



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
From: Kate Sparrow
Director, Recreation & Cultural Services
Re: Steveston Interurban (Tram) location

Date: June 15, 2007
File: 10-6510-05-01/2007-Vol 01

Staff Recommendation

1. That the Steveston Interurban (Tram) be permanently located in the Historic Zone of Britannia Heritage Shipyard site.
2. That the detailed designs of the Tram Barn be prepared using funds from the Tram project number 40886.
3. That the construction cost of the Tram Barn and relocation and restoration of the Tram at \$1.3 million be included for consideration in 2008/09 capital budget requests.

K Sparrow

Kate Sparrow
Director, Recreation & Cultural Services
(4129)

Att. 5

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER <i>[Signature]</i>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>[Signature]</i>	NO <input type="checkbox"/>
REVIEWED BY CAO <i>ACINIK</i>	YES <input checked="" type="checkbox"/> <i>[Signature]</i>	NO <input type="checkbox"/>

Staff Report

Origin

At the Closed Council Meeting on Monday, October 10, 2006 City Council resolved:

that the Steveston Tram remain in its present location at Steveston Park while staff search for a new permanent location, and that staff report to Council accordingly within six months' time.

Staff prepared and presented a report to PRCS Committee on May 29, 2007 recommending that the Tram be permanently located in the Historic Zone of Britannia Heritage Shipyard site. (Attachment 1) At the PRCS Committee Meeting the following referral was endorsed:

that staff report back to the Parks, Recreation and Cultural Services Committee regarding the location of the Steveston Tram providing weighted evaluations in terms of criteria for the following four sites:

- 1. Britannia Heritage Shipyard Historic Zone (NE corner);*
- 2. Steveston Park and No. 1 Road;*
- 3. The lane between the Steveston Hotel and Gulf of Georgia Cannery; and*
- 4. Garry Point Park.*

This report provides the information requested in the above referral.

Analysis

As requested, staff have compiled information on each of the sites including:

1. Aerial site plans of the four locations, is identical to the recently completed Burnaby Tram Barn based on similar restoration and programming requirements. The blue represents the actual building and the yellow represents an exterior concrete pad. (Attachment 2).
2. Criteria for evaluation were placed into three categories: access, heritage and physical attributes and the value and suitability of each of the four sites was reviewed. (Attachment 3)
3. Route of CN Railway and BC Electric Railway (Attachment 4)
4. Steveston Park Master Plan (Attachment 5)

In addition each site has been reviewed and the following table provides the staff analysis of the top four locations: Britannia, Steveston Park, Lane between Gulf of Georgia and Steveston Hotel and Garry Point.

Britannia Heritage Shipyard Historic Zone (NE corner)

Advantages	Disadvantages	Comments
Access <ul style="list-style-type: none"> • Visible/prominent site. • Safe place to visit and work. • Easy access—parking area for visitors and volunteers. • Critical mass of visitors and other activities to draw people. 		<ul style="list-style-type: none"> • Britannia Heritage Shipyard is open all year round and presents a wide range of activities that brings in diverse audiences. • There were an estimated 35,000 visitors for 2006. • There are opportunities to develop a volunteer base for the Tram from Britannia's various community outreach programs.
Heritage <ul style="list-style-type: none"> • Needs to be authentic to its original route. (Attachment 4, which shows the Tram routing to Britannia Heritage Shipyard and station location.). • Fits with the character and adjacent uses in a site or has the opportunity to make fit. • Opportunity for expanded and varied interpretive programs. As per the Museum & Heritage Strategy—interpret the overall theme: "Rail Transportation in Richmond: Past, Present and Future". 		<ul style="list-style-type: none"> • As per the Museum & Heritage Strategy to have Britannia as a second major destination museum in order to position Richmond as the "City of Museums", it would be beneficial to have the Tram at this location to speak about the influence of the Tram on the fishing, canning and shipbuilding industries and overall development and history of Steveston. • There will be access to the heritage expertise of staff and volunteers.
Physical Attributes <ul style="list-style-type: none"> • Opportunities for long term rail access for possible future roll out. • Adequate site space for car barn, pull-out track (60 ft) and display/programming. • Adequate space for restoration and ongoing maintenance work and staff/volunteer facilities. • City-owned site. • Does not block views. • Close to existing facility for 'eyes on the Tram' enabling good security. 	<ul style="list-style-type: none"> • The concrete footprint overlaps the existing waterline running north/south. The building footprint does not impact the waterline. 	<ul style="list-style-type: none"> • Would be located within a locked, access-controlled site. • There will be a caretaker at Britannia who will live within the Historic Zone. • There are amenities that can be shared such as washrooms and meeting rooms.

Steveston Park and No. 1 Road

Advantages	Disadvantages	Comments
Access <ul style="list-style-type: none"> • Visible/prominent site. • Safe place to visit and work. • Easy access—parking area for visitors and volunteers. • Critical mass of visitors and other activities to draw people. 	<ul style="list-style-type: none"> • During festivals and good weather, access to parking will be limited. 	
Heritage <ul style="list-style-type: none"> • This site is historically correct with the original rail still in place. • Opportunity for expanded and varied interpretive programs. As per the Museum & Heritage Strategy—interpret the overall theme: “Rail Transportation in Richmond: Past, Present and Future”. 	<ul style="list-style-type: none"> • Does not fit with the character and adjacent uses in a site nor has the opportunity to make fit. • Would be a stand-alone attraction not compatible or similar in theme to the activities of Steveston Park or Steveston Community Centre. • Steveston Community Centre staff do not have heritage expertise. • Would require additional heritage staff to oversee restoration, programs and volunteer management. 	
Physical Attributes <ul style="list-style-type: none"> • Opportunities for long term rail access for possible future roll out. • City-owned site. • Close to existing facility for ‘eyes on the Tram’ enabling good security. 	<ul style="list-style-type: none"> • Placement of the car barn and pull-out track (60 ft), with adequate space for restoration and ongoing maintenance work and staff/volunteer facilities, would require the cutting of trees. • The approximate cost to relocate mature trees at the site would be \$10,000 per tree. Based on previous construction projects, residents of the area are sensitive to any tree removal within the park. • Presents visual barriers between Steveston Park and Steveston town centre. • Does not recognize the recommendation of the Steveston Park Plan to remove the Tram from the Park. (Attachment 5) • Cost to build a Tram Barn 	<ul style="list-style-type: none"> • There are amenities that can be shared such as washrooms and meeting rooms.

