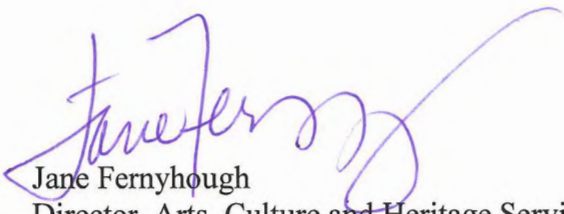




To: General Purposes Committee **Date:** August 4, 2017
From: Jane Fernyhough **File:** 11-7000-01/2017-Vol
 Director, Arts, Culture and Heritage Services 01
Re: Feasibility of Running the Steveston Interurban Tram

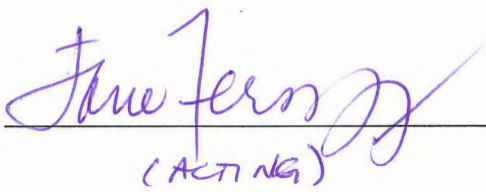


Staff Recommendation

That \$50,000 be allocated from Council Contingency to undertake a feasibility study that includes a business case analysis (including cost vs. benefits) and transportation and engineering analysis of the operation of the tram running between the existing tram building at No.1 Road and Moncton Street and the Gulf of Georgia Cannery, as well as further work including determining the capital and operating costs required for the tram itself.



Jane Fernyhough
 Director, Arts, Culture and Heritage Services
 (604-276-4288)

Att. 1

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	 (ACTING)
Transportation	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Clerks Department	<input checked="" type="checkbox"/>	
Parks Department	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

At the Parks, Recreation and Cultural Services Committee meeting on July 20, 2017, the following referral motion was adopted:

That staff investigate the feasibility of a Steveston tram running from:

- 1) The existing tram barn along No.1 Road and Bayview Street to the Gulf of Georgia Cannery; or
- 2) The existing tram barn along Moncton Street to the Gulf of Georgia Cannery;

and report back.

This report outlines the history of the tram in Richmond, and scope of work and funding required to complete a feasibility study of this nature and seeks Council direction on undertaking this feasibility study.

Background

The City and the Steveston Interurban Tram have had a long, linked history. The rail line on Lulu Island, built and owned by the Canadian Pacific Railway in 1902, ran freight and passenger steam trains. In 1905, the CPR leased the line to the BC Electric Railway Company (BCER), which electrified the line. In 1913, BCER added 28 tramcars bought from the St. Louis Car Company in Missouri. Among these was Tramcar 1220, which today is the largest artefact in the Richmond Museum's collection.

The Interurban line contributed to the development of Richmond's city centre. The Interurbans and the people who worked on them became an important and cherished part of the community. The Interurbans did not survive the post-war prosperity that led to an explosion in the number of automobiles on the roads and an expansion of new suburbs not serviced by rail. On February 28, 1958, the final Interurban tramcar rolled the rails between Marpole and Steveston, marking the end of a definitive era for the Richmond community and for transportation history in BC.

As of today, there are only 7 BCER operated interurban trams left. Of the 28 original 1200 class tramcars from St Louis, five survive today including Car 1220 in Steveston. The other four surviving "sister" tramcars are the 1223 located at the Burnaby Village Museum, the 1231 in storage at False Creek in Vancouver, the 1235 in eastern Canada and the 1225 in Surrey operated by the Fraser Valley Heritage Railway Society. The remaining two cars, the 1207 and the 1304, were both built by BCER at their New Westminster car barn and are also located in Surrey with the 1225.

In March 1993 Tramcar 1220 was transferred to the Steveston Interurban Restoration Society from the Royal BC Museum for \$1. A temporary structure was erected on property owned by BC Packer's on the south east corner of No. 1 Road and Moncton Street. Upon the sale of that

property for development in 1995, the tram was moved to a temporary structure on Steveston Park. Between 1995 and 2008 several locations were explored as the permanent location for a building to house the tram. In 2008 Council resolved “that Tram 1220 be permanently located in Steveston Park”. In 2006, the City purchased Tramcar 1220 from the Steveston Interurban Restoration Society.

Attachment 1 is a chronology of Council resolutions regarding the tram from 1992 to the present.

