



To: Parks, Recreation and Cultural Services Committee Date: April 4, 2011
From: Vern Jacques Acting Director, Recreation File:
Re: Steveston Tram Building Project

Staff Recommendation

- 1. That staff be authorized to proceed with the Steveston Tram Building Project based on the revised conceptual design as presented in the staff report dated April 4, 2011 from the Acting Director Recreation, at a cost of \$1.973M; and
2. That \$372,600 be allocated from the approved Interurban Tram Restoration (2011) project to fund the Steveston Tram Building Project (2011); and
3. That \$427,400 be allocated from the Steveston Road Ends to fund the Steveston Tram Building Project (2011); and
4. That the 5 Year Financial Plan Bylaw (2011-2015) be amended accordingly.

Vern Jacques
Acting Director, Recreation
Parks and Recreation Department
(604-247-4930)

Att. 2

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ROUTED TO: CONCURRENCE CONCURRENCE OF GENERAL MANAGER
Budgets Y [X] N [ ]
Project Development Y [ ] N [ ]
Arts, Culture & Heritage Y [X] N [ ]
REVIEWED BY TAG YES [X] NO [ ] REVIEWED BY CAO YES [X] NO [ ]

## Staff Report

### Origin

On October 15, 2008, City Council passed the following resolution:

That:

- (1) *the location of the permanent Steveston Interurban Tram Car Barn within Steveston Park as identified in the attached report from the Director, Parks and Public Works Operations be endorsed; and,*
- (2) *Option 3 as identified in the attached report from the Director, Parks and Public Works Operations for the development of the Steveston Interurban Tram Car Barn be endorsed; and*
- (3) *the conceptual design of the Steveston Interurban Tram Car Barn for recommended Option 3 be prepared using funds from the tram project number 40886; and*
- (4) *the Capital submission be amended to address a phased approach.*

As part of the 2009 capital budget, \$1.065M was approved for the construction of the tram building. With \$108,000 of unspent capital remaining from previously approved tram related projects, the current 2010 funding available is \$1.173M for the construction of the tram building.

Staff initiated a Request for Proposal process and engaged Birmingham & Wood Architects in July of 2010, to complete the entire design process from conceptual design through construction for a building to house the Steveston Interurban Tram Car #1220.

The purpose of this report is to update Council on the work done to date and to seek approval from City Council for the proposed change to the scope and budget for the project.

This project fits with Council's term goal to "Advance the City's destination status and ensure our continued development as a vibrant cultural City...."

### Analysis

The September 23, 2008 Steveston Interurban Car Barn and Tram Restoration report outlined that the tram car barn would be a comprehensive facility allowing for indoor interpretation and exhibits, onsite programming and revenue generation opportunities. The estimated size was 3,500 square feet with an additional 300 square feet of covered outdoor space. Further, the building was envisioned to be in character with the existing heritage elements in the park, reminiscent of the original Steveston Interurban Station, and that it would provide visible access to the tram while the building is closed. This original vision is similar to the one that was constructed in Burnaby (see attachment A). The Burnaby building was constructed at a cost of \$900,000, in 2009 dollars (\$200/sf not including soft costs and permit fees). The capital budget for the City's structure of \$1.065 million was based on the same cost per square foot as Burnaby.

Elements of the building as proposed were:

<b>Elements</b>	<b>Cost</b>
Tram Barn with sprinklers, fire alarm and security system and maintenance pit	\$ 530,000
Covered outdoor interpretation/programming area, including platform to access tram	\$ 15,000
Construct Workshop	\$ 163,000
Lobby/Exhibit area	\$ 108,000
Washrooms (staff & volunteer use only)	\$ 27,000
Meeting Room	\$ 81,500
Retail area*	\$ 40,500
Landscaping and pedestrian connections	\$ 100,000
<b>Total Project Cost</b> (includes consultant's fees, DCC's, permits, contingency and city overhead)	<b>\$1,065,000</b>
Annual Operating Cost (includes staff time to open the tram for public viewing and tours)	\$ 49,415

Subsequent to Council's approval of the tram structure, staff have met with representatives of the stakeholder groups associated with the tram including the Steveston Community Society, Steveston Historical Society, Richmond Heritage Railway Society, Richmond Museum Society and the Richmond Heritage Commission to review the scope of the project and gather input and feedback on the proposed concept plan for the building. In addition, staff have conducted further research, visited 2 other tram facilities, (Vancouver and Burnaby) reviewed program requirements and engaged consultants.

