



City of Richmond

Report to Council

To: Richmond City Council

To Council Apr 27, 2009

Date: April 8, 2009

From: Joe Erceg, MCIP
General Manager, Planning & Development

File: 08-4200-08/2009-Vol 01


Re: **Steveston Village Conservation Strategy & Implementation Program**

Staff Recommendation

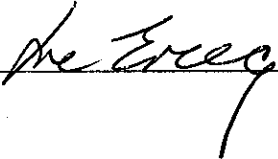


That, as per the report entitled: Steveston Village Conservation Strategy & Implementation Program, from the General Manager, Planning and Development, dated April 8, 2009:

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

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


 Joe Erceg, MCIP
 General Manager, Planning and Development

Att. 10

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

Staff Report

Origin

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

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

PURPOSE

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

BACKGROUND

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

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

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

2. Steveston Village Conservation Implementation Program

(a) General

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

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

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

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

(c) Zoning Bylaw Amendments

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

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

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

(d) Financial Incentives

(i) The Steveston Village Heritage Conservation Grant Program

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

(ii) A New Steveston Conservation Zone

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

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

(iii) Parking Reductions

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

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

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

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

3. Heritage Conservation Tool Kits and Standards

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

4. Steveston Parking Study

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

5. Support

(a) General

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

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

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

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

The feedback indicates the following:

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

(b) Analysis Of Feedback

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

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

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

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

(c) Options

The options are:

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

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

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

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

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

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

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

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

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

Option 2 – Delete From Strategy

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

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

6. Next Steps

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

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

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

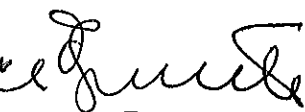
Financial Impact

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

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

Conclusion

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



Terence Brunette
Planner 2, Policy Planning



Sara Badyal,
Planner 1, Development Applications



Terry Crowe,
Manager, Policy Planning

TC:tcb

ATTACHMENTS

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

BYLAWS

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

Summary

Steveston Village Conservation Strategy & Implementation Program

1) Purpose

The purpose of this report is to highlight the Steveston Village Conservation Strategy & Implementation Program.

2) Components

The components of the Steveston Village Conservation Strategy and Implementation Program include:

- A final Steveston Village Conservation Strategy (**Attachment 2**), and
- An Implementation Program which includes:
 - A Generic Heritage Conservation Tool Kit For BC Municipalities (**Attachment 3**),
 - A Steveston Village Heritage Conservation Tool Kit (**Attachment 4**), which includes short and long term model "Shelf Ready" tools including:
 - A model new "Steveston Village Conservation (SC) District,"
 - A model Heritage Revitalization Agreement (HRA),
 - A model Heritage Conservation Covenant (for buildings and land),
 - A model Heritage Conservation Covenant (for landscaping),
 - A model Resolution Authorizing Heritage Inspection,
 - A model Heritage Permissive Tax Exemptions Bylaw,
 - A model Revitalization Permissive Tax Exemption Bylaw,
 - "Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada (**Attachment 5**),
 - The "Steveston Village Heritage Conservation Grant Program" (**Attachment 6**);
 - Bylaws for immediate approval and heritage control (**Attachment 7**):
 - Heritage Procedures Bylaw 8400 (a long term bylaw),
 - Heritage Control Period Bylaw 8401 (lasts for up to one year)
 - Building Regulation Bylaw 7230, Amendment Bylaw 8402 (a long term bylaw),
 - Official Community Plan Bylaw 7100 Amendment Bylaw 8403 (**Attachment 8**): Steveston Area Plan Amendments to include a new heritage conservation section and policies including a Heritage Conservation Area (HCA), new heritage conservation Development Permit Guidelines and updated non-heritage (e.g., Sakamoto Development Permit Guidelines),
 - Zoning & Development Bylaw 5300 Amendment Bylaw 8404 (**Attachment 9**), which amends the "Steveston Commercial (Two-Storey) District (C4)" (e.g., to limit new setbacks), and
 - Zoning & Development Bylaw 5300 Amendment Bylaw 8405 (**Attachment 10**), which amends the "Steveston Commercial (Three-Storey) District (C5)" (e.g., to limit new setbacks).

3) Background

a) Steveston Village Conservation Strategy (Strategy) (Attachment 2)

