



City of Richmond

Report to Committee

To: Planning Committee **Date:** May 25, 2021
From: John Hopkins **File:** 08-4200-01/2021-Vol 01
Director, Policy Planning
Re: **Steveston Village Advisory Design Committee and Steveston Area Plan Review**

Staff Recommendations:

1. That a Steveston Village Advisory Design Committee be established to review the design of new development in Steveston Village, as outlined in the report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021 from the Director, Policy Planning;
2. That the Terms of Reference for the Steveston Village Advisory Design Committee, as outlined in Attachment 2 of this report, be endorsed and that staff be directed to begin the recruitment and appointment process as soon as possible;
3. That the enhanced development application review process described in the report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021, from the Director of Policy Planning, be endorsed;
4. That the implementation strategy, as further described in the report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021, from the Director of Policy Planning, be endorsed, and that all new and in-stream applications are to be referred to the Steveston Village Advisory Design Committee once established;
5. That staff be directed to report back to Council in two years regarding the effectiveness of the enhanced development application review process and the Steveston Village Advisory Design Committee.

John Hopkins
Director, Policy Planning
(604-276-4279)

REPORT CONCURRENCE		
ROUTED TO: City Clerk Building Approvals Development Applications Transportation	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

Feedback from members of the Planning Committee regarding recent development proposals in Steveston has emphasized the desire to strengthen the role played by new development in the conservation of heritage character in the Steveston Village.

At the March 2, 2021 meeting of the Planning Committee, the following resolutions were passed:

- *That the Application by Inter Luck Trading Corp. for Rezoning at 3560 Moncton Street from Steveston Commercial (CS2) to Commercial Mixed Use (ZMU43) - Steveston Village be tabled until the Steveston Design Committee is established; and*
- *That the Planning Committee review the Steveston Area Plan and offer suggestions for possible change.*

Staff are committed to the conservation of heritage character in Steveston Village through the development application review process. Staff have carefully considered these Committee resolutions with an aim to understand the goals and scope of Committee members' concerns. It is understood that Committee members have expressed concern about:

- The cumulative impact of new development on the overall heritage character of Steveston Village;
- The importance of variety as an element of Steveston Village's heritage character (variety in building designs, in rooflines etc.);
- The importance of reproducing architectural elements from the turn of the 20th century in new development proposals rather than considering a contemporary interpretation of those elements; and
- The effectiveness of the City's current development application review process in conserving heritage character in Steveston Village.

This report responds to the Committee resolutions through a review of the existing policy and design framework established to guide redevelopment in Steveston Village, analyses of the options to address the concerns raised by Committee members, and the provision of recommendations intended to strengthen the development application review process in Steveston Village.

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

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

6.1 Ensure an effective OCP and ensure development aligns with it.

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

Findings of Fact

Background

Planning and development regulation in the Steveston planning area has evolved over many years, with substantial public consultation throughout. It has been refined to capture the desired goals and direction for the future of the area, and to translate those into effective policies, regulations, and design guidelines applicable to new development and to the conservation of protected heritage resources.

Significant pieces in the evolution of the Steveston Area Plan as it relates to land use policies and design guidelines for the Steveston Village Character Area are summarized below, with a more detailed description in Attachment 1.

Steveston Area Plan (1985)

- Contained broad goals, objectives, and policies for the whole planning area similar to those that are still in place today.

Sakamoto Guidelines

- “Design Criteria for the Steveston Revitalization Area” (1987)
 - Expanded on the existing Development Permit (DP) guidelines for new development.
- “Steveston Revitalization Area Façade Guidelines” (1989)
 - Used to guide alterations to existing buildings by property owners eligible for façade improvement grants under a provincial revitalization and grant program available at the time.

Steveston Village Conservation Strategy and Implementation Program (2009)

- Established a formal heritage Statement of Significance (SOS) for Steveston Village;
- Amended the Steveston Area Plan to:
 - designate Steveston Village as a Heritage Conservation Area, under the Provincial *Local Government Act*;
 - identify 17 heritage resources to be protected in the Steveston Village and introduce specific design guidelines for their conservation;
 - update heritage conservation policies and DP Guidelines;
 - incorporate the Sakamoto Guidelines into the updated DP Guidelines for new development on non-protected sites;
- Established the mechanism to fund the Steveston Village Heritage Conservation Grant Program and to provide incentives for heritage conservation; and
- Introduced Zoning Bylaw amendments for the mixed use properties in the Area (CS2; CS3 zones) to better align them with the updated DP Guidelines and Sakamoto Guidelines.

Steveston Area Plan Amendments (2017)

- In response to recent development, amendments were made to heritage conservation policies and DP Guidelines for the Steveston Village Character Area following stakeholder and public consultation.
- The Sakamoto Guidelines were included as an appendix to the Steveston Area Plan, with reference that they are to be used in coordination with the DP Guidelines for the Steveston Village.