	would increase significantly due to higher-end design and construction considerations.	
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Lane between Steveston Hotel and Gulf of Georgia Cannery Offices

Advantages	Disadvantages	Comments
Access <ul style="list-style-type: none"> • Easy access—parking area for visitors and volunteers. • Critical mass of visitors and other activities to draw people during summer season. 	<ul style="list-style-type: none"> • Not clearly a visible/prominent site. • Site is partially obscured by Steveston Hotel and another privately-owned building. 	<ul style="list-style-type: none"> • The Gulf of Georgia Cannery is open May to October and in 2006 had 17,500 visitors.
Heritage <ul style="list-style-type: none"> • Fits with the character and adjacent uses in a site or has the opportunity to make fit. • Opportunity for expanded and varied interpretive programs, e.g., to the development and history of Steveston. 	<ul style="list-style-type: none"> • Is not authentic to its original route. • Would require additional heritage staff to oversee restoration, programming and volunteer management. 	<ul style="list-style-type: none"> • Would need to develop collaborative programming initiatives with Parks Canada.
Physical Attributes <ul style="list-style-type: none"> • Opportunities for long term rail access for possible future roll out. • City-owned site. • Does not block views. 	<ul style="list-style-type: none"> • Placement of the car barn and pull-out track (60 ft), with adequate space for restoration and ongoing maintenance work and staff/volunteer facilities, would extend over the City's property line. • This encroaches on both Crown Federal land and Steveston Hotel property and has an impact on the bus turn-around loop for buses. • Site is located on top of a sewage line and would require moving of sewage line. • Is not close to an existing facility for 'eyes on the tram' enabling good security. 	<ul style="list-style-type: none"> • There are concerns about possible vandalism to the Tram and Barn.

Garry Point Park

Advantages	Disadvantages	Comments
Access <ul style="list-style-type: none"> • Visible/prominent site. • Easy access—parking area for visitors and volunteers. • Critical mass of visitors and other activities to draw people during summer season. 	<ul style="list-style-type: none"> • Would be a stand-alone attraction not compatible or similar in theme to the activities of Garry Point Park. 	
Heritage <ul style="list-style-type: none"> • Opportunity for expanded and varied interpretive programs, e.g., to the development and history of Steveston. 	<ul style="list-style-type: none"> • Is limited in how it would fit with the character and adjacent uses in a site or the opportunity to make fit. • Is not authentic to its original route. • Would require additional heritage staff to oversee restoration, programming and volunteer management. 	
Physical Attributes <ul style="list-style-type: none"> • Opportunities for long term rail access for possible future roll out. • City-owned sites. 	<ul style="list-style-type: none"> • Is not close to an existing facility for 'eyes on the tram' enabling good security. • Site option C may require properties consolidation for building permit requirements and site servicing. • All options impacts resident and public viewing sightlines. 	<ul style="list-style-type: none"> • There is a caretaker who lives in the Park. • There are concerns about possible vandalism to the Tram and Barn.

NOTE: Some site options may require geotechnical site investigation and soil analysis to determine the feasibility of constructing a concrete and building foundation.

Financial Analysis

Considering a design and board and batten construction similar to the Burnaby Tram Barn, which complements the building types at Britannia Heritage Shipyard, the capital costs will be approximately \$1-1.3 million. If the Tram is to be located elsewhere in Steveston, capital costs could possibly be \$2-3 million based on a higher-end design and construction.

The staff team completed a thorough analysis, revisiting the four locations in Steveston and the sixteen evaluation criteria. Having weighed the pros and cons of each, it was concluded that placing the Tram and Tram Barn permanently at the Britannia Heritage Shipyard Historic Zone presented the fewest obstacles and the greatest opportunities for programming and operational successes.

Financial Impact

Planning and design for Tram Barn would be funded from the capital project Relocation of Steveston Tram #1220: project # 40886. This project currently has \$108,000.

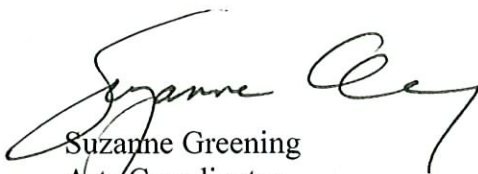
Building of Tram Barn and relocation and restoration of the Tram to be included for consideration in 2008/09 capital budget request.

Operating budget would be identified in the capital budget submission process.

Conclusion

The Steveston Interurban is an important historical artefact for the City of Richmond. It is the City's responsibility to complete its restoration and ensure its preservation for future generations.

Of the four Steveston sites, locating the Tram and Tram Barn at Britannia Heritage Shipyard Historic Zone (NE corner) satisfies the majority of the established criteria, acknowledges the recommendations of the Museum & Heritage Strategy, increases the value of both historical entities, enriches the visitor experience and lessens the costs that the City would incur for staff, security, shared amenities and recruiting and managing volunteers.



Suzanne Greening
Arts Coordinator
(8320)



Jane Fernyhough
Manager, Heritage & Cultural Services
(4288)



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
From: Kate Sparrow
 Director, Recreation & Cultural Services
 Jane Fernyhough
 Manager, Cultural & Heritage Services
Re: Steveston Interurban (Tram) location

Date: May 10, 2007
File: 11-7140-01/2007-Vol 01

Staff Recommendation

1. That the Steveston Interurban (Tram) be permanently located in the Historic Zone of Britannia Heritage Shipyard site.
2. That the detailed designs of the Tram Barn be prepared using funds from the Tram project number 40886.
3. That the construction cost of the Tram Barn and relocation and restoration of the Tram at \$1.3 million be included for consideration in 2008/09 capital budget requests.

