



City of Richmond

Report to Committee

To: Planning Committee  
From: Terry Crowe  
Manager, Policy Planning  
Re: **Steveston Village Conservation Program:  
Conservation Strategy**

To Planning July 17, 2007

Date: July 3, 2007

Steveston Village  
Conservation Program

File: 08-4200-08

Staff Recommendation

That as per the Manager, Policy Planning, Report dated July 3, 2007:

- (1) Council approve in principle the attached *Steveston Village Conservation Program: Conservation Strategy* subject to the preparation of an Implementation Program; and
- (2) Staff be instructed to prepare a *Steveston Village Conservation Program: Implementation Program*.

Terry Crowe  
Manager, Policy Planning

Att. 5

FOR ORIGINATING DEPARTMENT USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Culture and Heritage.....	Y	<input checked="" type="checkbox"/>	N	<input type="checkbox"/>	
Development Applications .....	Y	<input checked="" type="checkbox"/>	N	<input type="checkbox"/>	
Transportation .....	Y	<input checked="" type="checkbox"/>	N	<input type="checkbox"/>	
<b>REVIEWED BY TAG</b>	YES	<input checked="" type="checkbox"/>	NO	<input type="checkbox"/>	<b>REVIEWED BY CAO</b>
					YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

## Staff Report

### Origin

- On October 12, 2004, Council directed the Richmond Heritage Commission to “to hold a design *charrette* to better define the Village vision, character, guidelines, heritage protection measures, and incentives, etc.” (See **Attachment 1**) A two day *charrette* was completed on February 12, 2005.
- On September 26, 2005, with regard to the *Steveston Village Conservation Program (SVCP)*, Council directed:

*That, (as per the report dated September 20, 2005 from the Manager, Policy Planning Department), \$50,000 be allocated, as the City’s financial contribution to the Real Estate Foundation of British Columbia (REFBC) grant application, to undertake the Steveston Village Conservation Program including a Heritage Urban Design Study and Implementation/Incentives Program.*

- The *Work Program* and *Request for Proposals* were prepared. Other grant funding was sought and committed. Consultants were hired for the first phase, the *Steveston Village Conservation Strategy* commencing June 1, 2006.
- A successful Public Open House (1) was held on July 28-29, 2006, at the Steveston Community Centre.
- The *Draft Steveston Village Conservation Strategy (SVCS)* is attached. (See **Attachment 2**)

### Purpose

The *SVCP* is envisioned as a two (2) part process involving:

- Part 1 (2006-7): Preparation of the *Conservation Strategy* (for approval in principle by Council in July 2007).
- Part 2 (2007): Preparation of the *Implementation Program* (for approval in principle by Council in November 2007).

The purpose of this report is to:

1. Report back on public input received through Public Open House 1;
2. Present the proposed *Draft Steveston Village Conservation Strategy*, for approval in principle; and
3. Outline the *SVCP* “Next Steps”, including Public Open House (2) consultation proposed for November 2007.

### Findings Of Fact

#### *Survey Findings:*

- A successful Public Open House was held on July 28-29, 2006, at the Steveston Community Centre. A total of 142 visitors signed-in to the Open House with generally supportive responses and comments to the Questionnaire. (See **Attachment 3**)

- 90% of 142 sign-ins were a resident, landowner, business owner or employee in Steveston. Note: Several respondents indicated that they were a resident, landowner and business owner (or employee) and checked all responses.
- 91 persons completed the questionnaire.
- The analysis is to be interpreted generally, as not every respondent completed every question.
- The responses have been analyzed in the Table below by grouping questions thematically and calculating percentage values of responses. Many questions were composed of three (3) to eight (8) sub-questions. The number of responses gives the total number of replies within each thematic grouping.