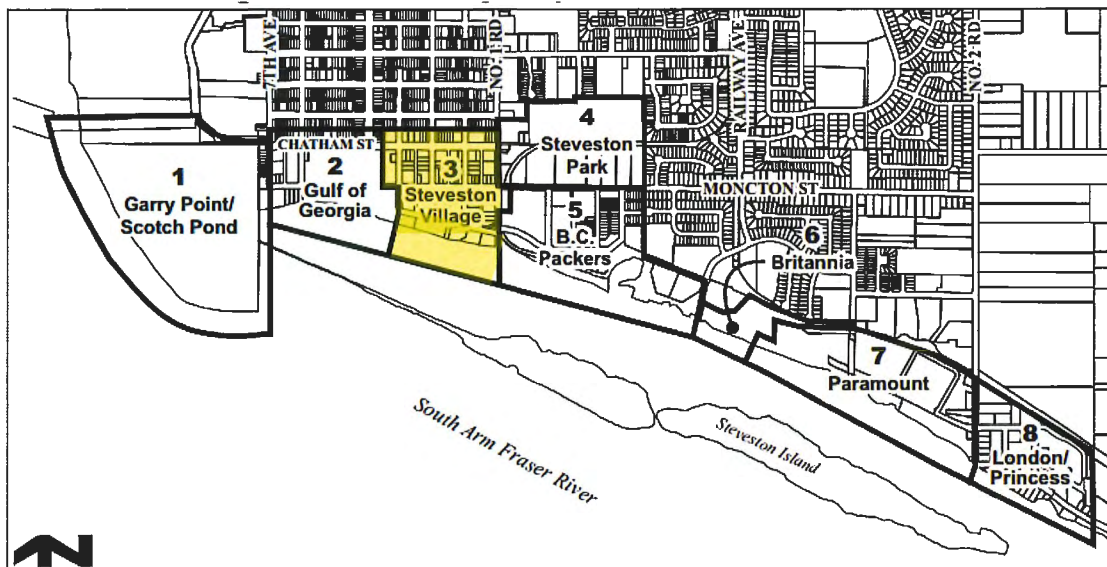
These significant pieces in the evolution of the Steveston Area Plan set the stage for the policy and design framework for the Steveston Village Character Area that exists today.

Current Policy and Design Framework

The overall goal of the Steveston Area Plan is “to create a vibrant Steveston community by managing residential, commercial, industrial and community uses, in a way that will:

- Enhance the home port and fishing village character;
- Be sensitive to the area’s history; and
- Balance the unique needs and character of the waterfront, upland residential community and the Steveston Village.”

This overall goal is to be achieved through the Council-approved objectives, policies, and design guidelines set out in the Area Plan for the whole area, which consists of the upland low-density residential neighbourhood, as well as eight unique character areas of the Waterfront Neighbourhood illustrated below, among which is Steveston Village.



The Relationship between Heritage Conservation, Land Use Policies, and Design Guidelines for the Steveston Village Character Area

The existing heritage conservation and land use policies contained in the Steveston Area Plan stem from Council adoption of the Steveston Village Heritage Conservation Strategy (2009). The current land use designation for Steveston Village is “Heritage Mixed Use”, which provides for commercial/industrial land uses at grade with residential/office generally above the ground floor. The designation of the Steveston Village as a Heritage Conservation Area under the provincial *Local Government Act* provides for long-term protection of the heritage character of the Area in its entirety, as all properties located within the Area are subject to the conservation requirements, applicable heritage policies, and design guidelines set out in the Steveston Area Plan.

The effectiveness of the objectives, policies, and design guidelines set out in the Area Plan in conserving the heritage character of Steveston Village relies significantly on the opportunities provided by mixed-use development proposals in the area. The Rezoning (RZ) application process enables a funding mechanism to assist with conserving the 17 protected heritage resources (Figure 1, below) by way of contributions to the Steveston Village Heritage Conservation Grant Program in exchange for bonus density in certain areas of the Village consistent with the Land Use Density and Building Height Map (Figure 2, below).



LEGEND

	Non Heritage Building		Identified Heritage Resource		Historic Lot Lines
①	3811 Moncton St.: "Japanese Doctors'/Hospital Office" relocated from 4091 Chatham St.	⑦	3580 Moncton Street "Hepworth Block"	⑬	3831 Moncton Street "Ray's Drygoods/Budget Appliance"
②	3711/3731 Chatham Street "Steveston Methodist Church"	⑧	3611 Moncton Street "Marine Garage"	⑭	3871 Moncton Street "Bare Basics"
③	12011 3 rd Avenue "Steveston Courthouse"	⑨	3688 Moncton Street "Wakita Grocery"	⑮	3891 Moncton Street "Tusaka Barbershop"
④	12111 3 rd Avenue "Sockeye/Steveston Hotel"	⑩	3700 Moncton Street "Redden Net/ Atagi Building"	⑯	12191 1 st Avenue "Japanese Buddhist Temple"
⑤	3460 Moncton Street "Dave's Fish & Chips"	⑪	3711 Moncton Street "Cannery Café"	⑰	12311 No 1 Road "Prickly Pear Garden Center"
⑥	3480 Moncton Street "Watsila Building/ Riverside Art Gallery"	⑫	3811 Moncton Street "Steveston Museum/Northern Bank"		

November 27, 2018

Figure 1. Steveston Village Character Area (Core & Riverfront) / Heritage Conservation Area (HCA) with Identified Protected Heritage Resources

