



Parks, Recreation and Cultural Services Committee

Council Chambers, City Hall
6911 No. 3 Road

Tuesday, January 26, 2021
4:00 p.m.

Pg. # ITEM

MINUTES

PRCS-3 *Motion to adopt the **minutes** of the meeting of the Parks, Recreation and Cultural Services Committee held on February 25, 2020.*



NEXT COMMITTEE MEETING DATE

February 23, 2021, (tentative date) at 4:00 p.m. in Council Chambers

COMMUNITY SERVICES DIVISION

1. **LONDON HERITAGE FARM MASTER PLAN**
(File Ref. No. 11-7141-01) (REDMS No. 6575350 v.2)

PRCS-9

See Page PRCS-9 for full report

Designated Speakers: Rebecca Clarke and Jason Chan

STAFF RECOMMENDATION

That the London Heritage Farm Master Plan as outlined in the report "London Heritage Farm Master Plan," dated December 4, 2020, from the Director, Arts, Culture and Heritage Services, be endorsed to guide the future development and operation of London Heritage Farm Site.



Parks, Recreation and Cultural Services Committee Agenda
Tuesday, January 26, 2021

Pg. # ITEM

2. **FIRST NATIONS BUNKHOUSE PROGRAM PLAN**
(File Ref. No. 11-7141-01) (REDMS No. 6540180)

PRCS-20

See Page PRCS-20 for full report

Designated Speaker: Rebecca Clarke

STAFF RECOMMENDATION

That the proposed program plan for the First Nations Bunkhouse as detailed in the staff report titled “First Nations Bunkhouse Program Plan,” dated October 14, 2020 from the Director, Arts, Culture and Heritage Services be endorsed to guide future planning and a capital submission for the First Nations Bunkhouse.

☐

3. **MANAGER’S REPORT**

ADJOURNMENT

☐



Parks, Recreation and Cultural Services Committee

Date: Tuesday, February 25, 2020

Place: Anderson Room
Richmond City Hall

Present: Councillor Harold Steves, Chair
Councillor Michael Wolfe
Councillor Chak Au
Councillor Bill McNulty
Councillor Linda McPhail

Also Present: Councillor Carol Day

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 January 28, 2020, be adopted as circulated.

CARRIED

NEXT COMMITTEE MEETING DATE

March 24, 2020, (tentative date) at 4:00 p.m. in the Anderson Room

COMMUNITY SERVICES DIVISION

1. RECOGNITION OF WORLD WAR II RICHMOND VETERANS

(File Ref. No. 11-7000-01) (REDMS No. 6386576 v. 4)

Discussion ensued with regard to (i) additional initiatives to recognize Richmond veterans such as provisions for free parking, (ii) events related to the recognition of veterans held by the Richmond School District No. 38, and (iii) recognition of other groups such as the Royal Canadian Legion and Cadets.

In reply to queries, staff noted that Richmond veterans were provided free parking in 2006.

It was moved and seconded

That the staff report titled, "Recognition of World War II Richmond Veterans", from the Director, Arts, Culture and Heritage Services, dated January 21, 2020 be received for information.

CARRIED

**2. ALEXANDRA GREENWAY INTEGRATED PUBLIC ART PROJECT
TERMS OF REFERENCE**

(File Ref. No. 11-7000-09-20-281) (REDMS No. 6359313 v. 2)

Discussion ensued with regard to incorporating the biodiversity of the Alexandra Greenway into the public art project.

In reply to queries from Committee, staff noted that the material used for the art project is similar to the materials used to delineate cycling lanes and has an anticipated lifespan of approximately 15 years. Staff added that additional information on the material can be provided to Council.

It was moved and seconded

- (1) That the Alexandra Greenway Integrated Public Art Project for \$50,000 be approved and funded by the Public Art Reserve;*
- (2) That the Consolidated 5 Year Financial Plan (2020-2024) be amended accordingly; and*
- (3) That the Alexandra Greenway Integrated Public Art Project Call to Artists provided in Attachment 4 in the staff report titled, "Alexandra Greenway Integrated Public Art Project Terms of Reference", dated January 6, 2020, from the Director, Arts, Culture and Heritage Services, be approved.*

CARRIED

Parks, Recreation & Cultural Services Committee
Tuesday, February 25, 2020

3. **RICHMOND PUBLIC ART PROGRAM 2019 ANNUAL HIGHLIGHTS AND PUBLIC ART ADVISORY COMMITTEE 2020 WORK PLAN**
(File Ref. No. 11-7000-09-01) (REDMS No. 6344647 v. 2)

Discussion ensued with regard to utilizing local artists in public art projects.

It was moved and seconded

That the Richmond Public Art Advisory Committee 2020 Work Plan, as presented in the staff report titled "Richmond Public Art Program 2019 Annual Highlights and Public Art Advisory Committee 2020 Work Plan", dated January 27, 2020, from the Director, Arts, Culture and Heritage Services, be approved.

CARRIED

Cllr. Au left the meeting (4:13 p.m.).

4. **STANDARD OF VEGETATION MAINTENANCE FOR PARKS AND BOULEVARDS**
(File Ref. No. 11-7200-01/2019) (REDMS No. 6292574 v. 25)

Cllr. Au returned to the meeting (4:14 p.m.).

Staff briefed Committee on options to vary the frequency of vegetation maintenance to respond to public feedback to enhance vegetation maintenance.

Discussion ensued with regard to retaining taller grass in certain areas of parks to support wildlife in the area and maintenance of paved trail edges.

It was moved and seconded

That the staff report titled "Standard of Vegetation Maintenance for Parks and Boulevards", dated January 28, 2020, from the Director, Parks Services, be received for information.

CARRIED

The Chair advised that members of the public will have the opportunity to speak to matters related to the tree removal process along the River Road dikes.

Steven Easterbrook, Richmond resident, expressed concern with regard to the tree removal process along the River Road dikes, noting that he has observed wildlife in the area such as eagles and herons. Also, he expressed that public notice of the tree removal was not adequate and encouraged the City to consider alternatives to upgrade the dikes without removing trees in the area.

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Tuesday, February 25, 2020

Staff spoke on the tree removal related to dike maintenance along River Road, noting that (i) staff will review options to enhance communication protocols with area residents including direct mail notification, (ii) the roots of cottonwood trees are associated with erosion along the dike which could lead to dike failure, (iii) maintenance of this portion of the dike is critical prior to the upcoming spring runoff, (iii) replacement of the trees will be completed with a three to one ratio, (iv) the current maintenance of this section of the dike is not related to future upgrades of Richmond's dike system, (v) environmental professionals have assessed the site and recorded the wildlife in the area, (vi) there are special protocols to relocate wildlife and restrictions to remove trees occupied by certain types of wildlife, (vii) options to retain the cottonwood trees are constrained by the amount of required land, and (viii) that staff will be providing more information related to future upgrades to Richmond's dike system.

