1)

Recommended use: future use is undetermined at this time. Further research is required on past usage.

Development required: in phase 1: building should be raised and a foundation provided. This building is rapidly sinking.

Timeframe: 2001

Capital costs: \$27,000

Priority Number 4: Cannery Office (phase 1)

Recommended use: it is the unique construction of the building that is of primary interest. However, upon completion the interior should resemble what it looked like when it was the office. This will be viewed from the windows (no public access to the interior).

Development required: phase 1: building stabilized and roof fixed; phase 2 (priority 7): interior restoration including installation of displays for viewing from windows. (research required)

Timeframe: 2002 phase 2: 2006-2007

Capital costs: \$23,000

Priority Number 5: Seine Net Loft

Recommended use: museum and display space, display preparation, small boat collection and open storage, upper level: work and storage space.

Development required: brought up to building code for industrial use; building fabric repaired; storage and displays built.

Timeframe: 2002 – 2005

Capital costs: \$150,000

Priority Number 6: Historic Zone

Chinese Bunkhouse

Recommended use: restored to depict the living conditions in which labourers lived. Public access to both floors.

Development required: brought up to building code; building fabric repaired; inside restored (research required). Work with Chinese Canadian community to raise funds.

Timeframe: fundraising committee in place: fall 2000; completion: 2003 – 2005

Capital costs: \$155,000

Murchison Houses

Recommended use: public access particularly to ground floors; restored to depict living conditions; balloon frame construction is an important feature to exhibit.

Development required: move to final location on piles closer to the water and boardwalk; research required on what to depict in interior.

Timeframe: 2003 – 2005

Capital costs: \$100,000

Priority Number 7: Japanese Duplex (phase 2)

Recommended use: undetermined at this time

Development required: code and structural work; building fabric repaired. Further research is required to determine accurate past use.

Timeframe: 2006 – 2008

Capital costs: \$62,000

Priority Number 8: Cannery Office (phase 2)

Recommended use: interior completed to look as it was when it was the office. To be viewed from the windows – no public access.

Development required: interior restoration including installation of displays for viewing from window. Further research is required.

Timeframe: 2006-2007

Capital costs: \$30,000

Priority Number 9: Longhouse

Recommended use: orientation for tour groups; display of small vessels; rental space.

Development required: structural and code work; building fabric repair; research required on interior past uses and configurations.

Timeframe: 2006 – 2008

Capital costs: \$152,000

Site Improvements

There are a number of actions and plans that need to be put in place in the near future that will enhance the site and advance toward the vision.

1. signage: one area that needs immediate attention is signage for the site. This includes signs at each entrance, directional signage in Richmond and on-site signage. A signage plan should be prepared and implemented. timeframe: fall 2000
2. site furnishings: in order to ensure that the historic look and feel at the site is maintained a site furnishings plan including recommendations for lighting for street edges, walkways, parking areas and exterior building lighting and for seating areas and fencing should be adopted. timeframe: spring 2001
3. circulation plan for the Historic Zone: even though the completion of the buildings in the historic zone is several years away there is a need to develop a circulation plan for the area and connect it with the rest of the site. With the completion of the boardwalk from the east side of the shipyard building to the east side of the park and out to the road, the visitor experience could be enhanced along with the addition of interpretive signage. timeframe: 2001
4. Kishi Boatworks: Install belt equipment, have static displays, active boat building, accessible to public, old tools and techniques demonstrated. Investigate possibility of leasing out the building to a private operator for a wooden boat related business as long as public access for viewing activity is maintained. timeframe: 2001
5. natural environment and park maintenance: a Park Master Plan was approved in September 1994 and recommended that native plant species be incorporated into the site. It is recommended that plantings be incorporated to give definition to the site boundaries to allow for closing off to unlimited public access. There is also a need for some guidelines around park maintenance to ensure the naturalness of the site is maintained while

respecting the desire of the neighbours for a more manicured area. The intent to plant native species and interpret the native species in some way to the general public has been discussed in the past but not implemented. This plan should be put in place along with maintenance guidelines in conjunction with the Parks Department and the Britannia Society. timeframe: 2001

6. With the completion of the shipyard there will be a need to develop plans for projects that will create activity for viewing in the shipyard. These could take the form of wooden boat repairs or boat building projects that the public might find interesting to watch and ongoing. These plans should contain a business plan with benefits, costs and timelines of each project. timeframe: ongoing
7. Since part of the vision is to have historically significant vessels on display a Vessel Display Plan including public access and an acquisition plan for significant boats are needed. timeframe: 2002

PARKING ISSUES: This Committee recommends that staff review the option of removing the current parking lot and returning it to green space, and putting angle parking on the north side of Westwater Drive from the curve to Trites Road, or other options which might include working with the Steveston Harbour Authority to maximize land use.

Visitor Services

To meet the goal of having a vibrant site that attracts residents and visitors a level of activity and visitor services must be maintained on an ongoing basis. Current activities need to be built upon, strengthened, improved and expanded and other services added.

Activities identified through the vision and goals are:

Active:

- new wooden boats being built
- boats being repaired
- programs on boat building
- ability to tour various types of historically significant wooden hulled fishing boats: gillnetter, seinër
- on-water programs (learn to row, kayak, canoe)

Passive:

- view displays of various phases or activities to wooden boats and heritage equipment
- pictures of on-site restoration
- displays of living conditions – Chinese bunkhouse, Murakami house, Indian longhouse
- signage around site about buildings, activities, history

Interactive:

- displays
- programs

Some of the services identified for a successful site are:

- **self-guided and guided tours:**

current state: there is a self-guided tour brochure available in the Visitors Centre. Guided tours are conducted for groups that book ahead. There are small interpretive signs on each of the buildings. Training for volunteer tour guides occurs on an ad hoc basis.

future direction: there is a need for recruitment and management of volunteers willing to be onsite to give tours during the peak times. There is a need to ensure that the on-site interpretive signage and the brochure for self guided tours are coordinated and self guided tours are an attractive and worthwhile option to guide led tours. An ongoing program to train volunteer tour guides should be in place.

