



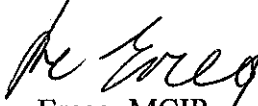
To: Richmond City Council **Date:** April 8, 2009
From: Joe Erceg, MCIP **File:** 08-4200-08/2009-Vol 01
General Manager, Planning & Development
Re: **Steveston Village Conservation Strategy & Implementation Program**

Staff Recommendation

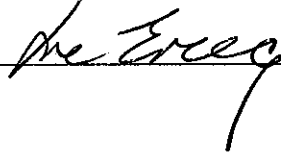
That, as per the report entitled: Steveston Village Conservation Strategy & Implementation Program, from the General Manager, Planning and Development, dated April 8, 2009:

1. The Steveston Village Conservation Strategy, dated January 23, 2009, be approved (Attachment 2);
2. For Steveston Village, a Heritage Conservation Area (HCA), updated heritage conservation policies, new heritage conservation Development Permit Guidelines and updated Sakamoto Development Permit Guidelines, be established by introducing and giving first reading to the Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8403, which amends Schedule 2.4 by repealing the existing Steveston Area Plan and replacing it with an updated Steveston Area Plan (Attachment 8);
3. The setback requirements, for example, to pull buildings to the street, be revised in the "Steveston Commercial (Two-Storey) District (C4)" by introducing and giving first reading to the Zoning & Development Bylaw 5300, Amendment Bylaw 8404 (Attachment 9);
4. The setback requirements, for example, to pull buildings to the street, in the "Steveston Commercial (Three-Storey) District (C5)", by introducing and giving first reading to the Zoning & Development Bylaw 5300, Amendment Bylaw 8405 (Attachment 10);
5. The "Steveston Village Heritage Conservation Grant Program (Attachment 6)", be approved;
6. For Item 2 above, Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8403, 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 City Program and Plans, in accordance with Section 882(3)(a) of the Local Government Act;
7. In accordance with the City's OCP Bylaw Preparation Consultation Policy 5043 and the Local Government Act:

- (a.) Bylaw 8403 including the Steveston Village Conservation Strategy & Implementation Program, be referred to the Richmond School Board and Musqueam First Nation for comment, prior to Public Hearing,
 - (b.) Staff be directed to hold a public open house regarding Bylaw 8403 including the Steveston Village Conservation Strategy & Implementation Program, and related Village parking proposals, on or around May 12, 2009, to inform and receive public comment, and to report the findings to Council prior to or at the Public Hearing, and
 - (c.) No additional consultation is required;
8. To establish immediate City control for identified Village heritage resources (Attachment 7):
- (a.) Heritage Procedures Bylaw 8400, to establish clear protocols, authorities, application requirements and review procedures for heritage conservation activities, for Steveston Village, be introduced and given first, second and third readings;
 - (b.) Heritage Control Period Bylaw 8401, to provide a temporary period of protection while the proposed bylaws are approved, be introduced and given first, second and third readings; and
 - (c.) Building Regulation Bylaw 7230, Amendment Bylaw 8402, which amends the Building Regulation Bylaw, to prohibit demolition or alteration, until a building permit and any applicable development permit have been obtained, in respect of Steveston Village, be introduced and given first, second and third readings.


 Joe Erceg, MCIP
 General Manager, Planning and Development

Att. 10

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Budgets	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Real Estate Services	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
City Clerk	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Engineering	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Law	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Parks Planning, Design & Construction ...	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Recreation & Culture	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Building Approvals	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"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

The City is at the final approval stage of the Steveston Village Conservation Strategy and Implementation Program. The decision making chronology to date is highlighted below:

- October 12, 2004: Council directs the Richmond Heritage Commission to hold a design charrette to define what is valued in the Village. This is done with assistance from the BC Ministry of Tourism, Sport and The Arts, Heritage Branch;
- February 11 & 12, 2005: A workshop is held by the Richmond Heritage Commission and community stakeholders to identify core heritage values and elements;
- September 26, 2005: Council approves the allocation of \$50,000 to undertake the Steveston Village Conservation Program.
- September, 2005 - April, 2006: Financial assistance from the following funders is secured:
 - Real Estate Foundation of BC - \$75,000.
 - BC Ministry of Tourism, Sport and The Arts, Heritage Branch - \$20,000;
 - BC Ministry of Community Services, Smart Development Partnerships - \$25,000
- July 23, 2007: Council approved the Strategy in principle and authorized the preparation of the implementation program;
- On May, 6, 2008: Planning Committee directed that the "Sakamoto Guidelines" be fully incorporated into the Steveston Area Plan to guide the design of non heritage buildings
- July 17 & October 6, 2008: Staff reviewed the draft implementation program with Council;
- December 10, 2008: City staff reviewed the draft implementation program with owners of identified heritage properties;
- January - April 2009: Staff updated Council and Planning Committee on progress.

PURPOSE

The purpose of this report is to recommend that Council give final approval to the Steveston Village Conservation Strategy and Implementation Program. See **Attachment 1** for a detailed summary of them. These documents are unique, as they present a complete heritage conservation package - from concept to implementation. They have been prepared with community and property owner consultation, detailed legal analysis and advice, emphasize financial incentives, and balance certainty with flexibility.

BACKGROUND

1. Steveston Village Conservation Strategy (Strategy) (Attachment 2)

The purpose of the Strategy is to identify what heritage and non-heritage resources are to be conserved and protected, in Steveston Village. The Strategy principles are: (1) Conservation, (2) Incentives, (3) Partnerships, (4) Cost- effectiveness, and (5) Balance. All the principles have been addressed. The Strategy addresses heritage conservation and is not a new land use plan; the existing Village Area Plan land use policies are continued, with new heritage conservation policies and guidelines, and enhanced non-heritage policies and guidelines. The Strategy emphasizes protecting the exteriors of privately and City owned identified heritage buildings (18 of 90 buildings), a modified 1892 Village Survey plan of small lots to encourage their retention, and the Sakamoto design of non-heritage buildings which may be retained, modified or demolished and redeveloped. Building height, density and most subdivision and lot consolidation applications can be regulated. Along Moncton Street, the building height is proposed to be two storeys and three storeys may be allowed under special

circumstances to achieve unique heritage conservation opportunities and vary the building streetscape.

2. Steveston Village Conservation Implementation Program

(a) General

The proposed Implementation Program is comprised of 6 bylaws, 2 tool kits, heritage conservation guidelines and a heritage grant program. These are further explained and presented in Attachments 1 - 10.

(b) Steveston Area Plan Amendments (Bylaw 8403) (**Attachment 8**)

To achieve implementation, staff propose to amend the Steveston Area Plan to consolidate heritage policies in a new heritage section, establish a Village Heritage Conservation Area (HCA), enhance Village heritage policies and design guidelines, and incorporate the Parks Canada's "Standards and Guidelines for the Conservation of Historic Places in Canada" to enable Council to guide the conservation of identified Village heritage resources. For non heritage resources, Village redevelopment will be guided by the Sakamoto Guidelines, which will be fully incorporated into the Area Plan.

The purpose of the Heritage Conservation Area (HCA) is to establish, for the Steveston Village, an area where the City can effectively apply controls to manage identified heritage resources. Once Bylaw 8403 is given first reading, and along with the other proposed controls, all subdivision, demolition, building applications including alterations to landscape features affecting identified heritage and non heritage resources will require a Heritage Alteration Permit (HAP).

(c) Zoning Bylaw Amendments

Zoning bylaw amendments are proposed, to each of the Village Steveston Commercial C4 (two storey) and C5 (three storey) Zones.