Discussion ensued with regard to (i) options to pause maintenance work to protect wildlife habitat in the area, (ii) options to retain the trees in future maintenance work, (iii) selecting suitable replacement tree species, (iv) enhancing communication strategies, including direct mail notification and signage, (v) options to install artificial nesting roosts, (vi) historical incidents of dike failure in the province, and (vii) the timeline to upgrade Richmond's dikes.

As a result of the discussion, the following **referral motion** was introduced:

It was moved and seconded

That staff prepare:

- (1) a communication plan for future tree removal associated with the dike maintenance and upgrades; and***
- (2) a mitigation plan for future dike maintenance and upgrades; and report back.***

CARRIED

**5. COMMUNITY SERVICES PRICING POLICY PROGRESS UPDATE
AND GUIDING PRINCIPLES**

(File Ref. No. 11-7000-00) (REDMS No. 6359181 v. 18)

Staff reviewed the proposed Policy and Guiding Principles, noting that (i) staff will be leading the work on development of policies and volunteer community stakeholders will be able to provide input, (ii) stakeholders were able to provide input on environmental considerations in the proposed Guiding Principles, and (iii) building facility supplies are typically provided by the City and that Community Associations are typically involved in funding supplies related to programming.

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Discussion ensued incorporating environmentally sustainable purchasing policy into the Guiding Principles, and as a result, it was requested that staff provide a memorandum on the City's current purchasing guidelines related to community facilities.

Cllr. Day left the meeting (5:18 p.m.) and returned (5:19 p.m.).

Guy Anderson, President/Director, Thompson Community Association, spoke on the proposed Pricing Policy and Guiding Principles, noting that the Thompson Community Association supports the efforts toward development of the policies including the process to set fees. Also, Mr. Anderson spoke on documenting the current policy development process and the consideration of volunteer time commitments for association members.

Discussion then ensued with regard to (i) periodic review of fees and policy, (ii) comparing current policies to proposed policies, (iii) receiving feedback from volunteers, and (iv) time commitment of volunteers.

In reply to queries from Committee, staff noted that staff will provide regular updates on the matter every three to four months.

Cllr. Day left the meeting (5:31 p.m.) and did not return.

It was moved and seconded

That the Community Services Pricing Policy Guiding Principles as detailed in the staff report titled "Community Services Pricing Policy Progress Update and Guiding Principles", dated January 28, 2020, from the Director, Recreation and Sport Services, be endorsed.

CARRIED

6. MANAGER'S REPORT

(i) Terra Nova Beavers

Staff updated Committee on management of beavers in the Terra Nova area and options to mitigate damage to trees and potential flooding. Staff added that the City has discussed options with the Province, noting that the relocation of the beavers is not a viable option.

(ii) Staff Retirement

Staff announced the upcoming retirement of Jamie Esko, Manager, Parks Planning, Design and Construction and David Ince, Manager, Community Recreation Services and Committee commended their work for the City.

(iii) Fishing in Imperial Landing

Staff updated Committee on fishing activities in Imperial Landing, noting that there are specific areas on the dock designated for fishing and mooring and that the City will monitor and enforce the areas restricted to fishing.

Parks, Recreation & Cultural Services Committee
Tuesday, February 25, 2020

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (5:34 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Parks, Recreation and Cultural Services Committee of the Council of the City of Richmond held on Tuesday, February 25, 2020.

Councillor Harold Steves
Chair

Evangel Biason
Legislative Services Coordinator



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services
Committee

From: Marie Fenwick
Director, Arts, Culture and Heritage Services

Todd Gross
Director, Parks Services

Date: December 4, 2020

File: 11-7141-01/2020-Vol
01

Re: London Heritage Farm Master Plan

Staff Recommendations

That the London Heritage Farm Master Plan as outlined in the report "London Heritage Farm Master Plan," dated December 4, 2020, from the Director, Arts, Culture and Heritage Services, be endorsed to guide the future development and operation of London Heritage Farm Site.

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

Todd Gross
Director, Parks Services
(604-247-4942)

Att. 1

| REPORT CONCURRENCE | | |
|-----------------------------------|-------------------------------------|---------------------------------------|
| ROUTED TO: | CONCURRENCE | CONCURRENCE OF GENERAL MANAGER |
| Finance Department | <input checked="" type="checkbox"/> | |
| Project Development | <input checked="" type="checkbox"/> | |
| SENIOR STAFF REPORT REVIEW | INITIALS: | APPROVED BY CAO |

Staff Report

Origin

On April 24, 2019 staff received the following referral from Parks, Recreation, and Cultural Services Committee:

That staff update the London Farm Master Plan and investigate the cost, and potential, of reconstructing a timber barn, similar to the barn re-constructed, with a barn-raising event, in Ladner by Delta Municipality.

This report supports Council's Strategic Plan 2018-2022 Strategy #2 A Sustainable and Environmentally Conscious City:

2.4 Increase opportunities that encourage daily access to nature and open spaces and that allow the community to make more sustainable choices.

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

3.4 Celebrate Richmond's unique and diverse history and heritage.

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

4.2 Ensure infrastructure meets changing community needs, current trends and best practices.

4.3 Encourage wellness and connection to nature through a network of open spaces.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

6.4 Recognize Richmond's history and heritage through preservation, protection and interpretation.

This report supports Council's Strategic Plan 2018-2022 Strategy #8 An Engaged and Informed Community:

8.1 Increased opportunities for public engagement.

Analysis

Background

Site History

London Heritage Farm is a four acre heritage site on Dyke Road located between No. 2 and Gilbert roads overlooking the South Arm of the Fraser River. The site has been developed as an agriculturally-themed park with the historical London family farmhouse as its centrepiece.

London Farm was designated a municipal heritage site in 1978 and opened to the public as an historic site in 1983.

The site is one of the earliest farm sites in the South Arm. The London Farmhouse has heritage value for its historic association with the London family, an important South Arm family which established London's Landing, a small settlement on the river with a wharf from which farm products were shipped and supplies received.

The site includes gardens designed to represent the London family's tenure, along with heritage fruit trees, a reconstructed barn, agricultural equipment exhibits, chicken coop, beehives, community gardens and public amenities. An original slough in the centre of the site has been rehabilitated into a pond providing habitat for birds and waterfowl.

