

То:	Parks, Recreation and Cultural Services Committee	Date:	May 27, 2024
From:	Marie Fenwick Director, Arts, Culture and Heritage Services	File:	11-7141-01/2024-Vol 01
Re:	Heritage Boat Restoration Program at Britannia Shipyards		

Staff Recommendations

- 1. That the pilot Heritage Boat Restoration Program as detailed in the staff report titled "Heritage Boat Restoration Program at Britannia Shipyards", dated May 27, 2024, from the Director, Arts, Culture and Heritage Services, be endorsed;
- 2. That funding Option 1 One-Time Additional Level up to \$317,000 to support a pilot Heritage Boat Restoration Program for 2025 and 2026 be considered as part of the 2025 budget processes;
- 3. That the development of a site concept plan for Britannia Shipyards as detailed in the staff report titled "Heritage Boat Restoration Program at Britannia Shipyards", dated May 27, 2024, be endorsed; and
- 4. That funding of \$80,000 to support the development of a site concept plan be considered as part of the 2025 budget process.

MFenvice

Marie Fenwick Director, Arts, Culture and Heritage Services (604-276-4288)

Att. 4

REPORT CONCURRENCE				
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER		
Finance Department Parks Services Facility Services & Project Development Policy Planning	5 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	BJ.5-		
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO		
	Ĺŀ	Seleer.		

Staff Report

Origin

On October 11, 2022, Council approved in principle Part 2 of the report, "Steveston National Historic Site: "Fisheries Museum of the Pacific", pending summation of public input and further staff input. Part 2 of this report included seven recommendations relating to heritage boats and boat restoration at Britannia Shipyards National Historic Site. This included four recommendations on the restoration and display of existing boats, two recommendations on the acquisition of new boats, and the recommendation that, "A shipwright should be hired now, new volunteers encouraged, and movie funds used for repairs and annual maintenance of boats".

On November 14, 2023, Council endorsed the *Steveston Heritage Sites Interpretive Framework* which highlights four stories central to Steveston's history and heritage: Fishing, Farming, Community Life, and Transportation Hub. Within the story of Fishing, are the sub-stories The Catch; Fishing Techniques and Traditions; Processing the Catch; and The Fishing Fleet. Additionally, this Framework identifies gaps in the current interpretation of Steveston's heritage which includes interpretation of the evolution of West Coast fishing methods and boats. Included in this Framework were the following interpretive goals for Britannia Shipyards:

- Create authentic and immersive experiences of the daily life of the people who worked in West Coast fishing and boatbuilding;
- Foster greater understanding of the cultural diversity of people that supported West Coast fishing and boatbuilding;
- Encourage discovery of the complex workings of West Coast fishing and boatbuilding industry; and
- Inspire connections to and stewardship of West Coast maritime heritage and the Fraser River.

At the Parks, Recreation & Cultural Services Committee meeting held on May 25, 2016, staff received the following referral:

That staff examine options to restore The Fleetwood as an indoor civic art project using the City's Public Art Reserve Fund and report back.

At the Parks, Recreation & Cultural Services Committee meeting held on December 11, 2023, staff received the following referral:

(1) That staff be authorized to submit an application to the Japanese Canadian Legacies Fund for up to \$400,000 for the creation of a Japanese Canadian Boat Builders Display at Britannia Shipyards as described in the report titled "Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards", dated October 25, 2023, from the Director, Arts, Culture and Heritage Services; (2) That should the funding application be successful, the Chief Administrative Officer and the General Manager, Community Services be authorized to execute the agreement on behalf of the City of Richmond with the Japanese Canadian Legacies Fund; (3) That should the funding application be successful, the Consolidated Five-Year Financial Plan (2023-2027) be amended accordingly; and (4) That should the funding application be successful, the Chief Administrative Officer and General Manager, Community Services be authorized to negotiate the terms of the Sakamoto donation, including the Crystal S boat; and (5) That staff report back to Committee with an update in May 2024.