- The purpose of the Strategy is to identify what heritage resources are to be protected, in Steveston Village. The Strategy has been prepared with assistance from the Richmond Heritage Commission and the heritage Birmingham & Wood Consultants. On July 23rd, 2007, Council approved-in-principle the *Steveston Village Conservation Strategy*.
- The information sources for the Steveston Village Conservation Strategy include the: Surveyor General's office in Victoria, BC (for maps and plans); British Columbia Archives (for historical photographs); City of Richmond: the Richmond Heritage Commission, Richmond Archives (for historical photos), Heritage Register (two heritage buildings), Heritage Inventory, official Council and committee meeting minutes, Steveston files, oral history transcripts, waterworks atlas and fire insurance plans, Steveston Museum and website, oral histories, interviews (e.g., Councillor Harold Steves); UBC (primary and secondary sources from special collections); secondary sources (e.g., "*Richmond, Child of the Fraser*", Richmond Centennial Society, Richmond, B.C., 1979. Ross, Leslie J.), and previous studies on Steveston including "*Salmonopolis: The Steveston Story*", by Duncan Stacey and Susan Stacey and "*Steveston Cannery Row: an Illustrated History*", by Harold Steves, Kathy Steves and Mitsuo Yesaki.
- Steveston is a historic site of prime importance in Canadian history, for its ability to convey the complex threads of its history with original resources. The integration of its natural landscape and resources, with human activity, has determined its form and character. Steveston is significant as a Fraser River settlement which is representative of British Columbia's natural resource-based development since the 1880s. It is valued as Richmond's earliest example of city planning. It is also valued for the extent of its historic character and intrinsic heritage resources which are seen less in individual buildings than in the cumulative effect. The Village site is an excellent representative example of the effects of boom-and-bust cycles in British Columbia's economic and cultural development since the late nineteenth century.

Strategy Highlights:

- Addresses heritage conservation and is not a new land use plan, as the existing Area Plan land use policies remain with enhanced heritage conservation policies and guidelines,
- Emphasizes the heritage conservation of the exterior of private and City owned identified heritage buildings,
- Identifies:
 - Specific heritage resources (e.g., heritage buildings, structures, the modified 1892 Village Survey lot pattern, streetscapes) which are to be protected according to federal heritage conservation guidelines, and
 - Non-heritage buildings and structures which may be retained over time, modified or demolished and redeveloped according to the Sakamoto design guidelines.

- Recognizes with some modifications, that the 1892 Village Survey pattern, itself is a valued heritage resource. This valued lot pattern is identified in the Steveston Area Plan, as the "Steveston Village 1892 Historic Lot Lines Map" which is a modification of the original 1892 Village Survey Plan. Owners of sites with and without heritage resources on them are encouraged to retain them and develop according to the "Steveston Village 1892 Historic Lot Lines Map". The consolidation of smaller lots into larger sites is discouraged.
- Identifies the following Village site characteristics:

Overview of Village Heritage Building and Lots		
Buildings – Lots	Heritage Aspects	Non Heritage Aspects
93 Buildings	18 buildings have heritage value (20%)	75 buildings do not have heritage value (80%)
104 Lots	20 lots have a heritage building (20%)	84 lots do not have a heritage building (81%)
104 Lots	90 of the lots are zoned either C4 or C5 (87%)	14 lots have other zoning (13%)
C4 & C5 Zoned Lots (90)	15 of them have a heritage building (17%)	75 do not (83%)
Average Village Lot Size	41 ft X 120 ft = 4,920 sq. ft	
Note: Some heritage buildings straddle several lots and some lots have several heritage buildings on them		

Implementing The Strategy:

While the Conservation Strategy specifies "what" heritage resources and elements are valued and need to be conserved in Steveston Village, there are several uncertainties including:

- For the Identified Heritage Buildings: As the properties have not been individually inspected (e.g., inside, outside, structural, the foundations), the condition of each heritage building, the maintenance and fix-up costs, the cost of conserving each building as per the Conservation Guidelines, are not known.
- Regarding The Owners Of Identified Heritage Buildings: At this time, it is not known what each owner intends to do with their heritage building (e.g., to demolish, leave as is, or conserve the heritage elements; when they will act, or their ability to pay for conservation or any modifications).

It is with these challenges that the Steveston Conservation Strategy will be implemented and for these reasons that the Strategy emphasizes financial incentives. It is known that the City will not purchase the heritage buildings, nor can it afford to pay for their conservation.

b) Steveston Village Conservation Implementation Program (Attachments 3-10)

The proposed Implementation Program has been prepared with assistance from consultants: heritage conservation advice from the firm of Birmingham & Wood and legal advice from the firm of Young, Anderson.

i) A Generic Heritage Conservation Tool Kit For BC Municipalities (Generic Tool Kit)
(Attachment 3)

A primary reason for undertaking the Steveston Village Conservation Program is to identify and analyse the current range of heritage conservation regulatory and financial incentive tools, which the BC Local Government Act and Community Charter enable municipalities and stakeholders to have. This analysis is a main reason why the Real Estate Foundation of BC, the BC Ministry of Tourism, Culture and The Arts, Heritage Branch, and the BC Ministry of Community Services, Smart Development Partnerships Program, provided project funding.

The Generic Heritage Conservation Tools were identified and analysed, and their purpose, scope, pros and cons are described to provide the foundation for the Implementation Program. The Generic Tool Kit contains model:

- Bylaws for immediate approval and heritage control:
- Bylaws to manage for the long term,
- "Shelf-Ready" Templates - short and long term generic model tools including, bylaws, covenants, agreements, for site specific application, for actual development proposals, as required,
- Financial Incentives - short and long term tools, to be considered, when necessary.