The last Master Plan for the site was developed in 1986 and was never fully implemented. Over time, different elements have been added to the site by the London Heritage Farm Society (the Society) so that the 1986 Master Plan no longer represents the current presentation of the site.

Currently, London Heritage Farm serves to interpret early Richmond's farming and agricultural history through the stories of the London family and other Richmond farmers. The site highlights farm methods and the relationships between the people, land and animals that lived on the farm.

London Heritage Farm Society

The Society is a non-profit Society and Registered Charity established in the 1970's. The Society's original purpose was to contribute to the social, educational and recreational resources of Richmond and to provide opportunities in heritage education, agricultural awareness, outdoor recreation and appreciation of arts and crafts. The Society worked with the City to save the farmhouse prior to the City's purchase of the house along with four acres of farmland for the creation of a park.

The Society has managed operations of the London Heritage Farm Site in conjunction with the City of Richmond since it opened to the public in 1983. Since that time, the Society has overseen most day-to-day operations including the tearoom, gift shop, exhibits and collections, heritage house tours, rentals, allotment and heritage gardens, bees and chickens. The Society currently has one regular part-time staff, 54 members, and contributes 610 volunteer hours to the site.

In 2019, the Society requested that the City take over management of the operations of the heritage house and interpretation of the site. The Society continues to support the maintenance of the perennial and rose gardens, care for the chickens and bees, manage the allotment gardens and conduct an annual plant sale. Staff are working with the Society to determine the potential for future renewed tea service and gift shop sales. This relationship is captured in the five-year operating agreement with the Society which Council approved in January 2018 and the Society signed in December 2020.

Planning Process

The proposed Master Plan for the London Heritage Farm site was developed by staff in collaboration with the London Heritage Farm Society. Planning began with a facilitated workshop with Society board members to explore areas of the site that were working well and features that were missing, or could use improvement. A draft Master Plan was created based on this input, and subsequent drafts of the Plan were shared with the Society Board of Directors for feedback. The Society supports the proposed Master Plan. (Attachment 1)

Additionally, the concepts in the Master Plan were developed in coordination with on-going work on the Steveston Heritage Sites Interpretive Plan. Proposed enhancements and additions both support improving the visitor's park experience and provide opportunities to better share the history of London Farm and Richmond's agricultural heritage.

Master Plan Highlights

The proposed Master Plan retains many of the existing elements of the park and heritage features at London Heritage Farm. The following provides a summary of the changes proposed in the Master Plan. These changes support the following goals:

1. Improve the park experience for drop-in visitors and regular users;
2. Improve accessibility to the site;
3. Add heritage interpretation; and
4. Enhance visibility.

Many elements of the Master Plan are enhancements or additions to existing features which are no longer functioning as they were intended. These include:

- Gravel pathways;
- Garden plantings;
- Site signage;
- Heritage farm equipment displays;
- Park furnishings;
- Parking and vehicle access;
- Site entrance and gating;
- Bee house;
- Chicken coop and run; and
- Bike parking.

New elements include:

- A farm demonstration garden which would add interpretation about agriculture and highlight the original use of the site, as well as disguise the current septic field.
- An outhouse display which would add interpretation of early farm life.
- A vintage farm equipment feature which would offer an interactive, photo opportunity for visitors.
- A heritage-style open pole barn which would provide covered space for park visitors, group programs, and rentals.

- A boardwalk over the pond which would offer opportunities for added interpretation of the dyke and wetlands as well as a new park experience.

Additionally, the Plan introduces the idea of zones for different areas of the site. These zones would help guide future changes to the site to ensure the heritage character is preserved around the London Farmhouse while allowing for the addition of important community amenities in other areas.

Historic Barn Reconstruction and Cost

The approach for the construction and use of a historic barn at London Heritage Farm could be similar to the barn erected in Delta in August 2012. For the Delta project, a hay barn from the early 1900's was given to the Corporation of Delta who then carefully moved it from its location on Tilsbury Island to Hawthorne Grove Park. Part of the project included a barn-raising event which involved the participation of hundreds of local volunteers. The barn was reconstructed with a two-level 8,000 sq ft finished interior that showcases Delta's agricultural history and is currently used for community programs and special event rentals. The project cost for Delta's Harris Barn was reported to be \$600,000 in 2012.

Should an opportunity to relocate and reconstruct a heritage barn arise in Richmond, staff will investigate the opportunities and costs at that time. At this time costing is not provided for this option as more information would be required in order to provide an order of magnitude cost estimate. The 2,500 sq. ft. barn proposed in the London Farm Master Plan is new construction and the order of magnitude cost for this type of barn is estimated to be \$910,000 in 2020 dollars. Any barn would have to be considered in the context of the Major Facilities List.

Next Steps

Should Council endorse the proposed Master Plan, staff will work with the Society to implement some of the smaller changes that are within existing funding sources. These elements include:

- Signage;
- Plantings;
- Heritage display enhancements;
- Chicken coop and bee house enhancements; and
- Entry gate.

The remaining elements of the Plan will require additional dedicated capital and/or operating funding and will be considered as part of future annual budget processes.

Staff will work with the London Heritage Farm Society Board of Directors to identify opportunities to engage volunteers in the development and implementation of all elements of the London Farm Master Plan, including the barn.

Financial Impact

There is no financial impact to the endorsement of the London Heritage Farm Master Plan at this time. \$38,499 is available from a 2017 one-time additional level for interpretive and directional signage at London Heritage Farm. Funding for detailed design, implementation and any operating budget impact will be submitted for Council consideration as part of the budget process.

Conclusion

London Heritage Farm is a significant heritage asset for the City of Richmond. The London Heritage Farm Master Plan offers many opportunities to enhance the existing site to improve the experience of park users. The adoption of the London Heritage Farm Master Plan will help further many Council Terms Goals and the current work on the Steveston Heritage Sites Interpretive Plan.

The addition of an open pole barn at London Heritage Farm as proposed in the London Heritage Farm Master Plan would offer space for new programming and provide a needed City amenity. Further investigation on the approach and feasibility of this structure is required.



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



Jason Chan
Manager, Parks Planning, Design & Construction
(604-233-3341)

Att. 1: London Heritage Farm Master Plan



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The London Heritage Farm Master Plan offers an overall, unified vision for the holistic future renewal of this important, unique, heritage, cultural, park site.

The purpose of the Master Plan process and document is to:

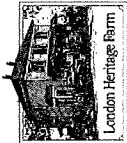
- + Capture input from the London Heritage Farm Society and key City staff on the challenges and opportunities for the existing site in terms of form, function and program.
- + Help set priorities for future site renewal and development
- + Guide capital, grant and operational funding requests towards implementation of future development.

