



City of Richmond

Report to Committee

To: Planning Committee **Date:** June 14, 2021
From: John Hopkins
Director, Policy Planning **File:** 08-4200-01/2021-Vol 01
Re: **Supplementary Information - Steveston Village Advisory Design Committee
and Steveston Area Plan Review**

Staff Recommendation

1. That Richmond Heritage Commission Bylaw No. 7906, Amendment Bylaw 10280, to revise the terms of reference for and composition of the Richmond Heritage Commission to clarify and strengthen the review of relevant development applications city-wide and in the Steveston Village, be introduced and given first, second and third reading;
2. That the enhanced development 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 (considered at the June 8, 2021 Planning Committee meeting), be endorsed;
3. That the revised implementation strategy, as further described in the report titled "Supplementary Information – Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated June 14, 2021, from the Director of Policy Planning, be endorsed, and that all new and in-stream applications be referred to the Richmond Heritage Commission once the proposed design members are appointed by Council; and
4. That staff be directed to report back to Council in two years regarding the effectiveness of the enhanced development application review process and the revised Richmond Heritage Commission.

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

Att. 4

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

Staff Report

Origin

The staff report entitled “Steveston Village Advisory Design Committee and Steveston Area Plan Review” dated May 25, 2021 from the Director, Policy Planning (Attachment A) was considered at the June 8, 2021 Planning Committee meeting, and resulted in revised recommendations from the Planning Committee, among which included:

- *That staff be directed to review options to incorporate the proposed Steveston Village Advisory Design Committee into the Richmond Heritage Commission, and report back to the next Council meeting with a revised terms of reference for the Richmond Heritage Commission; and*
- *That staff draft a revised implementation strategy that reflects a proposed incorporation of the Steveston Village Advisory Design Committee into the Heritage Commission.*

The purpose of this supplementary report is to provide Planning Committee with the revised terms of reference for and composition of the Richmond Heritage Commission proposed in Richmond Heritage Commission Bylaw No. 7906, Amendment Bylaw 10280, and to provide a revised implementation strategy as it relates to relevant new and in-stream development applications in the Steveston Village.

All background information and analyses associated with this topic is described in the previous staff report dated May 25, 2021, included in Attachment A.

Richmond Heritage Commission Bylaw No. 7906, Amendment Bylaw 10280

As directed at the June 8, 2021 Planning Committee, staff have incorporated the terms of reference initially recommended for a separate Steveston Village Advisory Design Committee into revised terms of reference for the Richmond Heritage Commission. Since the existing terms of reference for the Commission are contained in “Richmond Heritage Commission Bylaw No. 7906”, the revised terms of reference are proposed in Amendment Bylaw No. 10280.

Currently, there are six existing members appointed to the Richmond Heritage Commission, whose terms expire on December 31, 2021, and there are three vacancies for terms that will expire on December 31, 2022. The Commission has been operating with the required quorum of five members, consistent with Richmond Heritage Commission Bylaw No. 7906. The vacant positions presents a timely opportunity to recruit three members with demonstrated professional experience in heritage conservation planning and design. Staff anticipate reporting back to Planning Committee with recommendations on the selection of members to fill the three vacancies in early fall 2021.

Amendment Bylaw No. 10280 would enable the Commission to continue operating with nine members until the end of 2021. With the six current members terms expiring at the end of 2021, only three new members at-large would be appointed to the Commission beginning January 1, 2022, for a total of six members on the Commission moving forward. This would ensure no existing members would have their term terminated early.

The revisions to the Richmond Heritage Commission Bylaw No. 7906 proposed in Amendment Bylaw No. 10280 are summarized as follows:

- the duties of the Richmond Heritage Commission have been revised to clarify and strengthen the review of relevant development applications or other initiatives that may have an impact on the character of heritage resources city-wide and in the Steveston Village early on in the process;
- clarification is provided on the types of minor development applications that are not required to be reviewed by the Commission (consistent with the existing standard process)¹;
- there is a reduction in the size of the Commission from nine members down to six members, three of which must have demonstrated professional experience in heritage conservation planning or in designing buildings in a heritage area and who must be in good standing with the BC Association of Heritage Professionals/Canadian Association of Heritage Professionals or in good standing with the Architectural Institute of BC; and
- there is a corresponding reduction to the number of members that must be present for a quorum to be achieved, from five members down to four members.

A red-lined version of Richmond Heritage Commission Bylaw No. 7906 showing the proposed revisions is provided in Attachment B.

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

Revised Implementation Strategy

Revising the terms of reference of the Richmond Heritage Commission to clarify and strengthen the design review of relevant development applications in Steveston Village results in a more streamlined process from that which was initially proposed with the separate Steveston Village Advisory Design Committee. With the proposed approach, a development application would be reviewed by the Richmond Heritage Commission early on in the review process prior to being moved forward to Committee/Council for consideration, and would not need to be reviewed by a separate committee.