*\* Percentages have been averaged per category of questions cited.*

Summary of Survey Findings – SVCP Public Open House 1 (July 2006)		
Planning Enquiry	Degree of Public Support & Additional Comments	
	Important or Approve *	Unimportant or Disapprove *
Question 1-2	71% (120 responses)	29% (49 responses)
Importance of Steveston's Heritage (including 'grittiness')	The majority of comments very much support retention of heritage resources and character: <ul style="list-style-type: none"> <li>• "This is a key priority."</li> <li>• "The future depends on the past. It is critical to preserve heritage"</li> <li>• "Grittiness keeps the heritage alive and attracts tourists."</li> </ul>	A minority of comments question retention of heritage or loss of "working" character: <ul style="list-style-type: none"> <li>• "There is enough heritage around here now with the Cannery, Britannia and a lot of other things, what more do we need?"</li> <li>• "I don't want to become a suburb, a working village is very important to me."</li> </ul>
Questions 4, 8-12	82 % (382 responses)	18% (159 responses)
Importance of Steveston's Unlisted Heritage Resources (e.g. lanes, ditches, etc.)	The majority of comments support maintaining the character of Steveston as conveyed by such elements as streetscape, wharves, lanes, poles: <ul style="list-style-type: none"> <li>• "Scale of development is greatest concern and should be limited"</li> <li>• "Love the dock."</li> <li>• "Streets and lanes give sitelines to the mountains and water and add to the village atmosphere."</li> <li>• "Poles nice to leave as remnant and tracks converted to trail."</li> </ul>	A minority of comments express some frustration with intent of conservation and preservation. Certain character defining elements were singled out for demolition (e.g., power poles, ditches): <ul style="list-style-type: none"> <li>• "Let's get moving and make Steveston a model village and not a bunch of old shacks. Eg. look at Nelson."</li> <li>• "Roadside ditches? Unbelievable."</li> <li>• "Let's use some areas between buildings. Really blah right now."</li> <li>• "Get rid of Interurban and power poles."</li> <li>• "Knock them all down and build again."</li> </ul>
Questions 6-7	77% (811 responses)	21% (218 responses)
Designate Listed Resources (e.g. Hepworth Block, Steveston Hotel, etc.)	The majority of comments favour designating key listed resources (e.g., Hepworth Block and even the entire Moncton streetscape): <ul style="list-style-type: none"> <li>• "A heritage business and viable business can be viable if both parties have vision."</li> <li>• "The whole of Moncton streetscape should be designated."</li> </ul>	A minority of comments express concerns or unequivocal opposition to a conservation initiative including designation: <ul style="list-style-type: none"> <li>• "Many don't have a strong character and I'm not sure protecting serves a strong enough purpose."</li> <li>• "Not all heritage sites should be saved."</li> <li>• "What is the cost of designation?"</li> <li>• "You have got to be kidding."</li> </ul>
Question 13	72% (440 responses)	28% (124 responses)
Apply Financial Incentives (e.g. Grants, Transferable Density, etc.)	The majority of comments were receptive and supportive of financial incentives to encourage retention of heritage resources: <ul style="list-style-type: none"> <li>• "Whatever it takes to preserve the little that remains."</li> <li>• "If it pays people will keep heritage."</li> <li>• "It seems like the City of Richmond does not do enough for its jewel, Steveston. If I owned a jewel I would polish it"</li> </ul>	A minority of comments express caution with regard to certain applications of financial incentives: <ul style="list-style-type: none"> <li>• "No more density."</li> <li>• "(Commercial property tax exemptions) "Depends on the commercial property involved."</li> <li>• "In reality however, financial support, commercial property tax exemptions and Heritage Legacy Fund are difficult to access. Transfer of density is a very good potential tool."</li> </ul>