Implementation of the Master Plan will:

- + Be incrementally realized over time as funding becomes available and in co-operation with the London Heritage Farm Society.
- + Require detailed design, offering additional opportunities for consultation and input from the London Heritage Farm Society and key City staff at each step.

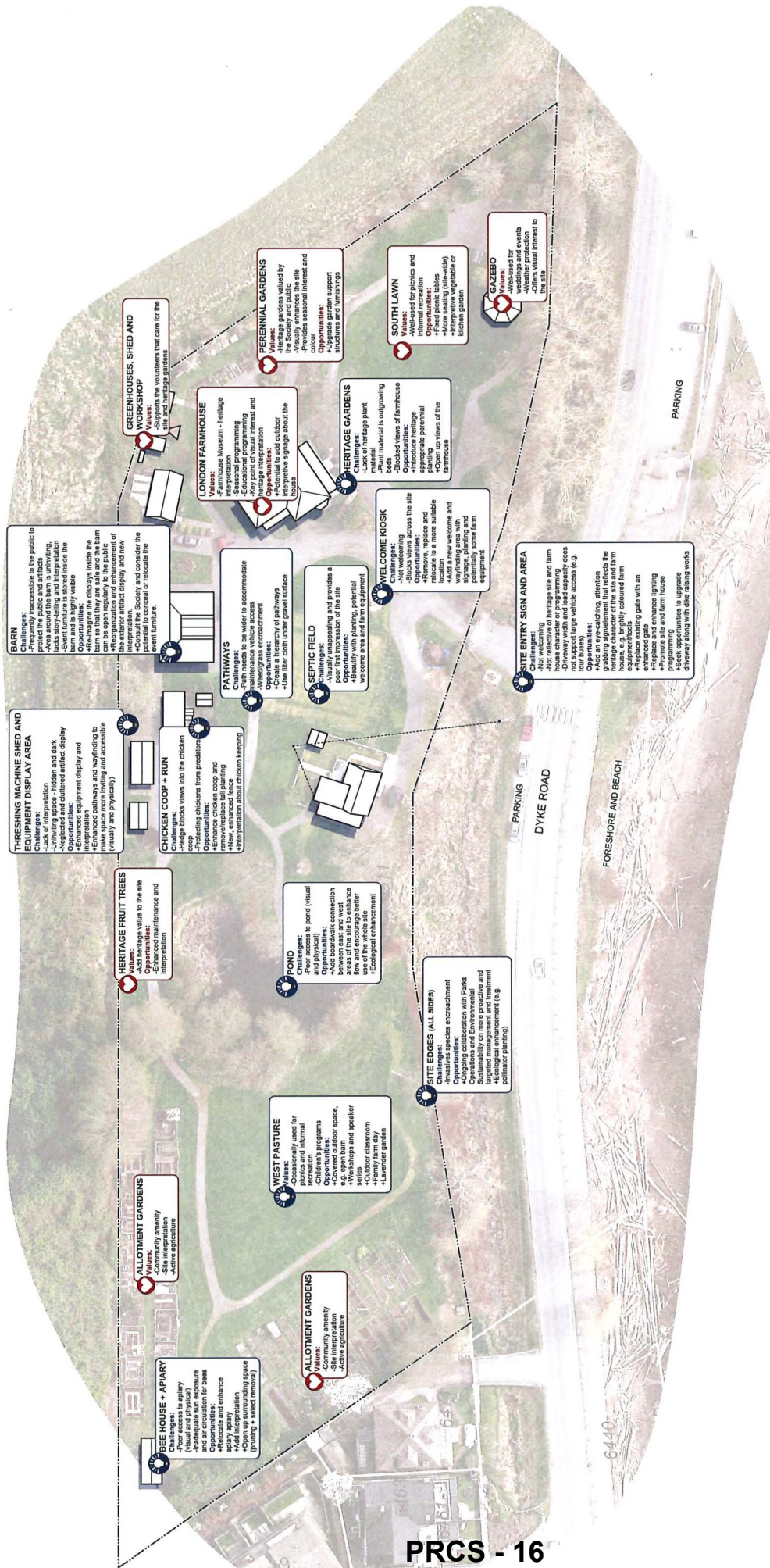
Master Plan time horizon:

- + The London Heritage Farm Master Plan time horizon is 10 years.
- + The Master Plan can be revisited at any time should unanticipated challenges negate aspects of the master plan from being implemented, or opportunities present themselves that are outside of the master plan.



LONDON HERITAGE FARM MASTER PLAN INTRODUCTION

SCALE N/A
DATE: NOVEMBER 13, 2020



LONDON HERITAGE FARM

SITE VALUES, CHALLENGES AND OPPORTUNITIES - BASED ON INPUT FROM SOCIETY WORKSHOP

SCALE 1:350
DATE: DECEMBER 3, 2020





SCALE: 350
DATE: DECEMBER 3, 2020

LONDON HERITAGE FARM UPDATED MASTER PLAN



London Heritage Farm



PRCS - 17

- LEGEND**
- 01 ADDITIONAL SITE IDENTITY AND WAYFINDING SIGNAGE ALONG DYKE ROAD
 - 02 EXISTING PARKING WITH NEW BOLLARDS AND SIGNAGE
 - 03 NEW ENHANCED ENTRY WITH NEW GATE AND SIGN
 - 04 NEW SPITTLE DROP-OFF AREA (TURNING RADIUS TO BE NEW SIGN)
 - 05 NEW SITE WELCOME/VIEW SIGNAGE AND ARRIVAL POINT
 - 06 NEW DEMONSTRATION FARM OF HAY OR OATS
 - 07 OUTLINE OF EXISTING SEPTIC FIELD
 - 08 LONDON FARMHOUSE
 - 09 RENEWED HERITAGE GARDENS AROUND FARMHOUSE
 - 10 NEW OUTHOUSE DISPLAY
 - 11 REDUCED EXISTING GRAVEL PATHROAD
 - 12 EXISTING RETAINED FLEX POND LAWN WITH GAZEBO AND TABLES
 - 13 EXISTING PERENNIAL GARDENS
 - 14 EXISTING HERITAGE GARDEN SUPPORT AREA WITH GREENHOUSES, WORKSHOP AND SHED
 - 15 EXISTING EXPANDED WASTE ENCLOSURE
 - 16 EXISTING ROSE GARDEN
 - 17 NEW AND WIDENED GRAVEL PATHWAY WITH FILTER CLOTH
 - 18 EXISTING BARN
 - 19 ENHANCED CHICKEN COOP AND RUN
 - 20 NEW FARM EQUIPMENT FEATURE ON PAD IN LAWN
 - 21 ENHANCED FARM EQUIPMENT DISPLAY AND INTERPRETATION
 - 22 EXISTING CARETAKERS HOUSE AND GARDEN
 - 23 EXISTING PUBLIC WASHROOMS
 - 24 EXISTING HERITAGE FRUIT TREES WITH ENHANCED INTERPRETATION
 - 25 NEW POWER AND WATER SERVICE AT WEST PASTURE FOR WASHROOM TRAILERS AND/OR FOOD TRUCKS, MIC ON PLAN - EXACT LOCATION TBD.
 - 26 EXISTING ALLIOTMENT GARDENS
 - 27 EXISTING BEE HOUSE, SHED AND RELOCATED APARTY WITH ENHANCED FENCING AND INTERPRETATION
 - 28 NEW MAINTENANCE VEHICLE HAMMERHEAD/TURN AROUND
 - 29 NEW LAVENDER GARDEN
 - 30 EXISTING WEST PASTURE
 - 31 NEW OPEN POLE BARNCOVERED OUTDOOR SPACE, EXACT LOCATION TBD.
 - 32 NEW BOARDWALK POND CROSSING WITH SEATING AREAS AT BOTH ENDS
 - 33 EXISTING POND AND WETLAND WITH ENHANCED INTERPRETATION
 - 34 NEW AND EXPANDED BIKE PARKING WITH POTENTIAL WEATHER PROTECTION