Should Planning Committee/Council endorse the revised recommendations, the revised implementation strategy would be as follows:

- All new applications involving relevant development proposals in Steveston Village must be reviewed by the revised Richmond Heritage Commission (as they typically would be), and

¹ For greater clarity, Heritage Alteration Permit applications involving minor alterations in the Steveston Village Character Area that are delegated to the Director of Development under the Heritage Procedures Bylaw No. 8400 are not recommended to be referred to the Richmond Heritage Commission. This includes: business signs on non-protected properties; roof repair or maintenance, exterior painting, replacement of a door or window without altering the frame, construction of a guardrail as part of a public boardwalk, sidewalk or trail; minor repairs costing less than \$500.00 where the repair will have no impact on the architectural form, finish, character, or building materials.

must follow the enhanced submission requirements and review process described further in the previous report in Attachment A².

- City staff will work with the applicant and existing architect of the in-stream Rezoning Application by Inter Luck Trading Corp at 3560 Moncton Street (RZ 18-817742) to revise their proposal and to refer it back to the Richmond Heritage Commission after the proposed design members have been appointed. Further details on the status of this application and on potential revisions that can be made to the design are provided in Attachment D.
- The four other relevant in-stream development applications currently under staff review have yet to be reviewed by the Richmond Heritage Commission and do not include an expanded design rationale describing the proposal's contribution to conserving heritage character in Steveston Village. Staff will obtain an expanded design rationale from the existing architects, and as is typically required, these in-stream applications are required to be reviewed by the revised Richmond Heritage Commission after the proposed design members have been appointed.

As indicated earlier in this report, staff anticipate that the new members of the Richmond Heritage Commission with design experience will not be selected until early fall of 2021. As the in-stream development applications noted above are not ready to be forwarded to the Richmond Heritage Commission until at least the fall of 2021, these applications will not be delayed. The status of the relevant in-stream development applications and next steps moving forward is described further in Attachment D.

City staff will assess the enhanced development application review process as well as the effectiveness of the revised Richmond Heritage Commission, and report back to Council in two years.

Financial Impact

None.

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.


As stated in the staff report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021, from the Director, Policy Planning, considered at the June 8, 2021 Planning Committee meeting, 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 Development

² i.e., mandatory pre-application meeting, architect with demonstrated experience in heritage conservation/design, submission of expanded design rationale, City Senior Planner/Urban Designer assigned to the project etc.

Permit 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 provides the following revised recommendations:

- That Richmond Heritage Commission Bylaw No. 7906, Amendment Bylaw 10280, to revise the terms of reference for and composition of the Richmond Heritage Commission to clarify and strengthen the review of relevant development applications city-wide and in the Steveston Village, be introduced and given first, second and third reading;
- That the enhanced development application review process, as described in the report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021, from the Director, Policy Planning (considered at the June 8, 2021 Planning Committee meeting), be endorsed;
- That the revised 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 revised Richmond Heritage Commission.



Cynthia Lussier
Planner 2
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CL:cas

- Attachment A: Staff Report titled "Steveston Village Advisory Design Committee and Steveston Area Plan Review" dated May 25, 2021, from the Director of Policy Planning (considered at the June 8, 2021 Planning Committee meeting)
- Attachment B: Red-lined version of Richmond Heritage Commission Bylaw No. 7906 Showing Proposed Revisions
- Attachment C: Outline of Proposed Enhanced Development Application Review Process
- Attachment D: Status of Relevant In-Stream Development Applications in Steveston Village



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.

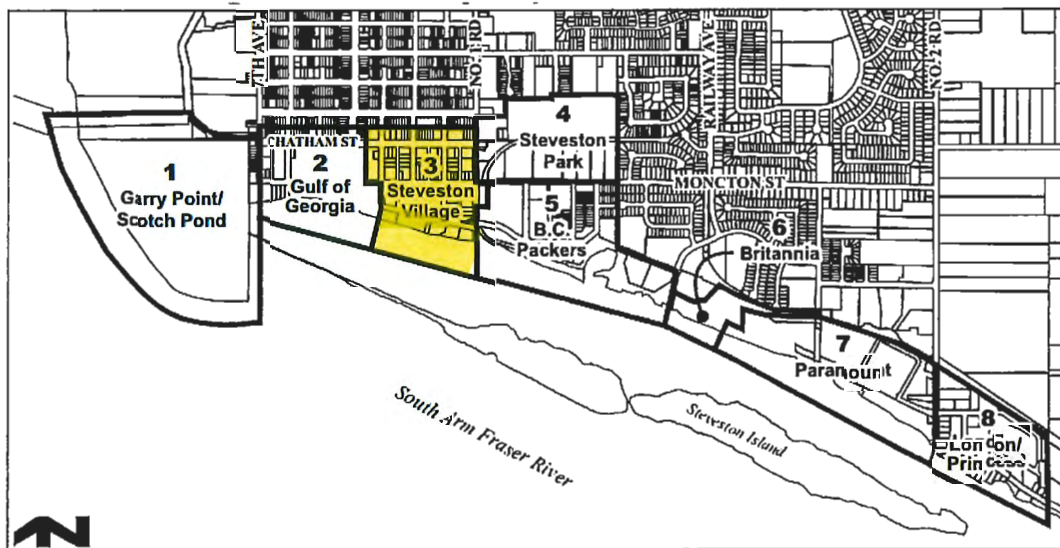
These significant pieces in the evolution of the Steveston Area Plan set the stage for the policy and design framework for the Steveston Village Character Area that exists today.