- **Interpretive and Interactive displays:**

current state: there are several small interactive displays centering around techniques eg. knot tying and winches and interpretive displays on boat building techniques.

future direction: access to research and display design personnel through centralized museum personnel as well as ongoing financial resources are critical to ensure that the displays are accurate, informative and periodically updated. As each building is completed there will be a need to develop an exhibit plan.

- **historical boat display:**

current state: while the Society has three wooden boats that they are working on, there are no vessels that currently have public access or are "on display".

future direction: display and public access plan needs to be developed; an acquisition plan targeting historically significant vessels should be put in place. This activity cannot occur until the shipyard building and dock has been upgraded to allow for public access.

- **boat building and repair:**

current state: the Britannia Heritage Shipyard Society has built several small skiffs and does repairs to Society owned boats as well as having completed several private commissions.

future direction: for boats in the collection there should be a maintenance plan in place and funds committed to this plan. For any new acquisition that requires major maintenance work a project plan should be in place along with committed funds before acquisition. Policies regarding private commissions need to be established.

- **retail space:**

current state: the Society operates a small gift shop in the Murakami visitors centre. Items sold are sometimes locally produced or have a wooden theme or are a memento of the site eg. vests and t-shirts with the Britannia logo. The gift shop and food stuffs sold just break even with Society volunteers doing the coordinating of items to be sold and transactions done primarily by the staff in the visitors centre.

future direction: items should reflect a theme of wooden hulled boats: building and repair; the west coast fishing industry; Fraser River awareness and interpretation; ethnic contributions to the development of the industry and the community; items built on site. There should be a strong mandate to ensure the items are applicable to the themes of the site.

- **food space:**

current state: the Society sells small snack items in conjunction with the gift shop eg. coffee, chips, chocolate bars.

future direction: continue to sell small snack items. In addition explore the feasibility of serving a more substantial item such as chowder when there is a large tour expected.

- **programs related to the vision:**

current state: the Society runs programs that are related to boat building, on water educational programs and evening/sunset paddles. Programs and tours are also done for scouts, guides and school groups. Programs are for all ages. Programs have been limited to the Murakami program room, the outside and the water with limited access to the Kishi boatworks.

future direction: as the number of buildings accessible to the public increases the amount and types of programs will increase. There should be a strong mandate to ensure the programs are applicable to the themes of the site.

- **themed & special events:**

current state: the Society has run several special events throughout the year: the sailing skiff regatta, Rivers Day, and fundraising barbeques.

future direction: expand the number of special events to possibly include an annual fisherman's sports day and historically significant themed days.

- **space rental:**

current state: the Society rents out space in the Kishi boatworks and Murakami program room to other groups and individuals.

future direction: as the number of buildings that can accommodate public access and meetings or larger gatherings this function can increase. Since the configuration of the site lends itself to exclusive use for special events, a policy should be developed to allow for rental of the park space.

- **teaching skills, some apprenticeships:**

current state: this activity has been minimal. Some learning of skills has occurred through working with more experienced volunteers although not a conscious program.

future direction: as the number of projects increases so too does the opportunity for learning and volunteering. Some projects may require a master boat builder on site and learning opportunities should be maximized.

- **water taxi stop:**

current state: does not exist

future direction: work with the Steveston Harbour Authority and one of the private operators that provide tours of the harbour to implement a taxi service dropping visitors at Britannia and taking them back to the Steveston docks.

Marketing Plan

The Committee identified the need for a comprehensive marketing plan to ensure the ongoing well being of the site and the operations. The focus of the marketing in the short term should be on public awareness within Richmond – families, school groups, etc. in order to "friendraise" before reaching out to a broader audience.

However, the area of cultural tourism is attracting much attention and is the fastest growing segment of tourism in North America. The Provincial Government, in particular through the Ministry of Tourism, Small Business and Culture, is devoting resources to increasing this area of tourism within the province.

The criteria which are used in the industry to assess the degree of "market readiness" of a potential destination are:

- **authenticity/uniqueness:** the experience reflects the culture or history of the province or an industry and is of sufficiently high standards to appeal to a visitor audience.
- **marketable:** the organization is interested in attracting visitors and is capable of participating in co-operative marketing programs – has a marketing budget and a management structure that allows marketing decisions to be made.
- **packagable:** the organization has administrative systems that allow it to be included in tourism packages.
- **quality experience:** experience is presented in a professional manner that leaves the visitor satisfied with the experience.

(from "Strategic Directions for Cultural and Heritage Tourism in British Columbia", Jim Lee & Dr. Peter Williams; November 1999)

The success of the Britannia site as a destination point for visitors will depend on the integrated marketing of all the historic sites in the area and with Tourism Richmond. The development of the site and the activities proposed within this plan contribute to increased attraction of visitors and the "market readiness" of the operation.

It was identified that there is a need to develop processes for ongoing market research and data collection as well as research on visitor preferences to historic sites.

It is recommended that the City initiate and participate in the development of a marketing plan for the heritage sites in Steveston, which would include consistent and ongoing market research.