- LEGEND**
- ENTRY ZONE**
 - SUGGESTED PROGRAM:
 - SITE IDENTIFICATION SIGNAGE
 - WAYFINDING (SITE MAP)
 - FAMILY PICNIC ZONE**
 - SUGGESTED PROGRAM:
 - PICNICKING
 - SITTING AND RELAXING
 - WEDDINGS AND SMALL GATHERINGS
 - HERITAGE INTERPRETATION ZONE**
 - SUGGESTED PROGRAM:
 - SIGNAGE AND INTERACTIVE DISPLAYS
 - SELF-GUIDED TOURS
 - POND AND WETLAND ZONE**
 - SUGGESTED PROGRAM:
 - NATURE INTERPRETATION
 - SITTING AND RELAXING
 - COMMUNITY EDUCATION AND ENGAGEMENT ZONE**
 - SUGGESTED PROGRAM:
 - ALLOTMENT GARDENS
 - POLLINATOR LAVENDER FIELDS
 - PLANT AND FARM SALES
 - PICNICKING
 - INFORMAL RECREATION
 - FUNCTIONAL ZONES**
 - STORAGE
 - COVERED BUILDINGS TO SUPPORT SITE FUNCTIONS
 - SEPTIC
 - CARETAKER

SITE PROGRAM ZONES

PRCS - 18



ALLOTMENT GARDENS



SEASONAL FARM AND PLANT SALES



LAVENDER GARDEN



COVERED OUTDOOR SPACE/OPEN POLE BARN FOR WORKSHOPS AND SEASONAL EVENTS



BOARDWALK CROSSING



SEATING AND POND VIEWS

POND AND WETLAND ZONE



ENHANCED CHICKEN RUN



FARM EQUIPMENT FEATURE

HERITAGE INTERPRETATION ZONE



FARM DEMONSTRATION



RENEWED INTERPRETIVE SIGNS



FARM-INSPIRED ENTRY SIGN

ENTRY ZONE



WEDDINGS AND EVENTS



LAWN GAMES AND SEATING



PICNICS

FAMILY PICNIC ZONE



LONDON HERITAGE FARM SITE ZONES AND PROGRAMMING

SCALE: 600
DATE: DECEMBER 3, 2020





- LEGEND**
- NEW OR ENHANCED VISUAL POINT OF INTEREST
 - + FARM EQUIPMENT DISPLAY
 - + OUTDOOR COVERED AREA
 - + LAVENDER GARDEN
 - NEW OR ENHANCED INFORMATIONAL SIGNS
 - SUGGESTED NEW OR ENHANCED SEATING LOCATIONS
 - + COMFORTABLE BENCH WITH BACK AND ARM RESTS
 - + ADIRONDACK CHAIRS IN OPEN LAWN AREAS

POINTS OF INTEREST



SITE IDENTIFICATION SIGN WITH EYE-CATCHING, ATTENTION GRABBING COLOURS

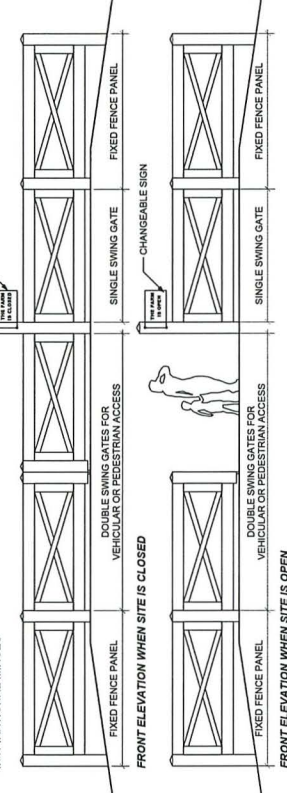


INCORPORATION OF FARM EQUIPMENT

FARM-INSPIRED ENTRY SIGN PRECEDENTS



INSPIRATIONAL IMAGES



PRELIMINARY ENTRY FENCE AND GATE CONCEPT



ADIRONDACK CHAIRS ON LAWN AREAS



COMFORTABLE BENCH WITH BACK AND ARM RESTS

SUGGESTED SEATING TYPES



LONDON HERITAGE FARM POTENTIAL NEW/ENHANCED POINTS OF INTEREST AND PRELIMINARY ENTRY AND SEATING CONCEPTS





City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services
Committee

From: Marie Fenwick
Director, Arts, Culture and Heritage Services

Re: **First Nations Bunkhouse Program Plan**

Date: October 14, 2020

File: 11-7141-01/2020-Vol
01

Staff Recommendation

That the proposed program plan for the First Nations Bunkhouse as detailed in the staff report titled "First Nations Bunkhouse Program Plan," dated October 14, 2020 from the Director, Arts, Culture and Heritage Services be endorsed to guide future planning and a capital submission for the First Nations Bunkhouse.