It is intended that the Generic Tool Kit will be a beneficial and practical tool for other BC municipalities and heritage stakeholders as it can be applied, subject to their own additional planning and legal advice, and tailoring. In this manner, it is anticipated that The Generic Tool Kit will assist in advancing and building heritage conservation capacity in BC.

While not every tool in the Generic Tool Kit is needed at this time for Steveston Village, any tool in it may be used by Council, as required.

ii) The Steveston Village Heritage Conservation Tool Kit (Steveston Tool Kit)
(Attachment 4)

The Generic Tool Kit was analyzed to prepare the Steveston Village Heritage Conservation Tool Kit which identifies the tools needed to achieve heritage conservation in Steveston Village. The tools have been selected and analysed, and their purpose, scope, implications described to provide the foundation for the Steveston Village Conservation Implementation Program.

In summary, The Steveston Tool Kit proposes the following tools:

- Three Bylaws for Immediate Approval,
- Proposed Area Plan and Zoning Bylaw Changes,
- "Shelf-Ready" Model Template and
- Financial Incentives

These tools are described below.

(1) Three Bylaws for Immediate Approval (Attachment 7):

Effective Village heritage conservation requires the immediate protection of identified heritage resources in the Conservation Strategy from demolition and redevelopment. It is recommended that the following three bylaws be adopted in a short time of being introduced, to enable Council to manage and avoid losing heritage resources through demolition and redevelopment.

(2) Heritage Procedures Bylaw No. 8400 (Long Term)

General

Staff recommend that Council approve a Heritage Procedures Bylaw to enable Council and staff, to manage the issuance of permits (e.g., a Heritage Alteration Permit). While the Local Government Act enables Council to fully delegate this power to a municipal official or other employee, City staff recommend that this not be done, to enable Council to manage what occurs in the Steveston Village. However, for practical reasons, to avoid Council needing to address minor maintenance and City work matters, staff recommend that the proposed Heritage Procedures Bylaw establish the following decision making responsibilities:

Heritage Alteration Permits That May Be Issued By Staff:

- Renovations to interiors that do not affect the exteriors;
- Maintenance activities of existing buildings and structures that do not alter their form, character, material or colour. This includes changes which involve "same for same" changes and are to be regarded as "maintenance"; and
- Construction and maintenance activities carried out by, or on behalf of, the City in a manner which respects the intent of the HCA designation

Staff recommend that the authority to make the above decisions under this Bylaw be delegated to the Director of Development, as this position is responsible for managing and coordinating rezonings, Development Permits, DP variances.

It is to be noted that the issuance of a Heritage Alteration Permit (HAP), does not replace rezoning, or development, development variance, building, or demolition permits, as they are to be used in combination. HAPs issued for non-heritage buildings will follow the applicable Steveston Area Plan Sakamoto Development Permit Guidelines.

One Implication Of Withholding A Demolition or Building Permit

Where the Director of Building Approvals receives a demolition permit application or a building permit application, and it is withheld, until an identified Village heritage resource can be conserved, the Director of Building Approvals must notify (1) Council of the withholding, at the next Council meeting and (2) the applicant that he/she may discuss the decision, at the next Council meeting. Council may uphold or modify staff's initial decision. This would be a long-term arrangement.

- (3) Heritage Control Period (HCP) Bylaw No. 8401 (Lasts For Up to One Year):
 Staff recommend that Council approve a *Heritage Control Period (HCP) Bylaw*. The purpose of the HCP Bylaw is to enable Council to protect identified Village heritage and to manage the redevelopment of non-heritage resources for a one year period, overlapping with temporary protection provided by first reading of the Steveston Area Plan Amendments Bylaw No. 8403 which expires after 120 days. Staff recommend this approach to ensure that, if Bylaw No. 8403 is not adopted within the 120 day period, whether or not the reason relates to the proposed heritage conservation area designation, temporary protection of heritage resources will continue in order that the City may revise the Area Plan, for example in response to comments at the public hearing or of referral agencies, and reintroduce the Area Plan and HCA designation within the overall one year period.

The Heritage Control Period Bylaw enables Council to control demolitions, permits and alterations by requiring a Heritage Alteration Permit (HAP). Heritage Alteration Permits (HAPs) will be required for both (1) City and private development activities and (2) heritage and non heritage buildings and resources).

Once established, no demolition or development may occur, unless Council or staff issue a Heritage Alteration Permit (HAP). The Heritage Alteration Permit is to be used in conjunction with other rezoning, development, development variance, building and demolition permit requirements.

In the interim period, when issuing HAPs, Council and staff will be guided by the: existing Area Plan and design guidelines, Conservation Strategy, Steveston Village Heritage Conservation Tool Kit, "Standards and Guidelines for the Conservation of Historic Places in Canada", Parks Canada and Area Plan Sakamoto Guidelines for non-heritage buildings.

It is recommended that the Heritage Control Period continue, until it runs out after one year. Before the one year term ends, it is envisioned that Council will adopt the proposed Steveston Area Plan (e.g., in April 2009) which includes new heritage conservation policies and guidelines, a Heritage Conservation Area (HCA) and the Sakamoto guidelines for non-heritage buildings. It is acceptable that the updated Area Plan and the HCP Bylaw run concurrently.