For the C4 Zoning District, Bylaw 8404 (**Attachment 9**) is proposed to ensure that the conservation is achieved. The Bylaw proposes to pull buildings to the street, in order to create a solid continuous streetwall at the street. The width of ground floor public passages through the building from the street to the lane will be limited to a maximum of 2.4 metres wide. On non-ground floors, the openings for recessed balconies will be no more than 2.4 metres wide and the total aggregate of these recessed openings will not exceed 25% of the lot width. All other requirements of the C4 zoning district will remain unchanged.

For the C5 Zoning District, Bylaw 8405 (**Attachment 10**) is proposed to achieve similar result as the C4 Zone amendment. All other requirements of the C5 zoning district will remain unchanged.

(d) Financial Incentives

(i) The Steveston Village Heritage Conservation Grant Program

Staff recommend that Council establish a developer funded Steveston Village Heritage Conservation Grant Program to enable Council to collect and, at its discretion, distribute available funds for the heritage conservation of the exteriors of identified heritage buildings owned by the private sector and the City. It is not proposed that the City purchase the heritage buildings, nor pay for their conservation. The developer contributions are to come from density bonusing (e.g., the proposed new Steveston Conservation Zone). The City is not required to contribute dollars to the Program. Additional funds may be received from senior governments and stakeholders for heritage conservation. At Village build out (a long time) and subject to market conditions, it is estimated that \$7 million may be collected for the grant program from developer density bonusing contributions over 1.2 FAR. A maximum of \$75,000 per identified heritage building is proposed on a 50/50 cost sharing basis. All grants must be developer justified and cost shared. Council approval is required to allocate grants. Policy Planning will administer the Program in consultation with Finance and Development Applications.

(ii) A New Steveston Conservation Zone

The existing Village C4 and C5 zones provide a maximum density of 1.0 FAR. The average actual built density is 0.75 FAR. A new Steveston Conservation Zone proposes to give land owners, for properties with and without identified heritage resources on them, a financial incentive by giving a density bonus to: (1) keep the small 1892 Survey lot pattern by automatically providing a minimum increase in density from 1 to 1.2 FAR and (2) where densities are allowed over 1.2 FAR to 1.6 FAR, to financially enable the City to assist in conserving the exteriors of identified heritage buildings.

With the new Steveston Conservation Zone, densities up to 1.2 FAR are generally proposed along Moncton Street and, elsewhere in the Village higher densities up to 1.6 FAR may be achieved. When developers use the Steveston Conservation Zone with densities above 1.2 FAR, they are to provide the City with \$47.00 per buildable square foot (BSF).

(iii) Parking Reductions

Parking reductions in the Village are proposed, to create a compact community and to provide developers with financial incentives.

(e) Three Bylaws For Immediate Heritage Conservation Control (**Attachment 7**)

It is recommended that the following three bylaws be introduced and adopted within a short time, to enable Council to better manage and avoid losing identified heritage resources through demolition and redevelopment.

- (i) A Heritage Procedures Bylaw 8400 (**Attachment 7**) to enable Council to issue a Heritage Alteration Permit. Minor HAPs are proposed to be issued by staff to save Council time with minor heritage conservation activity.
- (ii) A Heritage Control Period (HCP) Bylaw 8401 (**Attachment 7**) to enable Council to protect identified Village heritage resources and to manage the redevelopment of non-heritage resources for a one year period, overlapping with temporary protection provided by first reading of the Steveston Area Plan Amendment Bylaw 8403 which expires after 120 days. Staff recommend this approach to ensure that, if Bylaw 8403 is not adopted within the 120 day period, whether or not the reason relates to the proposed heritage conservation area designation, temporary protection of heritage resources will continue in order that the Council may, for example, revise the Area Plan in response to comments at the public hearing or from referral agencies, and reintroduce the Area Plan and HCA designation within the overall one year period.
- (iii) A Building Regulation Bylaw No. 7230 Amendment Bylaw 8402 (**Attachment 7**) to enable Council, for the first time, in Steveston Village, to require that a demolition permit application be withheld, until a building permit and any applicable development permit are ready to be issued. This approach will give Council the ability to better manage change by first knowing what will replace an existing building, prior to its demolition or redevelopment.