Kate Sparrow
 Director, Recreation & Cultural Services
 (4129)

Jane Fernyhough
 Manager, Cultural & Heritage Services
 (4288)

Att. 3

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ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER		
Budgets		Y <input type="checkbox"/> N <input type="checkbox"/>				
Economic Development		Y <input type="checkbox"/> N <input type="checkbox"/>				
Facility Management		Y <input type="checkbox"/> N <input type="checkbox"/>				
Parks		Y <input type="checkbox"/> N <input type="checkbox"/>				
REVIEWED BY TAG		YES <input type="checkbox"/>	NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

At the Closed Council Meeting on Monday, October 10, 2006 City Council resolved:

that the Steveston Tram remain in its present location at Steveston Park while staff search for a new permanent location, and that staff report to Council accordingly within six months' time.

This report examines possible site locations against a set of criteria and responds to the above Council referral.

Analysis

Several reports have been completed on possible locations for the Steveston Interurban Car 1220 as well as a Feasibility Study done in 2002. These studies looked only at sites in the Steveston area based on the long held assumption and the Steveston Area Plan statement that it would eventually link the heritage sites from the Gulf of Georgia Cannery to London Heritage Farm. Several aspects have changed since those studies and reports were prepared including the acquisition of the Tram by the City; the Council resolution of January 24, 2005 determining that the Tram would not operate in Steveston and would therefore be a static display; and the opportunities and changes that Richmond is currently undergoing.

A team consisting of staff from Parks, Planning, Cultural Services, Facilities and Public Works determined that in order to ensure the Tram could have the greatest influence on the future of Richmond in place-making, critical massing, community engagement, historical preservation, economic impact and tourism the list of potential locations would be broadened to include other areas of Richmond.

The team developed a set of sixteen (16) criteria, which would assist in choosing the best site for the Tram. The criteria included physical space requirements, authenticity and historical relevance, accessibility and visibility, critical massing, safety and security and programming. Twenty-four (24) possible locations throughout Richmond including sites in: Steveston, Terra Nova, Oval lands/ Dyke, YVR, Garden City lands, City Centre and Middle Arm were considered. (Attachment 1).

Other factors considered were:

- The City has assumed ownership of and has a substantial financial investment in the Tram.
- The City has an important stewardship responsibility to protect a major heritage asset for future generations of the City of Richmond and must ensure its complete restoration.
- The condition of the current Tram building in Steveston Park is deteriorating quickly and it is anticipated that it will continue to be suitable for housing the partially restored Tram for approximately one more year.

Community Input

A new organization, "Steveston Non-Profit Group", comprised of individuals from the Steveston business district, Steveston Community Society, Steveston Historical Society, Steveston Harbour Authority, London Heritage Farm, Britannia Heritage Shipyard and Gulf of Georgia Cannery, was interested in the locating of the Tram and requested to have their input be part of the City's decision making process.

In April 2007, staff presented the Tram locations and criteria to a meeting of this group and members of this group were invited to submit their input to staff. Staff provided an update on the process and outlined four potential Steveston locations considered as being the most viable having met the most criteria. They were:

1. Britannia Heritage Shipyard Historic Zone (NE corner);
2. Steveston Park and No. 1 Rd.;
3. The lane between the Steveston Hotel & Gulf of Georgia Cannery; and
4. Garry Point Park.

Feedback was provided to staff on preferences.

Financial Analysis

Staff reviewed the financial impact of establishing a permanent location of the Tram in the Steveston area. The capital costs will be approximately \$1-1.3 million. This is based on the anticipated design and construction of the building as well as on discussions with Burnaby Museum and their newly created Tram Barn. (See Attachment 2) Burnaby Tram Barn design and photographs) and Attachment 3 (Whitehorse Trolley Barn photographs). If the Tram is to be located elsewhere in the City, capital costs could possibly be \$2-3 million based on a higher-end design and construction.

The most recent (June 2006) restoration estimate of the Tram is approximately \$203,000 and it is anticipated that the restoration would occur over a one-year period. Operating considerations would need to be further identified in the capital development process and the restoration could be coordinated through the existing Britannia staff. The tracks have been donated and landscaping/rail bed works could be accommodated through the continued Britannia site restoration.

The staff team completed a thorough analysis, reviewing the 24 potential locations and the 16 evaluation criteria. Having weighed the pros and cons of each, it was concluded that the Britannia Heritage Shipyard Historic Zone provided the fewest obstacles and the most opportunities for success for the permanent location of the Tram and Tram Barn.

Financial Impact

Planning and design for Tram Barn would be funded from the capital project Relocation of Steveston Tram #1220: project # 40886. This project currently has \$108,000.

Building of Tram Barn and relocation and restoration of the Tram to be included for consideration in 2008/09 capital budget request.

Operating budget would be identified in the capital budget submission process.

Conclusion

The Steveston Interurban is an important historical artefact for the City of Richmond. It is the City's responsibility to complete its restoration and ensure its preservation for future generations.

While the permanent location possibilities were broadened to consider other areas throughout Richmond beyond Steveston, locating the Steveston Tram to the Historic Zone of Britannia Heritage Shipyard site satisfies the majority of the established criteria, increases the value of both historical entities, enriches the visitor experience and lessens the costs that the City would incur for security, shared amenities and managing volunteers should it be located at a non-civic operated site.