Note: Council can control development from when it gives the Heritage Control Period (HCP) Bylaw first reading, if at the same meeting, it also gives first reading to the proposed Steveston Area Plan Bylaw, specifically because it contains the proposed Heritage Conservation Area (HCA). Staff recommend this approach as unprotected time between third reading and Area Plan amendment bylaw adoption may jeopardize identified heritage resources.

- (4) Building Regulation Bylaw No. 7230 Amendment Bylaw No. 8402 (Long Term)
Staff recommend that Council amend the existing Building Regulation Bylaw to enable Council, for the first time, in Steveston Village only, to require that a demolition permit application be withheld, until a building permit and any applicable development permits are ready to be issued. This approach is recommended because it will give Council the ability to better manage change by first knowing what will replace an existing building, prior to its demolition or redevelopment.

iii) Proposed Area Plan and Zoning Bylaw Changes:

In addition to the above immediate controls, the following long-term tools are proposed to ensure that:

- The identified heritage resources in the Conservation Strategy and Area Plan Heritage Conservation Area are protected and enhanced according to the "Standards and Guidelines for the Conservation of Historic Places in Canada", Parks Canada (**Attachment 5**), and
- The non-heritage resources in the Area Plan (**Attachment 8**) are redeveloped according to the proposed Steveston Area Plan policies and the Sakamoto design guidelines.

(1) Richmond OCP Bylaw 7100, Amendment Bylaw No. 8403, Steveston Area Plan Amendment (**Attachment 8**)

City staff recommend an amendment to the Steveston Area Plan, to consolidate heritage policies in a new heritage section and enhance identified Village heritage policies and design guidelines. These proposed changes are highlighted below:

- The Establishment of a Heritage Conservation Area (HCA):
The purpose of the Heritage Conservation Area (HCA) is to establish, an area in which Council can effectively apply heritage controls. Once the Bylaw is given first reading, all subdivisions, demolitions, buildings and modifications (including altering landscape features) will require a Heritage Alteration Permit (HAP). A Heritage Alteration Permit (HAP) is issued to manage both the identified heritage resources and non-heritage resources in the Village.

In deciding whether or not to issue a Heritage Alteration Permit (HAP), Council and staff will be guided by the approved Strategy, the Steveston Heritage Conservation Tool Kit, the "Standards and Guidelines for the Conservation of Historic Places in Canada, by Parks Canada", the Steveston Area Plan heritage conservation policies, Heritage Conservation Area and the Sakamoto guidelines.

- Guidelines For Identified Heritage Resources: Staff recommend that the identified heritage resources be conserved and maintained in accordance with the "Standards and Guidelines for the Conservation of Historic Places in Canada", prepared by Parks Canada. The Canadian standards were

prepared in consultation with federal, provincial, territorial and municipal governments and heritage conservation professionals. They establish the basis for quality conservation and provide sound, practical guidance to achieve heritage conservation flexibly. Approval of the package will enable Council to apply this guideline.

- Updated Flood Protection Policies: Consistent with the City's approved new flood protection requirements, to protect the low topographical character of the Steveston Village (an important heritage element), it is proposed that:
 - the existing grade in the Steveston Village be kept low, generally as it is now,
 - non-residential uses be at grade, or at the level of the adjacent existing city sidewalk (or, if not sidewalk, the road) and
 - residential uses may be built no lower than elevation 2.9 geodetic (GSC). For residential spaces, this does not include the street entrance area which should be no more than 25 mm (1 inch) above the public street or sidewalk level at the entrance.

- Retention of Steveston Village 1892 Historic Lot Lines:
Background

A main Village Heritage Conservation Strategy objective is to encourage sites, with and without identified heritage resources on them, to develop and redevelop on the small sites identified on the Area Plan "Steveston Village 1892 Historic Lot Lines Map". This is to be achieved where possible by:

- Retaining these lots where they exist,
- Encouraging current larger lots to subdivide to the smaller Map sizes, and
- Generally, discouraging the consolidation of lots into sites larger than those on the Map.

Generally, lot consolidations can occur by:

- A Subdivision Plan, which requires approval of the Approving Officer; in such cases the Approving Officer may consider the regulation of lot sizes at the time of proposed consolidation. Consolidation by way of subdivision plan is not the usual method of consolidation.
- Without A Subdivision Plan, where approval of the Approving Officer is not required and the City is not generally involved in the consolidation process.

However, with the Strategy and Implementation Program which clearly establish that the small lots are a desired heritage resource and that where a developer requests a discretionary approval (e.g., a rezoning, a Heritage

Alteration Permit), the City can require the consolidated lot to be re-subdivided back to the small lots.

- For Existing and Future Consolidated Smaller Lots
Currently, some of the original 1892 Village Survey lots have been consolidated. As well, it is possible that, in the future, developers may consolidate the smaller lots within a single plan of subdivision by applying directly to the Land Titles Office to cancel interior lot lines. Currently, the City generally does not prohibit or manage property consolidation throughout the City. The existing prevalent zoning districts in the Village, C4 & C5 do not regulate maximum lot sizes.

