



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee

Date: June 27, 2016

From: Jane Fernyhough
Director, Arts, Culture and Heritage Services

File: 11-7000-01/2016-Vol 01

Re: Phoenix Net Loft Feasibility Study

Staff Recommendations

1. That a feasibility study be completed for the Phoenix Net Loft for future use as an artist creation and support space, and other uses as outlined in the report titled "Phoenix Net Loft Feasibility Study" dated June 27, 2016 from the Director, Arts, Culture and Heritage Services;
2. That the City's 5 Year Financial Plan (2016-2020) be amended to include the feasibility study in the amount of \$100,000, to be funded from the Rate Stabilization Account;
3. That an application for the feasibility study for the Phoenix Net Loft be submitted to the Canada Cultural Spaces Fund through the Department of Canadian Heritage; and,
4. That the Chief Administrative Officer and the General Manager of Community Services, be authorized to enter into funding agreements with the Government of Canada for the above mentioned project should it be approved for funding by the Government of Canada.

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

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Intergovernmental Relations and Protocol	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Project Development	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: DW	APPROVED BY CAO

Staff Report

Origin

At the Parks, Recreation and Cultural Services Committee on July 18, 2013 the following referrals were made:

That the following be referred to staff:

1) Potential use of the Phoenix Gillnet Loft Building as an Arts Centre and other uses, including a restaurant, with potential funding from the newly established \$4.3 million Statutory Reserve Fund for Arts, Culture and Heritage Capital purposes; and

2) Potential moorage from the Phoenix Net Loft to Phoenix Pond and possibly new deck construction on old piles in the adjacent area, outside of any red zone habitat, immediately west of the Phoenix Gillnet Loft to where the Phoenix Cannery once stood.

This report responds to part one (1) of this referral. Part two (2) of the referral will be the subject of a subsequent report to Council.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.

Background

In April 2016 Council received a memo regarding the Phoenix Net Loft (Attachment 1) with background information on the historical significance of the Net Loft as well as an update on the status of the report to Council regarding its' repair and restoration. Staff are waiting for the Province to conclude the consultations with First Nations and for the Province to enter into a longer term agreement before bringing a report forward on future repair and restoration of the Net Loft.

In addition to the referral above, staff were also requested by the Steveston Historic Sites Building Committee (SHSBC) to consider the future use of the Phoenix Net Loft as outlined in the Phoenix Net Loft Artists' Market concept report done by Mark Glavina in 2001 (Attachment 2). The concept document contains a list of types of creation and support spaces that could be considered such as; artists' studios, performance, entertainment and exhibition space, artists market, education and lecture hall, cultural interpretive centre, supplies and frame shop.

Analysis

A feasibility study and program plan will first analyse the viability of the concept proposal in this location and, if viable, outline the program and conditions that will accomplish the concept proposal and lead to a design and costing of the tenant improvements required. A program plan

will help inform the detailed design of the repair and restoration phase so any peculiarities can be built into the design and construction to realize any cost savings in the tenant improvement phase at a later date. The feasibility study and program plan will also provide a cost for the tenant improvements and identify and address any potential limitations of the building for future uses. A report will be brought back to Council with the results of the feasibility study for direction on future uses of the Phoenix Net Loft.

As the City is awaiting confirmation that the Province will grant a long term agreement for the water lot, it is recommended that the feasibility study and program plan for the artist market concept and other uses be commenced immediately in order to be ready to inform the detailed design of the repair and restoration phase. The implementation (construction) phase would start upon receiving Council approval on the recommendation(s) of the feasibility study. The anticipated durations for the implementation phase are shown in the table below:

Activity	Duration (months)	Comments
Feasibility Study	5	
Design Development	5	May overlap with Facility Study
Permitting, Tender	2	
Construction	14	
Total	26	

The cost to complete the feasibility study and program plan for the Phoenix Net Loft is estimated to be \$100,000.