Suzanne Greening
Arts Coordinator
(8320)

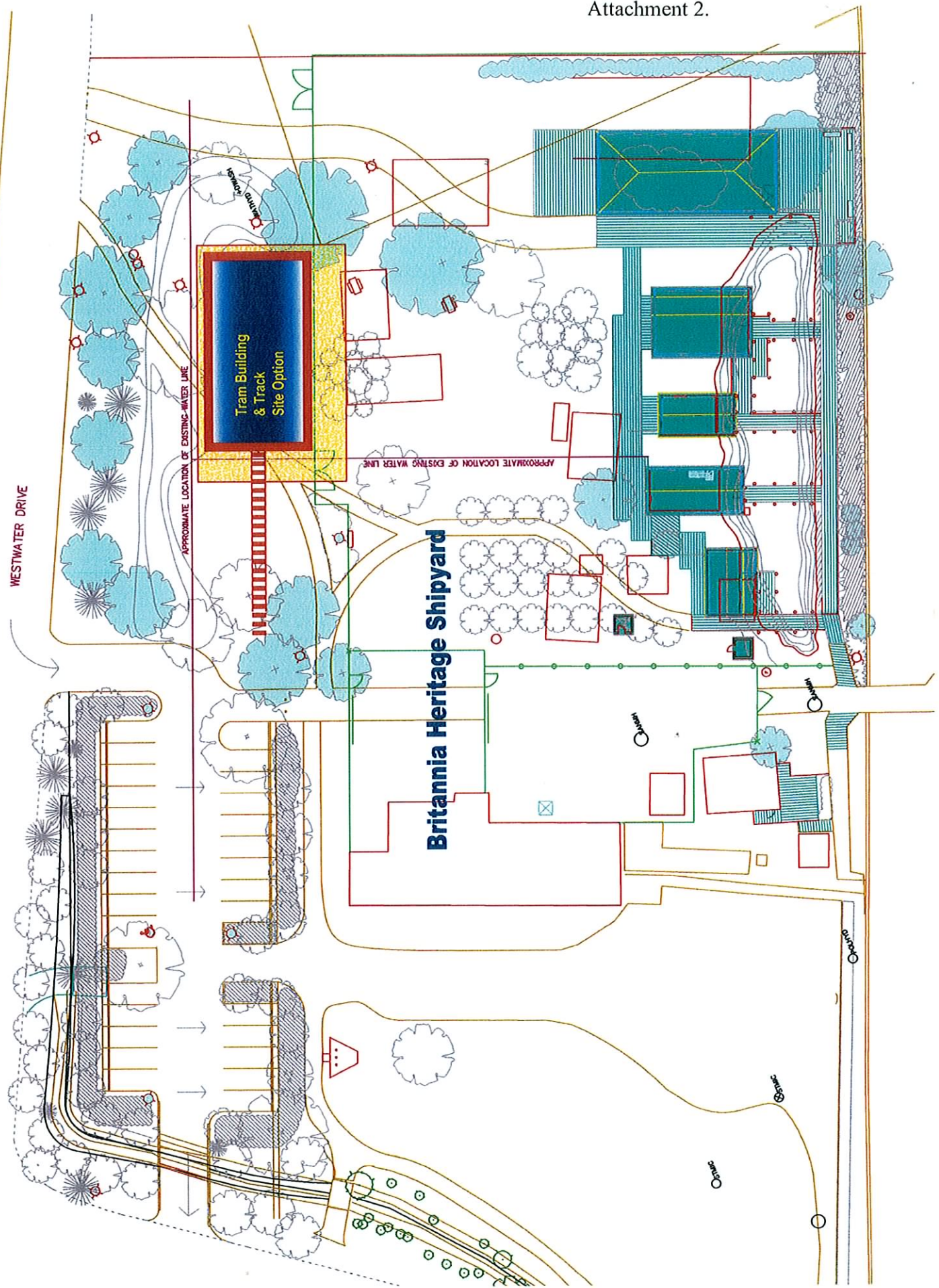
Interurban Tram – Locations Considered and Location Criteria

