



City of Richmond

Report to Committee

To: General Purposes Committee

Date: November 9, 2020

From: Barry Konkin
Director, Policy Planning

File: 08-4200-01/2020-Vol 01

Re: Steveston Village Heritage Conservation Grant Program (Council Policy 5900)

Staff Recommendation

That the proposed minor amendments to the Steveston Village Heritage Conservation Grant Program (Council Policy 5900), as detailed in the staff report titled "Steveston Village Heritage Conservation Grant Program (Council Policy 5900)," dated November 9, 2020 from the Director, Policy Planning, be approved.

Barry Konkin
Director, Policy Planning

BK:cl
Att. 5

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Arts, Culture & Heritage Development Applications	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: CJ	APPROVED BY CAO

Staff Report

Origin

With Council's consideration of a recent Heritage Alteration Permit and Heritage Conservation Grant application associated with roof replacement at the Steveston Hotel (HA 19-881148), questions were raised that led staff to undertake a review of the Steveston Village Heritage Conservation Grant Program (Council Policy 5900) to assess whether a portion of each grant should be tied to visual enhancements to protected buildings as part of a grant application. This report presents the findings from that review and recommends amendments to the Grant Program.

This report supports Council's Strategic Plan 2018-2022 Strategy #5 Sound Financial Management:

5.2 Clear accountability through transparent budgeting practices and effective public communication.

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

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

Related Policies & Studies

Steveston Village Heritage Conservation Grant Program (Council Policy 5900)

The Steveston Village Heritage Conservation Grant Program (Council Policy 5900) was adopted by Council in 2009 (Attachment 1), as part of the implementation of the Steveston Village Conservation Strategy, to provide financial assistance to property owners for conserving the 17 protected heritage buildings in the Steveston Village Heritage Conservation Area, as identified in the Steveston Area Plan (Attachment 2).

The Grant Program plays an important role in the conservation of Steveston's protected heritage buildings as there is a lack of meaningful grant funding available through higher levels of government, and eligibility requirements vary.

Funds for the Grant Program are provided by developer contributions secured through the density bonus mechanisms outlined in the Steveston Area Plan, obtained through development applications (which have been collected since 2015).

At the time of the Grant Program's establishment, eligible expenses included roof replacement, foundation, the conservation of building exteriors such as walls, siding, doors, and windows, as well as costs directly related to the preparation of plans associated with physical improvements to the building. Maintenance work has never been an eligible expense in the Grant Program.

From 2009 to 2018, no Heritage Conservation Grant applications were received and no funds had been disbursed from the Grant Program account, which had grown to \$1,047,315.

The Grant Program was amended by City Council in November 2018 to better promote and facilitate the conservation of the protected heritage buildings in the Steveston Village Heritage Conservation Area and to utilize the funds collected to-date for their intended purpose.

Amendments to the Grant Program in 2018 included:

- increasing the maximum grant amount available per protected heritage building to \$150,000 (on a 50/50 cost sharing basis);
- increasing the additional grant amount available to achieve exceptional¹ heritage conservation to \$100,000 (on a 50/50 cost sharing basis), such that the maximum grant amount available per protected heritage building under this scenario is a total of \$250,000;
- modifying the required 50/50 cost sharing basis for protected heritage buildings owned by a registered non-profit society to 75/25, thereby applying for a grant to cover up to 75% of the total eligible expenses and only being required to pay the remaining 25%; and
- clarifying and expanding the types of conservation expenses eligible for funding to include all actions or processes aimed at safeguarding the character-defining elements of an historic place to retain its heritage value and extend its physical life, as defined in the *Standards and Guidelines for the Conservation of Historic Places in Canada*, such as, but not limited to:
 - Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building;
 - Repair or restoration of the character-defining elements such as wood windows or original cladding;
 - Reconstruction of lost heritage elements such as front porches or exterior trims;
 - Roof replacement;
 - Structural upgrades, including seismic upgrades, and stability work (e.g., new foundations) to extend the physical life of the building; and
 - Directly related consultant costs, including the cost to prepare a conservation plan and architectural drawings, up to 10% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible.

Since the Grant Program was amended in 2018, City Council has approved three grants:

- \$150,000 to the Richmond Hospital/Healthcare Auxiliary on May 13, 2019, to assist with foundation replacement work for the protected heritage building located at 3711 and 3731 Chatham Street, known as the “Steveston Methodist Church”;
- \$15,159.38 to Brett Martyniuk of Village Bikes on July 8, 2019, to assist with roof replacement for the protected heritage building located at 3891 Moncton Street, known as the “Tasaka Barbershop”; and
- \$72,800 to Kanaris Demetre Lazos on July 27, 2020, to assist with roof replacement for the protected heritage building located at 12111 3rd Avenue, known as the “Sockeye/Steveston Hotel”.

¹ means a complete and comprehensive restoration of a building, in the opinion of the Director, Policy Planning and a retained heritage consultant, that would greatly enhance the heritage value of the Steveston Village Heritage Conservation Area, and with a final determination from City Council.

As of October 31, 2020, the Grant Program account balance is \$1,057,979. This balance reflects the disbursement of the Grant that Council approved for the Village Bikes roof replacement, however the fund balance after the remaining two Grants are disbursed will be approximately \$834,492². The remaining two Grant recipients (i.e., Richmond Hospital/Healthcare Auxiliary and the Steveston Hotel) have completed their projects and are currently in the process of submitting the necessary documents for the disbursement of their grant funds in accordance with Council Policy 5900 (e.g., paid invoice(s) showing the actual cost of the completed project, independent project completion report, written warranties, photos etc.).

Analysis

With Council's recent consideration of the Heritage Conservation Grant application associated with the roof replacement at the Steveston Hotel, questions were raised that led staff to undertake a review of the Steveston Village Heritage Conservation Grant Program (Policy 5900) to assess whether a portion of each grant should be tied to visual enhancements to protected buildings as part of a grant application.

Options

Staff have identified two options for consideration regarding possible amendments to the Grant Program for this purpose:

- *Option A: Status Quo (not recommended)*

The existing Grant Program supports conservation of protected heritage resources in the Steveston Village Heritage Conservation Area to retain their heritage value and extend their physical life, consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Interventions such as roof replacement and structural upgrades, each with their own unique contexts, do not necessarily involve visual enhancements to protected buildings.

An advantage to the current Grant Program's funding of non-visual work that is necessary to extend the physical life of protected heritage buildings is that such work may be among the most critical contributions a property owner can undertake in the building's overall conservation.

A disadvantage of the current Grant Program is that it does not require property owners of protected heritage buildings to initiate a conservation plan that identifies all of the long-term efforts needed to safeguard the heritage character-defining elements of the building or to provide for their restoration to convey the building's historic significance.