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.”

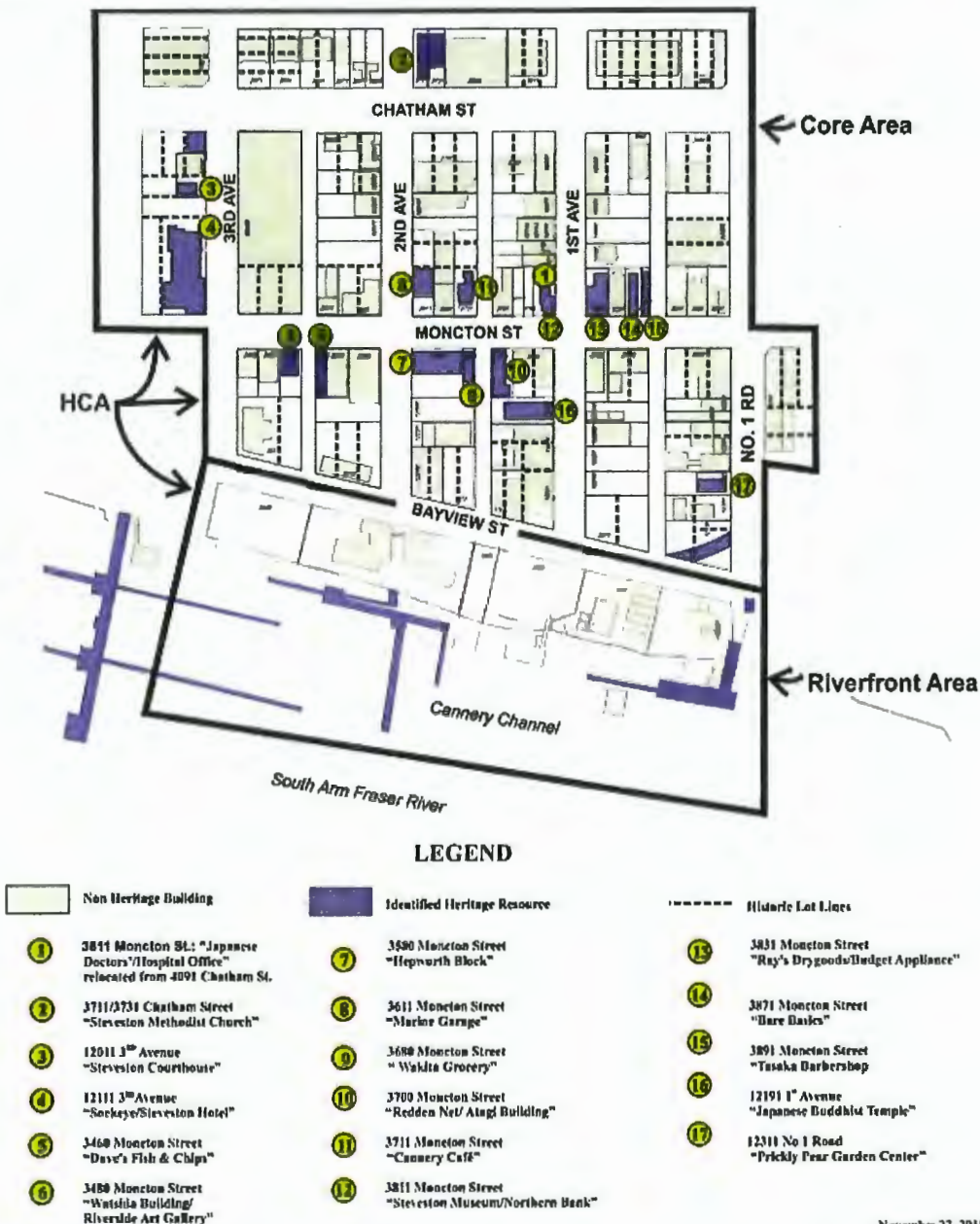
This overall goal is to be achieved through the Council-approved objectives, policies, and design guidelines set out in the Area Plan for the whole area, which consists of the upland low-density residential neighbourhood, as well as eight unique character areas of the Waterfront Neighbourhood illustrated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