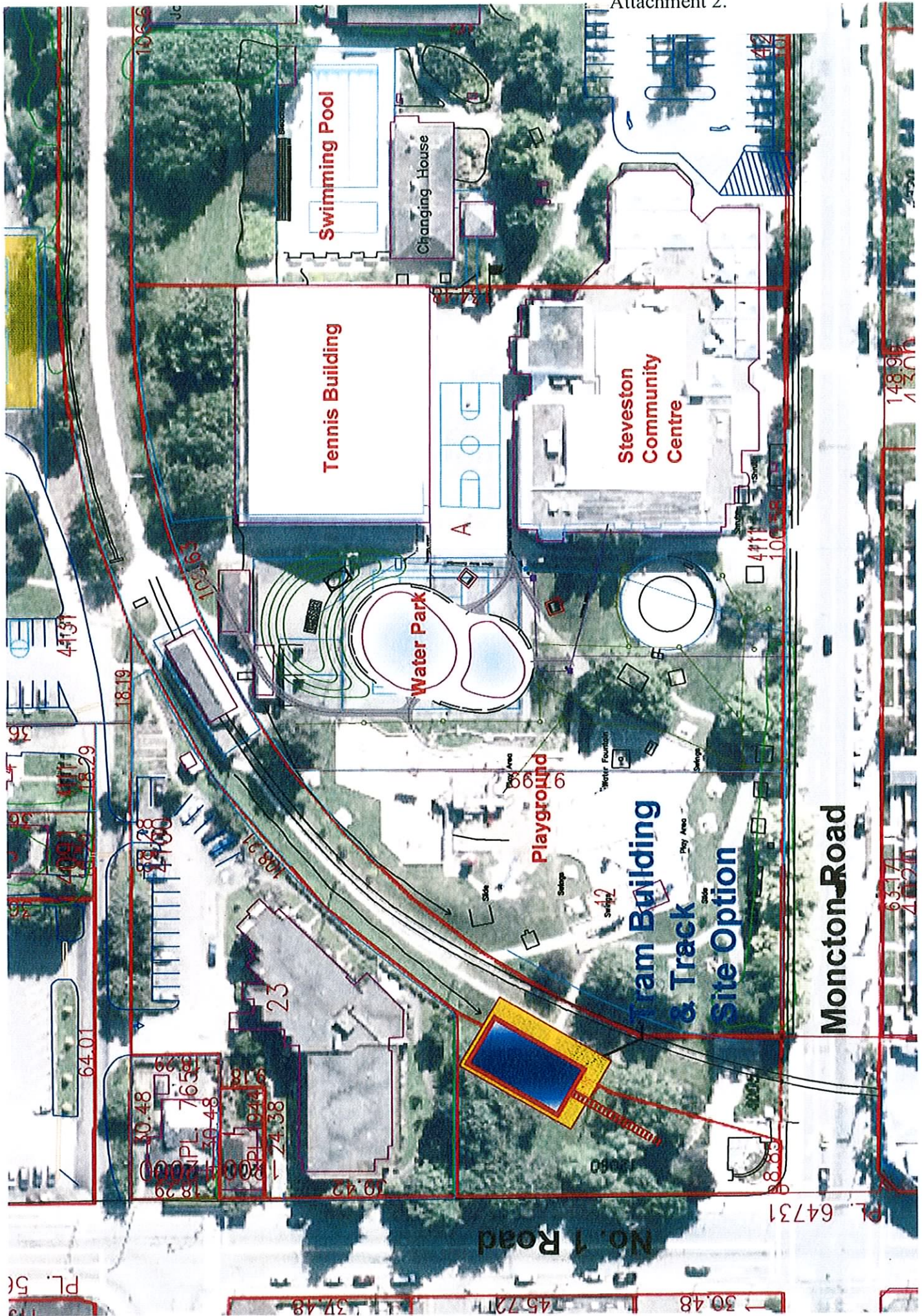
Locations Considered

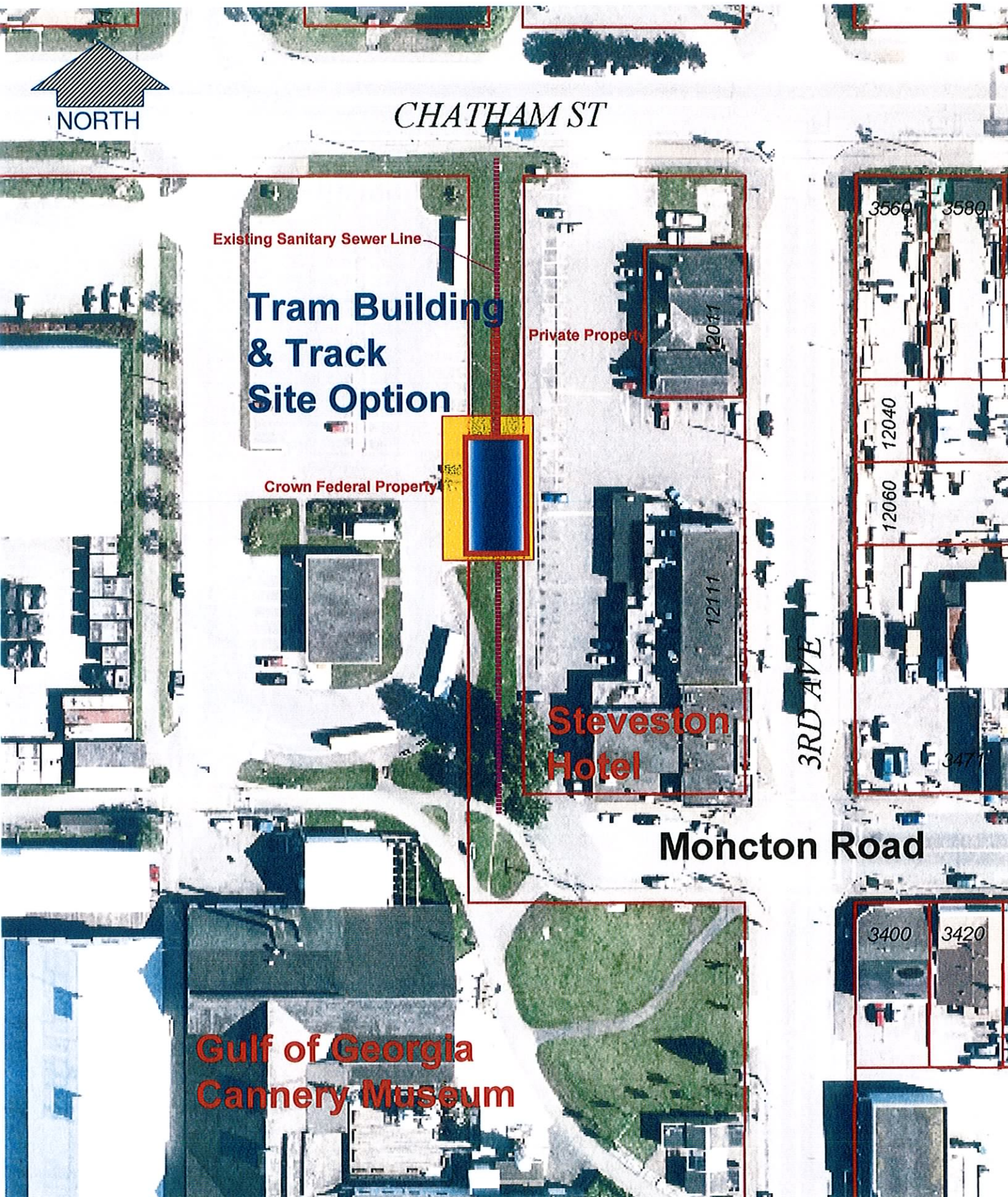
- Steveston Park & No. 1
- Garry Point Park
- MMU – Bayview & No. 1
- Lane between Steveston Hotel & Gulf of Georgia Cannery
- Tin Shed site
- Britannia Historic Zone – NE Corner
- London-Princess Waterfront
- Jimmy Pattison, CANFISCO
- Scotch Pond – Garry Point
- Branscombe House (adjacent to rail)
- Land at Railway & Moncton (in front of T. Homma School)
- Gilbert to No. 3 South dyke; ALR 50 acre site
- London Farm
- Granville & Railway corner
- Minoru Park
- Brighthouse Park
- Garden City Park
- Garden City Lands
- Casino – Canada Line station
- Sexsmith Park & Ride
- YVR – International Airport static display
- Middle Arm CPR ROW (new River Road)
- Oval Lands
- Shell Road
- Riverport
- Dyke – Terra Nova
- Cambie, Granville Island or Burnaby (they fix it and return it when restored)