3. Heritage Conservation Tool Kits and Standards

Approval of the Strategy and bylaws means that the City will be guided by the Generic Heritage Conservation Tool Kit of BC (**Attachment 3**), Steveston Village Heritage Conservation Tool Kit (**Attachment 4**) and "Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada (**Attachment 5**).

4. Steveston Parking Study

In July 2007, a Transportation Division report summarizing the findings of the Steveston Parking Study was presented to the Public Works and Transportation Committee. It indicated that there are excess parking spaces in the general area of Steveston Village and an excess of designated on-street commercial loading bays at this time. There are a number of proposed parking improvements suggested in the Steveston Parking Study (**Attachment 1**). This matter will be addressed in a separate report to committee.

5. Support

(a) General

The proposed Steveston Village Conservation Strategy is based on a high level of public support. The proposed Strategy and Implementation Program are supported by the Richmond Heritage Commission, consultants and City staff.

In December 2008, at the request of Councillors, City staff invited all owners of the identified heritage properties (18) to meet and discuss the proposed Strategy and Implementation Program and their benefits and implications. The meeting was not well

attended, as only representatives from five properties attended. The feedback summary is as follows:

- Total Number of Heritage Properties in Village is 18.
- Properties represented at meeting = 6 (33%) includes the City as it owns 2 heritage buildings.
- Agreeing: Private Owners - 2 private identified heritage resources:
 - 3731 Chatham Street (former Steveston Methodist Church)
 - 3871 Moncton Street (Bare Basics)
- Private Owners disagreeing - 6 identified heritage resources
 - 3611 Moncton Street (Marine Garage)
 - 3480 Moncton Street (Riverside Art Gallery/Watsida Building)
 - 12191 1st Avenue (Steva Theatre)
 - 12111 3rd Avenue (Steveston Hotel)
 - Southwest Corner of 3rd Avenue & Chatham Street
 - 3831 Moncton Street (Budget Appliance Store/Ray's Drygoods)
- Steveston Harbour Authority (SHA) – Board comments pending
- Those not attending = 12 (67%).
- City Owned: Note that the City owns 2 identified heritage buildings at 3811 Moncton St (Museum & 4091 Chatham St. building).

The feedback indicates the following:

- Support: 4 (22%):
 - 2 private – see above,
 - 2 City (3811 Moncton St (Museum & 4091 Chatham St. building,))
- Disagree: 6 private (33%)
- No response: 8 (45%).

(b) Analysis Of Feedback

For a long time people have admired the uniqueness of Steveston Village and wanted to preserve it, but did not know what exactly it is or how to do it. The proposed Steveston Village Conservation Strategy & Implementation Program now identify what makes the Village unique, and how this can be conserved for future generations. The Richmond Heritage Commission, heritage consultants and City staff have identified that 18 of the Village's 90 buildings have heritage value. These 18 heritage buildings are the essence of the Village's unique character. If Steveston Village is to remain unique, each of these 18 heritage buildings needs to be protected and conserved. The Richmond Heritage Commission, heritage consultants and City staff recommend that all 18 buildings be conserved, otherwise Village conservation will not be effective and valuable heritage resources will be lost for future generations.

Regarding the meeting with the affected property owners, staff anticipated that not all owners would be able to attend, a low response rate may occur and more meetings would be needed to collaboratively find tailored solutions with each owner. The feedback is not a scientific survey. Some owners support the Strategy, many did not respond and a small number disagreed. Those who have raised concerns are not yet sure about the details as to how the Strategy will affect them and want to know more about the financial benefits.

This was anticipated, as the Strategy is a long term conservation management framework which calls for City staff to continue to collaborate with each affected owner over the long term. The goal is to explore specific options and find the financially viable conservation solutions for each property, with each property owner. As individual solutions cannot be found in one meeting, a co-operative and collaborative approach over the long term is recommended to find tailored solutions.