- *Option B: Amendments to the Grant Program (recommended)*

Minor amendments to the Grant Program (Council Policy 5900) are recommended to strengthen its' long-term effectiveness while providing for visual enhancements to protected heritage buildings in the short-term.

² Grants approved by City Council cannot be disbursed until the projects are demonstrated to be completed in accordance with the criteria in Council Policy 5900. Grants are disbursed based on the actual cost of the work (on a cost-sharing basis), rather than based on the approved grant amount.

While maintaining the existing content of Council Policy 5900, two amendments are proposed:

1. Introduce the requirement for all Heritage Conservation Grant applications to include visual enhancements to streetfronting façades as part of the proposed scope of work (10% of the overall grant amount), including, but not limited to, repair or restoration of original building forms, façades, materials, and heritage character-defining elements as outlined in the resource's Statement of Significance. Consistent with the existing content of the Policy, maintenance to the building exterior does not qualify as a visual enhancement as this type of work is not eligible for a Grant; and
2. Imbed the explicit requirement for an acceptable Heritage Conservation Plan³ prepared by a professional heritage consultant⁴ to be submitted as part of all Heritage Conservation Grant applications, to enable evaluation and justification of the proposed work in the context of the agreed-upon long-term conservation efforts. Note: while a Heritage Conservation Plan identifies a long-term strategy for the building's conservation, it does not compel the applicant to complete the works identified in the Plan in the future.

One potential impact of the proposed amendments to the Grant Program is that it may deter small business or property owners from undertaking the necessary work to conserve their protected heritage buildings, particularly with the current economic climate, as it will involve increased costs associated with the preparation of the required Heritage Conservation Plan and with undertaking the added visual enhancements in order to be considered for a grant.

To address such concerns, two additional amendments to Council Policy 5900 are also proposed, as follows:

1. To increase the City's portion of the cost-sharing approach (i.e., from 50/50 to 60/40), so that additional funds are available to cover increased costs associated with the requirement for visual enhancements; and
2. To increase the maximum eligible percentage of funding available to cover consultant costs associated with the preparation of a Heritage Conservation Plan and architectural drawings from 10% to 15% of the overall grant amount.

Proposed Amendments

Staff recommend Option B as it strengthens the Grant Program's objective of providing for the long-term conservation of the 17 protected heritage resources in the Steveston Village Heritage Conservation Area while providing for short-term visual enhancements.

³ A Heritage Conservation Plan is a document that explains the significance of an historic place, its contemporary context, and sets out a policy framework and long-term strategy to guide the retention of heritage values through effective interventions. It also includes detailed information for the sustainable use, management, maintenance, repair, and alteration of the historic place. A Heritage Conservation Plan is important because it assists in informing the direction of conservation decisions in the context of heritage value retention.

⁴ A professional heritage consultant is someone who has specialized knowledge, supported by formal training and/or work experience, and who conforms to accepted technical and ethical standards in the field of heritage conservation. Such professionals hold membership in the BC Association of Heritage Professionals, and are recognized as being capable of preparing a Heritage Conservation Plan.

Attachment 3 provides a side-by-side comparison of the existing relevant sections of Council Policy 5900 with the proposed amendments to the Policy.

The proposed amendments to the Grant Program are reflected in the attached draft Council Policy 5900 (Attachment 4).

Should Council adopt the staff recommendation, the proposed amendments will also be reflected in the attached draft bulletin “Steveston Village Heritage Conservation Grant Program (No.: Planning-03)”, which outlines the grant application process, minimum submission requirements, and provides City staff contact information to obtain further information on the Grant Program (Attachment 5).

Richmond Heritage Commission

The Richmond Heritage Commission reviewed the proposed amendments outlined in the draft Policy at its meeting held on November 4, 2020 and passed the following resolution:

That the Richmond Heritage Commission recommend that the requirement for visual enhancements to streetfronting façades be removed from the proposed amendments to the Steveston Village Heritage Conservation Grant Program outlined in the draft Policy 5900.

Overall, the Commission was not supportive of requiring visual enhancements equating to 10% of the overall grant amount. Further, Commission members requested more clarity about the qualifications of a professional heritage consultant, and what streetfronting visual enhancements would mean. The draft minutes of the meeting are included in Attachment 6.

While the input of the Richmond Heritage Commission is important in the review of the Policy, staff maintain that there is merit to including a requirement for small-scale visual enhancements to façades of the 17 protected heritage buildings in the Steveston Village Heritage Conservation Area.

Staff have addressed some of the Commission’s comments in the recommended draft Council Policy, including:

- Adding clarity that a professional heritage consultant is a member in the BC Association of Heritage Professionals, and is recognized as having the necessary skills and expertise to prepare a Heritage Conservation Plan; and
- Providing examples of what constitutes visual enhancement of façades (e.g., repair or restoration of original building forms, façades, materials, and heritage character-defining elements as outlined in the resource’s Statement of Significance).

Stakeholder Consultation

Should Council adopt the staff recommendation, the revised bulletin “Steveston Village Heritage Conservation Grant Program (No.: Planning-03)” will be posted on the City’s Website, and staff propose to hold a virtual information session with the property owners of the 15⁵ privately-owned

⁵ The other two protected heritage resources in the Village are City-owned sites.

protected heritage resources in the Steveston Village Heritage Conservation Area about the revised Grant Program in the first quarter of 2021. The purpose of the information session will be to share information about the revised Grant Program and submission requirements, and to obtain feedback from the property owners on the revised Program.

Staff will offer one-on-one virtual meetings, at the request of individual property owners, to enable tailored assistance and to encourage potential conservation, restoration, and rehabilitation projects that may be eligible for grant applications.

Staff will report back to Council regarding the outcome of the stakeholder outreach and on the status of the Grant Program upon consideration of the next Grant application submitted to the City.

Financial Impact

The recommendations in this report have no financial impact as the source of funds for the Grant Program remains unchanged (i.e., density bonus contributions, other grants and donations), and there is no increase proposed to the maximum funding amounts established in the Grant Program. Consistent with the existing content of Council Policy 5900, if no program funds are available, no grant applications will be considered (i.e., grant applications will be considered on a first-come, first-serve basis).

Conclusion

Staff has undertaken a minor review of the Steveston Village Heritage Conservation Grant Program (Policy 5900) to assess whether a portion of each grant should be tied to visual enhancements to protected buildings as part of a grant application.

Staff recommend that the proposed amendments to the Grant Program included in this report be approved to strengthen its' long-term effectiveness in conserving the 17 protected heritage resources in the Steveston Village Heritage Conservation Area while providing for short-term visual enhancements.