Summary of Survey Findings – SVCP Public Open House 1 (July 2006)		
Question 14	65% (192 responses)	35% (101 responses)
Apply Regulatory Incentives (e.g. Relaxations, Fast-Track, etc.)	<p>The majority of comments express qualified support for regulatory incentives (which may reflect a lack of full understanding of the intent):</p> <ul style="list-style-type: none"> <li>• "As long as the City of Richmond taxpayers are not paying for support services."</li> <li>• "Older non-compliant structures need special handling."</li> <li>• "Only if regulatory relaxations enhance the heritage character of Steveston. Encourage owners to keep heritage buildings viable."</li> </ul>	<p>A significant minority of comments are uncertain about the advisability of applying these incentives (which may reflect a lack of full understanding of the intent):</p> <ul style="list-style-type: none"> <li>• "No more tax dollars."</li> <li>• "This board needs more information"</li> <li>• "There is lots of flat empty ground in Richmond to develop without destroying our village."</li> <li>• "Don't understand question."</li> </ul>
Question 15	75% (104 responses)	25% (139 responses)
Apply Partnership Incentives (e.g. Enabling Regulations, Area-based Incentives, etc.)	<ul style="list-style-type: none"> <li>• Partnerships are favoured by respondents</li> </ul>	<p>Of the comments received, most reflect a clear lack of understanding of the intent of partnership incentives. Examples follow:</p> <ul style="list-style-type: none"> <li>• "No more tax dollars."</li> <li>• "Have had difficulty convincing Steveston businesses to work together."</li> </ul>
Selected Additional Comments	<ul style="list-style-type: none"> <li>• "Steveston is the soul of Richmond, older than Vancouver and was more exciting than New Westminster at the turn of the century. Our waterfront boardwalk on the Packers property and the dyking system are treasures. We should be cognizant of what we have and not to ruin it or our heritage buildings by overzealous developers who more interest in their dollar return than to assist in retaining and making better our many heritage buildings."</li> <li>• "When we bought property at Imperial Landing almost 3 years ago I thought that the town was in transition from cannery/fishing village to model village with 'fishing themes', but that appears not to be the case. I have seen no change in the village whatsoever. I am (and there are lots of newcomers like me) getting frustrated with the slowness of change. Imperial Landing brought a lot more people to Steveston and a lot more taxes, and I have seen nothing to improve the quality of life in the village. Examples: inadequate library, community centre is too small and badly in need of renovation or a new one built. No diversity of business, no ICBC office, no [indecipherable], nowhere to photocopy, no [indecipherable] grocery store, the list goes on. People are tired of lack of progress and will move out, and the village will be a ghost town as it used to be. It's obvious that some people are stuck in a time warp and are resentful of the new developments. Get over it. We do not want to live in a museum."</li> <li>• "Make the Steveston experience unique. Create or keep an identity all its own. Don't copy other areas even if they were successful somewhere else. No street banners, no flower baskets on poles reminiscent of Victoria, no murals reminiscent of Chemainus. Keep Steveston original and working. Don't create a theme park. Don't densify Moncton Street. Retain the low profile of buildings. Create a total conservation area. Retain the tram in Steveston Park."</li> <li>• "Need as many tools as possible. Heritage is a public good and public support is appropriate."</li> </ul>	

*Summary of Survey Findings:*

- The results of the survey indicate a high, solid and consistent level of support for the *Steveston Village Conservation Strategy* and proposed *Implementation Program*. Additional written comments also indicate a strong level of support for the heritage conservation initiative with a generally low number of negative or inconclusive responses.
- Staff have worked with the Richmond Heritage Commission and Consultants to ensure that the results of this public consultation were considered in the preparation of the *Steveston Village Conservation Strategy*. This involved a review of significant listed and unlisted resources and their core heritage values as significant character defining elements.

## Analysis

### *Conservation Strategy Highlights:*

The proposed *Steveston Village Conservation Strategy* includes:

- A Vision:
  - The SVCP's Vision for Steveston Village is derived from the Steveston Waterfront Neighbourhood Vision and Goals in the *Steveston Area Plan*, from the public feedback during Part 1 (Workshop/Charrette) of this Study (February 2005), and from the SVCP's first Open House (July 2006). The significant components of the Vision are:
    - Supports a "homeport";
    - Actively conserves identified heritage resources;
    - Maintains public access to recreational and working waterfront; and
    - Integrates existing resources with compatible new development where feasible.
- A rigorous set of Principles, Goals and Objectives to manage heritage resources in the Village context; and,
- Establishes a "Steveston Historical Context Statement";
- Establishes the following eight Core Heritage Themes, namely:
  1. Aboriginal Use
  2. Agricultural Roots
  3. Cannery Legacy
  4. Fishery Legacy
  5. Small Frontier Town
  6. Transportation Hub
  7. Cultural Diversity
  8. Continuing Community: Joining Richmond, Economic Restructuring, and Tourism
- Establishes a "Steveston Statement of Significance":
  - For the Steveston Townsite as a whole;
  - For 54 individual, identified, heritage resources.

**NOTE THAT, GENERALLY, IF A BUILDING IS NOT IDENTIFIED AS VALUABLE, IT WILL NOT BE PROTECTED.**

- Establishes Heritage Conservation Policies which address:
  - The importance of heritage;
  - Identified heritage resources;
  - Non-heritage resources to various degrees by requiring certain guidelines to be followed;
  - Documentation and databases;
  - Development and re-development;
  - Interpretation; and
  - A continued mix of land uses.

- Establishes a “Steveston Style” unique to the Village which emphasizes:

For Siting and Open Space:

- Narrow frontage relating to small lots;
- Building fronts that contribute to continuous street walls;
- Little or no manipulation of ground level; and
- Informal, site-specific open spaces.

For Structures:

- Mostly windows on ground floor frontages;
- Simple ornamentation of plain structures;
- Modest materials used economically; and
- Utilitarian physical infrastructure.

- Manages the Height of Buildings:
  - Existing building heights in Steveston range from 1-3 stories;
  - In some cases the existing Zoning currently allows:
    - a one storey building to be built to two to three stories;
    - a two storey building to be built to three stories.
  - These increased building height possibilities are allowed in order to enable development, heritage conservation and financial flexibility. Well done increases in building height enable Village diversity and variety. Prohibiting any increase in building height is not necessary and may prove quite costly.
    - The tools to avoid building height increases will be assessed for their practicality and cost, to enable financially viable limits on building height to be considered on a case by case basis.

- Manages the Streetscape:

Buildings which are not identified as valuable in the *Conservation Strategy* will not be protected and may be:

- Maintained; or
- Demolished and redeveloped.

These redeveloped buildings will be subject to the *Strategy* (Vision, Principles, Goals, Objectives, Policies, Urban Design Guidelines and Regulatory Tools) to ensure that the resulting buildings and streetscape:

- Achieve the Steveston Style; and
- Result in a compatible streetscape which blends the existing and new.

- *Sakamoto Guidelines*:
  - In 2004, the Steveston Area Plan Development Permit Guidelines were enhanced to reflect the best elements of the *Sakamoto Guidelines* prepared in 1989 (e.g., compatible streetscape presence; articulation of building division; use of appropriate contextual material; selection of appropriate colours, signage and awnings)
  - The *Conservation Strategy* and *Implementation Program* will reconsider and revise the existing Development Permit Guidelines including the *Sakamoto Guideline* elements, with particular reference to the identified core heritage values and themes of the resource.

- *Note:* The Conservation Strategy also involves the preparation and analysis of tools and incentives for the Implementation Program. (See **Attachment 4** for Implementation Program)

*Anticipated Benefits:*

The benefits of the *SVCP* include:

To the Richmond Heritage Commission:

- Enables the RHC to better fulfil its heritage and leadership mandate;
- Addresses long-standing concerns over heritage and urban form protection for Steveston Village; and
- Provides more regulatory policy and tools for staff and the community.

To Richmond & Steveston:

- Enables the City to better achieve its Vision (Appealing, Liveable, Well Managed), in the Village;
- Ensures more comprehensive and effective preservation of the Village’s heritage and urban form;
- Enables the City to ensure that Village redevelopment is compatible with conservation values;
- Enables the City to provide needed certainty during Village redevelopment;
- Avoids Development Application review delays as what is valued is clarified;
- Provides policy and regulatory tools tailored to the unique values of Steveston Village; and
- Protects and enhances the quality of life in historic Steveston Village.