Potential Grant Opportunity

The Canada Cultural Spaces Fund (CCSF), through the Department of Canadian Heritage, supports the improvement of physical conditions for artistic creativity and innovation. The fund supports the improvement, renovation and construction of arts and heritage facilities, as well as the acquisition of specialized equipment. As part of the 2016 budget, the Federal Government announced an increase in funding for cultural infrastructure through the Canada Cultural Spaces Fund and as of May 1, 2016, public art and feasibility studies are now eligible for support. This fund will pay up to 50% of the feasibility study. The projects approved in 2016 must be completed by March 31, 2017. Should the grant application be successful, the funding would be returned to the Rate Stabilization Fund.

A successful application for a feasibility study could be the basis for a submission in 2017 for the tenant improvements. The CCSF will only fund specialized construction components which support the work of professional artists and museums, with the objective of increasing opportunity and access by the public. The heritage restoration and other construction components of this building do not qualify for CCSF funding. The intention, once the feasibility study and program plan is completed and approved by Council, would be to apply for capital funding to the

June 27, 2016

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CCSF, as well as to other senior government programs. The Federal Government, from multiple funding programs, can pay up to a maximum of 50% of all eligible capital cost of this project.

It is recommended that an application be submitted for the feasibility study for the Phoenix Net Loft for the Artist Market Concept.

Should the submission be successful, the City would be required to enter into funding agreements with the Government of Canada. These agreements are standard forms, provided by the Federal Government, that include an indemnity and release in favour of the Federal Government.

Financial Impact

\$100,000 from the Rate Stabilization Account is to be allocated for the feasibility study and program plan for an "Artists Market" concept and other uses.

Conclusion

A feasibility study and program plan for future uses of the Phoenix Net Loft is required to inform the detailed design and restoration in order to ensure that Phase 1, restoration and repair work, does not compromise, and in fact advances if possible, any tenant improvements required for Phase 2, future uses. An application to the Canada Cultural Spaces Fund to fund up to 50% of the feasibility study for the Phoenix Net Lot is recommended.



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

- Att. 1: Memo to Council, dated April 21, 2016 re: Phoenix Net Loft
- 2: Phoenix Net Loft Artists' Market Concept Plan



**City of
Richmond**

Confidential
Memorandum
Community Services Division

To: Mayor and Councillors
From: Dave Semple
General Manager, Interagency Programs and
Steveston Waterfront Major Initiatives
Date: April 21, 2016
File: 01-7000-01/2016-Vol 01
Re: **Phoenix Net Loft**

Staff have been preparing a report for Council's consideration on the restoration of the Phoenix Net Loft. The Phoenix Net Loft is on a Provincial Water Lot which is currently leased to the City from the Province. Given some new information on the provincial water lot lease process, staff will be delaying the report. The information below provides some background.

Background

The heritage value of the Phoenix Gillnet Loft is found in its historical association to the canning and fishing industries in Steveston. Constructed circa 1943, a later date than the original cannery buildings, the Net Loft was part of the Phoenix Cannery built by Marshall English in 1882 and provides an understanding of the evolution of the cannery site.

The Net Loft is one of the last surviving structures associated with the Phoenix Cannery. The use, repair and storage of fishing nets was an integral part of the fishing industry, and the Net Loft has aesthetic value as a good example of a structure constructed solely as a net mending and storage facility. Its massive size, large internal space, and wood piling foundation as a response to its location on the riverfront represent its use as a net loft. It operated as a net storage and repair facility until the early 2000's when the City acquired the building from BC Packers as part of the rezoning considerations.

The Steveston Historic Sites Building Committee (SHSBC), whose mandate was expanded by Council in February 2016, is to advise and provide input into the development of the program for the Seine Net Loft facilities and the stories to be told in the exhibits, and guide the focus of the development of the program for the restoration and future use of the Japanese Duplex, the First Nations Building, the Phoenix Gillnet Loft and the Interurban Tram.

In March 2016, the SHSBC examined options for the restoration of the Phoenix Net Loft and reviewed a comprehensive engineering report that was completed in April 2015 for the Net Loft. The report indicated that conservation work is required in order to maintain the integrity of the building.

The Building Committee requested and received a further report from the City's Project Development Department on options for conserving the Phoenix Net Loft along with options for future use.