November 27, 2018

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

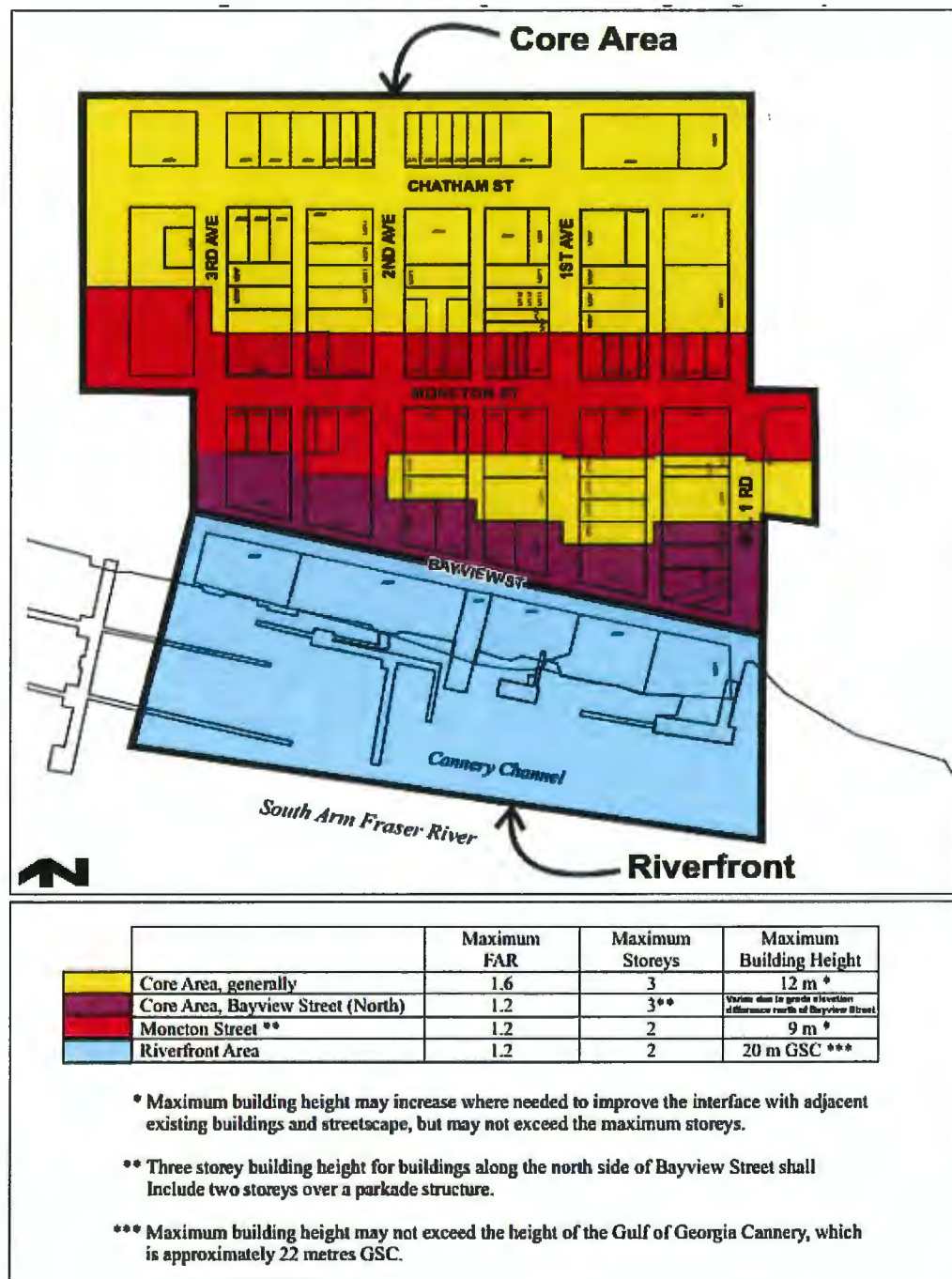


Figure 2. Steveston Village Land Use Density and Building Height Map

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;



CITY OF RICHMOND

**ATTACHMENT B - Red-lined version of
Richmond Heritage Commission Bylaw
No. 7906 Showing Proposed Revisions**

RICHMOND HERITAGE COMMISSION

BYLAW NO. 7906

EFFECTIVE DATE – MAY 9, 2005

CONSOLIDATED FOR CONVENIENCE ONLY

This is a consolidation of the bylaws below. The amendment bylaws have been combined with the original bylaw for convenience only. This consolidation is not a legal document. Certified copies of the original bylaws should be consulted for all interpretations and applications of the bylaws on this subject.

AMENDMENT BYLAW

DATE OF ADOPTION

EFFECTIVE DATE

(If different from Date of Adoption)

Bylaw No. 10104

January 13, 2020



RICHMOND HERITAGE COMMISSION BYLAW NO. 7906

The Council of the City of Richmond enacts as follows:

PART ONE: RICHMOND HERITAGE COMMISSION

- 1.1 A Community Heritage Commission known as the "Richmond Heritage Commission", is continued.