Through the concept design process, a number of issues were identified, which have resulted in the change of scope and estimated cost of the building. In addition, the significant siting of the building at the corner of No. 1 Road and Moncton Avenue, has resulted in additional architectural elements, that provide a building reminiscent of the original tram station. With this new knowledge and the experience of the design team, a new scope and direction for the project is recommended.

The following changes are recommended with associated order of magnitude cost estimates:

- Accessibility
  - the original washroom facility was for staff only and code requires them to be fully accessible (\$15,000.00).
- Flood Plain
  - location where tram is to be placed is below the permitted flood plain elevation, hence the occupyable space is required to be raised (\$80,000.00).
- Interior space
  - improved with the request to add air conditioning and architectural lighting. (\$110,000.00)
- Form and character of the tram structure

- changed from a basic one-room wood frame construction with partitioned spaces, to a landmark form of historic architecture showcasing the valuable heritage tram thru extensive glazing and architectural form (\$500,000.00).
- Interior upgrades
  - including large door on the rear of the building, storage cabinets inside the tram display area, additional exhaust fan and dust control system in the workshop and upgrade electrical service (\$95,000.00).

The total cost of this building is \$1.973M.

### *Design Approach*

The Steveston Interurban Tram Building is to provide a permanent home for the tram car that will enhance interpretive opportunities and public contact with the tram car, while allowing for restoration and maintenance. The significant siting of the building at the corner of No. 1 Road and Moncton Avenue, is intended to provide high visibility for this facility and the Steveston Interurban Tram Car No. 1220.

The design approach presented by the Architects to the Community Stakeholders was to follow the standards relating to the conservation of Heritage resources contained within the 'Standards and Guidelines for the Conservation of Historic Places in Canada' including Standard 11: Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

The Architects, Birmingham & Wood, describe the building and it's features as follows. *"The new building displays the iconic form of historic buildings with a single, predominant simple steep pitched roof with lower volumes under subsidiary roof forms. The form is intended to immediately communicate to the viewer that iconic form so typical of this region of the simple volume with gable ended pitched roof. The intent is not to reproduce the roof slopes of specific Steveston buildings but rather to bring to mind a building form recognizable as typical of a particular era of building in Steveston.*

*The building displays a colour palette that takes its cues from the Historical Vancouver True colours palette but allows some interpretation of the traditional colours. The palette was also chosen with the intent of not competing with or matching the historic colours of the tram itself.*

*The proposed building also incorporates a significant proportion of glazing, to a much greater degree than buildings of the era of the tram. This further distinguishes the tram facility from its artifact and communicates to the viewers the era in which this building was conceived – in keeping with the goals of the Conservation Standards and Guidelines."*

### *Proposed Building*

Upon review of the program, and as a result of initial cost estimates, the building size has been reduced by 20% to approximately 2,800 square feet. This has been accomplished by reducing the lobby/exhibit area and exchanging the retail area for an office. Staff projects that the retail area will not generate sufficient revenue to cover the capital and operating costs. However,

program and curatorial staff need space to plan and program the operation so a small office space has been added instead. (See attachment B).

### ***Proposed Funding***

As outlined, the initial funding of \$1.065M is from the Steveston Road End sales. Revenues from the sales have generated a preliminary unaudited reserve balance of \$3.061M, which has been allocated as follows:

Japanese Nurses Residence 2010	\$ 439,520
Interurban Car Structure Construction 2010	\$1,065,000
Lubzinski Exhibit 2010	\$ 300,000
Tram Restoration 2011	\$ 830,000
 Total Funds Committed	 \$2,634,520
 Surplus	 \$ 427,407

Staff is proposing that in addition to the surplus of \$427,407 from the road end sales, \$372,600 of funding from the tram restoration be redirected to cover the Tram Building. This would leave \$457,400 toward the tram restoration for 2011. Capital funding of \$372,600 to complete the restoration would have to be requested in the 2012 Capital Budget.

### **Financial Impact**

The increase in budget required to complete the tram building as presented in the concept design is \$800,000. The tram restoration will be reduced from \$830,000 to \$457,400 in 2011.

In addition, the OBI is projected to increase by \$9,900. This increase will be included in the 2012 budget process.

The 2011 Capital Plan and the 5 year Financial Plan (2011-2015) will be amended to reflect these changes.

### **Conclusion**

The revised scope and additional funding will allow the building to meet the program and curatorial needs for the tram, while providing an architecturally significant building, that showcases an important historical artefact.