After considering options, the SHSBC had recommended that the Phoenix Net Loft be restored to a similar quality as the Seine Net Loft and that staff proceed with a feasibility plan to identify options for uses including an Artists Market and other public uses.

Water Lot

As a part of this process, staff were requested by the SHSBC to investigate the water lot licence over which the Net Loft is situated. The water lot, which includes the Phoenix Net Loft, begins at the south foot of No. 1 Road, runs east to the south foot of Railway Avenue, and fronts City owned property.

The term of the current License of Occupation is two (2) years commencing January 1, 2015 until January 1, 2017. On January 1, 2015, the Ministry of Forests, Lands and Natural Resource Operations (FLNR) became responsible for the administration of Crown land in the Lower Fraser River estuary after the expiration of the long standing head leases held by Port Metro Vancouver. Staff have recently received a tenure replacement application from the Province for an additional term. Staff are investigating the willingness of the Province to enter into a longer term agreement as staff have concerns of committing significant capital dollars without a longer term water lot agreement.

According to the letter received from the Province dated March 24, 2016 the First Nations consultation process is anticipated to be in its final stages in the summer of 2016 and at this point, a long term extension seems favorable. The replacement application includes a section for period of projected use and the maximum option identified is 'more than thirty years'.

The use identified in the current License of Occupation is for boat moorage and concrete pier purposes and staff will work to obtain approval from the Province to amend such purpose as necessary. A renewal of the License will be the subject of a future report to Council.

At this point, staff are reluctant to recommend any funding or restoration of the building until we have further confirmation from the Province on the water lot and the First Nations consultation period is concluded. Staff will be taking this concern back to the SHSBC for information and further discussion.

Next Steps

If a positive outcome on the water lot lease is confirmed, staff will promptly proceed with forwarding the SHSBC recommendations on the Phoenix Net Loft for Council consideration.

I will be ready to discuss with Council, before the Closed Council on Monday, April 25, 2016, to answer any questions arising from the memo.

Thank you,

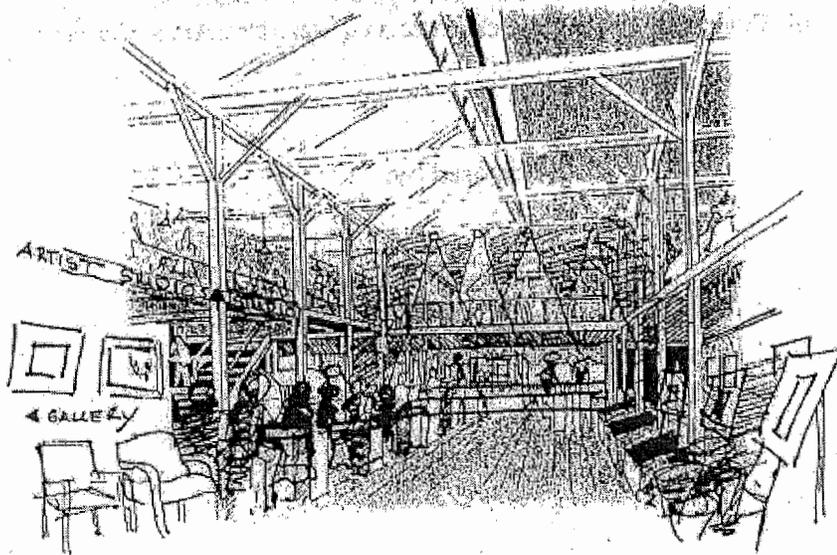
Dave Semple
General Manager, Interagency Programs &
Steveston Major Initiatives

pc: SMT
Kirk Taylor, Senior Manager, Real Estate Service
Jane Fernyhough, Director, Arts, Culture and Heritage Services
Mike Redpath, Senior Manager, Parks

Phoenix Net Loft Artists' Market
Concept Proposal

Phoenix Net Loft Artists' Market

"Self supporting multi-purpose Art Center"



During World War 2, Prime Minister Winston Churchill was told to cut the budget for the arts. To his credit, he refused saying "Then what are we fighting for?"