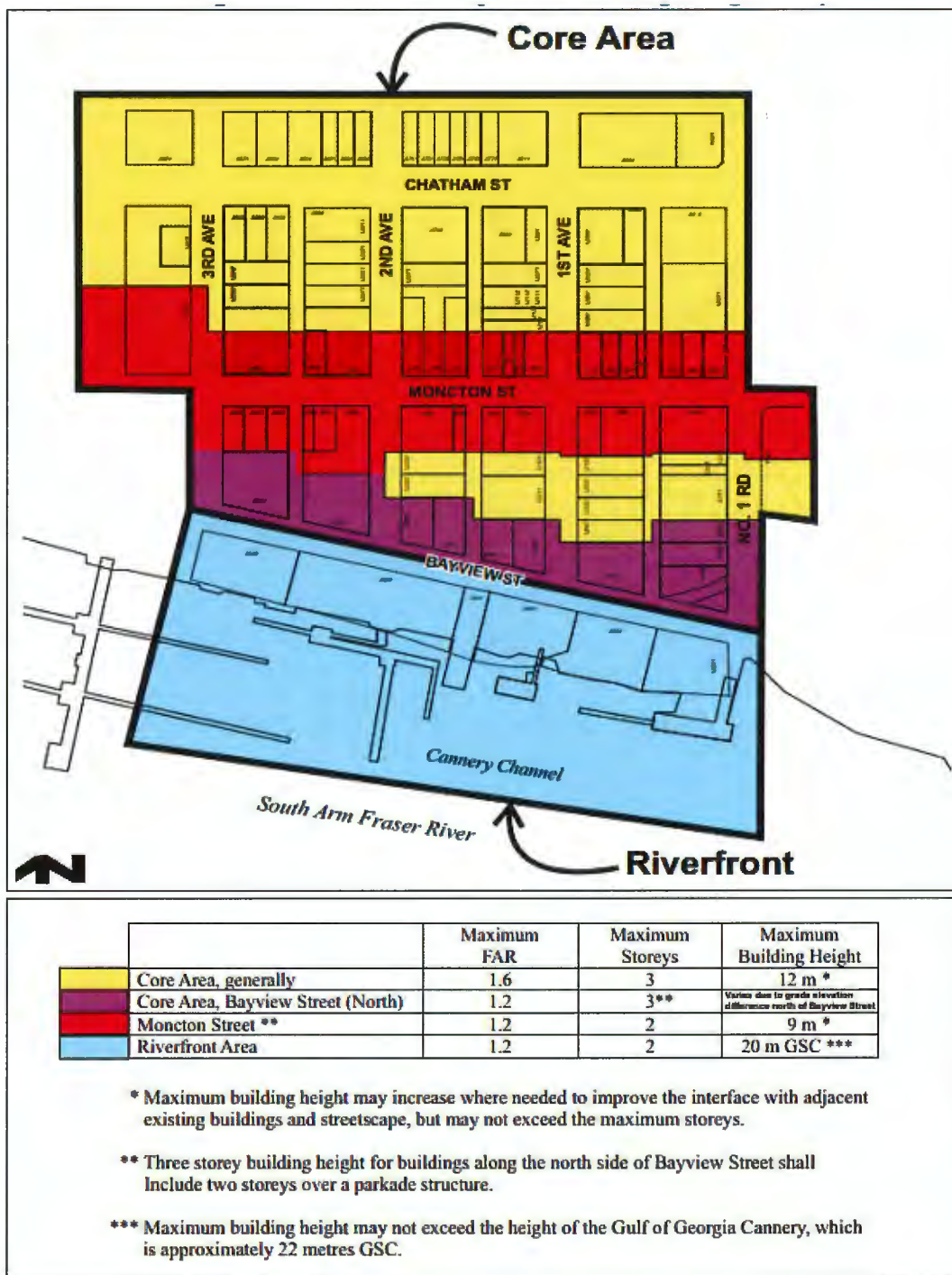


Figure 2. Steveston Village Land Use Density and Building Height Map

To ensure that new development respects the heritage character of Steveston Village and that alterations to sites containing protected heritage resources retain character-defining elements of heritage significance (as identified in the SOS), the City is able to specify design guidelines that are necessary to achieve the objectives of the Heritage Conservation Area designation.

Specifically, the Steveston Area Plan identifies that:

- alterations involving protected heritage resources must be consistent with the Steveston Village Conservation Strategy and *Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada*; while
- alterations or new development involving non-protected properties must be consistent with detailed DP Guidelines that are specific to the Steveston Village.

Steveston Village Character Area DP Guidelines (Core & Riverfront)

The purpose of the DP Guidelines for the Steveston Village is to establish an urban design character by which new development can be coordinated with identified protected heritage resources to achieve desired ends, and at a scale and intensity of use that is in sympathy with the historic building pattern.

The DP Guidelines for the Steveston Village area recognize that development has traditionally been characterized by the modest scale and varied forms of the commercial buildings in its historic village centre, and by the massive fishing industry buildings that once dominated its riverfront. The DP guidelines encourage that the form of new development should be firmly rooted in this vocabulary.

The DP Guidelines contain 17 pages of detailed direction for new development to achieve desirable settlement patterns, shifts in scale, building massing and height, architectural elements such as exterior walls and finishes, weather protection, signage, landscaping, and the siting of parking and services.

Sakamoto Guidelines

As described earlier in this report, the two documents known collectively as the “Sakamoto Guidelines” were incorporated into the DP guidelines in 2009, and then subsequently appended to the Steveston Area Plan along with a specific reference that they are to be used in coordination with the DP Guidelines for the Steveston Village. The Sakamoto Guidelines for new development in Steveston Village consist of seven elements, summarized below:

1. The distinctive character of the original buildings should be preserved and restored in keeping with the styles of the era (with different guidelines for buildings on Moncton Street and vicinity versus those on the waterfront);
2. The continuity of the commercial frontage should be maintained by having a minimum street setback, consistent with older commercial streets (with storefront glazing to provide visual interest and canopies for weather protection);
3. New buildings should not exceed three storeys in height;
4. Exterior finish of buildings facing commercial streets should utilize traditional materials, or materials which are compatible with existing natural finishes;
5. Parking should be located at the rear of buildings, or in communal lots;
6. Signs for identification of businesses and activities should be in keeping with the historic nature of the town; and
7. Development and redevelopment should include new pedestrian amenities, landscaping, site improvements and screening, where appropriate.

Comparative Analysis: DP Guidelines vs. Sakamoto Guidelines

City staff conducted a side-by-side comparison of the “Sakamoto Guidelines” with the current DP Guidelines for the Steveston Village and have determined that the guidelines are well-aligned with each other. Their similarities include, but are not limited to:

- allowing mixed commercial/residential developments to be located in the Steveston Village;
- preserving and restoring the character of pre-1930’s buildings, which had simple forms of human scale, with false fronts and gable rears, flat roofs concealed by parapets, and fabric awnings or supported canopies for weather protection;
- retaining the continuity of the commercial frontage by having a minimum street setback, with limited openings and recesses, and designed to reflect small, individual storefronts representative of historic lot lines;
- utilizing traditional and high-quality exterior materials and craftsmanship, such as horizontal wood siding, shingles, and board and batten (or compatible materials), wooden porches and handrails, as well as traditionally dimensioned doors and windows;
- allowing up to three stories in height (in certain areas);
- locating parking to the rear of buildings or in communal lots;
- ensuring business signage is in keeping with the historic nature of the Village, (e.g., marquee, fascia, canopy, projecting, roof signs; and limited and specialized freestanding signs); and
- designing waterfront development to permit public access to and views of the water.