Management and Operating Model

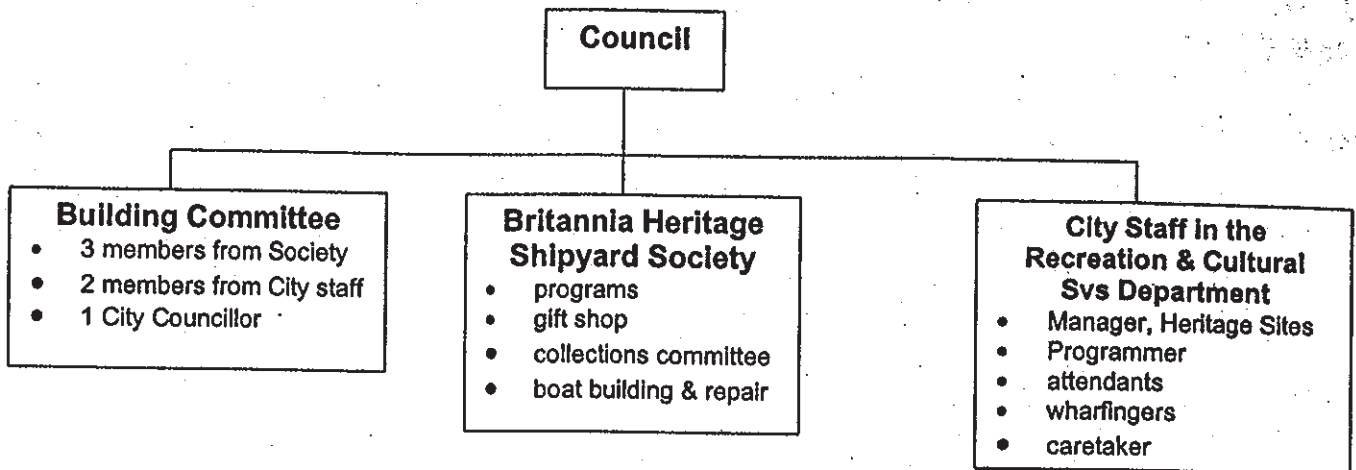
Up until March 2000, the operating model in place was similar to that for most other facilities operating in the Parks and Recreation and Cultural Services Departmental systems. The City operated the facility in conjunction with a non-profit society. In March 2000 the City assumed responsibility for the operation of the site and all buildings. The City owns the buildings and land, is responsible for site operating expenses such as office and janitorial supplies, telephones, utilities (heat & light, garbage & recycling), building, park & equipment maintenance, and site security and provides a base level of staffing. The Society is responsible for sponsoring all programming on site including special events, owns and manages the majority of the collection, provides building content insurance for the equipment and collection, and sets policies, rates and conditions for periodic rental of unallocated spaces.

In the past the Society and the City have jointly participated on a building committee which advised on all capital projects. Each named three members to this committee with one City representative being a City Councillor.

The City has allocated a base level of staffing to the Special Heritage area of which Britannia is the largest component. While the base level includes a full time programmer position for a variety of reasons this position has not been filled since 1995. The functions have been performed by two part time people. These staff worked with the Society on programs, researched the history of the buildings and site, managed tours and rentals. The Manager of Heritage Sites, originally the sole staff person assigned to Britannia, had been increasingly assigned to other City projects and, since July 1999, the position has been vacant.

The City also provides attendant hours in order to provide customer service, maintain the visitors centre open to the public and do registrations. The wharfingers (currently just one) and the evening caretaker provide the cleaning services for the Visitors Centre including the offices and public washrooms.

Current Model



Recommended Model

A new management model is being proposed for the site which is a combination of the model used in most facilities and that used for Aquatic Services. It is proposed that Council appoint a policy body – the Britannia Heritage Shipyard Advisory Board – that would be accountable to City Council for their actions and that would ensure that the development of the Britannia site and the operation is conducted in the most efficient manner consistent with the direction of the Council adopted business plan. The terms of reference would include such responsibilities as:

- determining the focus, direction and operating policies for the site and activities on site;
- long range planning
- setting service standards;
- developing a marketing plan;
- ensuring a collections policy and a collections committee of knowledgeable people;
- approving all acquisitions proposed for the site;
- determining appropriate corporate sponsors and partners;
- ensuring project plans and budgets are in place for any projects undertaken;
- determining appropriate interpretive displays;
- maintaining the historical focus and integrity of the site;
- setting appropriate environmental and risk management policies.

(Appendix C contains a draft proposed terms of reference)

It is also proposed that the Advisory Board work with the Britannia Heritage Shipyard Society with the Society responsible for such things as:

- running programs (direction and focus to be set in conjunction with the Advisory Board);
- organizing special events;

- participating in boat building and repair projects;
- maintaining historic boat collection;
- managing and running the gift shop;
- public awareness and publicity; and,
- friend and fundraising.

It is proposed that a Building Committee be appointed by Council when a capital project is being planned. This Committee would oversee the project from conception through planning and capital fundraising and construction. The committee would be comprised of three members of the Britannia Advisory Board and three members of City staff and/or Council.

In order to fulfil the functions proposed in this report the following personnel resources will be required:

Site Boss: overall site supervisor, boat building and repair projects, historical boat maintenance. Full time position, on site. This should be a City position.

Programmer: work with the Society to provide on-site programs and special events. This is a City position in all other City of Richmond facilities and should be at Britannia. This could be a half time position until the site has more buildings open to the public.

Gift Shop and Food Services Coordinator: if these services are run by the Society it would make sense that they would provide this position.

Administration/Clerical: facility clerk responsible for coordinating customer service and office and visitor centre functions, building rentals, tour bookings. This is a City position.