To the Development Community:

- Provides greater clarity and certainty in the City’s development application processes;
- Enables developers to assist in protecting and enhancing valued Village heritage and urban form;
- Enables their redevelopment applications to be processed in a timely fashion; and
- Facilitates innovative and creative approaches.

*Next Steps:*

- Prepare an *Implementation Program* (underway);
- Integrate draft *Strategy* and *Implementation Program*; and
- Hold an Open House in November 2007 to obtain feedback on the *Conservation Strategy* and *Implementation Program*.
- (See **Attachment 5** for Timeline)

*Financial Background:*

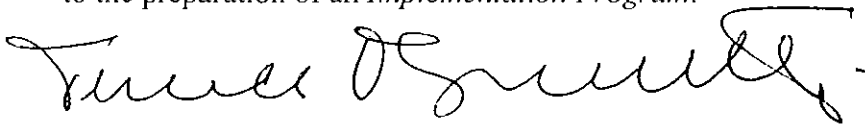
• Project Funding:	
- City of Richmond	\$50,000
- Real Estate Foundation of BC	75,000
- Smart Development Partnerships	25,000
- <u>BC Heritage Branch</u>	<u>20,000</u>
- Total	170,000

**Financial Implications**

None – Funds have already been budgeted in 2007.

**Conclusion**

The *Steveston Village Conservation Strategy* provides a valuable analysis of Steveston’s core heritage values and character defining elements/features. Staff recommends that Council approve in principle the attached *Steveston Village Conservation Program: Conservation Strategy* subject to the preparation of an *Implementation Program*.



Terence Brunette  
Planner  
(4279)

TCB:tcb

**List of Attachments**

- Attachment 1: Council Referrals
- Attachment 2: *Draft Steveston Village Conservation Strategy* (Birmingham & Wood Architects)
- Attachment 3: Tabulated Questionnaire Results & Tabulated Comments
- Attachment 4: *Implementation Program* Table of Contents (Birmingham & Wood Architects)
- Attachment 5: Timeline

## ATTACHMENT 1

On October 12, 2004 Council directed that:

18. ENHANCED DEVELOPMENT PERMIT GUIDELINES – STEVESTON AREA PLAN  
(Report: Sept. 27/04, File No.: 12-8060-20-7816) (REDMS No. 1338213, 1337366, 1341999, 1337351)

R04/18-17

It was moved and seconded

- (1) *That the report (dated September 29th, 2004 from the Manager, Policy Planning) be referred to the Heritage Commission to hold a design charette to better define the Village vision, character, guidelines, heritage protection measures, and incentives, etc.*
- (2) *That Bylaw No. 7816, which amends Official Community Plan Bylaw No. 7100, Schedule 2.4, Steveston Area Plan, Section 8.0, "Development Permit Guidelines", by deleting Section 8.0 in its entirety and, pursuant to Sections 919.1 (1) (d) and 919.1 (1) (f) of the Local Government Act, substituting a new Section 8.0, "Development Permit Guidelines", as Schedule 1, be introduced and given first reading.*
- (3) *That Bylaw No. 7816, having been considered in conjunction with:  
(a) the City's Financial Plan and Capital Program;  
(b) the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;  
is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.*
- (4) *That Bylaw No. 7816, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.*

The question on Resolution No. R04/18-17 was not called as the request was made that Part (1) be dealt with separately.

The question on Part (1) of Resolution No. R04/18-17 was then called, and it was CARRIED.

The question on Parts (2) to (4) of Resolution No. R04/18-17 was then called, and it was CARRIED with Cllr. Howard opposed.

R04/18-18

It was moved and seconded

*That staff report on the feasibility of designating the Steveston Town site as a heritage district.*

CARRIED

## Minutes of Planning Committee, Tuesday, October 5<sup>th</sup>, 2004

### 6. ENHANCED DEVELOPMENT PERMIT GUIDELINES – STEVESTON AREA PLAN

(Report: Sept. 27/04, File No.: 12-8060-20-7816) (REDMS No. 1338213, 1337366)

The Director of Development, Raul Allueva, the Manager of Policy Planning, Terry Crowe, and Cecilia Achiam, Planner, were present.