Although City staff review development applications in the Steveston Village with the aim of ensuring they are consistent with both the DP Guidelines and Sakamoto Guidelines, adherence to the guidelines alone will not address Planning Committee members’ concerns. As urban design and adherence to the guidelines is subjective, it is possible for a new development proposal to adhere in many ways to the DP Guidelines and Sakamoto Guidelines, and yet not meet Committee members’ expectations of contributing to the heritage character of Steveston Village. Steps can be taken through the development application review process to clarify the role that architects and the design of new development can play in meeting the overall objectives of the policy and design framework, and meeting Committee member’s expectations.

Current Development Application Review Process

In the context of new development proposals in Steveston Village that do not conform with the current zoning for the property, the application review process typically involves the following:

- inter-departmental staff review of the RZ proposal for consistency with the relevant City regulations, policies, and design guidelines for the Steveston Village Character Area (which are aligned with the Sakamoto Guidelines), and liaison with the applicant to arrive at an acceptable proposal. This review process contains oversight by senior planning and urban design staff;
- review of the proposal by the Richmond Heritage Commission;
- if endorsed, consideration of the proposal by Planning Committee, Council, and at a Public Hearing;

- if the application is endorsed at Public Hearing, the associated DP¹ application review process must occur to a level satisfactory to the Director of Development before the RZ application can receive final adoption;
- the DP application undergoes a more in-depth design review with continued oversight by senior urban design staff, and is required to address any areas identified for improvement during the RZ application review process;
- it is then reviewed by the Richmond Heritage Commission and the Advisory Design Panel;
- if endorsed, consideration of the proposal by the Development Permit Panel;
- if endorsed, the applicant is required to complete all requirements identified for fulfillment so that the RZ and DP applications can be considered for final approval by City Council.

The application review process is slightly different for proposals that do not involve a change in zoning or for proposals involving alterations to the 17 protected heritage resources and non-protected sites in Steveston Village.

Analysis

As outlined in this report, the Steveston Area Plan and DP Guidelines for the Steveston Village area have been thoroughly reviewed in 2009 and 2017 through extensive stakeholder and public consultation. The design intent of the Sakamoto Guidelines are incorporated into the existing DP Guidelines, and copies of the two documents that make up the Sakamoto Guidelines are attached to the Steveston Area Plan. Staff do not recommend further amendments to the DP Guidelines for Steveston Village, as the Steveston Area Plan contains design direction for new developments to conserve the heritage character of Steveston Village. Rather than continuing to amend the DP Guidelines in the Steveston Area Plan, staff recommend enhancing the development application review process to address Planning Committee members' concerns. Staff describe options for enhancing the development application review process below.

Steveston Village Advisory Design Committee (*recommended*)

To respond to Planning Committee's request for a Steveston Design Committee, staff recommend the establishment of a new Committee to review and comment on relevant development applications and design-related initiatives in Steveston Village as part of an enhanced review process. The draft Terms of Reference for the proposed Steveston Village Advisory Design Committee are included in Attachment 2. The Steveston Village Advisory Design Committee would ensure greater design oversight for relevant Steveston-specific development applications early on and prior to the more detailed design review that typically occurs later as part of the DP application review process.

¹ A Heritage Alteration Permit application is also considered concurrently with the DP application.
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Staff propose that the Steveston Village Advisory Design Committee consist of three voting members, appointed for a two-year term, as follows:

- One member in good standing with the Architectural Institute of British Columbia (AIBC), and that has demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development);
- One member with demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development), and that is in good standing with the BC Association of Heritage Professionals (BCAHP)/Canadian Association of Heritage Professionals (CAHP) or the Architectural Institute of British Columbia (AIBC);
- One community member at large.

A non-voting representative would include a City Staff Liaison from the Policy Planning Department.

Appointments to the Steveston Village Advisory Design Committee would follow the standard advertising and appointment process, to be administered by the City Clerk's Office.

Relevant proposals and design-related initiatives in the Steveston Village to be referred to the Committee would include, but are not limited to:

- Amendments to the Steveston Area Plan, Richmond Zoning Bylaw, or other plans or guidelines that may have an impact on the heritage character of Steveston Village;
- RZ or Zoning Text Amendment applications to enable proposals for new development or major alterations/additions; and
- DP and Heritage Alteration Permit (HAP) applications for new development or major alterations/additions on properties that are already designated and zoned to accommodate the proposed land use².

Should Planning Committee/Council endorse this recommendation, an outline of the revised design review process for relevant new applications in Steveston Village is included in Attachment 3.

Advantages of having a separate advisory committee to comment early on in the design stage are that there is a clearly-defined objective and lens through which to review applications in the Steveston Village, and an understanding by all parties of when referral to the Steveston Village Advisory Design Committee review is required. However, the disadvantages of having a separate advisory committee are that a single application is referred to multiple advisory committees which may produce conflicting feedback, as well as the need for minor additional resources to operate a separate advisory committee (e.g., member appointments, meeting scheduling, preparation of materials, and Staff Liaison attendance at meetings).

² For greater clarity, DP and HAP applications involving minor alterations to existing properties in Steveston Village are not recommended to be referred to the Steveston Village Advisory Design Committee. This includes, but is not limited to, such minor alterations as business signs on non-protected properties; proposed removal of exterior building materials and replacement with like-for-like materials on non-protected properties; minor repairs that will have no impact on the exterior architectural form, character, or finish of the building.