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RENDERING • STEVESTON TRAM BUILDING

BIRMINGHAM & WOOD • ARCHITECTS AND PLANNERS

PRCS - 62

APRIL 7, 2011



- LEGEND**
- A TRAM DISPLAY
  - B EXTERIOR LOCATION OF TRAM
  - C PLATFORM
  - D BUILDING ENTRY
  - E BUILDING FOR FUTURE MEETING ROOM
  - F OFFICE
  - G JANITOR/MECHANICAL/ELECTRICAL
  - H STAFF WASHROOM
  - I MEETING ROOM

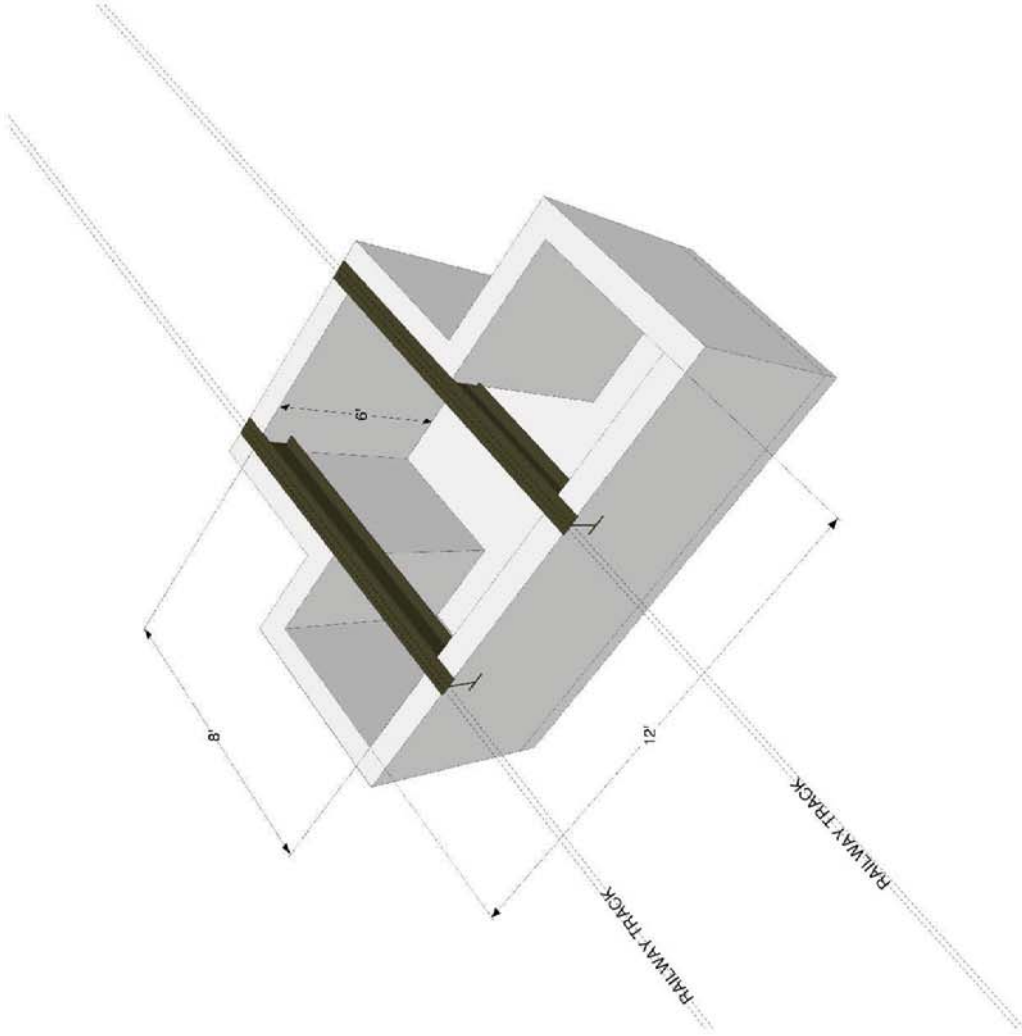
APRIL 7, 2011

SITE PLAN • STEVESTON TRAM BUILDING

PRCS - 63

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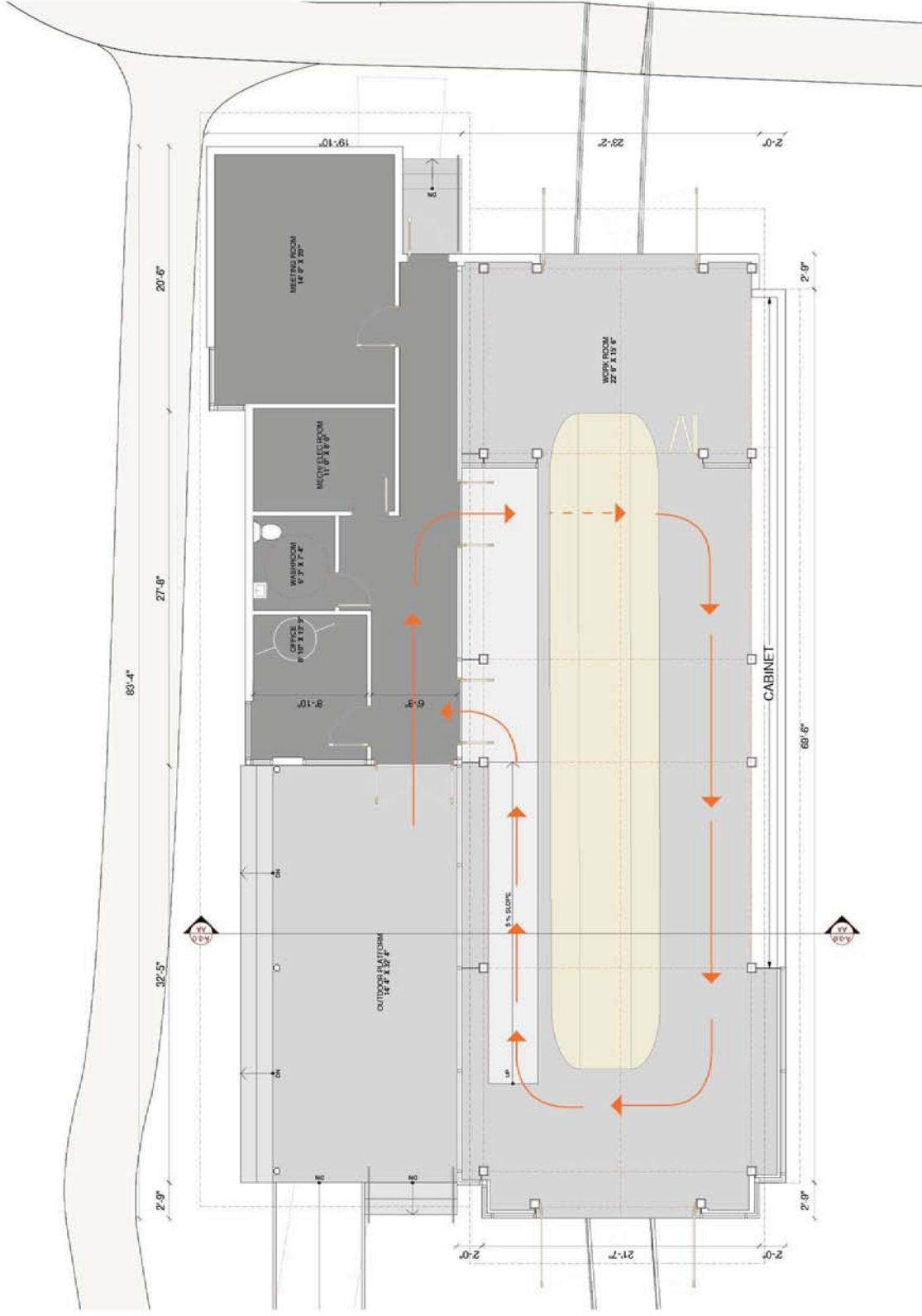