PART TWO: TERMS OF REFERENCE

2.1 The **Commission**

- (a) advises **Council** on heritage conservation and promotion matters; and
- (b) undertakes and provides support for activities that benefit and advance heritage in the **City**.

PART THREE: DUTIES OF THE COMMISSION

3.1 The duties of the **Commission** are as follows:

- (a) to review and submit recommendations to **Council** on land use, **and** planning, **and design** matters which have heritage implications;
- (b) to examine legislation of other levels of government to identify improvements to support heritage conservation planning and design in the city;
- (c) to review and submit recommendations to **Council** on development applications or other initiatives that may have an impact on the character of heritage resources in the city early on in the process, including, but not limited to:
 - i. Amendments to the Official Community Plan;

- ii. Rezoning and Zoning Text Amendment Applications;
 - iii. Development Permit Applications; and
 - iv. Heritage Alteration Permit Applications;
- as referred by Council or City staff;
- (d) to review and submit recommendations to **Council** on the design of development applications or other initiatives in the **Steveston Village Character Area** early on in the process, including, but not limited to:
- i. Amendments to the Steveston Area Plan;
 - ii. Rezoning and Zoning Text Amendment Applications;
 - iii. Development Permit Applications; and
 - iv. Heritage Alteration Permit Applications;
- as referred by Council or City staff;

For greater clarity, Heritage Alteration Permit applications involving minor alterations in the **Steveston Village Character Area** that are delegated to the **Director of Development** under Heritage Procedures Bylaw do not need to be reviewed by the **Commission**.

In the review of development applications or other initiatives in the **Steveston Village Character Area** referred to the **Commission** by **Council** or City staff, the **Commission** 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**;
 - the effectiveness of the proposal to respond to the Development Permit Guidelines for the **Steveston Village Character Area** and the relevant Sakamoto Guidelines (e.g., "*Design Criteria for the Steveston Revitalization Area*", 1987), as included in the Steveston Area Plan; and
 - the identification of issues relating to the protection or reproduction of heritage elements that are significant to the application, including the use of appropriate colour and materials aimed at enhancing the heritage character of the site.
- (be) to assist **City** staff to maintain heritage inventories or registers;
- (ef) to recommend strategies and policies to **Council**, and undertake programs for the support of heritage conservation;
- (eg) to liaise with the community;
- (eh) to recruit volunteers for specific **Commission** projects;
- (fi) to support heritage education and public awareness through programs such as Heritage Week displays, newsletters and a Heritage Recognition Program;
- (gj) to prepare a work program, **budget allocation**, and an annual report;
- (hk) to prepare annual financial statements and budgets, **if applicable**;

- (il) to manage the operations ~~and budget~~ of the ~~Commission and other Commission budgets~~ as required;
- (jm) to review and submit recommendations on the capital and operational budgets of the City with regard to heritage; and
- (kn) to raise funds and pursue partnerships for the support of conservation and promotion of heritage.

PART FOUR: COMMISSION COMPOSITION AND APPOINTMENT

4.1 Appointment and Term of Office of Members

- 4.1.1 The **Commission** is to consist of ~~nine~~ **six** members of the public, appointed by **Council**, who:
 - a) must not be **City** employees; and
 - b) must have an interest or expertise in local heritage conservation, architecture, planning, building construction, business or economic development, tourism and history.
- 4.1.2 ~~Three of the members appointed by Council must have demonstrated professional experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the Director, Development and/or Director, Policy Planning), who must be in good standing with the British Columbia Association of Heritage Professionals/Canadian Association of Heritage Professionals or in good standing with the Architectural Institute of British Columbia.~~
- 4.1.3 In addition to the ~~nine~~ **six** members appointed in accordance with subsection 4.1.1, **Council** must appoint annually to the **Commission** one non-voting liaison **Council member**.
- 4.1.34 The term of office of each member appointed in accordance with subsection 4.1.1 is to be two years, commencing January 1st of the first year and ending December 31st of the second year.
- 4.1.45 **Council** must appoint sufficient members to ensure that membership in the **Commission** is at all times equal to or greater than ~~four~~ **five**.
- 4.1.56 **Council** may terminate the appointment of any member of the **Commission** without notice.
- 4.1.67 The **Commission** may review the attendance circumstances of any member who has missed three consecutive meetings without prior permission, and may recommend to **Council** that the membership of such member be terminated.
- 4.1.78 No member of the **Commission** will receive any remuneration for services, however, a member is entitled to reimbursement for any

reasonable out-of-pocket expenses incurred on behalf of, and previously approved by, the **Commission**.

