

NO: R132

COUNCIL DATE: June 24, 2019

REGULAR COUNCIL

TO: Mayor & Council **DATE: June 19, 2019**

FROM: General Manager, Planning & Development **FILE: 0760-20**
General Manager, Parks, Recreation & Culture **(Surrey Museum**
Expansion)

SUBJECT: Award of Contract Invitation to Tender 1220-020-2019-004 for
Anniedale School & Surrey Town Hall Rehabilitation

RECOMMENDATION

The Planning & Development Department and the Parks, Recreation and Culture Department recommend that Council:

1. Award Contract No. 1220-020-2019-004 to Gibraltar Holdings Ltd. in the amount of \$729,052.80 (including GST) for the construction works of Anniedale School and 1881 Surrey Town Hall Rehabilitation;
2. Set the expenditure authorization limit for Contract No. 1220-020-2019-004 at \$765,500, (including GST and contingency); and
3. Authorize the General Manager, Planning & Development to execute Contract No. 1220-020-2019-004 and related change orders.

INTENT

The intent of this report is to obtain Council approval to award a contract related to the construction works of Anniedale School and 1881 Surrey Town Hall Rehabilitation (“the Project”) to Gibraltar Holdings Ltd. (“Gibraltar”).

BACKGROUND

As a part of the Surrey Museum Expansion project 1220-050-2016-10, two Surrey heritage buildings, the 1890 Anniedale School and the 1881 Surrey Town Hall, have been relocated to the Museum of Surrey site at 17710 56A Avenue in Cloverdale. These two heritage structures join a third existing structure and Surrey’s oldest remaining building, the 1872 Anderson Cabin, on the Museum of Surrey site to form a heritage building collective, or heritage park.

As part of a major cultural investment supported by three levels of government, the two relocated heritage buildings have been registered to the Museum of Surrey property through the Land Titles Office and Heritage Revitalization Agreement (“HRA”) No. 7918-0037-00, This HRA bylaw will provide the long-term preservation and conservation of the buildings at this new location.

Historical background and heritage value information for these two buildings is available in the attached Corporate Report R145; 2018. This report includes the Heritage Revitalization Agreement which outlines the Owner’s obligations and responsibilities for long term preservation and relevant Conservations Plans.

Anniedale School will be used for school programs, replicating an early 1900’s one-room classroom. The 1881 Town Hall will be used for community rentals and as program space for both museum programs and community activities.

Rehabilitation work for the two heritage buildings is funded within the Museum Capital Project. Contributions to this Capital Project budget included a Federal Infrastructure New Building Canada Fund and a Canadian Cultural Spaces Fund.

SCOPE OF WORK

Rehabilitation work includes interior and exterior restoration, barrier-free accessibility provisions, kitchenette and washroom addition, hard and soft landscaping, plus on-site servicing connections and tie-ins to the main museum building infrastructure.

INVITATION TO TENDER RESULTS

In May 2019, Invitation to Tender (“ITT”) 1220-020-2019-004 was issued for the Project. The ITT was advertised on both the City and BC Bid websites.

A total of five (5) bids were received:

	<i>Contractor</i>	<i>Tendered Amount with GST</i>	<i>Corrected Amount</i>
1.	Gibraltar Holdings Ltd.	\$729,052.80	No change
2.	RJS Construction Ltd.	\$729,293.37	No change
3.	Klondike Contracting Corp.	\$1,068,401.83	No change
4.	Wood Projects Ltd.	\$1,082,016.60	No change
5.	Heatherbrae Builders Co. Ltd.	\$1,344,000.00	No change

Considering the scope of the work, site conditions, and time of tendering, the results of the procurement process are within project budget. Included in the scope of work is an allowance for reinstatement of both hard and soft landscaping.

EVALUATION

The ITT closed on June 6, 2019. City staff and consultants reviewed the tender submissions for accuracy and completeness. No errors were found. All submissions included the 10% bid bond and all but one were signed on the Tender form.