On the basis that this option would address Planning Committee's desire to have a Steveston-specific lens through which to review the design of new development proposals in the Steveston Village early on in the process, and that this option would provide the greatest quality control, staff recommend endorsing the Terms of Reference for the Steveston Village Advisory Design Committee as included in Attachment 2. Should Planning Committee/Council endorse the Terms of Reference, staff would begin the advertising and recruitment process for the Steveston Village Advisory Design Committee and anticipate reporting back with recommendations for the selection of Committee members in the fall of 2021.

Alternatives to the Steveston Village Advisory Design Committee (*not recommended*)

An alternative to the establishment of the Steveston Village Advisory Design Committee is the appointment of an additional voting member with professional expertise in heritage conservation planning and design to the City's Advisory Design Panel (ADP) on an as-needed basis to comment on relevant development applications in the Steveston Village.

Advantages of pursuing this option include not having to refer a single application to multiple advisory committees, as well as no additional resources being needed to operate a separate advisory committee. To a lesser degree, another advantage to pursuing this option would be that the heritage representative could also attend ADP meetings on an as-needed basis to offer more general guidance on those development applications that have heritage implications but that are located outside of Steveston Village (e.g., designated heritage properties city-wide).

The disadvantage of pursuing this option is the need to proactively mobilize the heritage representative to attend only those ADP meetings as needed, which may be viewed as being less straightforward than having a separate advisory committee review all relevant applications in a specific geographic area. On this basis, and based on Planning Committee's desire for a Steveston-specific advisory committee, staff do not recommend this option.

Proposed Enhancements to the Development Application Review Process

Staff have identified a few areas where the application submission requirements and review process can be enhanced for new development proposals and major alterations/additions³ in the Steveston Village:

- A mandatory pre-application meeting with senior City planning and design staff;
- The requirement for the project architect to have demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development);
- The submission of an expanded design rationale by the project architect that describes the contribution that the proposal makes to: conserving heritage character in Steveston Village; ensuring variety in building design, rooflines etc.; and expressing the site's significance; and
- The application would be assigned to a City Senior Planner/Urban Designer.

³ For greater clarity, DP and HAP applications involving minor alterations to existing properties in Steveston Village are not subject to the proposed enhancements to the development application submission requirements and review process. This includes, but is not limited to, such minor alterations as business signs on non-protected properties; proposed removal of exterior building materials and replacement with like-for-like materials on non-protected properties; minor repairs that will have no impact on the exterior architectural form, character, or finish of the building.

The requirement for a project architect with demonstrated experience in heritage conservation will be clearly communicated in the mandatory pre-application meeting. Although there is no accreditation for an architect having heritage conservation experience, this requirement can be met by providing a list of the number of projects the architect has completed in other heritage areas as part of the development application submission requirements⁴. Ultimately, however, the interpretation of whether an architect has demonstrated experience in heritage conservation will have to be made by City staff (to the satisfaction of the Director of Policy Planning and/or Director of Development), and it will have to be clearly communicated that in the absence of this experience, they may have a more challenging experience producing a proposal that is acceptable to City Council. Staff will prepare an updated bulletin to be made available on the City's website to provide guidance on the enhanced application submission requirements and review process for new development proposals in the Steveston Village.

Implementation Strategy

Should Planning Committee/Council endorse the recommendations to establish the Steveston Village Advisory Design Committee and to enhance the development application submission requirements and review process, staff propose the following implementation strategy:

- All new applications involving new development and major alterations/additions⁵ in Steveston Village are to be referred to the Steveston Village Advisory Design Committee for review and comment and are to follow the enhanced submission requirements and review process (i.e., mandatory pre-application meeting, architect with demonstrated experience in heritage conservation, submission of expanded design rationale, City Senior Planner/Urban Designer assigned to project);
- City staff will work with the applicant and existing architect of the in-stream RZ application by Inter Luck Trading Corp at 3560 Moncton Street (RZ 18-817742) to revise their proposal and to refer it to the Steveston Village Advisory Design Committee after it is established. This will involve revisions to provide for variety in the building design, to the roofline, as well as conveying the site's current contribution to the heritage character of Steveston Village (i.e., prominence at this main intersection, the current building's covered porch on its main façade fronting Moncton Street and its secondary façade along 2nd Avenue). Although this application is already assigned to a Planner, the revised design review process will be overseen by a Senior Planner/Urban Designer. Should the property come under new ownership or the applicant engage with a new architect, the proposed enhancements to the development application submission requirements and review process would be applicable.
- There are four other relevant in-stream development applications currently under staff review that have not yet moved forward for consideration to a Planning Committee meeting. These in-stream development applications warrant feedback from the Steveston Village Advisory Design Committee and an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village. City staff will inform the applicants of these in-stream development applications that their proposal is required to be reviewed by the Design Committee after it is established and that an expanded design rationale is required to be submitted. However, given that these in-stream applications already have existing

⁴ It is also possible for City staff to consider architects who hold membership in the BC Association of Heritage Professionals (BCAHP)/Canadian Association of Heritage Professionals (CAHP), who typically have specialized knowledge, formal training, or work experience in heritage conservation.

⁵ This does not include minor alterations to existing properties in Steveston Village. This includes, but is not limited to, such minor alterations as business signs on non-protected properties; proposed removal of exterior building materials and replacement with like-for-like materials on non-protected properties; minor repairs that will have no impact on the exterior architectural form, character, or finish of the building.

architects on board who have already prepared many design drawings, it is not necessary to require new architects for these applications. Although these in-stream applications are already assigned to a Planner, the application review process moving forward will be overseen by a Senior Planner/Urban Designer. Should the property come under new ownership or the applicant engage with a new architect, the proposed enhancements to the development application submission requirements and review process would be applicable.

The status of the relevant in-stream development applications is provided in Attachment 4.