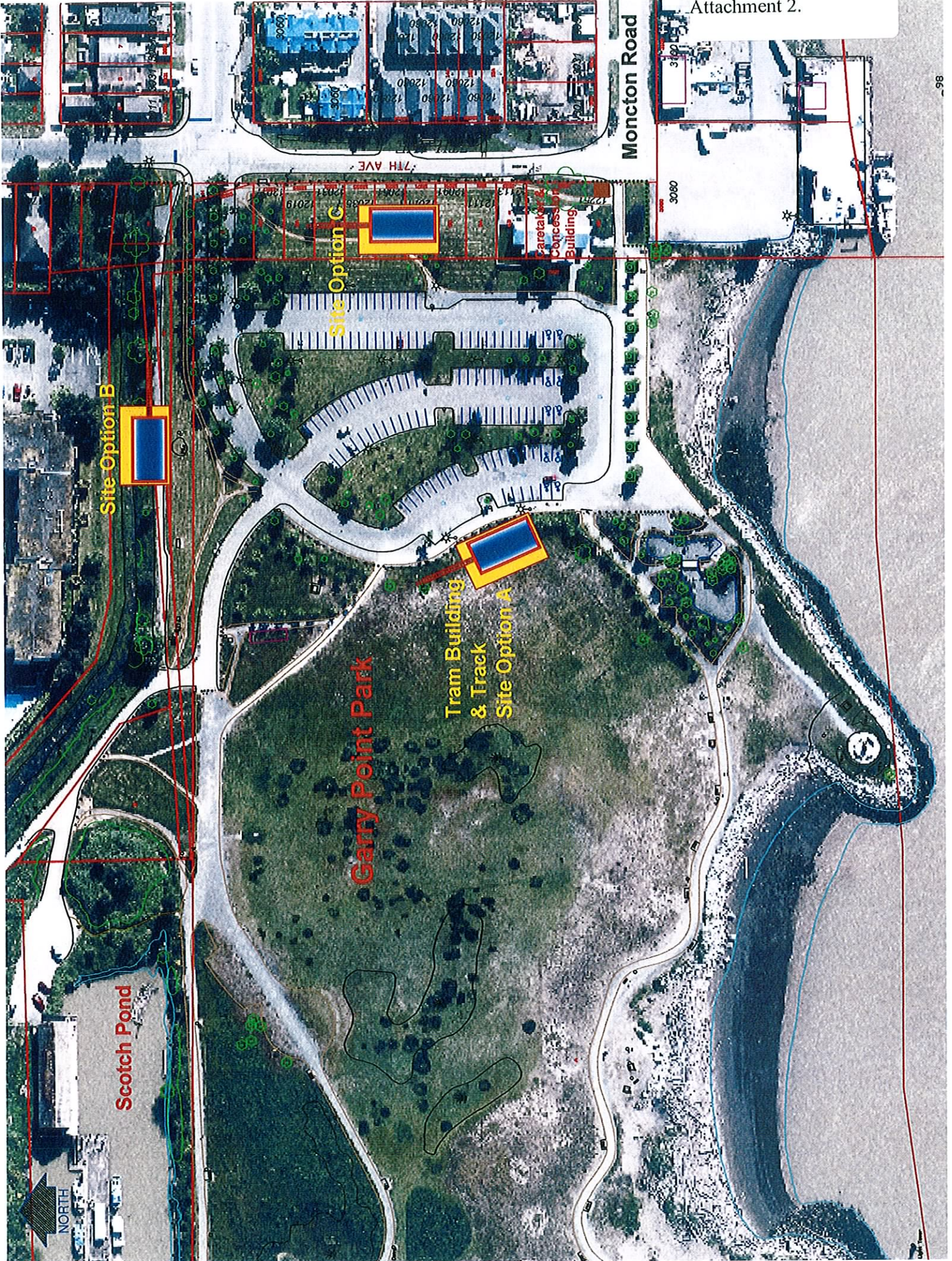
Evaluation Criteria

- Needs to be authentic to its original route
- Opportunities for long term rail access for possible future roll out
- Adequate site space for car barn, pull-out track (60 ft) and display
- City-owned or partnership site
- Cost to move and prepare a new site
- Visible/prominent site
- Fits with the character and adjacent uses in a site or has the opportunity to make fit
- Does not block views
- Safe place to visit and work
- Easy access parking area for visitors and volunteers
- Close to existing facility for “eyes on the Tram” enabling good security
- Critical mass of visitors & other activities to draw people
- Opportunity for expanded and varied interpretive programs eg, relationship to the theme of transportation (Canada Line, CPR spur line) or to the development and history of Steveston
- Operating budget impact (OB) – City or partnership shared costs
- OCP policy to support it running and connecting heritage sites
- Other Criteria seen to be pertinent