4.2 Appointment of Executive and Establishment of Committees

4.2.1 The **Commission**, at its first meeting each year, or as soon as possible thereafter:

- (a) must elect a Chair, Vice-Chair, and Treasurer; and
- (b) may establish the following committees and their chairs:
 - (i) Planning and Policy;
 - (ii) Finance and Administration;
 - (iii) Promotions and Programs; and
 - (iv) other committees and their chairs as are deemed necessary.

PART FIVE: OPERATION OF THE COMMISSION

5.1 The **Commission** may adopt rules of procedure which are consistent with *the Local Government Act*, the *Community Charter*, the *Council Procedure Bylaw* or this bylaw, as necessary.

5.2 Each year, the **Commission** must:

- (a) Present an annual report to **Council**, setting out its activities and accomplishment for the previous year, and include any financial statements which **Council** requires; and
- (b) Present to **Council** for its approval, a work plan and budget **allocation** for the year.

5.3 A quorum of the **Commission** is ~~five~~ **four** members.

5.4 The **Commission** must meet not less than six times each calendar year, unless otherwise directed by **Council**.

5.5 The Chair, or any two members, may call a special meeting of the **Commission** by giving at least four days notice in writing to each member, stating the purpose for which the meeting is called.

5.6 All members of the **Commission**, excluding the **Council** member, may vote on motions before it, and where the votes of the members present for and against any motion are equal, such motion is defeated.

5.7 Any member present at a meeting who abstains from voting is deemed to have voted in the affirmative.

- 5.8 The Chair must preserve order and decide all points of order which may arise, subject to an appeal from the other members present, and all such appeals must be decided without debate.
- 5.9 All motions before the **Commission** must be decided by a majority of the members present.
- 5.10 No act or other proceedings of the **Commission** are valid unless authorized by resolution at a meeting of the **Commission**.
- 5.11 The minutes of the proceedings of each meeting of the **Commission** must:
 - (a) be maintained as directed by the **Director, City Clerk's Office**;
 - (b) be presented to the Commission for adoption; and
 - (c) following each Commission meeting, when signed by the Chair or member presiding, be forwarded to the **Director, City Clerk's Office** for custody.
- 5.12 A staff liaison may be appointed by the General Manager, ~~Urban~~ **Development Planning and Development** to attend all meetings and provide advice, guidance and information to the **Commission**.
- 5.13 The **Commission** may hire consultants, based on its approved budget, to assist in implementing the duties specified in Part 3.

PART SIX: CODE OF CONDUCT

- 6.1 A conflict of interest exists if a **Commission** member is a director, member or employee of an organization seeking to benefit from the **City** or if the **Commission** member has a direct or indirect pecuniary (financial) interest in the outcome of **Commission** deliberations.
- 6.2 **Commission** members who have a conflict of interest with a topic being discussed shall declare that they have a conflict of interest, describe the nature of the conflict, leave the room prior to any discussions and shall refrain from voting on motions related to that topic.
- 6.3 **Commission** members are not permitted to directly or indirectly benefit from their participation on the **Commission** during their tenure and for a period of twelve (12) months following the completion of their term(s).
- 6.4 **Commission** members are expected to act in accordance with the **City's** Respectful Workplace Policy (Policy 6800), including being respectful towards other members.
- 6.5 **Commission** members must devote the necessary time and effort to prepare for meetings, arrive at meetings on time, and provide feedback in keeping with the **Commission** role and duties.

- 6.6 **Commission** members may not represent themselves as having any authority beyond that delegated in this Bylaw as approved by **Council**.
- 6.7 Items will be presented to the **Commission** if referred by **Council** or **City** staff and the standard process of communication is through **City** staff to **Council**. **Commission** members may communicate directly to **Council** or the media, if the **Commission** members identify themselves as an individual, and not as representatives of the **Commission**.
- 6.8 Any use of social media must, as with all other forms of communication, meet principles of integrity, professionalism and privacy.
- 6.9 Should a **Commission** member violate the Code of Conduct provisions in this Part 6 or act outside the Bylaw, the member may be removed from the **Commission**.”.

PART SEVEN: INTERPRETATION

7.1 In this bylaw:

CITY	means the City of Richmond.
COMMISSION	means the Richmond Heritage Commission designated as a community heritage commission under section 597 of the <i>Local Government Act</i> .
COUNCIL	means the Council of the City .
COMMUNITY HERITAGE COMMISSION	means the Richmond Heritage Commission established under section 143 of the <i>Community Charter</i> .
DIRECTOR, CITY CLERK’S OFFICE	means the Corporate Officer appointed by Council and assigned responsibility for corporate administration of the City under Section 148 of the <i>Community Charter</i> .
DIRECTOR, DEVELOPMENT	means the Director, Development in the Planning and Development Department of the City , or his or her designate.