The purpose of this report is to provide information on a proposed pilot Heritage Boat Restoration Program at Britannia Shipyards, to seek Council endorsement of this program and associated costs, and to seek Council support for the development of a site concept plan for Britannia Shipyards. The proposed Heritage Boat Restoration Program takes into account previous Council approved documents and provides information in response to the recommendations and two referrals above.

This report supports Council's Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

6.5 Enhance and preserve arts and heritage assets in the community.

Analysis

Background

Britannia Shipyards National Historic Site (Britannia Shipyards) is an 8-acre heritage park providing local residents and visitors from around the world the opportunity to experience Richmond's maritime and cultural heritage. As the oldest shipyard community in British Columbia, it has undergone many transformations since the original cannery was built on the waterfront in 1889. The site was once a thriving community of boatyards, canneries, residences and stores comprising a labyrinth of about 90 buildings connected by wooden boardwalks. Today, the site interprets the boatbuilding and repair traditions of the past in the Britannia Shipyards building, the Murakami Boatworks, and the Richmond Boat Builders building.

In 2014, Council endorsed the following mission for Britannia Shipyards, "Britannia Shipyards National Historic Site preserves West Coast maritime heritage with an emphasis on local wooden boat building traditions and the cultural mosaic and living conditions of the people who worked on the Steveston waterfront".

In 2018, Council endorsed the *Britannia Shipyards National Historic Site Strategic Development Plan* which identified the following priority initiatives relating to the restoration and display of heritage boats:

- Conduct preparatory work to assess viability of additional boat building and repair activities on site; and
- Develop recommended options for the restoration and display of heritage boats for Council's consideration.

The site's mission, strategic priorities, interpretive goals which have developed over the past 10 years, articulate the importance of heritage boats and the activity of wooden boat building and repair to Britannia Shipyards. These activities and accompanying interpretation offer numerous benefits to the site and its visitors by:

- Providing distinctive feature attractions that draw new visitors to the site and engage recurring visitors;
- Offering memorable, real-life experiences of Steveston's historical activities for visitors;
- Keeping alive Steveston's traditions of wooden boat building;
- Illustrating the stories of Steveston's diverse boat building community; and
- Preserving unique boats significant to Steveston.

This report proposes a path forward to support the ongoing restoration, preservation and presentation of heritage boats and wooden boat building activities at Britannia Shipyard to help achieve the mission, priorities and goals previously endorsed by Council. These activities will position Britannia Shipyards as unique in the region and strongly appeal to both local residents and visitors.

Existing Heritage Boats

Historically, the businesses at the Britannia Shipyards serviced or built boats connected to the fishing industry. The Britannia Shipyard building mainly serviced seine net boats, while the Richmond Boat Builders and Murakami Boatworks buildings served to build or repair gillnet boats. As the mainstay of the salmon fishing industry, gillnet boats would have been plentiful in Steveston throughout the 20th century. There are currently three examples of gillnet boats (*Silver Ann, Starliner* and *Crystal S*) and no examples of a seine boat in the Britannia Shipyards collection. See Attachment 1 for an archival image of Britannia Shipyards site.

There are currently eight powered heritage boats at Britannia Shipyards. Boats on display include the *Silver Ann*, the tugboat *MV Burnaby*, the captain's gig *Portage Queen*, and the fishing launch *Small Fry*. Further information about these four boats can be found in Attachment 2.

There are four other boats in need of restoration or rebuild, should there be a desire for them to be displayed. Of the four, the *Crystal S* is the only boat approved for restoration and funding provided. Recently, it has been determined that the *Starliner* cannot be restored. Staff are in the process of documenting the boat with deconstruction planned for summer 2024. Future plans for the *Iona, Fleetwood* and *Starliner* will be the subject of future reports to Council which will present, if relevant, a rationale for restoration, a display plan for the restored boat, and a funding request to support these actions. Attachment 3 provides images of the *Iona, Fleetwood* and *Starliner*.

Table 1 below provides information on the history and condition of these four boats. Information in Table 1 is based on available historical documentation and a contextual heritage analysis conducted in 2021 by fishing boat expert, Alan Haig-Brown. Restoration costs in Table 1 were provided by a qualified shipwright and include costs for restoration of the wood elements of the boats with the work done in house led by the Shipyard Operations Supervisor. Estimated costs do not include additional staffing, mechanical work, display bases/foundations, boat covers or other interpretive elements.