Should Council adopt the staff recommendation, staff will hold a virtual information session and virtual meetings with individual private property owners (upon request) to share information about the revised Grant Program and explore conservation ideas.



Cynthia Lussier
Planner 2

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Attachments:

Attachment 1: Current Council Policy 5900

Attachment 2: Map Showing the 17 Protected Heritage Resources

Attachment 3: Side-by-Side Comparison of Relevant Sections of Existing vs. Proposed Council Policy 5900

Attachment 4: Draft Council Policy 5900 with Proposed Amendments

Attachment 5: Draft Information Bulletin (Planning-03) with Proposed Amendments

Attachment 6: Excerpt from the Minutes of the November 4, 2020 Richmond Heritage Commission Meeting



Page 1 of 4	Steveston Village Heritage Conservation Grant Program	Policy 5900
	Adopted by Council: April 27, 2009 Amended by Council: November 13, 2018	

POLICY 5900:

It is Council policy that:

The Steveston Village Heritage Conservation Grant (SVHCG) Program is established to provide financial assistance to property owners – on a cost share basis - for conserving the exterior of 17 heritage buildings in the Steveston Village Heritage Conservation Area, as identified in the Steveston Area Plan.

The 17 identified heritage buildings make a significant contribution to the heritage character of Steveston Village. The intent of the program is to help conserve the exterior of these significant buildings and support their continued legacy for future generations.

1. Program Funding Sources

The source of funds for the SVHCG Program includes:

- Density bonus contributions, as set out in the Steveston Area Plan*;
- Senior government and Non-Governmental Organization grants; and
- Other private donations.

*Specific sites within the "Steveston Village Land Use Density and Building Height Map" are identified for a maximum possible Floor Area Ratio (FAR) of 1.6. In order to achieve this maximum density, a contribution of \$608.05 per m² (\$56.49 per ft²) - based on the increase in net building floor area between the 1.2 FAR base density and up to the 1.6 FAR maximum density - must be provided.

Contribution amounts may be reduced by an amount equivalent to any cash-in-lieu contributions received under the City's Affordable Housing Strategy.

The above contribution rate to the SVHCG Program will be revised, starting February 28, 2019, and then by February 28 every two years thereafter, by adding the annual inflation for the preceding two calendar years using the Statistic Canada *Vancouver Construction Cost Index – Institutional* inflation rate. The revised rates will be published in a City Bulletin.

2. Grant Amounts

- Maximum grant of \$150,000 per identified heritage building. The grant may not exceed 50% of the total cost of eligible expenses (e.g. only projects with eligible expenses of \$300,000 or more would be able to apply for the maximum amount).
- An additional maximum grant of \$100,000 per identified heritage building may be considered by Council, with private matching funding, to achieve exceptional heritage conservation. Exceptional heritage conservation means a complete and comprehensive restoration of a building, in the opinion of Manager of Policy Planning and a retained heritage consultant, that would greatly enhance the heritage value of the Steveston Village Heritage Conservation Area. The final determination of what is exceptional will



Page 2 of 4	Steveston Village Heritage Conservation Grant Program	Policy 5900
	Adopted by Council: April 27, 2009 Amended by Council: November 13, 2018	

be made by Council based on the project's overall contribution to conserving the character of Steveston Village.

- If the registered owner of the property containing one of the identified heritage buildings is a registered non-profit society, Council may consider providing up to 75% of the total cost of eligible expenses.
- As heritage conservation may occur in stages, an owner/developer may apply more than once; however, the total grant amount per identified heritage building is limited to \$150,000, and for exceptional conservation projects, it is limited to \$250,000.
- If no program funds are available, no grant applications will be considered (i.e., first-come, first-serve basis).

3. Eligible Expenses

Eligible expenses are limited to works related to the exterior conservation of the identified heritage buildings. These include, but are not limited to, the following:

- Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building;
- Repair or restoration of the character-defining elements such as wood windows or original cladding;
- Reconstruction of lost heritage elements such as front porches or exterior trims;
- Roof replacement;
- Structural upgrades, including seismic upgrades, and stability work (e.g. new foundations) to extend the physical life of the building; and
- Directly related consultant costs, including the cost to prepare a conservation plan and architectural drawings, up to 10% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible.

Ineligible expenses include, but are not limited to, the following:

- General on-going maintenance work (e.g. power washing, gutter cleaning);
- Renovation or replacement of the non-historic elements of the building;
- New additions and/or construction of accessory buildings;
- Interior works; and
- Any other work deemed to be inappropriate at the discretion of the Manager of Policy Planning.

The Standards and Guidelines for the Conservation of Historic Places in Canada shall be used as a guide in determining eligible expenses. The Standards and Guidelines for the Conservation of Historic Places in Canada defines "conservation" as all actions or processes aimed at safeguarding the character-defining elements of a resource to retain its heritage value and extend its physical life.



Page 3 of 4	Steveston Village Heritage Conservation Grant Program Adopted by Council: April 27, 2009 Amended by Council: November 13, 2018	Policy 5900
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4. Grant Applications

- Grant applications must be submitted in accordance with the procedures and forms provided by the City;
- Owners or developers of sites with identified heritage buildings may include public entities (e.g. City or other levels of government), and are eligible to apply for a grant;
- Contributors to the SVHCG Program may apply for a grant (e.g., if the site proposed to be redevelop contains one of the 17 identified heritage buildings). However, the required contribution must be provided to the City prior to final approval of the accompanying rezoning or a Heritage Revitalization Agreement application;
- All grant applications that meet the eligibility criteria will be considered by Council. A grant will not be provided where work has already been undertaken prior to Council approval;
- Final decision on all grant applications that meet the eligibility criteria will be made by Council;
- If Council approves the application, the eligible works must be completed before the grant is issued. The following items must be submitted and accepted by City staff prior to the grant's issuance:
 - A letter from the applicant/owner indicating the actual cost of the completed project accompanied by paid bills as proof and a request for payment of the grant;
 - A project completion report from the project manager (e.g., independent contractor who has completed the work) confirming that the work has been completed in accordance with the approved plans and specifications, including a complete list of actual improvements and installation methods. The report must include a copy of written warranties of all applicable work; and
 - Photographs of the completed project; and
- The completed works must be inspected and deemed satisfactory by the City staff.
- The works covered by the approved grant must be completed within 24 months of the date of the approval by Council. After 24 months from the date of the approval, the grant approval will expire.