DIRECTOR, POLICY PLANNING	means the Director, Policy Planning in the Planning and Development Department of the City , or his or her designate.
GENERAL MANAGER, PLANNING AND DEVELOPMENT	means the General Manager, Planning and Development of the City , or his or her designate.
HERITAGE PROCEDURES BYLAW	means the Heritage Procedures Bylaw No. 8400, as it may be amended or replaced from time to time.
STEVESTON VILLAGE CHARACTER AREA	means the area shown on the Steveston Village Character Area Map in the Steveston Area Plan being Schedule 2.4 of the Official Community Plan Bylaw No. 7100.

PART EIGHT: PREVIOUS BYLAW REPEAL

8.1 Heritage Commission Establishment Bylaw No. 6873 (adopted on November 23rd, 1998) is repealed.

PART NINE: CITATION

9.1 This bylaw is cited as "**Richmond Heritage Commission Bylaw No. 7906**".

READ A FIRST TIME ON:

READ A SECOND TIME ON:

READ A THIRD TIME ON:

ADOPTED ON:

MAYOR

CORPORATE OFFICER

**Outline of Enhanced Development Application Review Process¹
with review by the revised Richmond Heritage Commission**

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;
- ⇒ • Revised Richmond Heritage Commission reviews the application³; ←
- 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;
- ⇒ • Revised Richmond Heritage Commission reviews the application³; ←
- 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 This is the proposed process for relevant development applications in the Steveston Village Character Area. This does not include Heritage Alteration Permit applications involving minor alterations in the Steveston Village Character Area that are delegated to the Director of Development under the Heritage Procedures Bylaw No. 8400, such as: business signs on non-protected properties; roof repair or maintenance, exterior painting, replacement of a door or window without altering the frame, construction of a guardrail as part of a public boardwalk, sidewalk or trail; minor repairs costing less than \$500.00 where the repair will have no impact on the architectural form, finish, character, or building materials.

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 Development and/or Director of Policy Planning).

³ Once the three vacancies are filled with the proposed design members appointed by City Council.

Heritage Alteration Permit Application⁴

- Mandatory pre-application meeting;
- Application is received⁵ 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;
- ⇒ • Revised Richmond Heritage Commission reviews the application⁶; ←
- 2 potential approval paths
 - Application is considered at Planning Committee/Council meetings⁷ (public input);
 - Application is considered at a Development Permit Panel meeting⁸ (public input);
- Applicant fulfills requirements, if applicable;
- Application is considered for issuance at a Council meeting.

NOTE: In scenarios where a development proposal involves multiple applications (e.g., a Rezoning, Development Permit, and Heritage Alteration Permit applications), the Richmond Heritage Commission must only review the application once as part of the first application to be considered.

⁴ 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.

⁵ 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 Development and/or Director of Policy Planning).

⁶ Once the three vacancies are filled with the proposed design members appointed by City Council.

⁷ If the application does not involve a concurrent Development Permit application.

⁸ 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 ¹
3560 Moncton Street RZ 18-817742 HA18-817743	Zaher Verjee Architect/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 revised Richmond Heritage Commission once the three vacancies are filled with the proposed design members appointed by Council. • 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/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 revised Richmond Heritage Commission once the three vacancies are filled with the proposed design members appointed by Council. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).

¹ For these in-stream applications, should new ownership occur or the applicant engage with a new architect, the proposed enhancements to the development application submission requirements and review process described further in the previous report would be applicable (i.e., mandatory pre-application meeting, architect with demonstrated experience in heritage conservation/design, submission of expanded design rationale, City Senior Planner/Urban Designer assigned to the project etc.).

Address & Application Type	Architect/Applicant	Comments & Status ¹
3880 Bayview Street RZ 17-770978 HA 17-770980 DP 18-829231	Interface Architecture Inc/ 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; • 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 revised Richmond Heritage Commission once the three vacancies are filled with the proposed design members appointed by Council. • 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/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 revised Richmond Heritage Commission once the three vacancies are filled with the proposed design members appointed by Council. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).
3900 Bayview Street ZT 20-903989	The Andrews Architects Inc/ 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 revised Richmond Heritage Commission once the three vacancies are filled with the proposed design members appointed by Council. • Already assigned to a Planner (to be overseen by a Senior Planner/Urban Designer).



**Richmond Heritage Commission Bylaw No. 7906
Amendment Bylaw No. 10280**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Heritage Commission Bylaw No. 7906, as amended, is further amended by:
 - a) Deleting section 3.1 and replacing it with the following:

“3.1 The duties of the **Commission** are as follows:

 - (a) to review and submit recommendations to **Council** on land use, planning, and design matters which have heritage implications;
 - (b) to examine legislation of other levels of government to identify improvements to support heritage conservation planning and design in the city;
 - (c) to review and submit recommendations to **Council** on development applications or other initiatives that may have an impact on the character of heritage resources in the city early on in the process, including, but not limited to:
 - i. Amendments to the Official Community Plan;
 - ii. Rezoning and Zoning Text Amendment Applications;
 - iii. Development Permit Applications; and
 - iv. Heritage Alteration Permit Applications;as referred by Council or City staff;
 - (d) to review and submit recommendations to **Council** on the design of development applications or other initiatives in the **Steveston Village Character Area** early on in the process, including, but not limited to:
 - i. Amendments to the Steveston Area Plan,
 - ii. Rezoning and Zoning Text Amendment Applications;
 - iii. Development Permit Applications; and
 - iv. Heritage Alteration Permit Applications;as referred by Council or City staff;

For greater clarity, Heritage Alteration Permit applications involving minor alterations in the **Steveston Village Character Area** that are

delegated to the Director of Development under **Heritage Procedures Bylaw** do not need to be reviewed by the **Commission**.