City staff will assess the enhanced development application review process as well as the effectiveness of the Steveston Village Advisory Design Committee, and report back to Council in two years.

Financial Impact

Financial impacts to the City associated with the establishment of the Steveston Village Advisory Design Committee are minor and include the standard resources required to operate an advisory committee, which can be accommodated under the existing departmental operating budgets (e.g., member appointments administered by the City Clerk's Office, meeting scheduling and preparation of materials on an as-needed basis, Staff Liaison attendance at meetings, the cost of meeting snacks and refreshments, and annual volunteer appreciation).

Conclusion

Feedback from members of the Planning Committee regarding recent development proposals in the Steveston Village has emphasized the desire to strengthen the role played by the design of new development in the conservation of heritage character in the Steveston Village.

Staff are committed to the conservation of heritage character in Steveston Village through the development application review process. Staff have reviewed the existing policy and design framework established to guide redevelopment in Steveston Village and analyzed options to address the concerns raised by Committee members. Staff do not recommend amendments to the Steveston Area Plan, as the current DP Guidelines for the Steveston Village Character Area contain design direction for new developments and are well-aligned with the relevant Sakamoto Guidelines and the overall goal of conserving heritage character in Steveston Village. Staff has determined that enhancing the development application review process would better address Planning Committee members' concerns.

On this basis, staff recommends support for the following:

- That the Steveston Village Advisory Design Committee be established to help guide development in Steveston Village;
- That the Terms of Reference for the Steveston Village Advisory Design Committee, as detailed in Attachment 2, be endorsed and that staff be directed to begin the recruitments and appointment process as soon as possible;

- That the enhanced development application review process and implementation strategy as described in this report be endorsed; and
- That staff be directed to report back to Council in two years regarding the effectiveness of the enhanced development application review process and the Steveston Village Advisory Design Committee.



Cynthia Lussier
Planner 2
(604-276-4108)

CL:cas

Attachment 1: Detailed Description of Significant Pieces in Steveston Area Plan's Evolution

Attachment 2: Proposed Terms of Reference for the Steveston Village Advisory Design
Committee

Attachment 3: Outline of Proposed Enhanced Development Application Review Process

Attachment 4: Status of Relevant In-Stream Development Applications in Steveston Village

Detailed Description of Significant Pieces in Steveston Area Plan's Evolution

Title & Date	Comments
Steveston Area Plan (1985)	<ul style="list-style-type: none"> • Contained broad goals, objectives, and policies for the whole planning area similar to those that are still in place today; • Consolidated with the city-wide Official Community Plan in late 1986, and elaborated slightly on the approved policies, more clearly identified Development Permit (DP) Areas, and established DP Guidelines for Steveston Village, protection of the natural environment, and other types of development; • DP Guidelines for Steveston Village contained in the Area Plan at that time formed the basis for the preparation of the more specific design guidelines that would eventually become part of the "Sakamoto Guidelines".
<p>"Sakamoto Guidelines"</p> <ul style="list-style-type: none"> • <i>Design Criteria for the Steveston Revitalization Area</i> (1987) Planning Department 	<ul style="list-style-type: none"> • Expanded on the existing DP guidelines for <u>new development</u> already contained in the Area Plan by providing more detailed information to assist DP applicants to understand and respond to the special conditions of Steveston Village in their development proposals.
<ul style="list-style-type: none"> • <i>Steveston Revitalization Area Façade Guidelines</i> (1989) Bud Sakamoto Patricia Baldwin 	<ul style="list-style-type: none"> • Established to guide alterations to <u>existing buildings</u> by property owners eligible for façade improvement grants under a provincial revitalization and grant program available at the time.
Steveston Village Conservation Strategy and Implementation Program (2009)	<ul style="list-style-type: none"> • Established a formal Statement of Significance (SOS) that identified the heritage character-defining elements of Steveston Village; • Amended the Steveston Area Plan to: <ul style="list-style-type: none"> - designate Steveston Village as a Heritage Conservation Area; - identify 17 heritage resources (plus 5 other resources including docks and landscape features) to be protected in the Area; - update existing policies, land use designations, and DP Guidelines for Steveston Village that established incentives for heritage conservation through development applications (density bonusing, reduced parking requirements etc.);

Detailed Description of Significant Pieces in Steveston Area Plan's Evolution

Title & Date	Comments
<p>Steveston Village Conservation Strategy and Implementation Program (2009) Cont'd...</p>	<ul style="list-style-type: none"> - establish the mechanism to fund the Steveston Village Heritage Conservation Grant Program, to which monetary contributions collected for bonus density through Rezoning Applications would be allocated to assist in conserving the identified protected heritage resources, and in doing so conserving the historic village character of Steveston; • Introduced Zoning Bylaw amendments for the mixed use properties in the Area (CS2; CS3 zones) to better align them with the updated DP Guidelines and Sakamoto Guidelines (e.g., buildings pulled to the street, continuous streetwall, criteria for public passages through buildings from streets to lanes, limited recessed balcony openings above ground floor).
<p>Steveston Area Plan Amendments (2017)</p>	<ul style="list-style-type: none"> • Intended to address the concerns raised by City Council about new development completed in the Village since the adoption of the Steveston Village Conservation Strategy, and in response to additional public and stakeholder consultation; • Amendments included the following changes to the heritage conservation policies and DP Guidelines for the Steveston Village Character Area (Core & Riverfront): <ul style="list-style-type: none"> - Reducing the allowable building height on Moncton Street to 2 storeys (9.0 m); - Adding parking reduction opportunities to help achieve heritage conservation objectives; - Providing for public access to the waterfront through new and upgraded pedestrian connections, and working toward uninterrupted connectivity along the waterfront; - Establishing geodetic reference points for new developments depending on their location north or south of Bayview Street; - Providing for a suitable transition in built form moving north from Bayview to Moncton Street; - Enabling solar panels to be considered on rooftops if screened being false parapets/sloped roofs; - Clarifying acceptable rooftop access treatments and roof edge setbacks, and barrier railing materials;