5. Evaluation Criteria

The following considerations will form the basis for evaluation of grant applications:

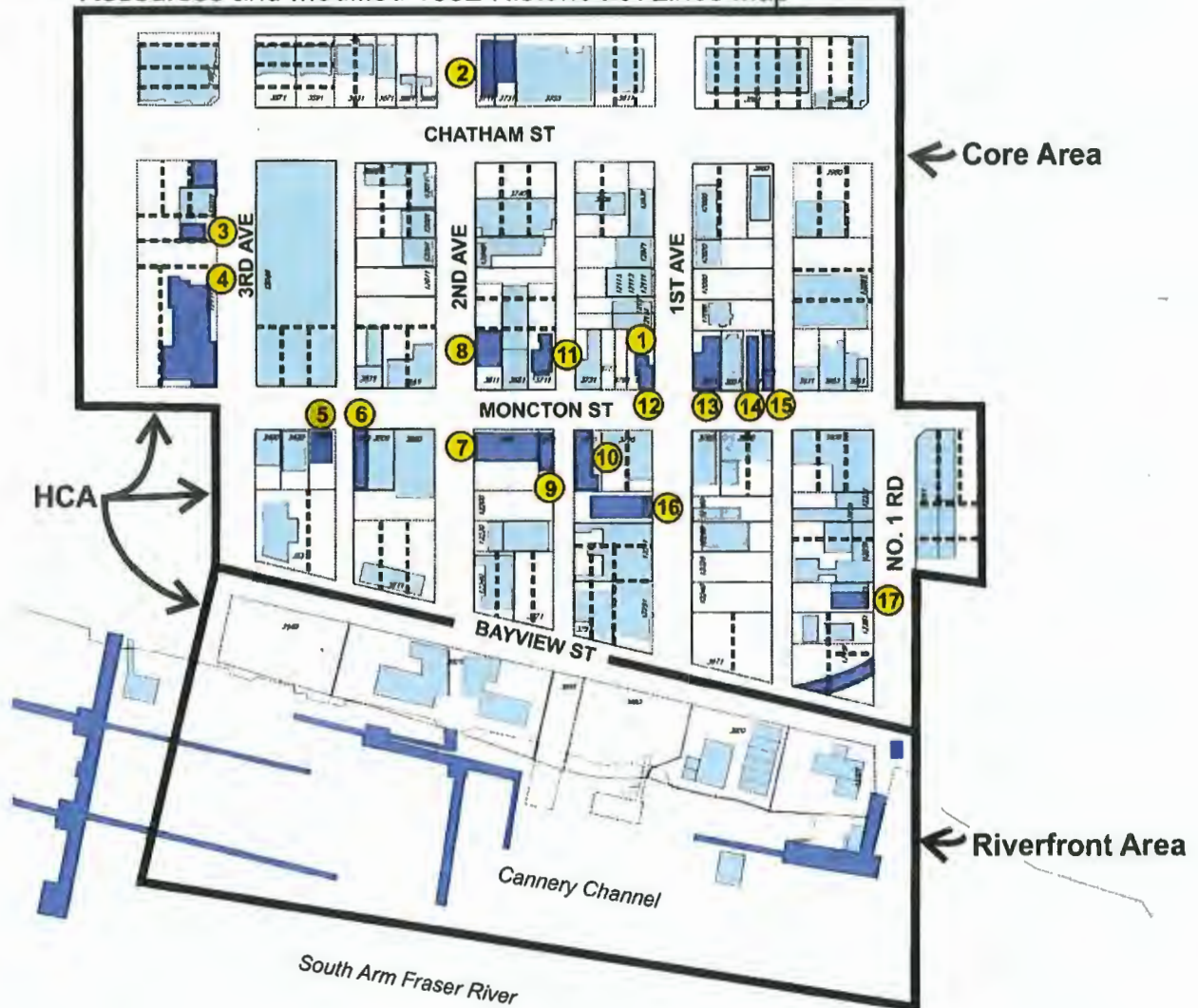
- How the proposed work contributes to preserving and enhancing the overall historic fabric of Steveston Village;
- The level of contribution of the proposed work in conserving the heritage character and conveying the historic significance of the building;





Page 4 of 4	Steveston Village Heritage Conservation Grant Program	Policy 5900
	Adopted by Council: April 27, 2009 Amended by Council: November 13, 2018	

- How the proposed work helps extend the physical life of the building; and
- The overall quality of the submission and the applicant's ability to carry out the project on a reasonable time-frame at reasonable costs and secure other funding sources.

Map 1 - Steveston Village Heritage Conservation Area (HCA):
Resources and Modified 1892 Historic Lot Lines Map



LEGEND

	Non Heritage Building		Identified Heritage Resource		Historic Lot Lines
①	3811 Moncton St.: "Japanese Doctors'/Hospital Office" relocated from 4091 Chatham St.	⑦	3580 Moncton Street "Hepworth Block"	⑬	3831 Moncton Street "Ray's Drygoods/Budget Appliance"
②	3711/3731 Chatham Street "Steveston Methodist Church"	⑧	3611 Moncton Street "Marine Garage"	⑭	3871 Moncton Street "Bare Basics"
③	12011 3 rd Avenue "Steveston Courthouse"	⑨	3680 Moncton Street "Wakita Grocery"	⑮	3891 Moncton Street "Tasaku Barbershop"
④	12111 3 rd Avenue "Sockeye/Steveston Hotel"	⑩	3700 Moncton Street "Redden Net/ Atagi Building"	⑯	12191 1 st Avenue "Japanese Buddhist Temple"
⑤	3460 Moncton Street "Dave's Fish & Chips"	⑪	3711 Moncton Street "Cannery Café"	⑰	12311 No 1 Road "Prickly Pear Garden Center"
⑥	3480 Moncton Street "Watsida Building/ Riverside Art Gallery"	⑫	3811 Moncton Street "Steveston Museum/Northern Bank"		

November 27, 2018

Side-by-Side Comparison of Relevant Sections of Existing vs. Proposed Council Policy 5900