Staff recommend that lot consolidation may be permitted in cases, with incentives (e.g., in the Core Sub Area, for no more than two historic lots, to provide rear lane Avenue access to mid-block Street lots; and in the Riverfront Sub Area). Development on these larger lots is required to comply with the Area Plan policies, Heritage Alteration Permit and Development Permit guidelines.

- For consolidated lots
For consolidated lots, the heritage conservation incentives provided in the Steveston Village Conservation Strategy, Implementation Program, Steveston Toolkit and Area Plan may be made available, when there is a substantial public benefit that could only reasonably be accommodated with the consolidation.

- (a) Enhanced Sakamoto Heritage Conservation Development Permit Guidelines:
City staff have fully implemented Planning Committee's May 6, 2008 directive to incorporate the Sakamoto guidelines, into the proposed update of the Steveston Area Plan Development Permit Guidelines, for non-heritage development and sites.

The highlights of the proposed revised Sakamoto Guidelines include:

- a greater degree of prescription to achieve the Sakamoto Guidelines including:
 - buildings are pulled to the street,
 - the use of horizontal or vertical wood siding (wood or metal),
 - heritage colours are to be coordinated with adjacent buildings,
 - signage is to be integral to the façade,
 - doors are to be glass panel and framed with solid wood, wood panel, or aluminum,
 - upper floor windows are to be framed and in a historic rhythm, different from ground floor picture windows and proportional to the elevation,
 - canopies or awnings (fabric, not vinyl),

- the use of modern materials,
- promoting the return of small scale development in the Village Core Area,
- promoting the return to larger scale development on the Riverfront Area, with simple large forms that are reminiscent of the historical buildings along the water,

c) The Zoning and Development Bylaw 5300, Amendment Bylaws 8404 & 8405

The two main zones in Steveston Village are the C4 and the C5 Zone. There are also some CD Zones. To ensure that the Conservation Strategy and the Sakamoto guidelines are followed, City staff propose the following C4 and C 5 Zone amendments:

i) For the C4 District (**Attachment 9**)

The C4 Zone emphasizes two storeys. To achieve the Conservation Strategy and Sakamoto Guidelines, staff recommend that the C4 Zone be amended so that buildings will not be set back from the street, in order to create a solid continuous streetwall at the street. The width of ground floor public passages through the building from the street to the lane will be limited to a maximum of 2.4 metres wide.

On non-ground floors, the openings for recessed balconies will be no more than 2.4 metres wide and the total aggregate of these recessed openings will not exceed 25% of the lot width. All other requirements of the C4 will remain unchanged.

ii) For the C5 District (**Attachment 10**)

The C5 Zone emphasizes three storeys. To achieve the Conservation Strategy and Sakamoto Guidelines (similar to the proposed changes to the C4 Zone), City staff recommend that the C5 Zone be amended to pull buildings to the street and add the same requirements for ground floor openings and on non-ground floor stories for recessed balconies, as proposed for the new C4 Zone requirements.

d) Steveston Toolkit “Shelf-ready” Model Templates (**Attachment 4**)

In Steveston Village, the conservation of identified heritage resources and the redevelopment of non heritage buildings will occur on a site by site basis, as owners apply for approvals to conserve, demolish or enhance their properties. These owner actions will trigger a heritage conservation and/or redevelopment review process and the need for a Heritage Alteration Permit and other approvals (e.g., rezonings, Development Permit, Heritage Revitalization Agreements, Building Permits).

When this occurs, the City will need an effective range of short and long term Village heritage conservation and redevelopment policy, regulatory and financial incentive tools. The Steveston Tool Kit provides an effective range of tools. It contains tailored and model tools which can be applied, as needed. Not every site will require all the tools. They will enable staff and developers to explore, collaborate and seek effective solutions, and to secure their heritage conservation and/or redevelopment interests with financial incentives. Depending on the situation, specific tools will be applied. The City will be

able to take full advantage of all the tools, seek financially based developer solutions and be sensitive to the needs of owners.

i) **Heritage Revitalization Agreement Bylaw**

A Heritage Revitalization Agreement Bylaw authorizes a site specific agreement with a property owner for heritage conservation purposes and to provide long term heritage protection. It allows the City to specify terms and vary or supplement bylaw and permit conditions including land use, density, siting and lot size, DCC recovery, subdivision and development requirements, development permit, development variance permit and Heritage Alteration Permits. The agreement controls the extent of heritage conservation to be carried out by the owner. The agreement can stipulate minimum maintenance and repair standards and requirements. If land use or density are varied, a HRA requires a Public Hearing. If land use or density are not varied, an HRA requires Council adoption, once the City and the property owner negotiate the terms of the HRA. If land use or density are varied, an HRA requires a public hearing.

ii) **Heritage Conservation Covenants (HCC)**

There are two kinds of heritage covenants: (1) one for buildings and land, and (2) one for landscaping).