Name	Description	Historical Provenance	Current Status	Restoration Needs and Cost*
Crystal S	 37 ft. wooden combination gillnetter/troller fishing boat Designed and built in 1963 at Sakamoto Boat Works in Steveston 	 Representative of Japanese Canadian boat building and a reflection of Japanese Canadian resiliency Fished out of Steveston by Sakamoto family until 2021 Complete with cabin fit out and fishing gear 	In storage at Steveston Harbour Authority	Somewhat deteriorated – estimated additional restoration costs are \$78,300
lona	 38 ft. wooden fisheries collector Boat Built around 1937 by unknown builder 	 Representative of collector boats that collected salmon from the gillnet boats on the Fraser River Worked for Nelson Brothers Fishing Company and operated by Leonard Koyanagi out of Steveston for many years Purchased from the Canadian government in 1942, possibly one of the boats confiscated from Japanese Canadians during World War II Originally built as a double ender and modified in the 1950s to enlarge the hold 	In storage at Britannia Shipyards	Significantly deteriorated – estimated additional restoration costs are \$115,000
Fleetwood (originally Skeezik)	 57 ft. wooden speed boat originally built to carry cargo Built in 1930 by Vancouver Shipyard in Vancouver, BC 	 Built to transport contraband liquor from Canada to the US during prohibition Extensively modified in 1934 to convert to a pleasure yacht 	In storage at Britannia Shipyards	Significantly deteriorated – estimated restoration costs are \$140,000
Starliner	 36 ft. wooden gillnet fishing boat Designed and built in 1963 by Lubsinski family in Whonnock, BC 	 Representative of mid-century gillnet fishing boats Last boat built by the Lubzinski brothers who had successful Richmond ship wheel business Fished by Ted Lubzinski and later by his son, Terry on the Fraser River Unique streamline design to better handle exposed waters 	In storage at Britannia Shipyards - staff are in the process of documenting and salvaging important elements of the boat.	A plan is in place to dispose of the <i>Starliner</i> in summer 2024. Potential to rebuild, integrating salvaged elements – estimated costs for this are \$210,000

Table 1: Description of Boats Requiring Repair

*Costs are in addition to Shipyard Operations Supervisor wages

Future boat restoration would focus on bringing boats up to dry land display quality, with limited work on interior or mechanical systems. This restoration would allow for boats to be in the water for short periods to move them in and out of the ways if necessary. Currently, there are two operational boats on site (*Silver Ann* and *Small Fry*) which are adequate to support the site's programming needs. Therefore, it is not recommended that additional boats be restored to be operational, due to the added resources required to support ongoing maintenance and operation. Additionally, there are greater opportunities for public to view boats displayed on land.

Heritage Boat Restoration Program

A two-year pilot Heritage Boat Restoration Program (Program) at Britannia Shipyards would bring to life the site and provide unique and memorable experiences to visitors that illustrate Steveston's unique heritage. In addition to completing the restoration of the *Crystal S*, other activities such as wooden boat building classes or workshops could be offered. This Program would provide opportunities for volunteers and/or apprentices to participate in the preservation of heritage boats at Britannia Shipyards.

This Program would allow public to engage with heritage boat building by:

- Viewing boat restoration and building in process;
- Speaking with shipwrights or others with knowledge of historical wooden boat building; and
- Learning the techniques of wooden boat building through hands-on interactive stations, programs, and/or internships.

The Program would be housed in the Richmond Boat Builders, a historic boat building facility original to Britannia Shipyards, which can accommodate restoration of boats up to 40 feet in length. The majority of boat restoration would take place in this facility with the exception of the removal of contaminated surface coatings which would be done off-site at the start of a project. The Britannia Shipyards site map (Attachment 4) shows the location of the Richmond Boat Builders.

Prior to 2018, the Britannia Shipyards National Historic Site Society (Society) oversaw boat building activities at the site in the Richmond Boat Builders. Due to safety issues, this program was paused and the building closed for a number of years while it was cleared of lead contamination and had envelop remediation work completed. Since 2018, the Society has shifted their purpose and is no longer interested in overseeing this complex program activity.