As well, it is important to note that there is wide community support for the Strategy and to keep Steveston unique. The Strategy is anticipated to result in long term social and economic benefits and will be an important legacy for the City. It is for these reason, the staff recommend that all the 18 heritage buildings be protected and conserved.

(c) Options

The options are:

Option 1 – Retain All Identified Properties in Strategy (Recommended)

Discussion: As the identified Village heritage resources are unique, important and have long term value to the Village and community, staff recommend that they be retained in the Strategy and more discussions and collaboration occur with the owners to identify the opportunities and benefits.

In summary, the benefits of the Strategy to owners of identified heritage resources include:

- Land Use Is Not affected;
- Only the exteriors of identified heritage buildings are affected;
- Increased Density, as the new Steveson Conservation (SC) Zone enables a density increase from the existing 1 to 1.2 FAR and possibly up to 1.6 FAR in places (e.g., Chatham St);
- Increased Building Height, as the existing C4 Zone only allows two stories and the new SC Zone enables opportunities for three stories;
- Reduced Parking Requirements, as up to a 33% reduction in parking may be allowed;
- Heritage Grants, as a new heritage conservation cost sharing grant program is established whereby owners may receive up to \$75,000 per identified heritage resource, on a cost sharing basis and as funds are available, to assist in conserving the exteriors of identified heritage buildings;
- Density Transfer: Where density is allowed on a site, but not used in order to conserve an identified heritage resource, the unused density may be transferred to another site where the other owner agrees to compensate the heritage property owner for the transferred density. City funds would not be used;
- Tailored, financially viable solutions through City - owner collaboration;
- Property values retained and may increase (see below); and
- Contributes to the Village's Unique Heritage Legacy for future generations.

By retaining these properties in the Strategy and working with individual owners to identify site specific opportunities and benefits, it is anticipated that their interests can be

addressed and Village heritage conservation achieved. These discussions will occur over the long term, beyond the public hearing, as it will take time to find effective solutions.

There is evidence that heritage conservation has value. For example, a 2005 Vancouver heritage study (Source: Study of Comparative Value of Heritage and Non - heritage Houses in Vancouver, compiled by the Vancouver Heritage Foundation, 2005), which used BC Assessment Authority data:

- Indicated that overall, designated heritage properties in Hastings Sunrise increased in value by 35%; in Strathcona 12%; and in Mt Pleasant by at least 31%;
- Concluded that “the designation of heritage homes does not negatively affect assessed property value” and that “designated heritage homes increased at rate similar to or above growth rates of non designated heritage and non heritage homes. Overall, both designated and non-designated heritage homes outperformed non -heritage homes. We feel that it is both socially and economically worthwhile to protect these narrative (heritage) structures....”.

Additional examples are provided in **Attachment 1**.

Option 2 – Delete From Strategy

Discussion: This option would involve deleting the 6 properties from the Strategy. This option is not recommended because significant Village heritage resource would be lost based on incomplete information and unexplored solutions.

Staff recommend Option 1 which involves finding collaborative solutions with owners over the long term beyond the public hearing. Staff will be holding a public open house on or around May 12, 2009, prior to the public hearing on May 19, 2009. Staff will advise Council of the feedback, prior to the public hearing.

6. Next Steps

The following steps are proposed to approve the proposed Steveston Village Conservation Strategy and Implementation Program:

Date	Comment
Monday, April 27, 2009	Council discusses and starts the approval process, as follows: <ul style="list-style-type: none"> - Approve the Steveston Village Conservation Strategy, - Approve the Steveston Village Heritage Conservation Grant Program - Introduce and give three readings to the following Heritage Control Bylaws: <ul style="list-style-type: none"> - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402, - Introduce and give 1st reading to: <ul style="list-style-type: none"> - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments, - Refer Bylaw 8403 (Area Plan amendments [e.g., establish a Heritage Conservation Area]), and related Strategy documents to the MIB, SB, UDI, GVHBA, SHA, - Direct staff to hold a public open house regarding Bylaw 8403 and related Strategy documents, on or around May 12, 2009 and report findings to Council prior to the Public Hearing on May 19,2009,