2337P Waterlots Proposals - Expression of Interest

Expression of interest to develop, manage and maintain the Phoenix
Net Loft Portion of the B.C. Packer site as a Maritime Artist Center

Proposed by:

Mark Glavina & Associates

Friday, August 17, 2001

Mark Glavina
Phoenix Coastal Art
3891 Moncton Street,
Richmond BC
V7E 3A7
P - 604-448-1867
F - 604-448-1861
mark@phoenixcoastalart.com

Introduction

Accept this proposal as an expression of interest for the development, operation and management of the Phoenix Net Loft. This is a brief outline of a strong concept ensuring the legacy of the only surviving historic Building on the BC Packers 47 acre site. This Concept has been planned in harmony with the recently adopted Official Community Plan for the Steveston Area ensuring that *"In the Year 2021, the Steveston Waterfront Neighbourhood will serve as a major home port for the commercial fishing fleet around which will exist a unique community, rich in heritage, in which people will live, work and play, and many others will come to shop and enjoy the recreation, heritage and natural amenities of the area"*.

The major benefits of this proposal are enhanced and unrestricted public access to the waterfront; it will encourage the mixed use of an integrated waterfront and a vital link on the heritage trail between Britannia Shipyards and the planned residential community, ensuring compatibility between land uses. The Phoenix Net Loft will become the historical framework for contemporary use, with a commercial vein, to ensure economic viability for the Arts, Heritage and Culture; as well this will respond to the City of Richmond interests' of economic sustainability and quality of life.

A very strong team has been put together to develop this project with a wide variety of backgrounds to ensure success and compatibility with the city's objectives. The development team varies in experience from architectural, business, marketing, arts, culture and financial.

"Why should you support the arts? It is an economically sound investment. For every dollar that we invest in the arts, we generate seven"

Susan Stern - The Toronto Star

Phoenix Net Loft

Artists' Market

CONCEPT

Think of Granville Island under one roof.....an arts umbrella

The existing Net Loft with imaginative and strategic renovations would become a vital link on the Steveston Heritage Trail, celebrating and encouraging Richmond's Arts and Culture. The proposed use of this facility would include a performance, entertainment and gallery space, a number of working artists' studios, Co-operative Artists' Market for participating artists, drama and dance studios, and a possible cultural interpretative center.

Naturally, emphasis will be placed on maritime themes, with a local flavour for the participating artists such as print makers, glass blowers, potters, fabric artists, painters, sculptors, jewelers, wood carvers, metalsmithing and even the performing arts participants. The opportunity for working artists to share their knowledge as mentors to young aspiring artists would be facilitated through the facility making workshop and studio space accessible to the public.

The facility will incorporate working artist studios retail gallery, entertainment and performance area, education and lecture hall, supplies, frame shop. The application is based on subletting smaller units to professional artists and artisans, as working studios for individuals and groups, guilds or co-operatives. Emphasis will be placed on maritime art with a local flavour encouraging multiple use, such as print makers, glass blowers, potters, fabric artists, painters, sculptures, jewelers, woodworkers and carvers, metalsmithing, dance studio and performing art studio. The facility would provide, all under one roof, a much needed grass root infrastructure to the Artist community, inclusive of cultural and artistic endeavors.

Finally our proposed use insures that this last remaining structure from the BC Packers 47 Acre site will continue to exist as a legacy for our children and grand children. It ensures and encourages public access and participation and, combined with the activities at Britannia Heritage Shipyard, creates a critical mass on the waterfront that would benefit both endeavors

This facility is planned as a for-profit, private endeavor, partnering with the city of Richmond as the property owner. An experienced development team has been put together to ensure credibility, profitability and viability of the concept.

Background

Project lead
Mark Glavina

My experience as a leader in the art community dates back to 1993 when I completed a mural and a sold out Exhibition "River Harvest 1913" at Shady Island Restaurant. I own and operate Phoenix Coastal Art at 3891 Moncton Street in Historic Steveston Village. My business is art!