The low bidder, Gibraltar Holdings Ltd. (“Gibraltar”), has provided a Consent of Surety for a Performance Bond and a Labour & Materials Bond, and agreed to substantially complete the work on or before January 20, 2020. Gibraltar’s past performance on similar work appears satisfactory and represents the best value to the City. They have no outstanding legal claims against the City. It is recommended that Gibraltar Holdings Ltd. be awarded Contract No. 1220-020-2019-004.

PROJECT SCHEDULE

Construction of the Project will commence in late June or early July 2019 and is expected to be substantially complete in January 2020.

FUNDING

Funding for this contract is available within the approved Capital budget included in the 2018 Five Year (2018-2022) Financial Plan – Capital Program.

SUSTAINABILITY CONSIDERATIONS

The work of this contract supports the objectives of the City’s Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, Education and Culture, and Infrastructure. Specifically, this contract supports the follow Desired Outcomes (“DO”) and Strategic Direction (“SD”):

Built Environment and Neighbourhoods

DO 15: All new buildings, public spaces and outdoor spaces are welcoming, safe and universally accessible.

Education and Culture

DO 8: Arts, heritage and entertainment spaces are incorporated throughout the city.

DO10: Surrey celebrates, protects and promotes its natural and built heritage sites.

SD13: Protect natural and built heritage sites.

Infrastructure

DO 5: Public art and heritage are integrated into Surrey’s infrastructure.

SD1: Proactively manage community assets to maintain them over the long-term in a state of good repair.

SD4: Enhance the public interface of City infrastructure through arts, heritage and education.

CONCLUSION

Based on the above discussion, it is recommended that Council:

- Award Contract No. 1220-020-2019-004 to Gibraltar Holdings Ltd., in the amount of \$729,052.80 (including GST) for the construction works of Anniedale School and 1881 Surrey Town Hall Rehabilitation;
- Set the expenditure authorization limit for Contract No. 1220-020-2019-004 at \$765,500, (including GST and contingency); and
- Authorize the General Manager, Planning & Development to execute Contract No. 1220-020-2019-004 and related change orders.

Original signed by
Jean Lamontagne
General Manager,
Planning & Development

Original signed by
Laurie Cavan
General Manager,
Parks, Recreation & Culture

Appendix "I" - Corporate Report R145; 2018

PJ/ar

NO: **R145**

COUNCIL DATE: **June 25, 2018**

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **June 21, 2018**
FROM: **General Manager, Planning & Development** FILE: **7918-0037-00**
SUBJECT: **Heritage Revitalization Agreement Application No. 7918-0037-00 for
1881 Town Hall and Old Anniedale School located at 17710 – 56A Avenue**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. Authorize the City Clerk to bring forward the Heritage Revitalization Agreement (HRA) By-laws for the required readings, attached as Appendix "I" and Appendix "II"; and
3. Authorize the City Clerk to file the appropriate notice at the Land Title Office and with the appropriate Provincial Minister in accordance with Section 610 of the *Local Government Act*.

INTENT

The intent of this report is to obtain Council approval to bring forward HRA By-laws in order to formally protect the 1881 Town Hall and the Old Anniedale School at their new location on the Museum of Surrey campus, located at 17710 – 56A Avenue.

BACKGROUND

As part of a major cultural investment supported by three levels of government, the 1881 Town Hall (currently located at 6022 – 176 Street) and the Old Anniedale School (currently located at 9744 – 176 Street) will be relocated from their current locations to the Museum of Surrey campus at 17710 – 56A Avenue, as shown in Appendices "III", "IV", and "V". The 1881 Town Hall and the Old Anniedale School are presently protected by Heritage Designation Bylaw, 1982, No. 7289 and Heritage Designation By-law, 1986, No. 8579, respectively. Heritage Alteration Permits were issued in order to allow for the relocation of the buildings to the Museum of Surrey campus. These proposed HRA By-laws will provide the long term preservation and conservation of the buildings at their new location.

Historical Background and Heritage Value of the 1881 Town Hall

The 1881 Town Hall is valued as Surrey's first "seat of government", and as a testament to the generosity and community spirit of some of Surrey's early settlers. Abraham Huck, one of the earliest newcomers to Surrey, bought land at Surrey Centre in 1872. Gradually, more newcomers arrived and laid the foundation of the community.