A Heritage Conservation Covenant (under Section 219 of the Land Title Act) is a contractual agreement with a property owner to protect heritage resources (buildings and land, and landscaping) on a site. They can be used for site specific issues such as providing for the protection of specific features such as building façades, and landscaping features. The model covenants outline the range of terms and obligations between the City and the property owner. Council must adopt a resolution authorizing the covenant. The covenant is registered on the Land Title. It also allows a third party (e.g. a heritage organization) to be included in the agreement to ensure that the protection remains on title.

iii) **A Resolution Authorizing Heritage Inspections**

Section 956 of the Local Government Act, gives Council the authority to order a heritage inspection of a protected heritage property, to assess the heritage value, heritage character or need for conservation. This tool may be used as needed by Council. It is not anticipated that it will be used very often, as co-operative solutions are to be encouraged.

e) **Financial Incentives**

i) **Senior Government Grants**

Senior government grant funding for heritage conservation remains very limited. Staff will continue to monitor for grants and report as necessary. As well, staff will continue to explore alternative funding options.

ii) Existing City Heritage Account

The City has an existing Heritage Trust Account No. 2207 which can be used for both capital and non capital heritage conservation purposes. Currently, there is approximately \$32,000 in the Account. As the City has limited resources to fund heritage conservation, the Strategy enables developers to provide cash contributions by density bonusing (see below). If necessary, additional heritage accounts will be established.

iii) Density Bonusing

(1) General:

Density bonusing is a key tool to enable Council to protect the public interest in Village heritage conservation and redevelopment without penalty to the owner. The consultants explored what FAR is possible on the various sized lots commonly found in Steveston Village. For heritage conservation purposes, it is desirable to:

- retain the small lots,
- minimize the consolidation of the small lots, and
- enable heritage conservation on the small lots.

The consultants examined what sort of bonus density might be required for the existing small lots to be competitive with amalgamated lots. They determined that:

- with density bonusing, it is possible to provide a meaningful increase in density to financially assist owners in undertaking heritage conservation.
- a new Steveston Conservation Zone can provide a meaningful increase in density. To achieve this, it is proposed that the new SC Zone have a base density of 1.2 FAR, an automatic bonus of 0.2 FAR over existing Village zones, to provide an incentive to owners not to consolidate their properties in Steveston Village. This is to encourage development as per the Area Plan "Steveston Village 1892 Historic Lot Lines Map". As well, larger sites are encouraged to revert to the 1892 Map size.
- a density of as much as 1.6 FAR is possible on the existing small sites with a 33% parking reduction. Their view is that, because 1.6 FAR is possible to achieve on Steveston's small lots, there will likely not be a need for a large density bonus to retain the small lots. This leaves more potential density on the small sites, as an incentive for other heritage conservation measures.

However, upon review, the following general maximum FAR, storey and building heights are recommended to maintain an appropriate scale of development in the Village (see Area Plan for details):

Village Area	Average Existing Village FAR	Maximum FAR	Maximum Storeys	Maximum Building Height
Core Area	0.75	1.6	3	12 m
Moncton Street		1.2	2	9 m
11990 No 1 Rd		1.75	5	21m
Riverfront Area		1.6	3	20 GSC

The New Steveston Conservation (SC) Zone:

To enable the City to address the above concerns, a new model Steveston Conservation Zone (SC). It is to be applied on a site by site basis and tailored to each site, like a CD zone. Owners will be encouraged to rezone to the new Steveston Conservation Zone for its heritage conservation, redevelopment and financial incentive advantages.

The proposed Steveston Conservation (SC) Zone provides incentives as follows:

- Increased density, with a base of 1.2 under existing C4 & C5 zoning, only 1.0 is achievable now. Currently, the average Village FAR is 0.75 FAR.
- To provide an incentive (1) to retain the small lots, (2) for developers to pay for conserving their heritage resource and (3) to provide the City with a developer cash contribution, staff recommend between 1.2 to 1.6 FAR.
- Parking requirement relaxation.
- enables a possible additional density bonus, up to 1.6 FAR, if earned (see below),
- enables a possible density transfer (see below),
- reduces parking (e.g., 1 stall per residential unit, see below),
- accommodates the new Sakamoto design guidelines to ensure that buildings are pulled to the street.

Highlights Of The New Steveston Conservation Zone:

- enables heritage conservation to be more financially viable and supported,
- can accommodate a range of Village land uses, per site, as needed,
- enables a maximum lot size (e.g., as per the "Steveston Village 1892 Historic Lot Lines Map"),

How Density Bonusing Can Work

The base density of the Steveston Conservation (SC) Zone is 1.2 FAR, to encourage the retention of the small lots identified on the Area Plan "Steveston Village 1892 Historic Lot Lines Map", and to encourage the C4 and C5 Zones to be rezoned to it.

Also, the Strategy and Area Plan enable owners, in certain places in the Village (see Area Plan) to earn additional density bonuses, generally, up to between of +1.2 to 1.6 FAR.

Summary Benefits

For sites with or without identified heritage resources, the proposed FAR range encourages small lot retention, and where the FAR is above 1.2 FAR, developers are to provide to the City, a cash contribution for capital heritage conservation purposes.