A discussion ensued among Committee members and staff on several issues, and in particular on.

- the move away from parking on the street in order to better promote a pedestrian oriented scale with buildings brought out to the street;
- the encouragement of 0 lot lines which in the long term would be conducive to the continuation of the vibrant nature of Steveston village;
- the maximum provision of parking on site is to be encouraged, however, in those instances where the parking requirement cannot be met, a contribution payment in-lieu-of parking spaces would be required that would be applied to the Parking Reserve Fund;
- whether or not Development Permits should be applied to all exterior renovations to storefronts in Steveston village regardless of the construction value;
- that the Heritage and non-Heritage vision and criteria should be further defined;
- whether the north side of Chatham Street should be included;
- that Public Works requirements have to be considered in conjunction with parking requirements;
- that a review of the Signage Bylaw should be done to ensure that signs are compatible with Steveston's character;
- that the Heritage Commission was in support of the report and a clearer vision. It was recognized that of the 90 buildings in Steveston village, only 12 have a Heritage designation and that the Heritage Conservation Act provided some means of better protecting the Heritage designation;
- that although the framework was not yet present, staff are exploring the possibility of a streamlined Development Permit process to address minor renovations;
- whether taxation incentives or density bonusing would be appropriate;
- that a brochure or letter could be distributed to all property owners to advise of any new guidelines.

Mr. Dana Westermark, 13333 Princess Lane, a member of the Heritage Commission, said that the Commission had a strong concern about the huge changes that had occurred over the past 30 – 40 years, and he strongly suggested that the core values, the vision and the character defining elements of Steveston village required further definition. Mr. Westermark further suggested that a design charette be held that would include various stakeholders, including community groups and architectural consultants, following which enhanced guidelines could reinforce the determined vision and core values. Mr. Westermark also spoke about the possibility of developing lanes in an attractive manner by the creation of secondary streetfronts, and he referred to current applications that were in-stream that provided an opportunity for this.

In response to a question from Committee as to whether the true history and an honest historical representation of Steveston village could be adhered to within a design charette, Mr. Westermark said that the revised guidelines, and their affect on development, could be established by looking at the 12 heritage designated buildings in Steveston Village and by identifying core values, and by assessing how and what would detract or enhance those core values, (ie. buildings being brought to the street edge).

July 3, 2007

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

It was moved and seconded

*That the report (dated September 29<sup>th</sup>, 2004 from the Manager, Policy Planning) be referred to the Heritage Commission to hold a design charette to better define the Village vision, character, guidelines, heritage protection measures, and incentives, etc.*

Prior to the question being called Cllr. Steves said that the guidelines could be adopted with no Development Permit exemptions for exterior renovations and there was a general consensus to do this.

The question on the *referral* motion was then called and it was CARRIED with Cllr. Barnes opposed.

It was moved and seconded

(1) *That Bylaw No. 7816, which amends Official Community Plan Bylaw No. 7100, Schedule 2.4, Steveston Area Plan, Section 8.0, "Development Permit Guidelines", by deleting Section 8.0 in its entirety and, pursuant to Sections 919.1 (1) (d) and 919.1 (1) (f) of the Local Government Act, substituting a new Section 8.0, "Development Permit Guidelines", as Schedule 1, be introduced and given first reading.*

(2) *That Bylaw No. 7816, having been considered in conjunction with:*

(a) *the City's Financial Plan and Capital Program;*

(b) *the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;*

*is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.*

(3) *That Bylaw No. 7816, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.*

(4) *That the Development Permit Guidelines be amended by reducing the current minimum threshold of \$15,000 for exterior renovations which can be undertaken without a Development Permit to \$0.*

CARRIED

Opposed: Cllr. Howard