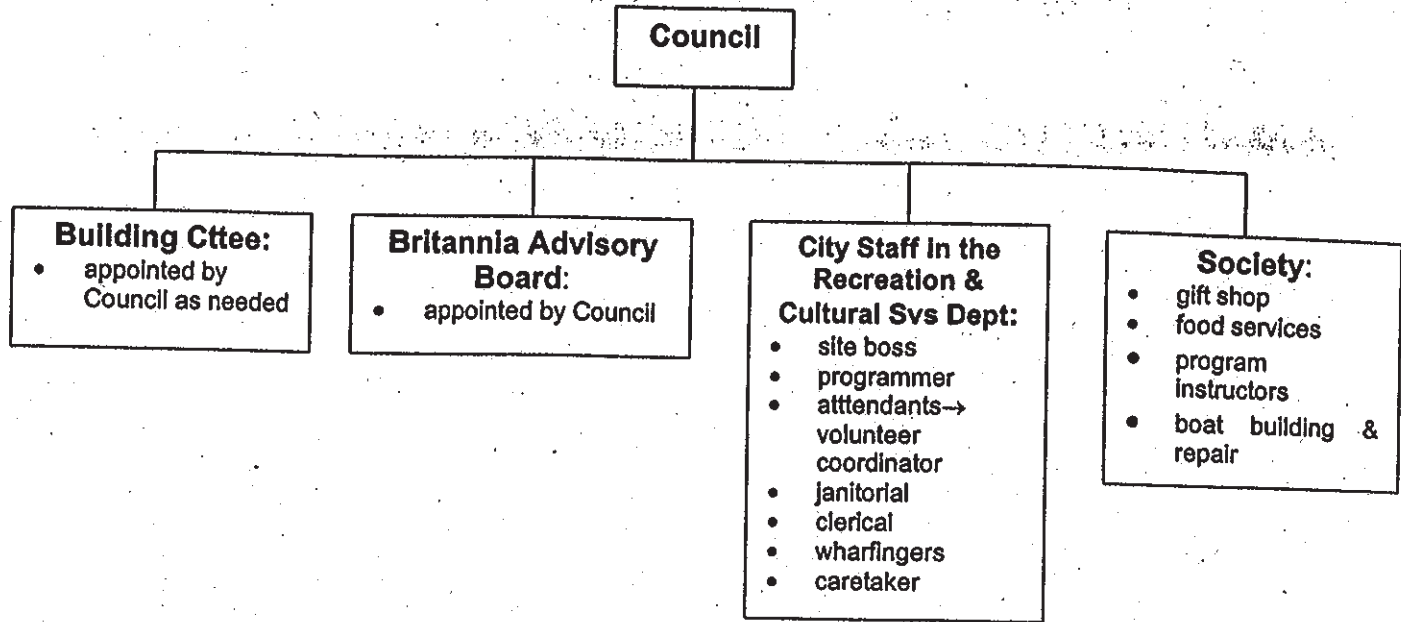
Janitorial/Security: these functions are currently provided by the wharfingers and the night caretaker. Since the shipyard building is open to the water there will always be a need for waterside security. Landside security should be reevaluated – should there be a caretaker suite on site (ie one of the Murchison houses)? Janitorial functions for the public washrooms and the offices should still be cleaned by the wharfinger/caretaker. However, as the number of buildings open increases and the site usage increases, there may be a need for janitorial staff on site. This is a City responsibility.

Customer Service Attendants: welcome people, do registrations, open buildings on weekends/evenings. City positions in other City facilities. It is recommended that these paid positions be decreased over time and the resources reallocated to a volunteer coordinator. The customer service functions would then be filled by volunteers.

Speciality Functions: exhibit design, collections, research. Does not make sense for these functions to be assigned to Britannia alone. These functions are needed at all heritage sites including the Richmond Museum. The ultimate intent is to have these centrally coordinated.

Volunteer Coordinator: recommended that the City resources currently allocated to the customer service attendants be reallocated to a volunteer coordinator position. The customer service attendant functions would then be performed by volunteers.

Recommended



Conservation and Collections Policies

Conservation Strategy

Any conservation plan needs to take into consideration responsibilities in terms of protecting and preserving the historical and natural resources. A conservation strategy has been outlined by Commonwealth Historic Resource Management Ltd. Due to the heritage value of the Britannia Heritage Shipyard Site, "the interventions to the buildings at Britannia should be guided by good conservation practice, and not only be issues of code, compliance, structure and cost."

It is important to conserve as much of the physical character as possible balanced with the structural necessities that provide a safe and stable environment. Any additions should not attempt to mimic historic applications but be clearly presented as a current installation that is not detract from the overall intent of presenting history. In general, the approach should be one that is determined to preserve as much of what currently exists with interventions that are only necessary to provide basic safety and operational requirements. However, there are several buildings on site where the intent is to restore and interpret to an earlier time to show living conditions on the waterfront. These are the Chinese Bunkhouse, cannery office and the Murchison Houses.

There are three levels of intervention that could be relevant to Britannia:

1. **Preservation:** this is maintenance and intervention that is designed to prevent further deterioration and respect the present form, material and integrity. Materials of the building are preserved and the building's history is continued. This is less expensive and removes less historical fabric than restoration.
2. **Restoration** returns a building to the appearance of an earlier time, based on respect for the building as a document of the past. Restoration is the approach chosen when a compelling case can be made for the exceptional value of the state to which the building will be restored. This process would likely involve removing later material, and replacing missing elements and details.
3. **Rehabilitation** returns a building into a useable state through repair and rehabilitation. It makes possible an efficient contemporary use while preserving features that are significant to the building's historic, architectural, and cultural values.

At Britannia, there is a need to find the right balance between conservation and change. Guiding conservation principles suggested by Commonwealth heritage:

- preservation is preferable to restoration
- replace rather than restore historic materials
- retain patina and historic fabric
- show evolution of structure and the site to retain and interpret the history of the site
- visible changes made should be reversible in case the use is changed again in the future
- interventions should be distinguishable to the historic fabric so that visitors can read the history
- interventions should not be motivated by desire to 'improve' appearance of building
- do not sacrifice historic fabric in attempt to enhance heritage character

Collections Policy

As a historic site there are responsibilities to preserve and interpret resources and objects that pertain to the mandate of the site. As a site with limited resources and limited display and storage space, it is important to ensure that those artefacts that are collected fit into the overall plan, the mandate of and vision for the site and are planned for. Therefore, it is important to ensure that the collections policy is clear and up-to-date and administered by knowledgeable individuals. The Advisory Board should adopt and act as the body responsible for ensuring that the collections policy is adhered to and collecting done in a manner that the site and staff are capable of maintaining.

The Britannia Heritage Shipyard Society has a draft Collection Policy and a Collections Committee. The mandate is:

- to collect and maintain artefacts from Britannia and the Pacific Coast fishing industry. It is coordinated with other institutions with similar goals (local, national and international – see policy for details).
- to collect artefacts pertaining to the Shipyard and Cannery by theme, by time (1890-1990) or geography (Pacific Coast, particularly Fraser fishery).
- artefacts are acquired by donation, loans, purchases, field collection, and exchange with other institutions.
- the objects are classed by the Committee as museum objects (some as operating, others as non-operating artefacts based on several criteria), documents/archives (some documents and archives pertinent to the site are owned by the City of Richmond because of more adequate storage facilities), for education and interpretation (some are replicas) and for library use.