BURNABY, BC



HOORN, NETHERLANDS



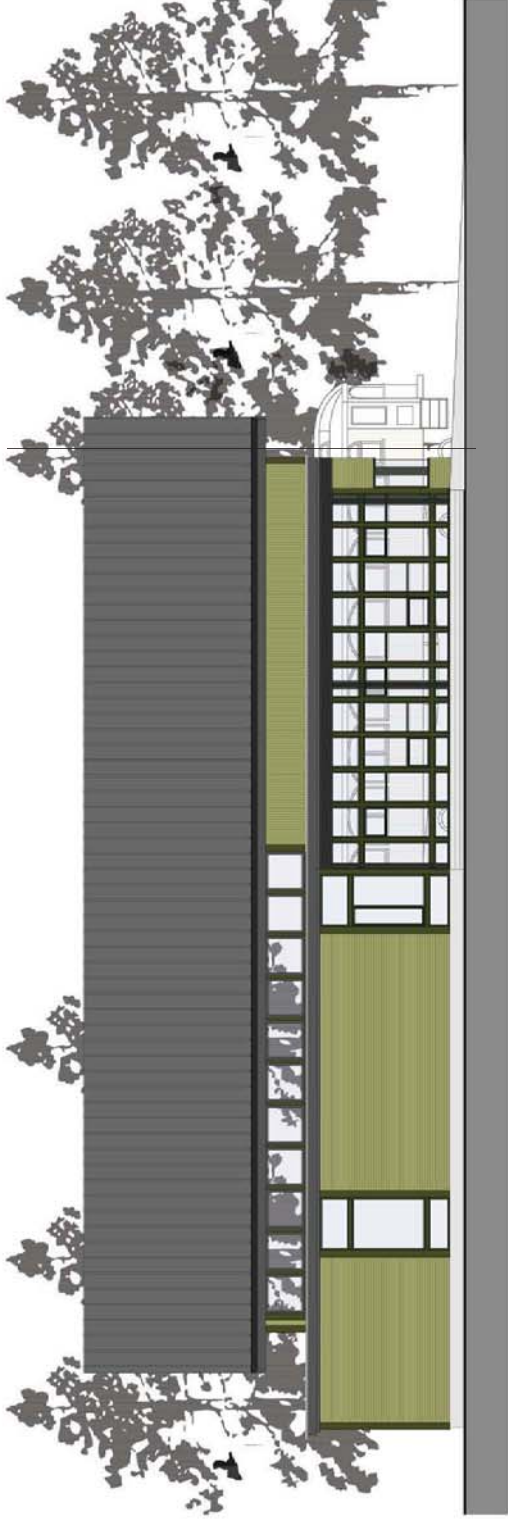


APRIL 7, 2011

FLOOR PLAN • STEVESTON TRAM BUILDING

PRCS - 65

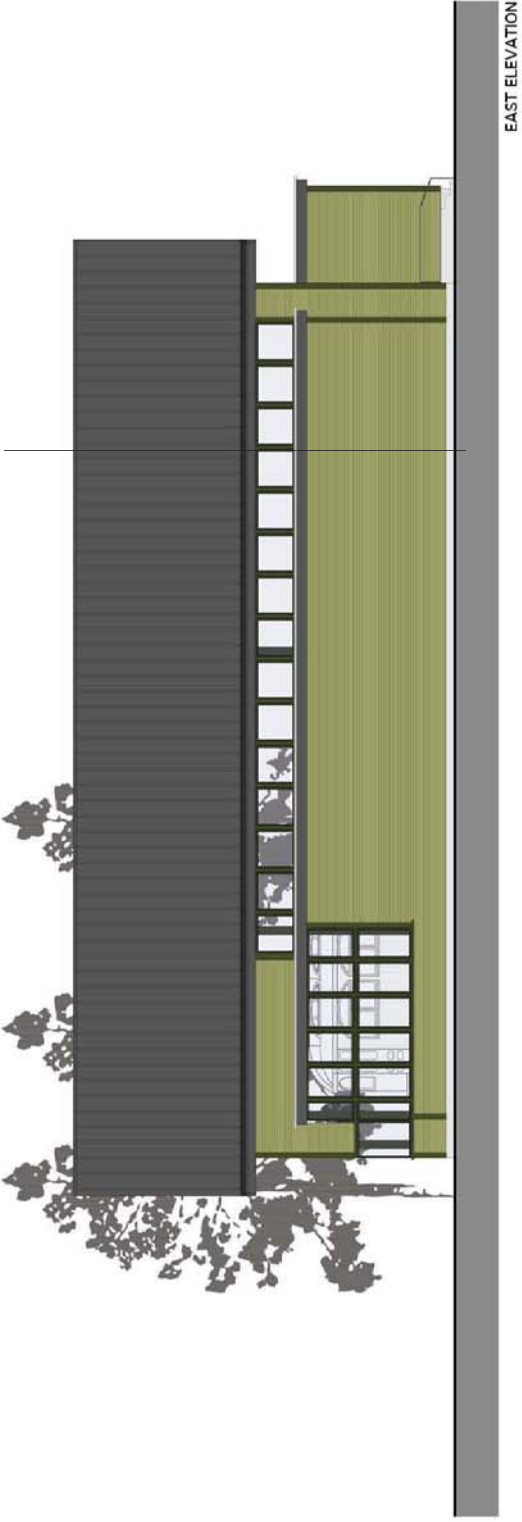
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WEST ELEVATION



SOUTH ELEVATION



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ELEVATIONS • STEVESTON TRAM BUILDING

PRCS - 67

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BURNABY TRAM BUILDING

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PRCS - 68

APRIL 7, 2011