Generally, Moncton Street development is to be kept low at 2 storeys. In some special cases, to address unique heritage opportunities, Council may consider 3

storeys on a limited basis (e.g., one 3 storey building per streetwall per block). This FAR approach balances the need to maintain an appropriate Village heritage conservation scale, a general desire for low 2 storey streetwall with some height variety. It may be reviewed in the future, if necessary.

Rationale For Cash Contributions For Heritage Conservation

The urban economic (Coriolis) and heritage (Birmingham & Wood) consultants advise that, the City should consider where practical, allowing developers of heritage and non-heritage properties, to obtain bonus density by amenity zoning under the Local Government Act section 904, or by making a cash contribution for heritage conservation purposes as a condition of a phased development agreement.

This approach is anticipated to facilitate and generate City revenue, for heritage conservation initiatives, including where needed, the possible provision of 50/50 cost sharing assistance to heritage property owners that are willing to retain small sites and conserve identified heritage buildings.

Any cash-in-lieu contribution should be equal to the land value of the bonus density measured in terms of dollars per buildable square foot (BSF) with adjustment for heritage conservation costs and other costs associated with City rezoning and development requirements. Based on current market conditions in Steveston, and on analysis of the financial performance of residential development projects in the area, it is estimated that bonus residential development rights in Steveston should be currently valued at \$47.00 per BSF. Other uses would be similarly valued at their adjusted current market conditions in Steveston, however, since bonus square footage can be residential, it will be valued at \$47.00 per BSF. City staff agree that the per BSF rate should be reviewed annually and, if necessary, adjusted. For Village affordable housing financial or built contributions, the \$47.00 per BSF rate could be reduced accordingly on a case by case basis.

For Sites With A Heritage Resource On Them:

An owner may earn additional SC density from 1.2 FAR to 1.6 FAR, for undertaking the conservation of identified heritage resources on a site. When used, additional density can be granted, to address the owner's cost of undertaking and maintaining heritage conservation work. This approach is possible for many sites with a heritage resource on it, as additional non-heritage space can often be added at the back of the site.

In some cases, where it is not desirable to add additional density on a site with a heritage resource (e.g., the heritage building covers most of the site and it is not desirable to add another storey, the City may arrange to either:

- Pay the owner, with developer contributions, not to fully develop the site, or
- Transfer the unused density to another site by simultaneous rezonings.

For Sites With No Heritage Resource On Them:

An owner may earn additional SC density from generally 1.2 FAR to 1.6 FAR for supporting heritage conservation off site (e.g., enabling a cash contribution to the City for heritage conservation purposes, for FARs above 1.2 FAR).

Summary

- For increases in density up to 1.2 FAR, no developer cash contribution is required, as the added value goes to the developer to retain or subdivide to the small lots.
- For FARs above 1.2 FAR, developer cash contributions are required to assist with heritage conservation.

(2) Density Transfer

(a) What Is It?

Density transfer is the transfer of floor area that would otherwise compromise the heritage values of a Donor Site, to a Receiver Site, that can absorb the extra floor area without compromising the heritage values. The overall (or cumulative) density for both sites combined would remain the same, if the Donor and Receiver Sites are on equally valuable land. Density transfer enables a solution, instead of the City otherwise financially compensating the owner to not use existing potential density in order to protect heritage resources.

(b) The Need For:

The consultants were asked to analyze the need for density transfer, in Steveston Village. Their findings reveal that, for Steveston Village, it is not anticipated that density transfer will be required very often, as the new Steveston Conservation Zone enables owners to conserve the heritage resource and be bonused for doing so on site. The consultant and staff consider that, for most properties, it will not be necessary to use a density transfer.

There are few sites and circumstances in the Steveston Village where it may be desirable to transfer density. One possible example is where a site is already developed, the existing building already covers most of the site and it is not desirable, for heritage conservation purposes, to increase the density (e.g., to keep the building a one storey). In this case, a density transfer may be desirable.

(c) To Where Would the Density Be Transferred?

If needed, density may be transferred, either within the Steveston Village (e.g., to along Bayview Street), or elsewhere in the City, subject to the OCP policies and amendment process.

(d) Two Density Transfer Options

Option 1 - Simultaneous Density Transfer (Recommended)

This option may occur when there are two simultaneous rezonings, and co-operative developers and the City agree. This may occur:

- From a Donor Site (e.g., a heritage site), where the owner agrees to transfer density from a site to protect heritage,
- To a Receiver Site, a different (non-heritage site), where the Receiver Site owner agrees to pay the Donor (heritage) Site to receive the extra density.