Detailed Description of Significant Pieces in Steveston Area Plan's Evolution

Title & Date	Comments
Recent Steveston Area Plan Amendments (2017) Cont'd...	<ul style="list-style-type: none"> - Clarifying acceptable exterior cladding materials, referencing historical treatments (ship lap, flat lap horizontal wood, board-and-batten etc.), and identifying materials that are not permitted; Maintaining the existing large lot configuration in the Riverfront Area to accommodate a mix of large 'cannery-like' buildings and smaller buildings, and clarifying acceptable roof forms; - Incorporating the Sakamoto Guidelines into the Area Plan as an appendix, to be used in coordination with the DP Guidelines for Steveston Village.

STEVESTON VILLAGE ADVISORY DESIGN COMMITTEE

TERMS OF REFERENCE

1. PURPOSE

The Terms of Reference shall apply to the governance and operation of the City's Steveston Village Advisory Design Committee.

2. MANDATE

- The purpose of the Committee is to advise Council on the design of proposals for new development or major alterations/additions¹ in the Steveston Village Character Area (Core & Riverfront), as well as on other design-related initiatives, as referred by Council or City staff, including (but not limited to):
 - Amendments to the Steveston Area Plan, Richmond Zoning Bylaw, and other plans or guidelines that may have an impact on the heritage character of Steveston Village;
 - Rezoning and Zoning Text Amendment Applications;
 - Development Permit and Heritage Alteration Permit applications for new development or major alterations/additions on properties that are already designated and zoned to accommodate the proposed land use;
- In the review of items referred by Council or City staff, the Committee may, but is not limited to, comment on the following:
 - the contribution of the proposal to the conservation of heritage character in the Steveston Village Character Area (Core & Riverfront);
 - the effectiveness of the proposal to respond to the DP Guidelines and the relevant Sakamoto Guidelines ("*Design Criteria*") for the Steveston Village Character Area (Core & Riverfront); and
 - the identification of issues relating to the protection or reproduction of heritage elements specific to the application, including the use of appropriate colour and materials aimed at enhancing the heritage character of the site.
- The Committee may also make recommendations to Council and City staff on:
 - examining legislation of other levels of government to identify improvements to support heritage conservation planning policies and design guidelines in Richmond; and
 - other issues that may have an impact on the conservation of heritage character in the Steveston Village.

¹For greater clarity, DP and HAP applications involving minor alterations to existing properties in Steveston Village are not recommended to be referred to the Steveston Village Advisory Design Committee. This includes, but is not limited to, such minor alterations as business signs on non-protected properties; proposed removal of exterior building materials and replacement with like-for-like materials on non-protected properties; minor repairs that will have no impact on the exterior architectural form, character, or finish of the building.

3. MEMBERSHIP

- The Committee shall consist of three voting members appointed by Council, including:
 - One architect in good standing with the Architectural Institute of British Columbia (AIBC), and that has demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development);
 - One member with demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development), and that is in good standing with the BC Association of Heritage Professionals (BCAHP)/Canadian Association of Heritage Professionals (CAHP) or the Architectural Institute of British Columbia (AIBC);
 - One community member at-large.
- For the first year of the Committee's establishment, two members shall be appointed for up to a one and one half year term, and one member for up to a two and one half year term, and thereafter all members shall be appointed for a two year term.
- The chairperson shall be elected from the Committee membership at the first meeting of the new calendar year, or as soon as possible thereafter, and shall preside at all the meetings where possible and in their absence, an acting chairperson shall be appointed for that meeting by those members present. The chairperson shall be entitled to vote at all meetings.
- A non-voting representative shall include a Policy Planning Department staff, who will act as the staff liaison to the Committee, prepare and distribute agendas, meeting minutes, and related materials.

4. CODE OF CONDUCT

- Conflict of Interest:
 - A conflict of interest exists if a Committee member is a director, member or employee of an organization seeking to benefit from the City or if the Committee member has a direct or indirect pecuniary (financial) interest in the outcome of Committee deliberations.
 - Committee members who have a conflict of interest with a topic being discussed shall declare the conflict, describe the nature of the conflict, leave the room prior to any discussions and shall refrain from voting.
 - Committee members are not permitted to directly or indirectly benefit from their participation on the Committee during their tenure and for a period of 12 months following their term(s).
- Professionalism:
 - Committee members are expected to act in accordance with the City's Respectful Workplace Policy (Policy 6800), including being respectful towards other members.

- Committee members must devote the necessary time and effort to prepare for meetings, arrive at meetings on time and provide feedback consistent with the Committee's mandate. Any Committee member who is absent for three meetings of the Committee without reason satisfactory to the Committee may be removed from the Committee.
- Reporting and Social Media:
 - Committee members may not represent themselves as having any authority beyond that delegated in the Terms of Reference as approved by Council.
 - Items will be presented to the Committee if referred by Council or City staff and the standard process of communication is through City staff to Council. Committee members may communicate directly to Council or the media, if the Committee members identify themselves as an individual, and not as representatives of the Committee.
 - Any use of social media must, as with all other forms of communication, meet principles of integrity, professionalism and privacy.
- Should a Committee member violate the Code of Conduct or act outside the Terms of Reference, the Committee member may be removed from the Committee.

5. MEETINGS

- The Committee shall meet as needed.
- The meetings shall be open meetings held at City Hall.
- At all meetings two members shall constitute a quorum. Recommendations of a quorum shall be considered those of the full Committee.
- Minutes of each Committee meeting shall be kept by City staff.

6. REPORTING

- The Committee shall present:
 - An annual year-end progress report to Council which outlines activities of the previous year; and
 - A proposed work program for the coming year.