Analysis

Tram Routing Options

Between 2002 and 2005 Council considered several route options in Steveston including: Steveston Village to London Farm, Britannia to London Landing, Britannia to the Village, Steveston Park to the Gulf of Georgia via Moncton and via Bayview. In 2004, costs to lay track, provide stations, road crossings, crossing protections and power were estimated at \$2.5M from Moncton and No 1 Road to the Gulf of Georgia; \$1.9M – \$2.0M from Britannia Shipyards to Moncton and No. 1 Road and \$2.9M from London Farm area to Britannia Shipyards. These estimates did not include costs of any land acquisition required.

At the City Council meeting of January 24, 2005, Council passed resolution R05/2-8, “that Council abandon any tram routing options in Steveston”.

Tram Restoration

Restoration of Tramcar 1220 is currently underway and, aesthetically, will be substantially complete. However, while current restoration activities will not preclude the tram being made fully operational in the future, substantial work is required. This work includes, but is not limited to, a power source in place of electrified overhead power, re-build of the trucks (undercarriage), mechanical systems and upgrade to the electrical system. Hazardous materials that have been encapsulated for safety will have to be removed completely. In addition the installation of modern components and life safety equipment would be mandatory. Following restoration an annual maintenance plan to address wear, preservation and safety should be implemented.

Steveston Long-term Streetscape Visions

In a report dated May 30, 2017 from the Director, Transportation and the Manager, Policy Planning titled “Update: Proposed Steveston Area Plan Village Conservation Changes and Long-Term Streetscape Visions for Bayview, Moncton and Chatham Streets” and presented at the June 12, 2017 Council meeting, options on streetscape visions were presented and referred to public consultation. None of the options preclude a future operating tram. However, Transportation staff indicate the accommodation of a running tram may require re-allocating the placement or elimination of other street elements such as sidewalks, boulevard, bike lanes, car travel lanes, bus stops, street furniture and on-street parking.

A report outlining the public feedback is anticipated in fall 2017.

Next Steps

Should Council wish to proceed with the referral motion to investigate the feasibility of Steveston Tramcar 1220 running between the existing tram building to the Gulf of Georgia either along Moncton Street or along No.1 Road and Bayview Street, the action required is the allocation of up to \$50,000 to undertake a feasibility study that includes:

1. a business case analysis (including cost vs. benefits);
2. transportation and engineering analysis of the scope and costs to retrofit the tram to render it operational;
3. a detailed analysis of the geometric and pavement structure, geotechnical logistics;
4. measures to accommodate the tram including traffic control, alteration of the roadways to permit laying of track, cost of laying the track, safety features of crossings, and provision of stations; and
5. determining the capital and operating costs required for the tram itself.

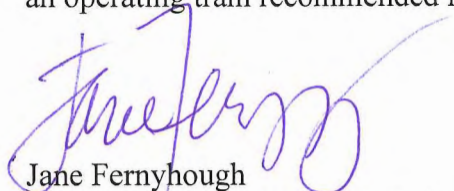
Should Council proceed with one of the routes examined in the feasibility study Council would require a resolution rescinding resolution R05/2-8 that abandons any tram routing options in Steveston.

Financial Impact

Up to \$50,000 from Council contingency to retain a consultant to complete a transportation and engineering analysis.

Conclusion

Tramcar 1220 is a significant historical artefact in the City's collection and played an important role in the shaping of the community. Current Council direction is that it be restored and on display in Steveston Park and that no routing options be pursued. Should Council wish to pursue an operating tram recommended next steps are outlined in this report.



Jane Fernyhough
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 1: Chronology of Council Action re: Tramcar 1220 Location and Routing 1992 – 2017
(REDMS #5499815)

**CHRONOLOGY of Council Actions re. TRAMCAR 1220 Location and Routing
1992 - 2017**

- Aug. 24, 1992 Council endorsed:
- that Council support in principle the activities of the Steveston Interurban Restoration Society (SIRS)
 - that staff investigate and report back on the possibility of acquiring other trams and additional equipment
- March 8, 1993 Council resolution that \$10,000 be allocated from the Heritage Capital Trust Fund to the Society for constructing a shelter and related security improvements at the BC Packers property for the Tram.
- March 10, 1993 Asset Transfer and Disposal Report from Province of BC re. transfer of Tram 1220 from Royal BC Museum to Society (c/o Harold Steves at City Hall address)
- Sept. 14, 1993 Report to Planning and Development Services Committee with progress report to be received for info.
Society acknowledges two grants from the City:
- \$1,600 for the specific purpose of preparing a historical booklet on the tram
 - \$10,000 for the purposes of obtaining liability insurance for the leased premises and erecting a structure on the leased premises
- Society also received grant from the province of \$3,000 to move the tram onto the site.
- Nov. 2, 1993 Finance Administration Committee resolved that a grant of \$300 be allocated to the Society to cover the cost of building permit fees.
- June 13, 1995 Council endorsed recommendations:
- that tram 1220 be moved to Steveston Park section of railway track;
 - that up to \$20,000 be allocated from the 1994 Parks Minor Capital account to assist the Society with relocation of the tram;
 - that staff be directed to work with the Society to host a community workshop to discuss financial implications, community support, and potential sponsorship, and report back to Council by Dec., 1995 with the results of the workshop and a development and business plan