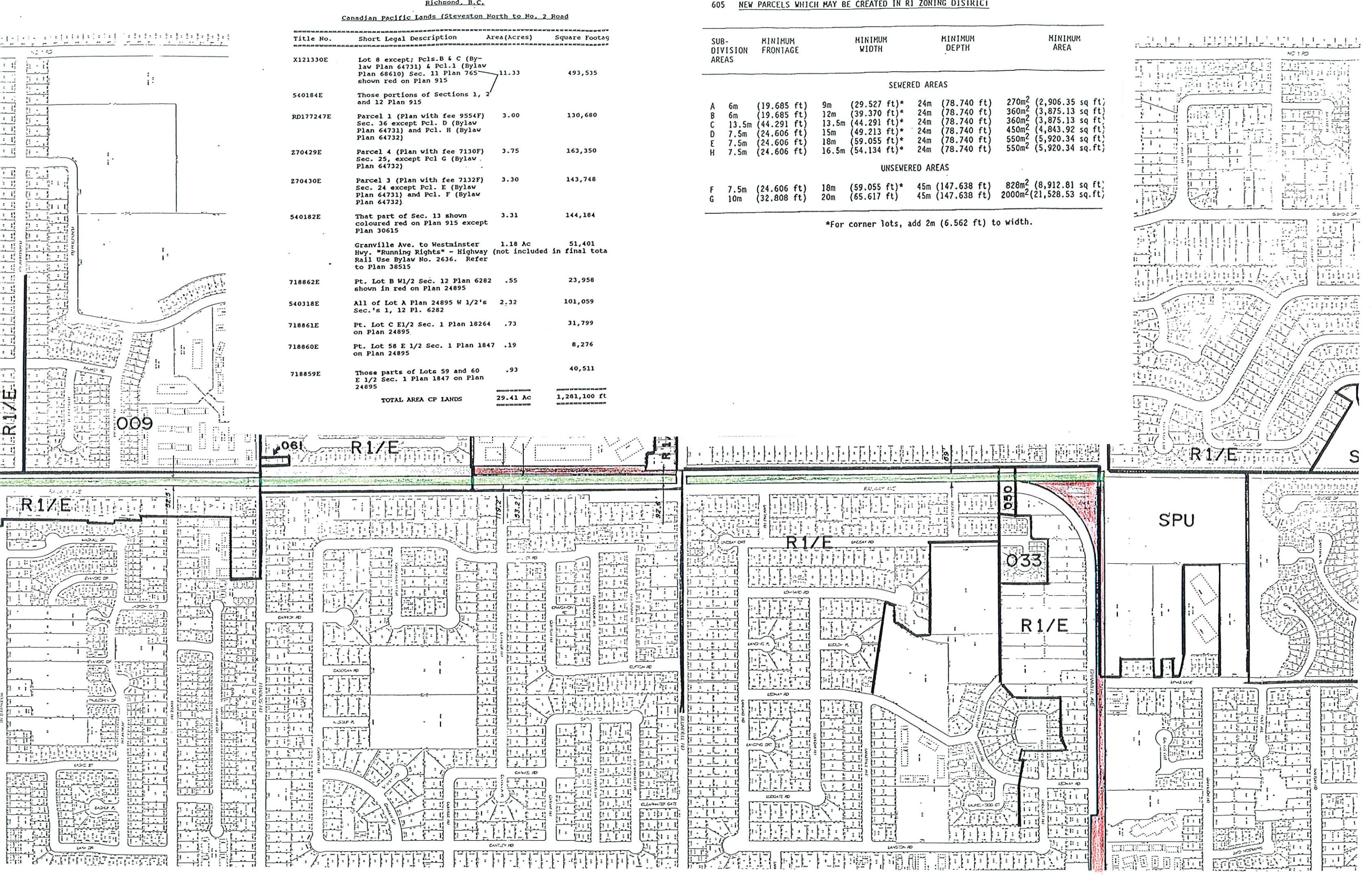


Group Weighting	Within Group Weighting		Steveston Park and No. 1 Rd.	Britannia Heritage Shipyard Historic Zone--NE Corner	Lane between Steveston Hotel & Gulf of Georgia Cannery	Garry Point Park
1		ACCESS				
	1	Visible/ prominent site.	97	67	70	77
	1	Safe place to visit and work.	93	97	83	77
	1	Easy access--parking area for visitors and	77	93	87	97
	1	Critical mass of visitors & other activities to draw people.	90	80	77	67
1		HERITAGE				
	1	Needs to be authentic to its original route.	100	57	53	40
	1	Fits with the character and adjacent uses in a site or has the opportunity to make fit.	93	87	73	73
	1	Opportunity for expanded and varied interpretive programmes eg, relationship to the theme of transportation (Canada Line, CPR spur line) or to the development and history of	83	87	73	63
1		PHYSICAL ATTRIBUTES				
	3	Opportunities for long term rail access for possible future roll out.	60	63	53	53
	5	Adequate site space for car barn, pull-out track (60 ft) and display.	83	80	70	87
	5	Adequate space for workshop area for restoration and ongoing maintenance work	67	80	70	83
	2	City-owned or partner-ship site.	100	93	67	93
	2	Cost to move and prepare a new site.	90	60	60	57
	5	Does not block views.	80	87	83	77
	5	Close to existing facility for 'eyes on the tram' enabling good security.	83	80	57	43
	X	Operating budget impact (OBI)--City or partnership shared costs.	73	83	67	47
	X	OCP policy to support it running and connecting heritage sites.	47	47	53	40
		Total Scores for Sites	1317	1240	1097	1073
		Average Access Score	89	84	79	79
		Average Heritage Score	92	77	67	59
		Average Physical Attributes Score	79	79	67	71
		Total Average Score	87	80	71	70
		Rank	1	2	3	4
# 2047367						

Title No.	Short Legal Description	Area (Acres)	Square Footage
X121330E	Lot 8 except; Pcls. B & C (By-law Plan 64731) & Pcl. 1 (Bylaw Plan 68610) Sec. 11 Plan 765 shown red on Plan 915	11.33	493,535
540184E	Those portions of Sections 1, 2 and 12 Plan 915		
RD177247E	Parcel 1 (Plan with fee 9554F) Sec. 36 except Pcl. D (Bylaw Plan 64731) and Pcl. H (Bylaw Plan 64732)	3.00	130,680
Z70429E	Parcel 4 (Plan with fee 7130F) Sec. 25, except Pcl. G (Bylaw Plan 64732)	3.75	163,350
Z70430E	Parcel 3 (Plan with fee 7132F) Sec. 24 except Pcl. E (Bylaw Plan 64731) and Pcl. F (Bylaw Plan 64732)	3.30	143,748
540182E	That part of Sec. 13 shown coloured red on Plan 915 except Plan 30615	3.31	144,184
	Granville Ave. to Westminster Hwy. "Running Rights" - Highway (not included in final total Use Bylaw No. 2636. Refer to Plan 38515	1.18 Ac	51,401
718862E	Pt. Lot B W1/2 Sec. 12 Plan 6282 shown in red on Plan 24895	.55	23,958
540318E	All of Lot A Plan 24895 W 1/2's Sec.'s 1, 12 Pl. 6282	2.32	101,059
718861E	Pt. Lot C E1/2 Sec. 1 Plan 18264 on Plan 24895	.73	31,799
718860E	Pt. Lot 58 E 1/2 Sec. 1 Plan 1847 on Plan 24895	.19	8,276
718859E	Those parts of Lots 59 and 60 E 1/2 Sec. 1 Plan 1847 on Plan 24895	.93	40,511
TOTAL AREA CP LANDS		29.41 Ac	1,281,100 ft