Our original location is dedicated to promoting and selling a variety of local Art from hand made crafts, ceramic sculpture, woodwork and jewelry to paintings by renowned Richmond artist like Dan Varnals, Adrienne Moore, Donna Baspaly. Excellent commercial success and the demand for art related services have allowed us to expand our current services to a second location The Phoenix Art Workshop. Our new facility will permit us to finally offer an array of art classes and workshops. A two-year waiting list for the children's classes and extensive adult demand for programs demonstrates the need for this type of resource in our community. Our new location will be home to our very popular picture framing service, as well as a new 1000sq foot gallery space. This new endeavor will allow our first location to expand its art supply inventory to meet the growing needs of the community. The need for additional classroom space and workshop facilities is anticipated for the year 2003.

I have been always been involved with local heritage groups, believing that they are a key link to our cultural ties and identity as a community. My strong belief in the survival of our community's identity has been demonstrated through my commitment to the planning process over the past five years. My understanding of sustainable communities, balancing the community's need and economic viability is the strongest asset I bring to this process.

In 1995 I was commissioned to paint a mural of Fin Slough at Broadmoor Mall and have recently completed a mural at Homma Elementary with the co-operation of the student body as an educational experience. For the Past five years I have co-curated the exhibitions at the Gull of Georgia Cannery, drawing artists to Steveston from all over the lower mainland. And in 1998 I opened Phoenix Coastal Art as part of my commitment to the arts in this amazing community.

I am confident I have put together an excellent project development team with a strong and creative concept.

Benefits

- Unrestricted Public Access to the Waterfront
- Heritage legacy accessible to the public
- Creates a economically viable Cultural Legacy
- Adheres to the O.C.P.
- Lends itself to the village atmosphere with an integrated waterfront
- Long term retention of the unique character of a waterfront building
- Co-existence with maritime activity along the water's edge
- Creates a critical mass of unique activity complementing Britannia Heritage Shipyards
- Promotes local visual and performing arts in a variety of disciplines
- Meets and exceeds the city's objective of economic viability and re-use of our heritage resource
- Permits educational opportunities for our community
- Stimulates the local economy
- Enhances the Steveston's business center rather than competes
- A vital link on the heritage trail between Britannia Shipyards and the planned residential community, ensuring compatibility between land uses
- It ensures and encourages public access and participation
- Is sensitive to the local environment and river habitat
- The Benefits of Granville Island under one roof in our own community

Development team

Mark Glavina
Phoenix Coastal Art
3891 Moncton Street
V7E 3A7

Local Business owner and operator
Steveston resident, artist and educator

John Uren
11931 Fourth Ave
Richmond BC
V7E 3H4

Marketing consultant, founder and
president of Cannery Channel Tours and
former Marketing consultant for the
Stratford Festival and Expo 67

Royal Bank of Canada
6400 #3 Road
Richmond BC
V6Y 2C2

Al Hailey
Loans Officer, Business development

Mary Gazetas
6911 #3 Road
Richmond BC
V6Y 2C1

Graduate of Montreal's National Theater
School and 16 years working for the
City of Richmond in the Cultural and
Heritage Field

Hotson Baker Architects
Bruce Haden
604-255-1169

Project developer for Granville Island
Lonsdale Quay and Richmond City Hall
and National Heritage Advisors with
extensive experience in heritage
development of this kind

Rob Smith & Co
Structure Consultants Ltd
303-1226 Homer St
V6B 2Y5

Structural Engineers with particular
experience with Steveston's waterfront
properties

Don Pepper & Associated
6-3555 Westminster Hwy
Richmond BC
V7C 5P6

Steveston Fisherman, Economist and
retired educator and Author

Peter Findlay
CFD Investments
Venture Capital
19 B Fourth Ave.
Ottawa, K1S 2K5

Venture Capital

Attachment 3
B.C. Packers
Land Use Map

	Residential
	Maritime Mixed Use
	Commercial
	Public Open Space
	Unretained Continuous Public Access ^a
	Public Road
	Approximate Shoreline
	Approximate Line of Buildings and/or Structures
	Heritage (Proposed)
	Community Billboard Use
	Parking associated with maritime mixed uses and limited public parking

^a Note: The trail should be located on the water side of any structures which extend over the water.

Steveston
 Official
 Community Plan

Original Adoption: March 15, 1999