Outline of Enhanced Development Application Review Process¹ with Review by the Steveston Village Advisory Design Committee

Rezoning/Zoning Text Amendment/OCP Amendment Application

- Mandatory pre-application meeting;
- Application is received² and assigned to a Senior Planner/Urban Designer;
- Notification Sign is installed;
- Staff reviews the application, and works with multiple departments and the applicant to arrive at an acceptable proposal;
- ⇒ • Steveston Village Advisory Design Committee reviews the application; ←
- Richmond Heritage Commission reviews the application;
- Application is considered at Planning Committee/Council meetings, and then at a Public Hearing (public input);
- Associated Development Permit/Heritage Alteration Permit application review process (see below);
- Applicant fulfills requirements;
- Final Adoption of Rezoning/OCP Amendment Bylaw.

Development Permit Application

- Mandatory pre-application meeting;
- Application is received² and assigned to a Senior Planner/Urban Designer;
- Notification Sign is installed;
- Staff reviews the application, and works with multiple departments and the applicant to arrive at an acceptable proposal;
- ⇒ • Steveston Village Advisory Design Committee reviews the application; ←
- Richmond Heritage Commission reviews the application;
- Advisory Design Panel reviews the application;
- Application is considered at a Development Permit Panel meeting (public input);
- Applicant fulfills requirements;
- Application is considered for issuance at a Council meeting.

¹ Involving proposals for new development or major alterations/additions to existing buildings on properties located in the Steveston Village Character Area (Core & Riverfront). This does not include such minor alterations as business signs on non-protected properties; proposed removal of exterior building materials and replacement with like-for-like materials on non-protected properties; minor repairs that will have no impact on the exterior architectural form, character, or finish of the building.

² Including submission of: a) an expanded design rationale that describes the contribution that the proposal makes to: conserving heritage character in Steveston Village; ensuring variety in building design, rooflines etc.; and expressing the site's significance; and b) documentation confirming that the architect has demonstrated experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director of Policy Planning and/or Director of Development).

Heritage Alteration Permit Application³

- Mandatory pre-application meeting;
- Application is received² and assigned to a Senior Planner/Urban Designer;
- Notification Sign is installed;
- Staff reviews the application, and works with multiple departments and the applicant to arrive at an acceptable proposal;
- ⇒ • Steveston Village Advisory Design Committee reviews the application; ⇐
- Richmond Heritage Commission reviews the application;
- 2 potential approval paths
 - Application is considered at Planning Committee/Council meetings⁴ (public input);
 - Application is considered at a Development Permit Panel meeting⁵ (public input);
- Applicant fulfills requirements, if applicable;
- Application is considered for issuance at a Council meeting.

³ This is the process for a Heritage Alteration Permit application that requires Council approval, as opposed to an application that can be delegated to the Director of Development.

⁴ If the application does not involve a concurrent Development Permit application.

⁵ If the application involves a concurrent Development Permit application.

Status of Relevant In-Stream Development Applications in Steveston Village

Address & Application Type	Architect/Applicant	Comments & Status
3560 Moncton Street RZ 18-817742 HA18-817743	Zaher Verjee Architect on behalf of Inter Luck Trading Corp	<ul style="list-style-type: none"> • Proposal to enable a new 2-storey mixed use development containing ground-level commercial uses and concealed parking, with five apartment units above; • Referred back to staff October 22, 2019; • Tabled March 2, 2021 until the Steveston Advisory Design Committee is established; • Advise existing architect to revise the proposal to provide for variety in the building design, the roofline etc., as well as to convey the site's current contribution to the heritage character of Steveston Village (i.e., prominence at this main intersection, the current building's covered porch on its main façade fronting Moncton Street and its secondary façade along 2nd Avenue). • To be reviewed by the Steveston Advisory Design Committee; • Already assigned to a Planner (revised design to be overseen by a Senior Planner/Urban Designer).
12011/12051 3 rd Avenue RZ 17-794156	Integra Architecture Inc on behalf of 12011 3 rd Avenue Holdings Ltd (Dana Westermarck)	<ul style="list-style-type: none"> • Proposal to relocate the protected heritage building (Steveston Courthouse) elsewhere on-site and to enable a new 3-storey mixed use development containing ground-level commercial uses and parking, with 12 apartment units above; • Currently under review by Staff; • Advise existing architect to submit an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village; • To be reviewed by the Steveston Village Advisory Design Committee after it is established. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).
3880 Bayview Street RZ 17-770978 HA 17-770980 DP 18-829231	Interface Architecture Inc on behalf of Asia Pacific Yacht Centre Corporation	<ul style="list-style-type: none"> • Proposal to enable a mixed-use development with ground-floor commercial, private club, and marina uses, with 18 apartment units above; • Currently under review by Staff;

Address & Application Type	Architect/Applicant	Comments & Status
		<ul style="list-style-type: none"> • Advise existing architect to submit an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village; • To be reviewed by the Steveston Village Advisory Design Committee after it is established. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).
12071 2 nd Avenue RZ 20-919115	Eric Law Architect Inc on behalf of 1096255 BC Ltd (Khalid Hasan)	<ul style="list-style-type: none"> • Proposal to enable a 3-storey mixed use development containing ground level commercial uses and concealed parking, with 6 apartment units above; • Currently under review by Staff; • Advise existing architect to submit an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village; • To be reviewed by the Steveston Village Advisory Design Committee after it is established. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).
3900 Bayview Street ZT 20-903989	The Andrews Architects Inc on behalf of Riversong Inn Ltd (Brian Veljacic)	<ul style="list-style-type: none"> • Proposal to enable a residential unit as a secondary use above the existing ground floor commercial use, with access from a private ground-floor entry; • Currently under review by Staff; • Advise existing architect to submit an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village; • To be reviewed by the Steveston Village Advisory Design Committee after it is established. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).