Existing Council Policy 5900	Proposed Amendments to Council Policy 5900
<p>2. Grant Amounts</p> <ul style="list-style-type: none"> Maximum grant of \$150,000 per identified heritage building. The grant may not exceed 50% of the total cost of eligible expenses (e.g. only projects with eligible expenses of \$300,000 or more would be able to apply for the maximum amount). 	<p>2. Grant Amounts</p> <ul style="list-style-type: none"> Maximum grant of \$150,000 per identified heritage building. The grant may not exceed 60% of the total cost of eligible expenses (e.g. only projects with eligible expenses of \$250,000 or more would be able to apply for the maximum amount).
<p>3. Eligible Expenses</p> <p>Eligible expenses are limited to works related to the exterior conservation of the identified heritage buildings. These include, but are not limited to, the following:</p> <ul style="list-style-type: none"> Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building; Repair or restoration of the character-defining elements such as wood windows or original cladding; Reconstruction of lost heritage elements such as front porches or exterior trims; Roof replacement; Structural upgrades, including seismic upgrades, and stability work (e.g. new foundations) to extend the physical life of the building; and Directly related consultant costs, including the cost to prepare a conservation plan and architectural drawings, up to 10% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible. 	<p>3. Eligible Expenses</p> <p>Eligible expenses are limited to works related to the exterior conservation of the identified heritage buildings, <u>and are subject to resulting visual enhancements to streetfronting façades (10% of the overall grant amount)</u>. These include, but are not limited to, the following:</p> <ul style="list-style-type: none"> Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building; Repair or restoration of the character-defining elements such as wood windows or original cladding; Reconstruction of lost heritage elements such as front porches or exterior trims; Roof replacement; Structural upgrades, including seismic upgrades, and stability work (e.g. new foundations) to extend the physical life of the building; and Directly related consultant costs, including the cost to prepare architectural drawings and the required Heritage Conservation Plan by a professional heritage consultant¹, up to 15% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible. <p>Visual enhancements include, but are not limited to:</p> <ul style="list-style-type: none"> Repair or restoration of original building forms, façades, materials, and heritage character-defining elements as outlined in the resource's Statement of Significance.

¹ A professional heritage consultant is someone who has specialized knowledge, supported by formal training and/or work experience, and who conforms to accepted technical and ethical standards in the field of heritage conservation. Such professionals hold membership in the BC Association of Heritage Professionals, and are recognized as being capable of preparing a Heritage Conservation Plan.

Existing Council Policy 5900	Proposed Amendments to Council Policy 5900
<p>4. Grant Applications</p> <ul style="list-style-type: none"> Grant applications must be submitted in accordance with the procedures and forms provided by the City; 	<p>4. Grant Applications</p> <ul style="list-style-type: none"> Grant applications must be submitted in accordance with the procedures and forms provided by the City, and must include an acceptable Heritage Conservation Plan prepared by a professional heritage consultant;
<p>5. Evaluation Criteria</p> <p>The following considerations will form the basis for evaluation of grant applications:</p> <ul style="list-style-type: none"> How the proposed work contributes to preserving and enhancing the overall historic fabric of Steveston Village; The level of contribution of the proposed work in conserving the heritage character and conveying the historic significance of the building; 	<p>5. Evaluation Criteria</p> <p>The following considerations will form the basis for evaluation of grant applications:</p> <ul style="list-style-type: none"> How the proposed work contributes to preserving and enhancing the overall historic fabric of Steveston Village; The level of contribution of the proposed work in conserving the heritage character and conveying the historic significance of the building, and in advancing the implementation of the accepted Heritage Conservation Plan;
<ul style="list-style-type: none"> How the proposed work helps extend the physical life of the building; and 	<ul style="list-style-type: none"> How the proposed work helps extend the physical life of the building, and advance the implementation of the accepted Heritage Conservation Plan; and
<ul style="list-style-type: none"> The overall quality of the submission and the applicant's ability to carry out the project on a reasonable time-frame at reasonable costs and secure other funding sources. 	<ul style="list-style-type: none"> The overall quality of the submission and the applicant's ability to carry out the project on a reasonable time-frame at reasonable costs and secure other funding sources.



Page 1 of 4	Steveston Village Heritage Conservation Grant Program	Policy 5900
	Adopted by Council: April 27, 2009 Amended by Council: November 13, 2018 Amended by Council: XXXX, 2020	

POLICY 5900:

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The 17 identified heritage buildings make a significant contribution to the heritage character of Steveston Village. The intent of the program is to help conserve the exterior of these significant buildings and support their continued legacy for future generations.

1. Program Funding Sources

The source of funds for the SVHCG Program includes:

- Density bonus contributions, as set out in the Steveston Area Plan*;
- Senior government and Non-Governmental Organization grants; and
- Other private donations.

*Specific sites within the "Steveston Village Land Use Density and Building Height Map" are identified for a maximum possible Floor Area Ratio (FAR) of 1.6. In order to achieve this maximum density, a contribution of \$608.05 per m² (\$56.49 per ft²) - based on the increase in net building floor area between the 1.2 FAR base density and up to the 1.6 FAR maximum density - must be provided.

Contribution amounts may be reduced by an amount equivalent to any cash-in-lieu contributions received under the City's Affordable Housing Strategy.

The above contribution rate to the SVHCG Program will be revised, starting February 28, 2019, and then by February 28 every two years thereafter, by adding the annual inflation for the preceding two calendar years using the Statistic Canada *Vancouver Construction Cost Index – Institutional* inflation rate. The revised rates will be published in a City Bulletin.

2. Grant Amounts

- Maximum grant of \$150,000 per identified heritage building. The grant may not exceed 60% of the total cost of eligible expenses (e.g. only projects with eligible expenses of \$250,000 or more would be able to apply for the maximum amount).
- An additional maximum grant of \$100,000 per identified heritage building may be considered by Council, with private matching funding, to achieve exceptional heritage conservation. Exceptional heritage conservation means a complete and comprehensive restoration of a building, in the opinion of the Director of Policy Planning and a retained heritage consultant, that would greatly enhance the heritage value of the Steveston



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Village Heritage Conservation Area. The final determination of what is exceptional will be made by Council based on the project's overall contribution to conserving the character of Steveston Village.

- If the registered owner of the property containing one of the identified heritage buildings is a registered non-profit society, Council may consider providing up to 75% of the total cost of eligible expenses.
- As heritage conservation may occur in stages, an owner/developer may apply more than once; however, the total grant amount per identified heritage building is limited to \$150,000, and for exceptional conservation projects, it is limited to \$250,000.
- If no program funds are available, no grant applications will be considered (i.e., first-come, first-serve basis).

3. Eligible Expenses

Eligible expenses are limited to works related to the exterior conservation of the identified heritage buildings, and are subject to resulting visual enhancements to streetfronting façades (10% of the overall grant amount). These include, but are not limited to, the following:

- Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building;
- Repair or restoration of the character-defining elements such as wood windows or original cladding;
- Reconstruction of lost heritage elements such as front porches or exterior trims;
- Roof replacement;
- Structural upgrades, including seismic upgrades, and stability work (e.g. new foundations) to extend the physical life of the building; and
- Directly related consultant costs, including the cost to prepare architectural drawings and the required Heritage Conservation Plan by a professional heritage consultant¹, up to 15% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible.

Visual enhancements include, but are not limited to:

- Repair or restoration of original building forms, façades, materials, and heritage character-defining elements as outlined in the resource's Statement of Significance.