SUB-DIVISION AREAS	MINIMUM FRONTAGE	MINIMUM WIDTH	MINIMUM DEPTH	MINIMUM AREA
SEWERED AREAS				
A	6m (19.685 ft)	9m (29.527 ft)*	24m (78.740 ft)	270m ² (2,906.35 sq ft)
B	6m (19.685 ft)	12m (39.370 ft)*	24m (78.740 ft)	360m ² (3,875.13 sq ft)
C	13.5m (44.291 ft)	13.5m (44.291 ft)*	24m (78.740 ft)	360m ² (3,875.13 sq ft)
D	7.5m (24.606 ft)	15m (49.213 ft)*	24m (78.740 ft)	450m ² (4,843.92 sq ft)
E	7.5m (24.606 ft)	18m (59.055 ft)*	24m (78.740 ft)	550m ² (5,920.34 sq ft)
H	7.5m (24.606 ft)	16.5m (54.134 ft)*	24m (78.740 ft)	550m ² (5,920.34 sq ft)
UNSEWERED AREAS				
F	7.5m (24.606 ft)	18m (59.055 ft)*	45m (147.638 ft)	828m ² (8,912.81 sq ft)
G	10m (32.808 ft)	20m (65.617 ft)	45m (147.638 ft)	2000m ² (21,528.53 sq ft)

*For corner lots, add 2m (6.562 ft) to width.



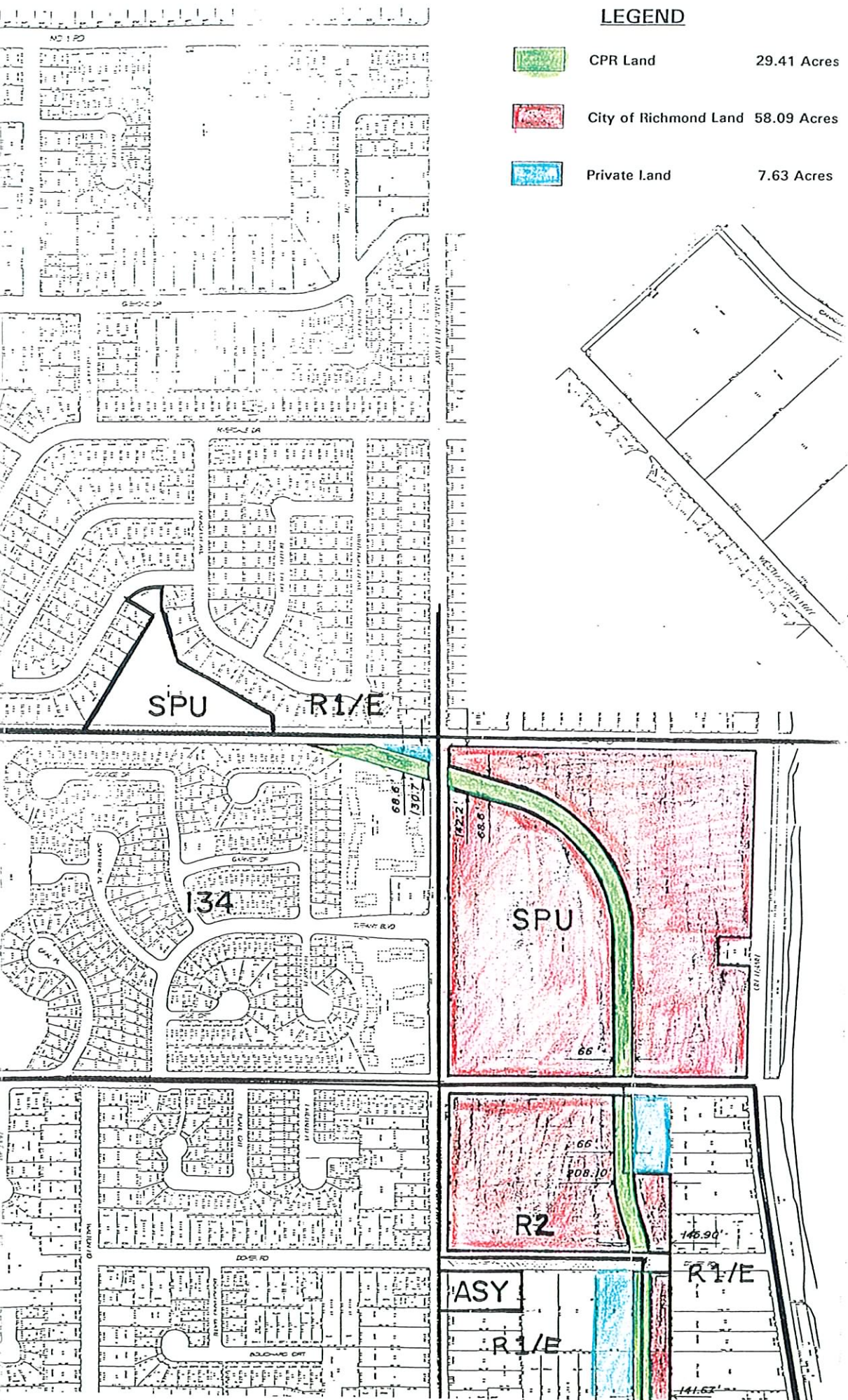
29.41 Acres



City of Richmond Land 58.09 Acres



Private Land	7.63 Acres
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Steveston Park - Long-Term Vision