In 1879, Surrey was incorporated as a District Municipality. For the first 18 months of the Municipality, there was no formal public meeting place. Meetings of Surrey Council were held in Councillors' homes and other locations around the Municipality. The first by-law of the Municipality of Surrey was to authorize Council to purchase real estate for the erection of a Town Hall, at "a cost not to exceed one dollar... from Abraham Huck." It was not uncommon for residents to either sell land at minimal prices, or to donate land, for public good. The first meeting in the new Town Hall was held on May 2, 1881, at its original location across from Christ Church on Old McLellan Road. The 1881 Town Hall also served as an important community gathering space, in addition to being Surrey's seat of government until 1912, when a new Municipal Hall was built in Cloverdale.

The 1881 Town Hall is significant as an example of early frontier wooden construction, with vertical board and batten siding and square forged nails. The simplicity of the design reflects vernacular building techniques, and the modest pioneer origins of Surrey. At the time, the construction costs were not to exceed \$400. The heritage value of the 1881 Town Hall also lies in its interpretive value: The building is an important asset for the interpretation of Surrey's civic heritage.

The 1881 Town Hall was moved in 1938 to its present location, at the Cloverdale Fairgrounds, and later became Surrey's first museum, which is indicative of Surrey's commitment to preserving and interpreting its built and cultural heritage.

The 1881 Town Hall will be extracted from its current location in the former Surrey Museum at 6022 - 176 Street, and moved to the current Museum of Surrey campus, located at 17710 - 56A Avenue before the end of August 2018. To make this move, a portion of the existing building surrounding the 1881 Town Hall will be demolished. The remaining portion, to which the BC Vintage Truck Museum lease applies, will have new exterior walls constructed to re-establish its enclosure. Once the demolition has been completed to free the 1881 Town Hall, it will be moved as a whole by a professional building moving company. Civic Facilities has applied for all required permits for this work.

The key elements that define the heritage character of the 1881 Town Hall include its:

- Symmetrical form, scale and massing, as expressed by its simple rectangular floor plan;
- Front gabled roof with cedar shingle cladding;
- Exterior vertical board and batten siding, with original square forged nails; and
- Original multi-paned double-hung panelling and wooden floors.

At its new location, the 1881 Town Hall will be in closer proximity to another one of Surrey's former City Halls, which was located at 14245 - 56 Avenue, and is now home to a detachment of the Surrey RCMP.

Historical Background and Heritage Value of the Old Anniedale School

The Old Anniedale School has historic value as one of the earliest schools in Surrey. It opened in 1891 with thirteen pupils and, until it closed in 1954, it played a vital role in the life of the community's children. The Old Anniedale School was designed by the British Columbia Department of Lands and Works, and it was constructed by Samuel Edge. Today, the building is one of the few remaining one-room schoolhouses left in the Lower Mainland.

The Old Anniedale School is also significant for its association with the early development of the Tynehead and Anniedale neighbourhoods. The Old Anniedale School was valued by the community as a significant heritage asset as early as the 1970s. At that time, the Tynehead Community Association raised funds to have the Old Anniedale School moved from the corner of 96 Avenue and 184 Street to its present location at 9744 – 176 Street.

For many years, the one-room schoolhouse was used for educational programming by the Surrey School District. The City purchased the Old Anniedale School from the Surrey School District in 2017, for a nominal fee of \$10.00.

The Old Anniedale School will be moved as a whole, by a professional building moving company, from its present location at 9744 – 176 Street to the Museum of Surrey campus, located at 17710 – 56A Avenue, before the end of August 2018.

The key elements that define the heritage character of the Old Anniedale School include its:

- Simple rectangular form, scale and massing with mansard roof;
- Exterior elements such as wooden drop siding; and
- Double-hung wooden-sash four-over-four windows, which are banked in quadruple assembly on the east façade, and two more in single assembly on the west façade.