The re-fit of the Richmond Boat Builders for boat restoration was supported by the Destination Development Fund grant from the Province of BC. The grant included funding for tools, equipment, furnishings and initial materials necessary to begin a boat restoration program. It is anticipated that this funding will be spent by the end of 2024 and additional funding will be required to support a Heritage Boat Restoration Program.

This Program as outlined, would position Britannia Shipyards as one of very few attractions in North America which provide general public the opportunity to learn about heritage boats both through interpretative displays and active heritage boat restoration. In the immediate term, planning is underway for the restoration of the *Crystal S*. In April 2024, the City received grant funding for the creation of a new exhibit on Japanese Canadian boat builders. Included in this grant, is funding to support the restoration and display of the *Crystal S*. The acquisition of the *Crystal S* is in progress with surface preparation work on the *Crystal S* expected to start in July 2024 at the Steveston Harbour Authority. The boat will be moved to Britannia Shipyards in Quarter three of 2024 to complete the remainder of the restoration. This project is expected to take 18–24 months.

In addition to the *Crystal S*, the restoration of the *Iona*, *Fleetwood* or another boat offered for donation, as well as the reconstruction of the *Starliner* could be future projects for the site. Should there be no major project identified, boat restoration/building activities would focus on the care of existing boats and the offer of a variety of wooden boat building programs for individuals, e.g. skiff building workshop.

Once complete, restored boats should be displayed under cover to protect them from the elements and ensure the investment in restoration is preserved as much as possible. Properly restored boats displayed under cover will have minimal ongoing maintenance costs, generally only requiring a new coat of paint every few years. Currently, the site's only covered boat display is in the Britannia Shipyard building on the slipways. At this time the *MV Burnaby* is displayed on the West ways. The *Crystal S* will be displayed on the East ways once her restoration is complete.

Site Concept Plan

Early planning for Britannia Shipyards as a heritage attraction, included spaces for heritage boat restoration. The 1998 *Steveston Community Industrial Adjustment Study* (*Cornerstone Report*) provided a concept for the site's future development, which included facilities for boat building and restoration and multiple opportunities for covered boat displays. Since this time, the site has evolved and the vision in the *Cornerstone Report* can no longer be implemented.

Staff recommend undertaking a site concept plan for Britannia Shipyards to provide a vision for the future use of the exterior spaces at the site. This plan is in keeping with the priority actions endorsed by Council on November 14, 2023, as part of the report titled "Steveston Heritage Interpretive Framework".

This plan will address a number of existing needs to improve site operations and visitor experience, including:

- Accommodating exterior operational needs of the Richmond Boat Builders, e.g. lumber storage;
- Updating landscaping to better reflect the site's heritage;
- Improving parking options and/or loading zones, particularly for buses;
- Improving wayfinding and traffic flow through the site;
- Facilitating increased visitation to the docks to support increased moorage operations;
- Updating park interpretation; and
- Improving site lighting to maintain safety without disturbing residents.

Most significantly, a site concept plan would identify locations for future covered boat displays. The display of heritage boats should be contemplated as part of an overall site plan, ensuring any new displays are accompanied by pathways and wayfinding, located to support programs and events, and consider the visual impact on the site.

Additionally, this plan would consider possible site alterations to better support revenue generation, including the potential for ticketed admissions. Staff are in the process of investigating charging admission at Britannia Shipyards to respond to the Finance Committee referral from February 11, 2019, "That staff look into the potential for charging admission to the Britannia Shipyards National Historic Site". A report to Council on this topic is planned for Quarter four of 2024.

Pending Council endorsement, staff will undertake the development of a site concept plan for Britannia Shipyards and bring to Council concept options which identify locations for covered storage for heritage boats. The costs to undertake this planning are estimated to be \$160,000. \$80,000 of these costs can be covered within an existing budget. Additional funding of \$80,000 will be brought forward for Council consideration as part of the 2025 budget process.