[Per report dated Jan. 4, 2001, City provided \$20,000 and negotiated with CPR to retain 570 feet of rail by Moncton Road. CPR donated the rail and the City issued a tax receipt to them for \$16,050.01.]

- January 4, 2001 Report to Community Services Committee re. Tram location options. Recommended that Council direct staff to investigate the feasibility of siting the Tram on the Britannia Heritage Shipyards site permanently and that Council direct staff to work with the Society to develop an implementation plan outlining costs and timelines to move the Tram operations from Steveston Park to a new site.
- June 26, 2001 Parks, Recreation and Cultural Services Committee meeting. Information memo dated June 25, 2001 was provided to Committee and staff were asked to provide additional information:
- costs of restoration;
 - logistics of providing a working track and operating costs;
 - the legality of the Society's intent to lease the tram to Surrey thereby causing it to leave Richmond; and
 - a potential corridor for the operation of the tram
- July 12, 2001 Report to Parks, Recreation and Cultural Services Committee recommending:
1. That the City work with the Society to have Tram 1220 restored and operating in Richmond within 10 years at no cost to the City;
 2. That within the next 10 years, the City establish a viable corridor and operating tracks for a Steveston Interurban with costs being considered through the normal capital budget submissions;
 3. That the City not oppose the Society exploring options to lease the tram outside Richmond for a period not to exceed 10 years or the year 1012, whichever comes first.
- Aug. 13, 2001 Report to Parks, Recreation and Cultural Services Committee – report for information. \$3,120,000 to restore Tram and make it operational. Sets out proposed 7-year phased project, financing options, and opportunities for joint ownership of the Tram. Summary of City's contributions:
- 1993 - \$10,000 to facilitate Tram relocation to BC Packers site
 - 1994 - \$20,000 to facilitate tram relocation to Steveston Park
 - 1995 - \$16,050 tax receipt to CPR for retaining 570 feet of track in park
 - \$75,000 provision account set aside for Tram
- Sept. 10, 2001 Council resolution:
1. That staff be authorized to undertake a transportation/tourism/engineering study, utilizing the \$75,000 contained in the provision account, as outlined in Phase One of the report dated Aug. 13, 2001 which would include comment from the Corporate Sponsorship Committee and the Manager, Business Liaison and Development;
 2. That a letter be sent to the Society stating that Council recognized the Tram as an important part of the City's heritage and that as such Tram 1220 should remain in the City.

- Feb. 26, 2002 Parks, Recreation and Cultural Services Committee resolved that the City commission a transportation/tourism/engineering study to review the feasibility of restoring and operating Tram 1220 in Richmond. Terms of reference for the feasibility study were attached.
- March 11, 2002 Council resolved that the report re. the feasibility study be referred to staff for a report to Committee on the feasibility of having the study completed 'in-house' by the new Heritage Coordinator.
- April 8, 2002 Council resolved that:
1. Staff conduct a study to review market feasibility, management models, transportation and engineering requirements, and economic impact of operating Tram 1220 in Richmond; and
 2. Staff consult with geotechnical and other experts to determine the other aspects of the geotechnical and operational requirements of Tram 1220.
- June 4, 2002 Planning Committee meeting. Request that Parks report in July re. what provision was made to provide a tram alignment within the BC Packers site.
- June 24, 2002 Development Permit Panel. Staff were directed to:
1. investigate the proposed alignment of the tram route as it related to the future development;
 2. review with the developer, the design criteria for the proposed development;
 3. provide at the public hearing the results of the archaeological investigation;
 4. ensure that the developer undertook a full presentation of the proposed development at the public hearing, ensuring that a new map was provided which noted the changes from the original proposal.
- June 25, 2002 Parks, Recreation & Cultural Services Committee meeting. Discussions re. tram routing in context of BC Packers development.
- Oct 15, 2002 Council resolved:
1. That the report dated Sept. 9, 2002 from the Manager, Cultural Services be received for information;
 2. That Option 1, completely restored Tram operating over full 2.4 km route phased over five years with Phase Two, the extension to London Farm, to be completed at a later date, be endorsed;
 3. That an ownership plan for all right-of-ways located between Garry Point and London Farm be provided;
 4. That staff investigate the possibility of utilizing dredged material to widen the dyke in front of the Maritime Mixed Use area;
 5. That staff:
 - a. provide revenue generation options that could contribute to the funding of the Tram project; and