¹ A professional heritage consultant is someone who has specialized knowledge, supported by formal training and/or work experience, and who conforms to accepted technical and ethical standards in the field of heritage conservation. Such professionals hold membership in the BC Association of Heritage Professionals, and are recognized as being capable of preparing a Heritage Conservation Plan. See <https://cahp-acecp.ca/bc-yk/> for more information.



Adopted by Council: April 27, 2009
Amended by Council: November 13, 2018
Amended by Council: XXXX, 2020

Ineligible expenses include, but are not limited to, the following:

- General on-going maintenance work (e.g. painting, power washing, gutter cleaning);
- Renovation or replacement of the non-historic elements of the building;
- New additions and/or construction of accessory buildings;
- Interior works; and
- Any other work deemed to be inappropriate at the discretion of the Manager of Policy Planning.

The Standards and Guidelines for the Conservation of Historic Places in Canada shall be used as a guide in determining eligible expenses. *The Standards and Guidelines for the Conservation of Historic Places in Canada* defines "conservation" as all actions or processes aimed at safeguarding the character-defining elements of a resource to retain its heritage value and extend its physical life.

4. Grant Applications

- Grant applications must be submitted in accordance with the procedures and forms provided by the City, and must include an acceptable Heritage Conservation Plan prepared by a professional heritage consultant;
- Owners or developers of sites with identified heritage buildings may include: public entities (e.g. City or other levels of government), and are eligible to apply for a grant;
- Contributors to the SVHCG Program may apply for a grant (e.g., if the site proposed to be redeveloped contains one of the 17 identified heritage buildings). However, the required contribution must be provided to the City prior to final approval of the accompanying rezoning or a Heritage Revitalization Agreement application;
- All grant applications that meet the eligibility criteria will be considered by Council. A grant will not be provided where work has already been undertaken prior to Council approval;
- Final decision on all grant applications that meet the eligibility criteria will be made by Council;
- If Council approves the application, the eligible works must be completed before the grant is issued. The following items must be submitted and accepted by City staff prior to the grant's issuance:
 - A letter from the applicant/owner indicating the actual cost of the completed project accompanied by paid bills as proof and a request for payment of the grant;



Adopted by Council: April 27, 2009
Amended by Council: November 13, 2018
Amended by Council: XXXX, 2020

- A project completion report from the project manager (e.g., independent contractor who has completed the work) confirming that the work has been completed in accordance with the approved plans and specifications, including a complete list of actual improvements and installation methods. The report must include a copy of written warranties of all applicable work; and
- Photographs of the completed project; and
- The completed works must be inspected and deemed satisfactory by the City staff.
- The works covered by the approved grant must be completed within 24 months of the date of the approval by Council. After 24 months from the date of the approval, the grant approval will expire.

5. Evaluation Criteria

The following considerations will form the basis for evaluation of grant applications:

- How the proposed work contributes to preserving and enhancing the overall historic fabric of Steveston Village;
- The level of contribution of the proposed work in conserving the heritage character and conveying the historic significance of the building, and in advancing the implementation of the accepted Heritage Conservation Plan;
- How the proposed work helps extend the physical life of the building, and advance the implementation of the accepted Heritage Conservation Plan; and
- The overall quality of the submission and the applicant's ability to carry out the project on a reasonable time-frame at reasonable costs and secure other funding sources.



**Steveston Village Heritage
Conservation Grant Program**

No.: PLANNING-03

Date: 2011-07-13

Rev.: 2020-XX-XX

Purpose:

The Steveston Village Heritage Conservation Grant (SVHCG) Program is established to provide financial assistance to property owners – on a cost share basis – for conserving the exterior of identified heritage buildings in the Steveston Village Heritage Conservation Area, as identified in the Steveston Area Plan. The identified heritage buildings are shown in Attachment 1.

Program Funding Sources:

The source of funds for the SVHCG Program includes:

- Density bonus contributions, as set out in the Steveston Area Plan*;
- Senior government and Non-Governmental Organization grants; and
- Other private donations.

*Specific sites within the "Steveston Village Land Use Density and Building Height Map" are identified for a maximum possible Floor Area Ratio (FAR) of 1.6. In order to achieve this maximum density, a contribution of \$608.05 per m² (\$56.49 per ft²) - based on the increase in net building floor area between the 1.2 FAR base density and up to the 1.6 FAR maximum density - must be provided.

Contribution amounts may be reduced by an amount equivalent to any cash-in-lieu contributions received under the City's Affordable Housing Strategy.

The above contribution rate to the SVHCG Program will be revised, starting February 28, 2019, and then by February 28 every two years thereafter, by adding the annual inflation for the preceding two calendar years using the Statistic Canada Vancouver Construction Cost Index – Institutional inflation rate. The revised rates will be published in a City Bulletin.

Grant Amount:

- Maximum grant of \$150,000 per identified heritage building. The grant may not exceed 60% of the total cost of eligible expenses (e.g. only projects with eligible expenses of \$250,000 or more would be able to apply for the maximum amount).
- An additional maximum grant of \$100,000 per identified heritage building may be considered by Council with private matching funding to achieve exceptional heritage conservation, based on its overall contribution to conserving the character of Steveston Village, as determined by Council. Exceptional heritage conservation means a complete and comprehensive restoration of a building, in the opinion of the Director of Policy Planning and a retained heritage consultant, that would greatly enhance the heritage value of the Steveston Village Heritage Conservation Area. The final determination of what is exceptional will be made by Council based on the project's overall contribution to conserving the character of Steveston Village.
- If the registered owner is a registered non-profit society, Council may consider providing up to 75% of the total cost of eligible expenses.

See over →

- Total maximum grant per identified heritage building is \$250,000.
(As heritage conservation may occur in stages, an owner/developer of the may apply more than once.)
- If no program funds are available, no grant applications will be considered (i.e., first-come, first-serve basis).

Eligible Expenses:

Eligible expenses are limited to works related to the exterior conservation of the identified heritage buildings, and are subject to resulting visual enhancements to streetfronting façades (10% of the overall grant amount). These include, but are not limited to, the following:

- Façade restoration or rehabilitation to improve the appearance and convey the heritage significance of the building;
- Repair or restoration of the character-defining elements such as wood windows or original cladding;
- Reconstruction of lost heritage elements such as front porches or exterior trims;
- Roof replacement;
- Structural upgrades, including seismic upgrades, and stability work (e.g. new foundations) to extend the physical life of the building; and
- Directly related consultant costs including the cost to prepare architectural drawings and the required Heritage Conservation Plan by a professional heritage consultant¹, up to 15% of the total grant amount. Consultant costs without associated physical improvements to the building are not eligible.