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

Att. 2

| REPORT CONCURRENCE | | |
|---|-------------------------------------|---------------------------------------|
| ROUTED TO: | CONCURRENCE | CONCURRENCE OF GENERAL MANAGER |
| Intergovernmental Relations & Protocol Unit | <input checked="" type="checkbox"/> | |
| Community Social Development | <input checked="" type="checkbox"/> | |
| Facility Services & Project Development | <input checked="" type="checkbox"/> | |
| Policy Planning | <input checked="" type="checkbox"/> | |
| SENIOR STAFF REPORT REVIEW | INITIALS: | APPROVED BY CAO |

Staff Report

Origin

On June 22, 2020 staff received the following referral from Council:

That staff be directed to propose by November 1, 2020 an implementation plan to include timelines, cost estimates, and cultural heritage value for the restoration of the First Nations Bunk House located at the Britannia Heritage Shipyards site being an opportunity pursuant to item #3 of Strategic Direction One of the Richmond Cultural Harmony Plan 2019-2029 report.

On January 30, 2018 staff received the following referral from Parks, Recreation, and Cultural Services Committee:

That staff examine the potential to incorporate First Nations' house posts at the entrance of the First Nations Bunkhouse at Britannia Shipyards National Historic Site and report back.

The purpose of this report is to respond to these referrals and present a proposed program plan for the First Nations Bunkhouse at Britannia Shipyards National Historic Site.

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.

3.2 Enhance arts and cultural programs and activities.

3.4 Celebrate Richmond's unique and diverse history and heritage.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

6.4 Recognize Richmond's history and heritage through preservation, protection and interpretation.

Restoring and interpreting the First Nations Bunkhouse also supports the following objectives set out in the *Richmond Cultural Harmony Plan*:

Strategic Direction #1: Intercultural Connections

- 1.1 Continue to recognize and celebrate Richmond's diverse cultures and unique heritage through intercultural celebrations and events.

- 1.2 Develop and implement a neighbourhood approach to facilitating positive intercultural exchange and understanding between Richmond's diverse cultural communities, such as community-based dialogues, storytelling, and sharing of art, food, and music.

Strategic Direction #5: Programs and Services

- 5.4 Strengthen relationships with various cultural and ethnic communities in order to integrate their arts, cultural and heritage practices into the City's programs and events.

Analysis

First Nations Context

For thousands of years, First Nations up and down the BC coast celebrated a rich cultural heritage with fishing being a central element. Supported by harvests from the sea and rivers, First Nations people developed highly technical skills for fishing and boat construction.¹

During the late 1800s and early 1900s much of this rich cultural heritage was lost due to the impacts of European settlement and colonialism. Populations decimated from sickness, outlawed potlaches, the introduction of residential schools, restricted fishing rights, banned Indigenous fishing methods and the rapid growth of the commercial fishing industry created significant losses of First Nations cultural heritage and limited First Nations peoples' capacity to sustain their communities.²

First Nations participation in BC's fishing industry is set against this backdrop. With limitations on means of sustaining themselves, First Nations people were forced to find other means within growing colonial industries. Fishing companies employed First Nations peoples as fishermen or cannery labour at low wages.³

In the early 1900s, the fishing industry of Steveston relied on a uniquely diverse workforce that was divided on the basis of gender and ethnicity. Individuals of European descent were generally in positions of greater authority and greater pay. Men of Japanese background were valued for their fishing and boat building skills and, along with their wives and children who often worked in canneries, played an important role in the industry. Chinese men provided essential cannery labour at low wages. These people, along with First Nations, made up the community built to support the fishing industry in Steveston. Over time, this diverse community developed unique ways of working together and built relationships that supported each other through difficult times.

¹ *Aboriginal Fisheries in BC*, UBC First Nations and Indigenous Studies, 2009
https://indigenousfoundations.arts.ubc.ca/aboriginal_fisheries_in_british_columbia/

² *Aboriginal Rights: Fishing*, BC Treaty Commission, 2020
<http://www.bctreaty.ca/fishing#:~:text=In%201894%2C%20Fisheries%20regulations%20were,%E2%80%94%20without%20seeking%20permission'>

³ *Aboriginal Fisheries in BC*, UBC First Nations and Indigenous Studies, 2009
https://indigenousfoundations.arts.ubc.ca/aboriginal_fisheries_in_british_columbia/

Fraser River canneries drew large numbers of First Nations workers from the north and south coast of BC and Vancouver Island. A recent research report by the Gulf of Georgia Cannery Society shows that families from more than 16 First Nations came to the south Fraser River area to participate in the fishing industry. In the report, Edward Debeck describes the working and living conditions in the early 1900s at the Scottish Canadian Cannery in Steveston noting, “great canoes 50ft and over, spread to an 8ft beam, each with 4 sails, wing and wing. Some came all the way from the Skeena and Queen Charlottes...”⁴

First Nations people generally worked for fishing companies as house groups, with significant populations of First Nations migrating to canneries during sockeye fishing season in July and August.⁵ Canneries provided seasonal housing where, in addition to working for the cannery, people could harvest and preserve local food items, for home and winter use and for trade⁶ (Attachment 1).

First Nations Bunkhouse at Britannia Shipyards

The building currently referred to as the First Nations Bunkhouse is considered to be the only structure of its kind remaining on the BC coast (Attachment 2). It measures approximately 31' x 116', has a unique gable roof, wooden drainage gutters, and is constructed of vertical red cedar board and batten siding secured with square cut iron nails. It may have originally stood on 3' pilings before the land was in-filled and had a cedar shingle roof, plank flooring inside, eight small square windows, and one central doorway on the south face.⁷ Dendrochronology testing concluded that the building materials date to 1885.⁸

Like many buildings used in the fishing and canning industries, the First Nations Bunkhouse was used for multiple functions over the years. It is believed it was originally used as a residence for First Nations cannery workers because of the resemblance to First Nations housing at other BC canneries. It is unknown which First Nations peoples may have used this specific building and it is likely that it was used by different groups over time (Attachment 2).