In the review of development applications or other initiatives in the **Steveston Village Character Area** referred to the **Commission** by **Council** or City staff, the **Commission** 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**;
 - the effectiveness of the proposal to respond to the Development Permit Guidelines for the **Steveston Village Character Area** and the relevant Sakamoto Guidelines (e.g., “*Design Criteria* for the Steveston Revitalization Area”, 1987), as included in the Steveston Area Plan; and
 - the identification of issues relating to the protection or reproduction of heritage elements that are significant to the application, including the use of appropriate colour and materials aimed at enhancing the heritage character of the site.
- (e) to assist **City** staff to maintain heritage inventories or registers;
 - (f) to recommend strategies and policies to **Council**, and undertake programs for the support of heritage conservation;
 - (g) to liaise with the community;
 - (h) to recruit volunteers for specific **Commission** projects;
 - (i) to support heritage education and public awareness through programs such as Heritage Week displays, newsletters and a Heritage Recognition Program;
 - (j) to prepare a work program, budget allocation, and an annual report;
 - (k) to prepare annual financial statements and budgets, if applicable;
 - (l) to manage the operations and budget of the **Commission** as required;
 - (m) to review and submit recommendations on the capital and operational budgets of the **City** with regard to heritage; and
 - (n) to raise funds and pursue partnerships for the support of conservation and promotion of heritage.”
- b) Effective January 1, 2022, deleting subsections 4.1.1, 4.1.2, 4.1.4, and replacing them with the following as new subsections 4.1.1, 4.1.2, 4.1.4:
- “4.1.1 The **Commission** is to consist of six members of the public, appointed by **Council**, who:
- (a) must not be **City** employees; and

- (b) must have an interest or expertise in local heritage conservation, architecture, planning, building construction, business or economic development, tourism and history.
- 4.1.2 In addition to the six members appointed in accordance with subsection 4.1.1, **Council** must appoint annually to the **Commission** one non-voting liaison **Council member**.
- 4.1.4 **Council** must appoint sufficient members to ensure that membership in the **Commission** is at all times equal to or greater than four.”
- c) Adding the following new subsection 4.1.8 immediately after subsection 4.1.7:

“4.1.8 Three of the members appointed by **Council** must have demonstrated professional experience in heritage conservation planning or in designing buildings in a heritage area (to the satisfaction of the **Director, Development** and/or **Director, Policy Planning**), who must be in good standing with the British Columbia Association of Heritage Professionals/Canadian Association of Heritage Professionals or in good standing with the Architectural Institute of British Columbia.”
- d) Deleting section 5.2 (b) and replacing it with the following as new section 5.2 (b):

“(b) Present to **Council** for its approval, a work plan and budget allocation for the year.”
- e) Deleting section 5.3 and replacing it with the following as new section 5.3:

“5.3 A quorum of the **Commission** is four members.”
- f) Deleting section 5.12 and replacing it with the following as new section 5.12:

“5.12 A staff liaison may be appointed by the **General Manager, Planning and Development** to attend all meetings and provide advice, guidance and information to the **Commission**.”
- g) Adding the following new definitions to Section 7.1 in alphabetical order:

<p>“ DIRECTOR, DEVELOPMENT</p> <p>DIRECTOR, POLICY PLANNING</p>	<p>means the Director, Development in the Planning and Development Department of the City, or his or her designate.</p> <p>means the Director, Policy Planning in the Planning and Development Department of the City, or his or her designate.</p>
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**GENERAL MANAGER, PLANNING
AND DEVELOPMENT**

means the General Manager,
Planning and Development of the
City, or his or her designate.

HERITAGE PROCEDURES BYLAW

means the Heritage Procedures Bylaw
No. 8400, as it may be amended or
replaced from time to time.

**STEVESTON VILLAGE CHARACTER
AREA**

means the area shown on the
Steveston Village Character Area
Map in the Steveston Area Plan being
Schedule 2.4 of the Official
Community Plan Bylaw 7100.”

2. This Bylaw may be cited as **“Richmond Heritage Commission Bylaw No. 7906,
Amendment Bylaw No. 10280”**.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

_____	CITY OF RICHMOND
_____	APPROVED for content by originating dept.
_____	CL
_____	APPROVED for legality by Solicitor
_____	LB

MAYOR

CORPORATE OFFICER