Visual enhancements include, but are not limited to:

- Repair or restoration of original building forms, façades, materials, and heritage character-defining elements as outlined in the resource's Statement of Significance.

Ineligible expenses include, but are not limited to, the following:

- General on-going maintenance work (e.g. painting, power washing, gutter cleaning);
- Renovation or replacement of the non-historic elements of the building;
- New additions and/or construction of accessory buildings;
- Interior works; and
- Any other work deemed to be inappropriate at the discretion of the Manager of Policy Planning.

The Standards and Guidelines for the Conservation of Historic Places in Canada shall be used as a guide in determining eligible expenses. *The Standards and Guidelines for the Conservation of Historic Places in Canada* defines "conservation" as all actions or processes aimed at safeguarding the character-defining elements of a resource to retain its heritage value and extend its physical life.

Grant Applications:

- Grant applications must be submitted in accordance with the procedures and forms provided by the City, and must include an acceptable Heritage Conservation Plan prepared by a professional heritage consultant.
- Owners or developers of sites with identified heritage buildings may include public entities (e.g. City or other levels of government) and are eligible to apply for a grant.

See over →

¹ A professional heritage consultant is someone who has specialized knowledge, supported by formal training and/or work experience, and who conforms to accepted technical and ethical standards in the field of heritage conservation. Such professionals hold membership in the BC Association of Heritage Professionals, and are recognized as being capable of preparing a Heritage Conservation Plan.

- Contributors to the SVHCG Program may apply for a grant but must provide the required contribution to the City prior to final approval of the accompanying rezoning or a Heritage Revitalization Agreement application.
- All grant applications that meet the eligibility criteria will be considered by Council. A grant will not be provided where work has already been undertaken prior to Council approval.
- Final decision on all grant applications that meet the eligibility criteria will be made by Council.

Evaluation Criteria:

The following considerations will form the basis for evaluation of grant applications:

- How the proposed work contributes to preserving and enhancing the overall historic fabric of Steveston Village;
- The level of contribution of the proposed work in conserving the heritage character and conveying the historic significance of the building, and in advancing the implementation of the accepted Heritage Conservation Plan;
- How the proposed work helps extend the physical life of the building, and advance the implementation of the accepted Heritage Conservation Plan; and
- The overall quality of the submission and the applicant's ability to carry out the project on a reasonable time-frame and secure other funding sources.

Application Procedures:

Step 1: Application Review

- Owners are encouraged to discuss their proposals as early as possible to learn about the process, requirements, and timing of a possible grant. The submission requirements are detailed in the attached application form.
- Staff will review the application for completeness and eligibility, and will notify the applicant if it does not provide all of the required information or does not meet the eligibility criteria.
- Once staff completes its initial review, the application will be forwarded to the Richmond Heritage Commission (RHC) for comment and advice. The RHC is made up of nine (9) members of the public, appointed by Council, and advises Council on heritage conservation and promotion matters.
- Staff will prepare a report to Council containing an assessment of the proposal, advice from the RHC and a recommendation.
- The report will be forwarded to the Planning Committee, which is made up of five City Council members, for consideration. The Planning Committee will review the staff report and recommendation. The applicant's attendance is recommended as the Planning Committee may provide the applicant with an opportunity to make a presentation. The Planning Committee will also consider any comments from the public and make a recommendation to Council. The applicant will be contacted by staff regarding the meeting date, time and the location when the application is considered.
- The staff report and Planning Committee recommendations will be forwarded to Council for its consideration. Council will usually deal with the application at its next regular meeting following the Planning Committee meeting. The meeting date and time can be confirmed by viewing the Council agenda on the City website.
- When Council has received and reviewed all of the information, it will make a decision to:
 - Approve the grant;
 - Reject the grant; or
 - Refer the grant application back to the Planning Committee or staff for more information.

See over →

- All applicants will be notified in writing following City Council's decision, and advised of the next steps.
- In most instances, a Heritage Alteration Permit (HAP) is required. The grant application may be processed concurrently with the required HAP application.

Step 2: Grant Issuance

- If Council approves the grant, the applicant will be notified in writing and reminded that the work must be completed before the grant will be issued.
- The following items have been submitted and accepted by City staff prior to the grant's issuance:
 - A letter from the applicant/owner indicating the actual cost of the completed project and requesting for payment of the grant accompanied by paid bills as proof;
 - A project completion report from the project manager (e.g., independent contractor who has completed the work) confirming that the work has been completed in accordance with the approved plans and specifications, including a complete list of actual improvements and installation methods. The report must include a copy of written warranties of all applicable work; and
 - Photographs of the completed project.
- Building permit must be applied for and issued before commencement of the proposed work.
- The work must be inspected and deemed satisfactory by the City staff. Once this has occurred, the applicant will receive a letter and grant payment from the City.
- The works covered by the approved grant must be completed within 24 months of the date of the approval by Council. After 24 months from the date of the approval, the grant approval will expire.

The application form including detailed submission requirements are attached to this Bulletin.