Since one canning company often owned several canneries, it was regular practice for companies to move and re-use buildings between canneries as the need arose. The original location of the building was on a slough farther inland, south of Dyke Road in Steveston. In the late 1940s, the Anglo-British Columbia Packing Company relocated the building to the current Britannia Shipyards site, likely to support its Phoenix Cannery operations. However, it is not known who originally built the structure or which cannery it may have been associated with at the time of First Nations use.⁹

⁴ *Report on First Nations Involvement in the Fishing and Canning Industry in the Steveston Area*, Gulf of Georgia Cannery Society, 2020

⁵ *Tangled Webs of History: Indians and the Law in Canada's Pacific Coast Fisheries*, Dianne Newell, 1993

⁶ *Tangled Webs of History: Indians and the Law in Canada's Pacific Coast Fisheries*, Dianne Newell, 1993

⁷ *A Heritage Overview of "Area E" of the Britannia Waterfront*, Leonard Ham, 1988, p. 15

⁸ *Some Tree-Ring Dates for Buildings at the Britannia Heritage Shipyard*, M.L. Parker, 1992

⁹ *A Heritage Overview of "Area E" of the Britannia Waterfront*, Leonard Ham, 1988, p. 15

After its relocation and during its remaining years of operation, the building was used primarily for gear and net storage, divided into eight storage lockers with added partition walls inside and eight sliding square doors for access.¹⁰

In the 1991 Agenda Paper produced by the Historic Sites and Monuments Board of Canada, the building was considered of significant heritage value and was included in the National Historic Site designation for Britannia Shipyards. The 2016 Statement of Significance indicates, "...the First Nations Bunkhouse is important for its historical, aesthetic, cultural, and social values, particularly for its association with First Nations working in the fishing and canning industries, and for its potential to interpret this history." Additionally, the building is important for its early construction date, and as a possible rare example of this type of communal dwelling, likely the last surviving First Nations residence associated with the Steveston canneries.

Currently, the structure is heavily deteriorated, with temporary measures having been previously implemented to stabilize the structure from collapse. The building is currently unsafe to occupy and is surrounded by a chain link fence to ensure public safety. It was identified within the previous condition assessment, that none of the existing elements of this building are suitable to be reused within a rehabilitated structure, however some key elements could be retained for the purposes of an interpretive exhibit.

Facility Name and Architectural Cultural Heritage

Over the years, the building has been called many names. Recently, it has been referred to as a "bunkhouse." A "bunkhouse" is similar to a barracks with multiple individuals (often unrelated men) using it for sleeping quarters. It is unlikely this building would have functioned as a bunkhouse, because First Nations people who worked for the canneries during the summer season generally came in groups and would have lived together.¹¹

While the building cannot be considered a "bunkhouse", it can neither be considered a traditional First Nations living space, such as a "longhouse" or "smokehouse". These traditional residences are central elements of First Nations communities and are built as lasting structures for specific family clans or communal use. Houseposts are sacred poles carrying the crest images belonging to the heads of a House and are typical elements of longhouses.¹² Longhouses and houseposts play an important role in First Nations cultural heritage, not only to provide shelter, but as a means of preserving and passing along traditional knowledge and practices and recognizing family ancestry.

According to staff's research findings and advice from the Heritage Manager at the First People's Cultural Council, it is important to understand that the First Nations building at the Britannia Shipyard site was built to support cannery company work and not as part of a First Nations traditional community. Therefore, it would not be appropriate to refer to the First Nations Bunkhouse as a longhouse nor to add a housepost to the structure.

¹⁰ *Buildings on the Britannia Shipyard Property Richmond, British Columbia*, David Lee, 1991 p. 591

¹¹ *Tangled Webs of History: Indians and the Law in Canada's Pacific Coast Fisheries*, Dianne Newell, 1993

¹² *Background Information, First Nations of British Columbia*, Museum of Anthropology, 2014

At this time, staff recommend continuing to refer to the building as the First Nations Bunkhouse for planning purposes. Through the program planning process and engagement with First Nations communities, a more suitable name may emerge and will be brought forward for Council's consideration.

Proposed First Nations Bunkhouse Program Plan

Interpretative Use

Currently, within Richmond and across BC, few experiences offer the public an opportunity to learn about the history and heritage of First Nations in the fishing industry. The First Nations Bunkhouse offers a unique opportunity to address this gap. For this reason, it would be ideal for interpretive use, complementing the existing experiences at the Britannia Shipyard.

The First Nations Bunkhouse is well suited to offer interpretation of First Nations lived experiences in cannery residences and working in Steveston's fishing and canning industries. In addition to colonial First Nations fishing stories, the space offers opportunities to share traditional cultural practices to create a broader understanding of First Nations heritage. Sharing these stories should be done in a manner complementary to existing interpretation at the Britannia Shipyards such as that presented in the Chinese Bunkhouse, Men's Bunkhouse, Manager's House, and Murakami House. Sharing these stories would tell a more complete story of early Steveston and provide a fuller visitor experience at the Britannia Shipyards site.

First Nations interpretation in the First Nations Bunkhouse would greatly add to the experience of the Britannia Shipyards, drawing new visitors and attracting tourists. Additionally, this interpretation would provide a rich opportunity for educational programming to compliment the BC school curriculum. These support the goals of the *Britannia Shipyards National Historic Site Strategic Development Plan*, endorsed by Council July 2018, to enhance the quality of the visitor experience, and continue heritage restoration and interpretation.

In alignment with current best practices in the museum and heritage field, staff will work with First Nations communities who historically came to Steveston to participate in the fishing industry to provide an opportunity for them to share their own stories.

The development of exhibits and programs will be done in collaboration with First Nations knowledge keepers. In addition to or in place of traditional text panels and display cases, exhibits and programming in and around the First Nations Bunkhouse building might include artistic pieces, oral story-telling in-person or through digital technology, demonstrations of canoe carving or salmon drying, among others.

Preliminary engagement with the Musqueam Indian Band for interpreting this space has begun and they have expressed an interest in participating in the process. In addition to the Musqueam Indian Band, First Nations identified as participating in the Fraser River commercial fishery will be engaged. Those who self-identify as having an association with Steveston canneries will be invited to participate in the interpretive planning process. It is expected that engagement may take longer than usual, in light of COVID-19 restrictions and First Nations organizations capacity to participate in this process.

In addition to First Nations peoples, local community groups will be invited to participate in this process. Specifically, the Britannia Shipyards National Historic Site Society, the Gulf of Georgia Cannery Society, the Richmond Intercultural Advisory Committee, and Richmond School District. Additional groups may be identified through the planning process.

Supporting the *Richmond Cultural Harmony Plan*

As stated in the 2019 *Richmond Cultural Harmony Plan*, its purpose is to, “identify innovative and collaborative approaches to strengthen intercultural connections among Richmond residents.” Additionally, the intention of the Plan is to “demonstrate the City’s leadership in building on its social inclusion practices” and “respond to the evolving needs of Richmond’s increasingly diverse population, which includes long-time residents, immigrants, newcomers, and Indigenous peoples.”

The proposed program plan for the First Nations Bunkhouse and associated engagement with First Nations peoples in its development, would support the intentions of the *Richmond Cultural Harmony Plan* by:

- 1) building bridges with First Nations communities;
- 2) helping Richmond residents better understand the context of First Nations history and heritage in BC; and
- 3) offering new opportunities for anti-racism education in Richmond.