DISCUSSION

Heritage Revitalization Agreement

The heritage protection instrument applied for is a voluntary agreement between landowners and the City. This HRA is given effect through a By-law under Section 610 of the *Local Government Act*. The proposed HRA By-laws are attached as Appendix "I" and "II". The By-laws consist of two parts:

1. The Agreement
 - a. The Agreement outlines the Owner's obligations and responsibilities for long-term preservation and conservation of the 1881 Town Hall and the Old Anniedale School. This includes provisions to rebuild the 1881 Town Hall or the Old Anniedale School in the unlikely event that either building is destroyed.
2. The Conservation Plan, which includes:
 - a. A description of the heritage significance of the 1881 Town Hall and the Old Anniedale School;
 - b. A list of the character-defining elements of the 1881 Town Hall and the Old Anniedale School;

- c. A description of the maintenance and restoration requirements consistent with the heritage character of the 1881 Town Hall and the Old Anniedale School; and
- d. An indication of what intervention would require or would not require issuance of heritage alteration permits before works can be done.

The Conservation Plan does not require restorations to be commenced within a specific timeframe. It will be up to the Owner of the 1881 Town Hall and the Old Anniedale School to undertake restorations and maintenance in accordance with the Conservation Plan, as finances permit.

On May 23, 2018, the Surrey Heritage Advisory Commission reviewed the proposed HRA By-laws for the 1881 Town Hall and the Old Anniedale School and recommended that:

“The General Manager, Planning & Development forward the HRAs for the 1881 Town Hall and Old Anniedale School (17710 – 56A Avenue) to Council for consideration.”

Process

This By-law is not subject to a Public Hearing requirement, as a change in use or density is not proposed.

Once the By-law is given Final Adoption, the City Clerk will arrange to have the HRA executed. In accordance with Section 610 (10) *Local Government Act*, the City Clerk will send a letter to the Provincial Minister responsible, and will file a notice of the agreement at the Land Title Office. A copy of the executed agreement is also sent to the property owner.

Civic Facilities staff has applied for all the required permits in order to move both buildings to the Museum of Surrey campus, which includes extracting the 1881 Town Hall building from its current location at 6022 – 176 Street, the site of the former Surrey Museum.

Legal Services Review

The Legal Services Division has reviewed the HRAs and has no concerns.

SUSTAINABILITY CONSIDERATIONS

The protection and relocation of the 1881 Town Hall and the Old Anniedale School to the Museum of Surrey campus aligns with the Sustainability Charter 2.0 goal of “access to diverse, high quality learning opportunities, and vibrant arts, heritage and cultural experiences for all Surrey residents”. Specifically this will assist in meeting the following Desired Outcomes (DO) and Strategic Directions (SD):

Education and Culture

- DO8:** Arts, heritage and entertainment spaces are incorporated throughout the City.
- DO9:** Surrey supports and celebrates its diverse artists, cultures and community heritage through inclusive festivals, programming and events.
- DO10:** Surrey celebrates, protects and promotes its natural and built heritage sites.

SD11: Create better access to arts, heritage and culture facilities and services at the neighbourhood level.

SD12: Develop community-based arts and heritage spaces and programming throughout the City.

SD13: Protect natural and built heritage sites.

CONCLUSION

The 1881 Town Hall and the Old Anniedale School will be relocated to the Museum of Surrey campus as part of a major cultural investment supported by three levels of government. The attached HRAs will provide for the long-term preservation and conservation of these important Surrey buildings in their new location.

It is recommended that Council:

- Receive this report for information;
- Authorize the City Clerk to bring forward the HRA By-laws (the "HRA") for the required readings, attached as Appendix "I" and Appendix "II"; and
- Authorize the City Clerk to file the appropriate notice at the Land Title Office and with the appropriate Provincial Minister in accordance with Section 610 of the *Local Government Act*.



Jean Lamontagne
General Manager, Planning & Development

PH/KB/ss

Appendix "I" Heritage Revitalization Agreement (HRA) By-law for the 1881 Town Hall

Appendix "II" Heritage Revitalization Agreement (HRA) By-law for the Old Anniedale School

Appendix "III" Location Map – 1881 Town Hall

Appendix "IV" Location Map – Old Anniedale School

Appendices available upon request

Appendix "V" Relocation Map – Museum of Surrey Campus

Appendix "VI" Historical Photos of the 1881 Town Hall and the Old Anniedale School