Date	Comment
Monday May 4, 2009	Special Council Meeting (same day as the General Purposes Committee meeting) to adopt the three Heritage Control Bylaws: - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402.
Tuesday May 12, 2009	Open house
Monday May 19, 2009	Public Hearing and to Adopt: - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments,

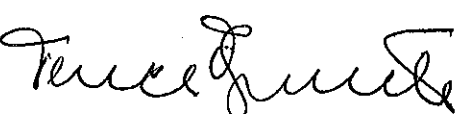
Financial Impact

The two financial principles of the Strategy which have been met are “Incentives” and “Cost effectiveness”. A Heritage Conservation Grant Program which is developer funded through density bonusing is proposed to enable the City, on a cost sharing basis and as funds are available, to assist the owners conserving the exteriors of the identified heritage buildings.


Approval of the Strategy does not create expenditures for Council. Staff will monitor the Strategy’s effectiveness. Staff have already forwarded the Strategy and Implementation Program package to the funding stakeholders (i.e., the Real Estate Foundation of BC, BC Ministry of Tourism, Culture and The Arts, Heritage Branch and BC Ministry of Community Services, Smart Development Partnerships) to receive their final funding for preparing the program. Upon final approval, all final documents will be forwarded to the stakeholders with thanks.

Conclusion

Steveston Village is unique and should be protected and its heritage conserved. Led by the Richmond Heritage Commission, the proposed Steveston Village Conservation Strategy and Implementation Program have been prepared with stakeholder funding, public and heritage property owner consultation and legal advice. On September 26, 2005 Council approved the allocation of \$50,000 to undertake the Steveston Village Conservation Program and on July 23, 2007 approved the Strategy in principle and authorized the preparation of an implementation program. The Strategy principles are: (1) Conservation, (2) Incentives, (3) Partnerships, (4) Cost-effectiveness, and (5) Balance. The Implementation Program addresses the Strategy principles. From May 2008 to April 2009, Council and Planning Committee have been updated of progress. Staff recommend the Steveston Village Conservation Strategy and Implementation Program be approved.


Terence Brunette
Planner 2, Policy Planning


Sara Badyal,
Planner 1, Development Applications


Terry Crowe,
Manager, Policy Planning

TC:tcb

ATTACHMENTS

Attachment	Description
Attachment 1	Summary - Steveston Village Conservation Strategy & Implementation Program
(Attachment) 1 Schedule 1	<ul style="list-style-type: none"> - <u>Chart 1</u> - An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods - <u>Chart 2</u> - An Overview Of The Types Of Decisions - For Identified Heritage Resources and Sites - <u>Chart 3</u> - An Overview Of The Types Of Decisions - For Non Heritage Resources and Sites
Attachment 2	Steveston Village Conservation Program: Conservation Strategy
Attachment 3	Generic Heritage Conservation Tool Kit For BC Municipalities
Attachment 4	The Steveston Heritage Conservation Tool Kit"
Attachment 5	"Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada,
Attachment 6	The "Steveston Village Heritage Conservation Grant Program".

BYLAWS

Attachment 7:	Heritage Bylaws for Immediate Approval
▪ Bylaw 8400	Heritage Procedures Bylaw 8400
▪ Bylaw 8401	Heritage Control Period Bylaw 8401
▪ Bylaw 8402	Building Regulation Bylaw 8402
Attachment 8:	Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8403 (Steveston Area Plan)
▪ Bylaw 8403	
Attachment 9:	Zoning & Development Amendment Bylaw 5300, Amendment Bylaw 8404 "Steveston Commercial"
▪ Bylaw 8404	(C4 District modifications)
Attachment 10:	Zoning & Development Amendment Bylaw 5300, Amendment Bylaw 8405 "Steveston Commercial"
▪ Bylaw 8405	(C5 District modifications)