(Source: Britannia Heritage Shipyard Collections Policy July 1994)

The current collection, some owned by the City and some by Britannia Heritage Shipyard Society, consists of:

- the buildings on site (City);
- the built environment – bulkhead, boardwalk, historic power poles (City);
- woodworking and metal working machines and equipment including two large collections from Menchions and Versatile Shipyards, Easthope lathes and patterns (City & Society);
- watercraft collection including the "Iona", the "Starliner" and the "Shoshana" (Society);
- items found on-site buried during the Japanese Internment (City);
- archival collection – photographs, records, periodicals, boat plans, books, charts (City & Society).

Financial Plan

Operating Resources

In order to realize the proposed operational structure and the activities recommended in the plan it is proposed that the gross operating budget for the site increase from the \$135,900 budgeted in 2000 to \$255,000 in 2004 as buildings are completed and activities on site increase. Any revenue from rental of the site (excluding rooms which is currently a society responsibility) is not included in these projections.

Based on historical information of the past two years, the Society will continue to be dependent on outside grants such as casino funds in order to provide the services outlined.

The following table outlines the projected operating expenses and revenues for the City and the Society based on the activities proposed in this plan.

Operating Expenses	1998	1999	2000	2001	2002	2003	2004
City	(actual)	(actual)	(budgeted)	(projected)	(projected)	(projected)	(projected)
office supplies	\$ 1,300.00	\$ 1,100.00	\$ 1,300.00	\$ 1,300.00	\$ 1,300.00	\$ 1,500.00	\$ 1,500.00
janitorial supplies	\$ 840.00	\$ 3,000.00	\$ 3,000.00	\$ 3,500.00	\$ 4,000.00	\$ 4,000.00	\$ 4,500.00
other	\$ 2,600.00	\$ 2,400.00	\$ 3,100.00	\$ 3,000.00	\$ 3,100.00	\$ 3,100.00	\$ 3,100.00
contracts - equip	\$ 10,400.00	\$ 9,000.00	\$ 13,500.00	\$ 14,000.00	\$ 14,000.00	\$ 14,500.00	\$ 14,500.00
utilities: heat & light	\$ 11,000.00	\$ 16,200.00	\$ 18,500.00	\$ 20,500.00	\$ 20,500.00	\$ 22,000.00	\$ 22,000.00
garbage/recycle	\$ 3,100.00	\$ 3,500.00	\$ 2,700.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00
telephones	\$ 7,900.00	\$ 5,900.00	\$ 6,500.00	\$ 6,500.00	\$ 6,500.00	\$ 6,500.00	\$ 6,500.00
building maintenance	\$ 6,400.00	\$ 5,500.00	\$ 7,300.00	\$ 7,500.00	\$ 7,500.00	\$ 7,500.00	\$ 10,000.00
equipment maintenance	\$ 1,200.00	\$ 1,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00
milage	\$ 2,850.00	\$ 1,350.00	\$ 4,000.00	\$ 1,000.00	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00
special events	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 1,500.00	\$ 2,000.00	\$ 2,000.00
misc	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00	\$ 2,000.00
wages (note 1)	\$ 127,000.00	\$ 137,000.00	\$ 70,000.00	\$ 111,100.00	\$ 123,100.00	\$ 137,700.00	\$ 180,290.00
TOTAL	\$ 177,590.00	\$ 188,950.00	\$ 135,900.00	\$ 177,400.00	\$ 191,500.00	\$ 208,800.00	\$ 254,390.00
Society							
wages/benefits (note 2)	\$ 36,400.00	\$ 36,000.00	\$ 36,000.00	\$ 36,000.00	\$ 36,000.00	\$ 54,000.00	\$ 54,000.00
office supplies	\$ 2,270.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,000.00	\$ 3,500.00
advertising	\$ 550.00	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 1,250.00	\$ 1,250.00	\$ 1,500.00
insurance	\$ 5,175.00	\$ 4,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00
program costs	\$ 6,800.00	\$ 18,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 20,000.00	\$ 24,000.00
boat repair	\$ 8,000.00	\$ 7,000.00	\$ 8,000.00	\$ 8,000.00	\$ 9,000.00	\$ 10,000.00	\$ 10,000.00
collections	\$ 375.00						
volunteers	\$ 1,850.00						
training	\$ 1,185.00						
accounting/bank charges	\$ 825.00						
misc	\$ 895.00	\$ 2,000.00					
equipment purchases	\$ 9,985.00						
Murakami VC outfitting	\$ 9,625.00						
TOTAL	\$ 83,935.00	\$ 71,000.00	\$ 77,500.00	\$ 79,750.00	\$ 98,750.00	\$ 104,500.00	\$ 104,500.00

Revenue Society	1998	1999	2000	2001	2002	2003	2004
programs/events (note 3)	\$ 22,785.00	\$ 29,000.00		\$ 30,000.00	\$ 31,500.00	\$ 33,000.00	\$ 37,800.00
boat repair (note 4)	\$ 7,830.00	\$ 7,000.00		\$ 10,000.00	\$ 12,000.00	\$ 13,000.00	\$ 13,000.00
memberships (note 5)	\$ 3,830.00	\$ 3,000.00		\$ 3,000.00	\$ 3,500.00	\$ 3,500.00	\$ 4,000.00
gift shop (net profit) (note 6)	\$ 2,260.00	\$ 2,000.00		\$ 2,500.00	\$ 3,000.00	\$ 4,000.00	\$ 5,000.00
donations	\$ 6,995.00	\$ 2,000.00		\$ 3,000.00	\$ 3,300.00	\$ 3,630.00	\$ 4,350.00
site rentals (note 7)	\$ 2,920.00	\$ 1,000.00		\$ 1,300.00	\$ 1,550.00	\$ 1,550.00	\$ 1,550.00
interests/GST recovery	\$ 3,180.00	\$ 4,000.00					
employment grants	\$ 5,945.00	\$ 8,000.00		\$ 8,000.00	\$ 8,000.00	\$ 10,000.00	\$ 10,000.00
casino		\$ 46,000.00		\$ 45,000.00		\$ 50,000.00	
Vanc Found Gr (Murakami)	\$ 20,000.00						
sale of equipment	\$ 2,400.00						
tours (note 8)				\$ 1,500.00	\$ 2,000.00	\$ 2,500.00	\$ 5,000.00
TOTAL	\$ 78,145.00	\$ 102,000.00		\$ 104,300.00	\$ 64,850.00	\$ 121,180.00	\$ 80,700.00