Restoring and interpreting the First Nations Bunkhouse would honour the spirit of the Truth and Reconciliation Commission’s Calls to Action by shedding light on the seldom-told stories of First Nations and the fishing industry and by telling these stories through words of First Nations peoples. Sharing these stories can help the public better understand the systemic racism that was part of Canada’s fishing industry and the current fishing rights of First Nations peoples.

Additionally, both the process around and results of interpretation of the First Nations Bunkhouse would support recommendations made by the First Peoples’ Cultural Council in their 2019 Policy Paper, *Recognizing and Including Indigenous Cultural Heritage in B.C.* and the *Report on the First Peoples’ Cultural Council Indigenous Cultural Heritage Forum* published in 2020. In seeking to advance First Nations peoples’ cultural heritage in BC, both of these reports stress the need for anti-racism education, providing opportunities for First Nations peoples to tell their own stories, and “working with Indigenous Peoples and all federal, provincial, and municipal agencies to revise narrow, inaccurate, and harmful interpretations of Indigenous Peoples and histories.”

Implementation Costs and Timeline

Order of Magnitude costing (2021 dollars) for this project is estimated at:

| | |
|--|--|
| Like-for-like reconstruction of the First Nations Bunkhouse building | \$1,600,000 |
| Building improvements to suit a future program (HVAC, plumbing, electrical, building envelope, etc.) | \$ 450,000 |
| Implementation of interpretive programming | To Be Determined |
| Total Building Costs | \$2,050,000 plus implementation of interpretive programming |

Facility and program related annual operating costs will be determined once a program is confirmed.

Funding for interpretive program planning and First Nations engagement is available through existing budgets.

External funding for this project may be available through two heritage funding programs, the Heritage BC's Heritage Legacy Fund which offers matching funding up to \$25,000 and Parks Canada's National Cost-Sharing Program for Heritage Places which offers matching funding up to \$100,000.

Pending Council approval of this report, staff anticipate refining the interior space program throughout 2021 in order to prepare a capital submission, including operating budget impact, as part of the annual budget process. This timeline will be dependent on the availability and participation of First Nations communities.

Following the approval of an interior space program, the estimated duration of construction, exhibit design and development is approximately two to three years.

Financial Impact

None.

Conclusion

The First Nations Bunkhouse building is unique in Canada and is of significant heritage value because of its association with First Nations peoples who worked in the fishing industry. Offering interpretation of First Nations stories in the space will not only enhance the visitor experience at the Britannia Shipyards, but also bring to light lesser-told stories of First Nations participation in Steveston's fishing industry. Bringing to light these stories and working with First Nations peoples to do this work can contribute to First Nations reconciliation and advance anti-racism education.



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- Att. 1: First Nations Camp at Imperial Cannery, 1913
2: First Nations Bunkhouse Statement of Significance, 2016



Canneries, Hawaiian Quarries. 784

**First Nations Bunkhouse
Britannia Heritage Shipyard National Historic Site
Statement of Significance**

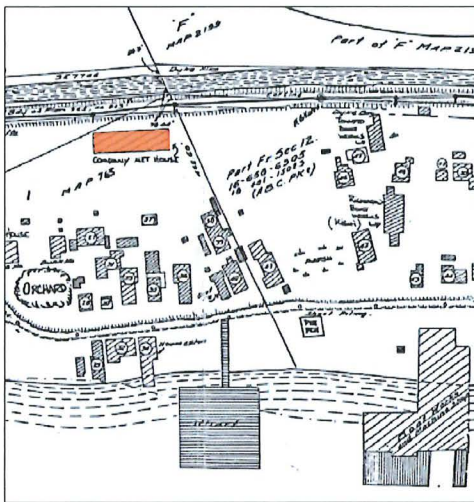
c.1895

5180 Westwater Drive, Richmond, BC

Description

The First Nations Bunkhouse is a one-storey, long, narrow wooden structure with a gable roof, wood gutters and board and batten siding, situated north of and parallel to the boardwalk at Britannia Shipyard.

The First Nations Bunkhouse is part of Britannia Heritage Shipyard National Historic site, which was declared a National Historic Site in 1991 and opened as a city park in 1995.



Waterworks Atlas Map showing the original location of the First Nations Bunkhouse on the Phoenix Cannery property, 1936. (Richmond Archives 1997-15-9)



Values

The First Nations Bunkhouse is important for its historical, aesthetic, cultural and social values, particularly for its association with First Nations working in the fishing and canning industries, and for its potential to interpret this history.

The First Nations Bunkhouse is important for its early construction date, around 1895, as a dwelling for First Nations workers employed by the Phoenix Cannery, and as a rare example of this type of communal dwelling, likely the last surviving First Nations residence associated with the Steveston canneries.

The First Nations Bunkhouse is significant for its association with First Nations working in the fishing and canning industries, where they initially comprised the majority of the work force. Traveling by canoe

First Nations Bunkhouse Statement of Significance

early in the season from areas up and down the BC coast, First Nations followed a seasonal work pattern that brought them to the canneries, to farm fields, and back to their traditional territory in the winter off-season. First Nations men were fishermen, while Native women were sought for constructing and mending nets and working on the salmon canning lines.

Accommodation according to racial divisions was part of life in the canneries, and this is reflected at Britannia. Canneries had separate living quarters for First Nations, Japanese, Chinese and Europeans. As with many in the work force, First Nations cannery workers lived communally, first in village sites and later in housing provided by the canneries.

Considered to have a similar appearance to First Nations longhouses, the building form is important for its ability to communicate the communal living conditions and lifestyle common to First Nations, seen in its long, low rectangular form with evidence of multiple door and window openings. First Nations huts had openings for indoor fire ventilation and smokehouses for salmon and eulachons. Constructed of common materials including vertical red cedar board and batten siding and originally secured with square cut iron nails, the building is rare and intact example of First Nations cannery housing.

Ongoing relocation and re-purposing of buildings was common in the fishing and canning industry. The First Nations bunkhouse was originally located on pilings further north along the main dyke, near a previously existing slough, and later used for net storage. Some time between 1942 and 1946, it was moved forward to its present location.

The structure is an integral part of the Britannia site as it helps to tell the complete story of the fishing industry on the west coast.

Character-defining Elements

Site and setting

- Location north of and parallel to the historical boardwalk

Building

- Remnant of original building cluster pattern
- Simple rectangular building form and horizontal massing
- Gable roof with wood shingle and remnants of wood gutters
- Weathered vertical board and batten siding on the exterior
- Wood door
- Visible indication of former window and door openings

Intangible cultural features

- Oral histories

Britannia Shipyard
Statement of Significance

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