- b. discuss with Onni and other entities the development of public/private partnerships.
 - 6. That revenue generation options which could contribute to the funding of the Tram project, be referred to the Finance Select Committee.
 - 7. That staff enter into discussions with the Steveston Harbour Authority regarding the use of right-of-ways, cost-sharing in the Tram project and the possible future utilization of the two water lots in front of Onni.
- May 15, 2003 Report to PRC Committee recommending that the City-owned former CNR right-of-way within the London Princess area as a potential location for the Tram car barn and workshop be endorsed.
- May 21, 2003 Planning Committee resolution:
- 1. That the implementation of the Imperial Landing public consultation process be abandoned at this time; and
 - 2. That the Waterfront Strategic Team identify an alternative vision for the waterfront in consultation with stakeholders.
- June 9, 2003 Council resolution that:
- 1. the City-owned former CNR right-of-way within the London Princess area as a potential location for the Interurban Tram car barn and workshop be endorsed; and
 - 2. staff report on the routing of the Interurban tram in context with the Waterfront Strategy.
- Sept. 2, 2003 GP Committee meeting. Report re. Steveston Advisory Task Force on Parking. Discussion included comments re. impact, if any, of construction of proposed tram line to provision of parking on Bayview Street. Resolution to endorse the recommendations of the Task Force.
- Oct. 29, 2003 Finance Select Committee meeting – 2004 Capital Plan. Discussion included comments re. whether any part of tram project could be completed this year, such as re-locating the tram to the new car barn and to construct track within the barn for the tram to sit on. Staff were directed to provide report on: cost of relocating and placing tram in car barn; cost of and footage required to construct track within car barn; provide breakdown of proposed total cost of project; and whether there were any unique funding strategies which would be used to accommodate any part of the project.
- Dec. 15, 2003 GP Committee meeting – Imperial Landing Open House feedback. Some residents expressed shock at tram proposal. Report referred back for further info.

- Jan. 19, 2004 Public Hearing – London Landing – Resolution that a temporary commercial use permit to create a public parking lot for a proposed tram building be issued.
- June 14, 2004 Council referral: That staff undertake a public process to present Bayview Street options 2b and 2c and to collect feedback and report to Council with a preferred route, and that a further route (2d), being the waterfront route, located at the western end and south of Bayview Street, be part of the public process.
- Jan. 24, 2005 Council meeting – Recommendations regarding approval of routing the tram from London Farm to Britannia Heritage Shipyard was defeated. Motion approved:
1. That Council abandon any tram routing options in Steveston;
 2. That the potential static uses for the tram be referred to staff for review and report to Council.
- Jun. 12, 2006 Council meeting – resolved: That funds be allocated from the following projects to the cost of relocating Interurban Tram #1220 from Steveston Park to the temporary location at Britannia Heritage Shipyard: a) Steveston Tram Project for Tram Barn Project of London Princess; and b) Tram Project for Tram Study, and consolidated into a single project for such purpose.
- Feb. 27, 2006 Council meeting (closed): resolved:
1. that staff proceed with the offer from A and B Rail Services for the donation of track, timbers and other rail materials salvaged from the CP Rail spur line and in kind contribution of the laying of track at the Britannia site at a location determined by the City, based on the offer being viable; and
 - 2 that staff advise the Britannia Heritage Advisory Committee of the opportunity.
- Oct 10, 2006 Council meeting: resolved:
1. That the contract to relocate the Steveston Tram be cancelled;
 2. 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; and
 3. That staff be authorized to secure the Tram at Steveston Park.
- July 9, 2007 Council meeting: recommendation to permanently locate the tram at Britannia Heritage Shipyard was defeated.
- June 9, 2008 Council endorsed the recommendation:
That Tram 1220 be permanently located in Steveston Park.
- Oct 15, 2008 Council approved the location of the permanent Steveston Interurban Tram Car structure within Steveston Park.

- July 25, 2011 Council authorised additional funding to build the tram building in Steveston Park.
- Dec.14, 2015 Council approved funding to complete the restoration of the tram to a static display state.