Community Engagement on Heritage Boats

Since the devolution of the Society's boat restoration program more than five years ago, staff have received comments from public asking about when this popular activity may return. There is also excitement from the wooden boat community on the possibility of having wooden boat restoration at Britannia Shipyards.

The Britannia Shipyards National Historic Site Society (Society) have expressed support for the future restoration of boats at Britannia Shipyards and have provided input on the refit of the Richmond Boat Builders facility and the development of new activities in this space. The Society has expressed support for the construction of covered boat displays and this was identified as a priority action in their 2023 Strategic Priority Plan. Recently, staff made a presentation to the Society's Program and Planning Committee on the proposed Program. The presentation was well received and on May 9, 2024, the Society's Board made a motion to support the Program and emphasized the need for an ongoing Shipyard Operations Supervisor position. Additionally, Committee members expressed support for the documentation and disposal of the *Starliner* boat.

Staff will continue to engage the Society in the development of future plans for the site and boat restoration projects.

Heritage Boat Restoration Program Funding

Operating Budget Impact

Additional funding will be required for labour, materials, marketing and equipment needs to support the Program.

Option 1: One-Time Additional Levels for 2025 and 2026 (Recommended)

One-time additional levels for the next two years (2025 and 2026), including wages for the Shipyard Operation Supervisor, annual materials and supplies to support the Program would allow for:

- The completion of the Crystal S restoration project;
- The completion of a Site concept plan, including confirmation of capacity and locations for ongoing boat displays;
- The development of a business plan for an ongoing Heritage Boat Restoration Program, specifying the types of boat building/restoration programs, their duration and frequency, and potential revenue;
- Maintenance of existing boats for two additional years; and
- Further planning, development and costing for the infrastructure requirements to support future boat restoration and display.

Essential to the Program's success is the City's Shipyard Operations Supervisor. Currently funded by a one-time additional level, the responsibilities of this position include:

- Planning and delivering heritage boat programming for the public;
- Managing the City's heritage boat building/restoration projects;
- Ensuring boat programming and the boat building workshop operate in accordance with WorkSafeBC regulations;
- Overseeing the day-to-day upkeep of City-owned boats and boat-related assets;
- Supervising staff, volunteers, and contractors in the delivery of programming and completion of boat building/restoration projects;
- Liaising with community stakeholders and members of the heritage boat community; and
- Assisting with the curation of the City's heritage boat collection.

Option 1 is recommended as this will provide time to complete the currently identified projects, pilot potential other boat building/restoration programming (e.g. a volunteer program, registered workshops, etc.), and develop a fulsome business plan for future programming needs.

The drawbacks of this approach are that it would limit the development of boat programming, not provide for on-going annual maintenance of existing boats and boat-related assets, and may negatively impact the retention of a Shipyard Operations Supervisor.

The cost for Option 1 is estimated at \$158,500 annually in 2025 dollars.

Option 2: Contract Projects

Option 2 would entail engaging a shipwright on contract on a project to project basis for boat restoration and/or building, similar to how restoration of the *Silver Ann* and *MV Burnaby* were completed.

This option is not recommended as it would:

- Limit the possibilities for interpretation of and public interaction with heritage boat building and restoration;
- Not allow for the creation of ongoing programming;
- Jeopardize the success of the restoration of the Crystal S;
- Not allow for long-term planning related to heritage boats at Britannia Shipyards;
- Not provide necessary care for existing restored boats; and
- Limit opportunities to seek external funding.

Additionally, outsourcing projects is expected to significantly increase costs as contract labour will cost more per hour than a staff position.

For Option 2, the annual costs to maintain the functionality of Richmond Boat Builders and provide basic support for the existing boats is estimated at \$35,000 in 2024 dollars. Additional costs for boat restoration or building would be brought forward on a project by project basis for Council approval. 2024 costs for outsourcing the restoration of the *Iona* were estimated at \$440,000, the *Fleetwood* was estimated at \$600,000, and rebuilding the *Starliner* was estimated at \$450,000 to \$550,000.

Project Funding

A total of \$459,550 of City funding is available. This funding is in the existing Britannia capital budget and the accumulated revenue received for filming at Britannia Shipyards set aside to support future capital improvements at the site. Subject to Council approval, this funding could be put towards the restoration and display of a boat(s).