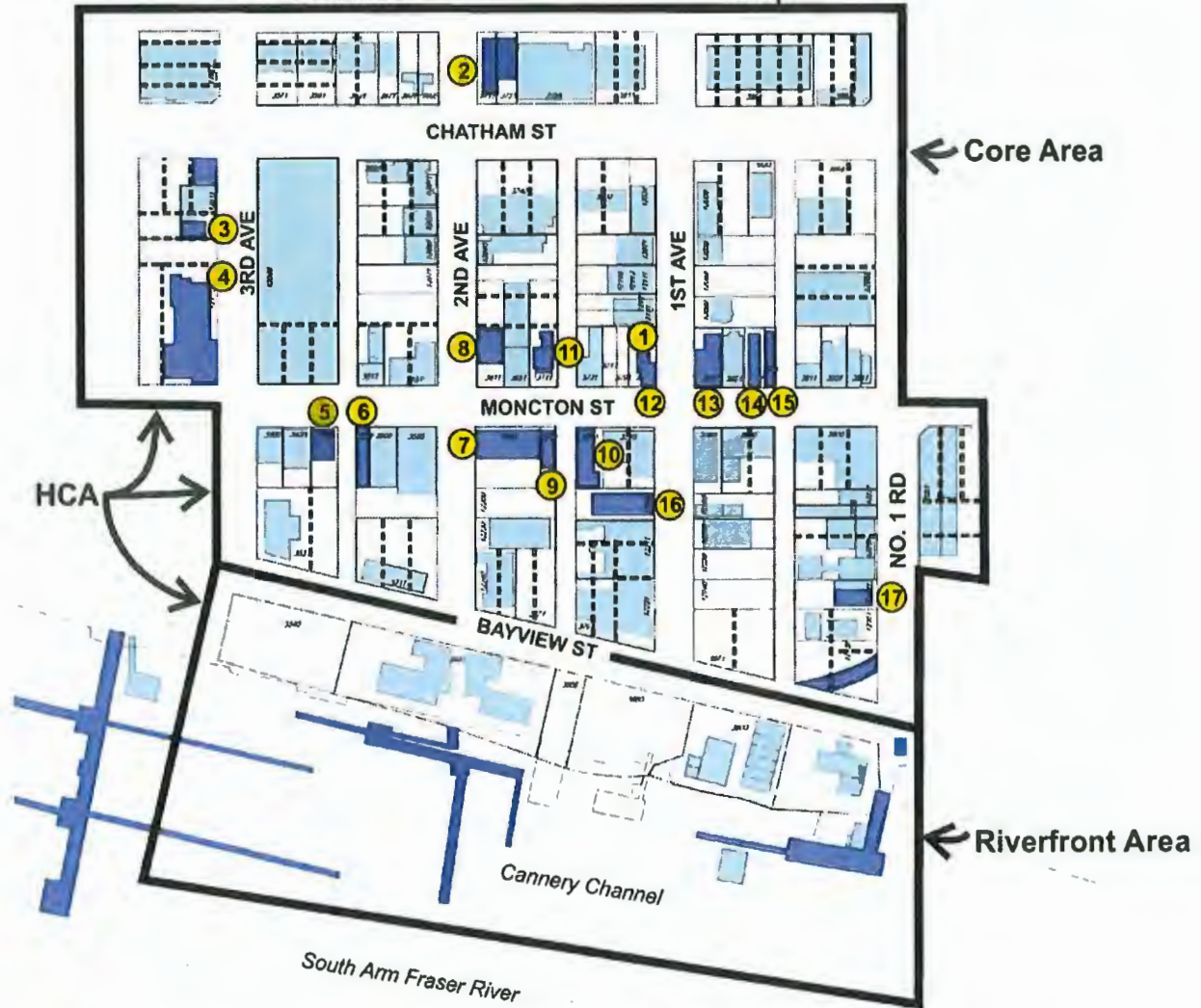
Program Contact:

For further information, please contact Minhee Park, Heritage Planner, at 604-276-4188 or mpark@richmond.ca.


See attached →

Attachment 1

Map 1 - Steveston Village Heritage Conservation Area (HCA):
Resources and Modified 1892 Historic Lot Lines Map



LEGEND

 Non Heritage Building	 Identified Heritage Resource	 Historic Lot Lines
① 3811 Moncton St.: "Japanese Doctors'/Hospital Office" relocated from 4091 Chatham St.	⑦ 3580 Moncton Street "Hepworth Block"	⑬ 3831 Moncton Street "Ray's Drygoods/Budget Appliance"
② 3711/3731 Chatham Street "Steveston Methodist Church"	⑧ 3611 Moncton Street "Marine Garage"	⑭ 3871 Moncton Street "Bare Basics"
③ 12011 3 rd Avenue "Steveston Courthouse"	⑨ 3680 Moncton Street "Wakita Grocery"	⑮ 3891 Moncton Street "Tusaka Barbershop"
④ 12111 3 rd Avenue "Sockeye/Steveston Hotel"	⑩ 3700 Moncton Street "Redden NeU Atagi Building"	⑯ 12191 1 st Avenue "Japanese Buddhist Temple"
⑤ 3460 Moncton Street "Dave's Fish & Chips"	⑪ 3711 Moncton Street "Cannery Cafe"	⑰ 12311 No 1 Road "Prickly Pear Garden Center"
⑥ 3480 Moncton Street "Watsida Building/ Riverside Art Gallery"	⑫ 3811 Moncton Street "Steveston Museum/Northern Bank"	

November 27, 2018

**Excerpt from the Minutes to
The Richmond Heritage Commission meeting**

**Wednesday, November 4, 2020 – 7:00 p.m.
via Cisco Webex**

Steveston Village Heritage Conservation Grant Program (Policy 5900)

The Staff Liaison provided an overview of the proposed amendments to the Steveston Village Heritage Conservation Grant Program with the aid of presentation materials, including a red-lined version of the Draft Policy 5900.

The Commission members raised the following questions and concerns about the proposed amendments, as well as provided the following feedback:

- The typical cost to prepare a Heritage Conservation Plan, and the implications to the applicant associated with the preparation of the Heritage Conservation Plan, particularly if the grant application were denied by City Council;
- There is some preference for the Heritage Conservation Plan to be optional;
- The qualifications to be a professional heritage consultant, and whether this is too restrictive;
- The requirement for visual enhancement to account for at least 10% of the overall grant amount is overly bureaucratic, arbitrary, subjective, and burdensome;
- Grant applications approved-to-date had extreme value to the protection of the buildings, while not including any visual enhancements;
- Non-visual improvements to heritage buildings are just as important as visual improvements;
- There are non-façade aspects that are critical to particular projects;
- There is a lack of clarity about the rationale for requiring visual enhancements, and it may be confusing for those who aren't familiar with the origin of the concerns about the desire for visual enhancements;
- There is subjectivity in determining what meets the visual enhancement criteria between one project to another;
- That applicants would have to come up with additions to the scope of their conservation efforts in order to meet the visual enhancement criteria and to be eligible for a grant;
- There is preference for the proposed requirement for visual enhancements to facades be dropped;

In response to the Commission's queries and concerns, staff provided the following information:

- The proposed amendments provide the opportunity to strengthen the Grant Program to facilitate the long-term conservation of protected buildings in Steveston Village while providing for visual enhancements in the short-term.
- The proposed increases to the City's portion of the cost-sharing approach and maximum percentage of consultant costs that can be funded is intended to offset the costs to the applicant associated with the proposed requirement for visual enhancements and Heritage Conservation Plan.

- Professional heritage consultants are members of the BC Association of Heritage Professionals, and are recognized as having the necessary skills and expertise to prepare a Heritage Conservation Plan.
- It is in the best interest of the applicant to have a Heritage Conservation Plan in place to assist and guide them in pursuing the required conservation interventions to their heritage building over time regardless of whether a grant application were approved or denied by City Council, and it will assist them in demonstrating the validity of any conservation efforts proposed as part of future Heritage Alteration Permit applications, which would ultimately strengthen their chances of approval.

It was moved and seconded:

That the Richmond Heritage Commission recommend that the requirement for visual enhancements to streetfronting façades be removed from the proposed amendments Steveston Village Heritage Conservation Grant Program outlined in the draft Policy 5900.

CARRIED