Notes for financial figures

- Staffing:
 - 2001: one site boss, one half time programmer, 1400 hours customer service attendants
 - 2003: same plus one half time building service worker due to increased visitors & site usage, one part time clerk
 - 2004: programmer and clerk increased to full time due to opening of seine net loft
- Other Staffing:
 - 2001: current society staff person - administrative assistant
 - 2003: addition of a half time person to look after volunteers and gift shop/food services
- Programs/events:
 - 2001: slight increase from Society reported revenue in 1999
 - 2002: 5% increase
 - 2003: 5% increase
 - 2004: 20% increase due to seine net loft opening
- Boat Repairs:
 - 2001: in 1999 the Society generated \$7,000. The 2001 figure of \$10,000 is a conservative estimate based on the fact there will be a site boss overseeing projects, project planning done and some advertising.
 - 2002: another conservative increase due to word of mouth and quality work
 - 2003: increased projects
- Memberships:
 - 2001: same as was received by Society in 1999
 - 2002: increased due to activity on site, increased credibility in community
 - 2003: same plus one half time building service worker due to increased visitors, site usage
 - 2004: increase due to opening of seine net loft
- Gift shop:
 - 2001: \$500 increase over 1999 due to increased visitors, more site specific items, ability to pay by credit card
 - 2002: \$500 increase from more advertising, increased tours, visitors
 - 2003: increase due to addition of coordinator
 - 2004: seine net loft open, increased visitors
- Site rentals:
 - 2001: boatworks rented at \$250/3 hours x 5 rentals per year due to awareness of availability, increased marketing plus Murakami @ \$60/3 hours x 4 rentals per year
 - 2002: addition of one boatworks: rental
- Tours:
 - 2001: based on 1500 persons @ \$1 per tour
 - 2002: 2000 persons @ \$1/tour
 - 2003: 2500 persons @ \$1/tour

Capital Costs

	2000	2001	2002	2003	2004
shipyard building	\$649,500 plus \$29,500 (exterior fabric repair) (note 1)	\$56,000 (shops include installation of heritage equip) (note 2)			
shipyard front dock		\$291,000 plus: \$80,000 (sprinklers) (note 3)			
walkway west of Building #9	\$50,600 (note 1)				
cannery office			\$23,000		
seine net loft			\$150,000 (\$100,000 plus \$50,000 fit out & furnishings)		
Bunkhouse				\$155,000 (\$130,000 code work, plus \$25,000 fit out & furnishings)	
Murchison Houses					\$100,000
Japanese Duplex (completion 2006)		\$27,000 (raise building & put in foundations)			
Longhouse (2007)					
TOTAL VALUE OF WORK	\$729,600	\$374,000 plus \$80,000	\$173,000	\$155,000	\$100,000

NOTES FOR CAPITAL FIGURES

1. shipyard: a savings of approximately \$55,000 will be realized on the shipyard building project by using labour funded through a grant from Human Resources Development Canada (HRDC). This money will be applied to the repair of the west walkway and the repair of the exterior fabric of the shipyard building.
2. savings of approximately \$40,000 using volunteer labour.
3. it is anticipated that through the use of labour funded through HRDC a savings of approximately \$97,000 can be realized.

Funding sources for Capital Projects: 2000 - 2004

2000:

City (Britannia) capital account - \$449,500

Province of British Columbia, Community Spirit Grant - \$200,000

HRDC through the Community Fisheries Development Office workers - value of work: \$80,000;

2001:

City 2001 capital allocation - \$196,000 plus \$80,000 for sprinklers

Fraser River Port Authority Millennium Grant - \$25,000

volunteer labour, possibly HRDC through the Community Fisheries Development Office - value of work: \$73,000

2002:

City 2002 capital allocation - \$173,000

2003:

City 2003 capital allocation - \$155,000

2004:

City 2004 capital allocation - \$100,000

Grants from other levels of government will be applied for as the projects approach. Any grants received will decrease the amount of capital money required.

It is recommended that the City allocate money from the Capital budget on a project basis instead of the past practice of an annual allocation of approximately \$160,000. Since the money is currently in place for the largest capital cost building - the shipyard - this will allow Council and the public to see the accomplishments as the money is allocated with very large allocations needed in any one year.

All revenue realized from filming at the Britannia site goes into the City (Britannia) capital account. It is recommended that this continue at least until the capital projects are completed.

It is recommended that opportunities for additional revenue generation over and above revenue generated by the Society as identified in the plan be explored including revenue from admission charged to the site.

Since the configuration of the site lends itself to exclusive use for special events, it is recommended that a policy be developed to allow for rental of the park for revenue generation purposes.

The Committee recommends that any surplus generated from operating funds of the Society first be allocated to capital projects at the site and then allocated to a special capital reserve to be used for other city heritage projects and that this approach be explored by staff and the Heritage Commission for implementation at all City heritage sites.

Implementation Strategy

Year	Action	Responsibility
2000	<ul style="list-style-type: none"> • Council to adopt Business Plan and recommendations • Council to appoint Advisory Committee • hire Site Boss • hire half time programmer • develop exhibit plan for shipyard • development plan for west wing and begin implementation • fundraising committee for Chinese Bunkhouse restoration • develop signage plan (directional and on-site) 	<ul style="list-style-type: none"> • Council • Council • staff • staff • staff, BHSAB* & Society • staff & volunteers • BHSAB • BHSAB & staff
2001	<ul style="list-style-type: none"> • Council approve front dock repair funding and Japanese Duplex foundation in 2001 Capital Plan • project plans for boat repairs • begin research & plan for seine net loft • site furnishings plan • circulation plan in Historic Zone • Kishi boatworks plan • natural environment & park maintenance plan 	<ul style="list-style-type: none"> • Council • staff & volunteers • BHSAB & staff • BHSAB & staff • BHSAB & staff • Society & staff • staff, Parks Dept
2002	<ul style="list-style-type: none"> • Council approve cannery office stabilization & seine net loft capital funding in 2002 Capital Plan • vessel display and acquisition plan 	<ul style="list-style-type: none"> • Council • BHSAB, Society & staff

- BHSAB: Britannia Heritage Shipyard Advisory Board

Appendix A

History of the Site and Reports Completed

At the turn of the 19th century Steveston Channel was a significant commercial centre for the fishing industry along the Fraser River. A salmon canning industry developed along the lower Fraser beginning in the 1870s. The Britannia Cannery was built in 1890 on the north shore of the Fraser River by W.A. Duncan, J. Bachelor & Eli Harrison, then it was sold to the Anglo British Columbia (ABC) Packing Co. in 1892 and enlarged in 1895. In fact, dendrochronological work dates the Native Longhouse and the Murakami House four years before the cannery (1890) near an ancient slough and possible fish camp.