In response to the referral from 2016 on the *Fleetwood*, the Public Art Program Statutory Reserve Fund does not provide for the restoration or display of heritage boats. On September 8, 1997, Council established the Public Art Program Statutory Reserve Fund to receive funds from private, City and community contributions. The Reserve is restricted to funding the creation of public artworks.

In addition to future capital requests, staff will continue to seek external funding to support the activities included in the Heritage Boat Restoration Program.

Next Steps

As approved by Council on December 11, 2023, staff will undertake work on the restoration of the *Crystal S* as part of the development of an exhibit on Steveston's Japanese Canadian boat builders. It is estimated that restoration will be completed in Quarter four of 2025.

Pending endorsement by Council, staff will begin work on a new site concept plan for Britannia Shipyards, as well as implementation of a pilot Boat restoration program, including development of an ongoing business plan for the program and report back to Council in Quarter one of 2026.

Financial Impact

Pending endorsement by Council, staff will submit a one-time additional level request as part of the 2025 budget process to cover program cost, including the Shipyard Operations Supervisor, for the years 2025 and 2026 estimated at \$317,000 (2025 dollars) annually.

Pending endorsement by Council, staff will submit a one-time additional level request of \$80,000 to support the development of a site concept plan as part of the 2025 budget process.

Conclusion

Heritage boat restoration is an important part of Britannia Shipyards history. Boat restoration activities greatly enhance the heritage interpretation of Steveston and offer many benefits to the site and its visitors. A pilot Heritage Boat Restoration Program supported by additional level

7705815

funding in 2025 and 2026 is recommended. This funding would support the completion of the Council approved *Crystal S* boat restoration, the development of a business plan for ongoing boat restoration and boat building programming, and plans for future projects related to the City's other boats.

Additionally, staff recommend developing a new site concept plan which would improve the visitor experience of the site and identify options for the location of new covered boat displays. Once complete, this plan would be brought to Council for consideration at a later date.

Wheen Clarke

Rebecca Clarke Manager, Museum and Heritage Services (604-247-8330)

- Att. 1: Archival Image of Britannia Shipyards Site
 - 2: Table of Boats in Display Condition
 - 3: Images of Boats Requiring Repair
 - 4: Britannia Shipyards Site Map



Archival Image of Britannia Shipyards

Image of fishing boats at Britannia Shipyards with Richmond Boat Builders in the background, 1968.

Name	Image	Description	Historical Provenance	Display Location
MV Burnaby		 39 ft. wooden tugboat Built in 1925 by the Ericksen Brothers Shipyard Built in North Vancouver, BC 	 Built as a patrol boat with utility tug capabilities for the administration of the Port of Vancouver Representative of the small wooden tugs that proliferated the BC coast in the first half of the 20th century Restoration for land display completed in 2021 	East ways in the Britannia Shipyard building
Silver Ann		 34 ft. Wooden gillnet fishing boat Built in 1969 by Sadajiro Asari at Britannia Shipyards 	 Built in the style of a classic pre- war gillnetter Last Boat built in Richmond Boat Builders before operations shut down Fully restored in 2009 	In water at Britannia Shipyard dock
Portage Queen		 24 ft. captain's gig Built in the mid-1800's outside of BC 	 Believed to have washed off the deck of a British ship Includes Easthope engine Converted to power at unknown time 	On land on trailer

Table of Boats in Display Condition

Name	Image	Description	Historical Provenance	Display Location
Small Fry		 16 ft. Wooden fishing launch Built in 1941 by Derrie Carter on Pender Island 	 Representative of family-use for supply runs, fishing and travel that was common in BC throughout the 20th century; Carve-planked construction with original Easthope engine still operational 	In water at Britannia Shipyard dock

ATTACHMENT 3

Images of Boats Requiring Repair

<u>Iona</u>



Image from 2024



Image from 2024

<u>Fleetwood</u>



Image from 2014



Image from 2024



Image from 2024

<u>Starliner</u>



Image from 2023



Image from 2023

ATTACHMENT 4



Britannia Shipyards Site Map