The south arm of the Fraser around the south-west corner of Lulu Island was named "Cannery Channel"; by 1900 there were 15 canneries as well as boat building operations and other services and residential facilities. The commercial fishing and canning industries were established and developed by various ethnic labour forces: Native, then Asian, and then (during internment) European. Each of the fish canning plants on Cannery Row was supported by a community including residences for workers, stores, moorage, boat haul-ups, net mending and drying racks, and boatworks for construction and repairs. These communities were networked by "mainstreets", continuous boardwalks that strung together communities as they wove along the Fraser River's foreshore. The boardwalk at Britannia is of high heritage value today because it encapsulates the way of life along Steveston Channel characterized by the cannery communities.

Multiple factors led to the conversion of The Britannia Cannery into the "Britannia Shipyard" in 1919. Significant decline in the Fraser's sockeye run resulted from a slide that was caused by blasting for a railway in Hell's Gate Canyon. Also, World War I generated demand for non-salmon fishery products leading to decline of the Fraser River fishery.

Britannia Shipyard was owned by ABC Company until 1969 and then operated by the Canadian Fishing Company until 1979. BC Packers bought the site in the early 1980s, and then the site changed to the hands of Triple R Land Corporation later in the 1980s. Triple R Land Corporation was approved for residential tower development on part of the land in 1990, and donated 3.29 hectares to the City of Richmond in the early 1990s for heritage park purposes.

(Commonwealth Historic Resource Management from the Park Concept Plan 1993)

After acquiring the site in 1990, City Council adopted a set of principles to guide the future use and development of the Britannia Heritage Site, stipulating that the site should be developed into a waterfront park recognizing the site's historical integrity. The site's primary focus was to be on work boats of the Fraser River and the coastal fisheries. The activities on the site were to be compatible with the adjacent industry and industrial waterfront, community and neighbourhoods. There would be mixed use activities that included public programming.

1990 Council also adopted preservation objectives for Britannia Heritage Site: to preserve the collection of the remaining buildings and natural habitat, to preserve a working waterfront with representative wooden hulled fish boats, and to preserve the skills and knowledge of the boat builders through active boat building apprentices and public programming opportunities.

In July 1991 Council approved an additional principle to those approved in 1990 to govern the Site's development: "that access to the site and building programming by the public be an underlying principle of the park and historic building development on the site."

In December 1991 the Britannia Heritage Shipyard Society became an entity after Council had endorsed in concept a steering committee to guide the masterplan process and explore models and options for a Britannia Society.

In March 1993 the Britannia Development Plan was approved. The Plan emphasized the phased nature of developing Britannia Heritage Shipyard Site and the minimal City funds that were available to begin site restoration. A priority identified in the Plan was building stabilization and the Kishi Boatworks building. The Plan recognized public moorage as a feature that would encourage future visitors to arrive by water and connect to other river attractions.

In September 1994 the Park Master Plan was approved. This plan envisioned the division of the site into several 'program zones' following a phased approach:

- a visitor service and educational zone including the #9 Seine Net Loft, Japanese Duplex Building, Longhouse and Murakami Complex;
- a foreshore zone including the bulkhead and boardwalk, the net rack and the Fraser River red zone;
- an active boat building and shipyard zone including the Kishi Boatworks, cannery office, winch shed, boat yard, boatworks ways and the shipyard;
- a central open space zone; and,
- an historic zone including early houses relocated on piles and the marsh (it was noted that this zone required further study)

In October 1994 an Operating Agreement was signed between Council and the Britannia Heritage Shipyard Society which gave responsibility to the Society for all public programming, and gave joint responsibility for developing an overall development plan to be submitted to Council for approval. The duration of the agreement was for five years, including an option to extend the agreement for an additional five years.

In November 1995 the Historic Zone Study was approved by Council. This plan recommended that this area should eventually include no more than four buildings, two of which are the Murchison houses (currently on site) and that a collections policy be developed for future buildings to include their interpretative focus and possible uses. It further recommended that the zone be "on hold" so as not to divert energy or finances from the restoration and completion of the remainder of the park.

In May 1998 the Steveston Community Industrial Adjustment Study - Feasibility Report was received for information by council. The report proposed that the Britannia site should become a Marine Trades Training Centre, envisioning the Britannia site as not only a self sustaining tourist destination, but also as an opportunity for displaced fisheries workers and displaced workers from other industries to be trained and employed. The study analysed the financial aspects of several activities proposed for the site, including

- paid admissions
- membership program
- boat tours and boat rentals
- programs
- industrial programs - boatbuilding, boat repairs, foundry operations & boat lift operations

- training programs - design program, boatbuilding program
- retail operations - gift shop, parts & pieces store
- food services
- moorage program

Upon Council's recommendation Phase 2 (included a Job Analysis and Building Code Analysis of the site) was carried out. The Job Analysis Report provided further comment on various aspects of the activities outlined above, in particular:

- wooden boat restoration program
- the heritage site
- heritage reconstruction program
- boat tours and rentals

The report recommends that detailed business plans for each program be completed prior to comprehensive job analyses.

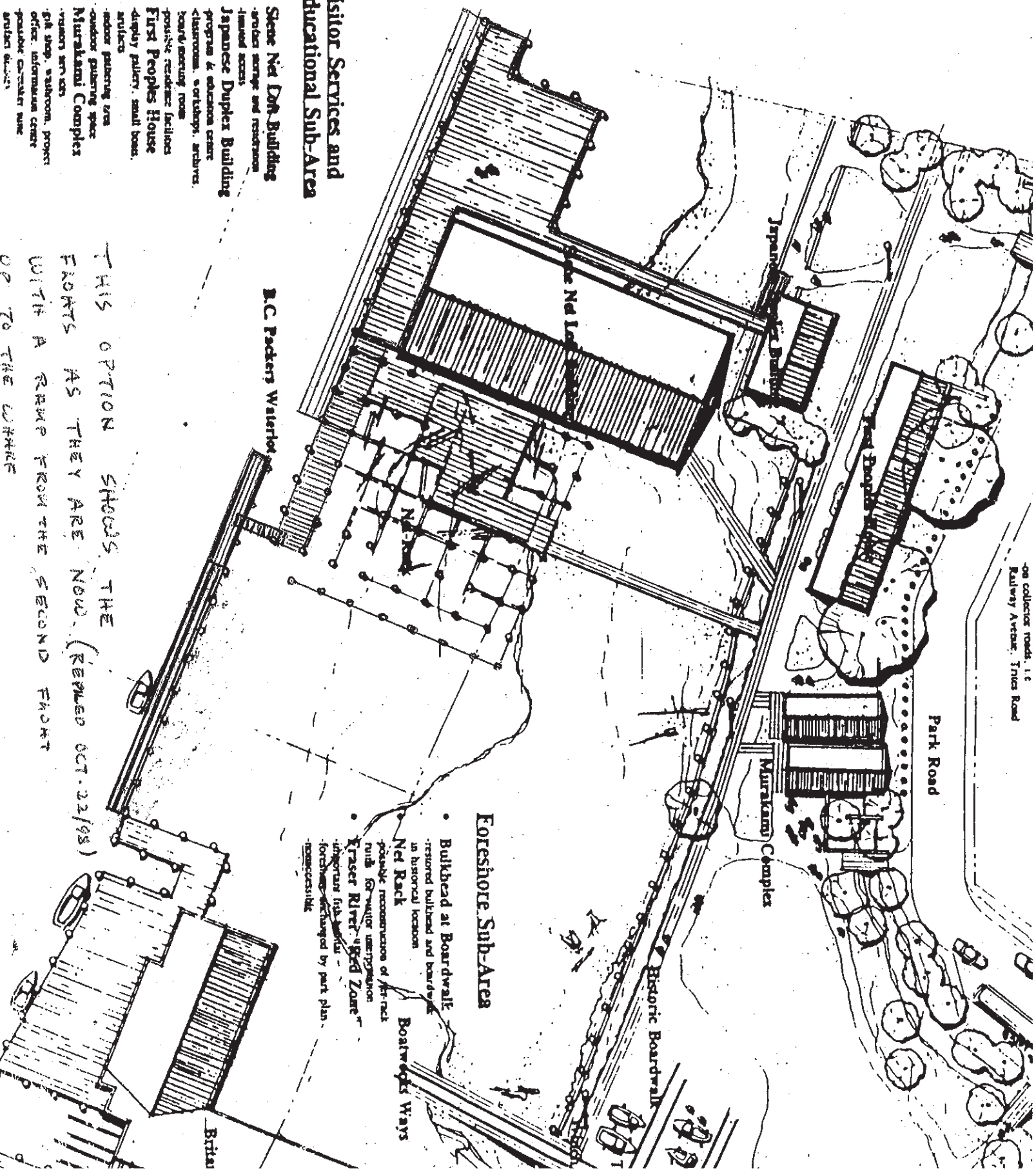
In October 1998 a Development Strategy (Building Code Analysis) Report was completed. For each of the buildings on site that have not be upgraded, the report provides a detailed cost breakdown for bringing them up to 1998 building code for various uses. However, the report does not include improvements to the buildings that would facilitate their intended future use.

Several of the buildings on the site have been restored and upgraded. Work programs, sponsored by other levels of government, have contributed to work at the site to raise and restore the two Murchison houses, construct of new moorage floats and ramps, rebuild of marine ways and carriages, cleanup shipyard workshops and construct four small wooden crafts.

As well as the continuous restoration of this site, the Heritage Shipyard Society and staff have been implementing public programs (of which the on-water programs in the wooden boats are most popular), tours and school programs. The Society also built two Fraser River flat bottomed skiffs, and it produced the historic furnishings and exhibits in the Murakami House and garden (for which the City received the "Highest Achievement Award" from the Heritage Society of BC). The Society also co-produced a major exhibit "Unearthed from the Silence", in conjunction with the Richmond Museum and Japanese Canadian National Museum and Archives, which explores the history of the Japanese Canadian community in Steveston from the late 19th century to present day, including the 1942 internment. The site features archaeological material found under the Britannia site. In 1998 the first commercial vessel was refitted.

- **Visitor Services and Educational Sub-Area**
 - **Stone Net Dock Building**
 - product storage and restoration
 - limited access
 - **Japanese Duplex Building**
 - programs & education center
 - classroom, workshops, archives
 - board/secretary room
 - possible resident facilities
 - **First Peoples House**
 - display gallery, small boat, artifacts
 - **outdoor gathering area**
 - **Murakami Complex**
 - visitors serv. area
 - gift shop, washroom, project office, information center
 - possible caretaker suite
 - another building

THIS OPTION SHOWS THE FRONTS AS THEY ARE NOW. (REVISED OCT. 22/98)
 WITH A RAMP FROM THE SECOND FRONT OF TO THE WHARF



- **Foreshore Sub-Area**
 - **Bulkhead at Boardwalk**
 - restored bulkhead and boardwalk in historical location
 - **Net Rack**
 - possible reconstruction of first-rail ruins for visitor interpretation
 - **Kraser River "Red Zone"**
 - interpretive display
 - footbridge - designed by past plan - inoperable
 - **Boatways Ways**

one collector road: 11c
 Railway Avenue, Tines Road

Park Road

Murakami Complex

Historic Boardwalk

B.C. Packers Wharfed

British