The City would manage the rezoning process and City dollars would not be used. An example is where:

- Two C4 or C5 zoned sites are currently allowed 1.0 FAR.
- The Donor Site (heritage building on site) is 0.7, and the City would like to see the entire building and site conserved without building additions.
- The City and owner agree that, in return for the owner conserving the building and site, the property would also be rezoned to the Steveston Conservation Zone (say 1.3 FAR)
- The owner of the Donor Site would be made financially whole by having the ability to transfer the unrealized square footage (the difference between 1.3 FAR and the current 1.0 FAR currently allowed on site), to a Receiver site concurrently under rezoning consideration and receiving market value for that donation of the footage from the owner of the Receiver Site (who may be able to develop their property up to 1.6 FAR by rezoning to the Steveston Conservation Zone).
- The two parties would enter into an agreement and approach the City.
- The City would require the owners to submit a rezoning application for each site.
- Appropriate OCP and area plan amendments will likely be required with public consultation.
- The rezoning applications would be reviewed by the City and a final decision would be made by City Council following a public hearing.

Option 2 – A Density Transfer Bank (Not Recommended)

This option is more complicated and would allow density to be transferred in a phased manner, where the City would first set up a City density bank, where the excess density from a Donor Site could be listed in a City “Density Bank” and later, an owner of a Receiver Site could use the listed density. The City would manage the process. A Receiver site owner would buy the listed excess density from a Donor Site owner. City dollars would not be involved in this process. There may be exceptional circumstances where the City would be involved financially but this Option is not recommended at this time.

iv) Proposed Parking Reductions For Steveston Village Core

The proposed parking reductions are based on the assumptions that:

- (1) The Village is and will continue to be a “complete community” where fewer vehicle trips are generated.

- (2) The Village is and will continue to be a key transit hub, which will enable residents, workers and visitors in and to Steveston Village, to rely less on private automobiles and more on walking, cycling, rolling and transit in short trips to obtain their services.
- (3) The proposed smaller lots (e.g., as per the "Steveston Village 1892 Historic Lot Lines Map") enable more goods and service to be offered in one place and hence fewer vehicle trips will be required; and thus
- (4) The demand for resident and employee parking in the Village, due to redevelopment can reasonably be expected to require less parking.

Generally, a 33% reduction from the current parking requirement is proposed in the Village Core. A comparison of existing and proposed parking requirements, where the proposed Steveston Conservation (SC) Zone is used, is identified in the table below.

Land Use	Existing Off-Street Parking Requirements Zoning and Development Bylaw 5300 (Division 400)	Steveston Village Core Sub Area Proposed Off-Street Parking Requirements Steveston Conservation (SC) Zone	
Non-residential	Varies. Required as per Division 400 of Zoning & Development Bylaw 5300	A 33% reduction from Division 400 requirements	<u>For sites with a heritage resource</u> On a site specific basis, if there is undue hardship in accommodating all the required parking on site, Council may consider: (a) cash-in lieu in accordance with the Zoning and Development Bylaw 5300; or (b) an off-site parking arrangement that is secured nearby (e.g., 150 metres). <u>For sites with no heritage resource</u> Off-street parking requirements are to be met on site
Mixed-Use: (Residential component)	1.5 spaces per dwelling unit	1.0 space per dwelling unit (a 33% reduction from Division 400 requirement)	<u>For all sites, (non-heritage and heritage),</u> it is intended that off-street requirements are to be met on site.
Mixed Use: (Visitors to residential component)	0.2 spaces per dwelling unit	No change, but instead of providing both off-street parking for visitors and the non-residential uses onsite, the greater of the two may be provided instead.	<u>For sites with a heritage resource</u> On a site specific basis, if there is undue hardship in accommodating all the required parking on site, Council may consider: (a) cash-in lieu in accordance with the Zoning and Development Bylaw 5300; or (b) an off-site parking arrangement that is secured nearby (e.g., 150 metres) <u>For sites with no heritage resource</u> Off-street parking requirements are to be met on site.
Steveston Village Riverfront Sub Area			
Off-Street Parking Requirements as per Zoning and Development Bylaw 5300 (Division 400), except that, (a) Required parking spaces may be located on or off site. (b) If located on-site, no parking spaces should be provided at grade, but should be located within the upper level of the building. (c) For off-site parking spaces, (i) must be secured in perpetuity, (ii) residential parking spaces must be located nearby (e.g., 150 metres), (iii) non-residential parking spaces must be located nearby (e.g., 150 metres), (d) Cash-in-lieu for a portion of required parking spaces may be permitted.			

v) Proposed Loading and Unloading Reductions For Steveston Village
In June 2008, Transportation proposed City wide amendments to off-street loading requirements for smaller non-residential developments of up to 500 m², such as those in Steveston Village. The report went to Public Hearing on July 21, 2008. Staff recommended that, for Steveston Village, future proposed heritage and non-heritage related developments be exempted from the off-street loading requirements provided that on-street loading is provided nearby. This recommendation was consistent with the proposed Zoning and Development Bylaw 5300 amendments in the June 2008 staff report. The proposed amendments were supported by Council at Public Hearing.

vi) Steveston Village Heritage Conservation Grant Program

(1) General:

Staff recommend that Council establish a developer funded Steveston Village Heritage Conservation Grant Program (**Attachment 6**), to assist in conserving the exteriors of private and City owned identified heritage buildings. It is not proposed that the City purchase the heritage buildings, nor pay for their conservation. The developer contributions are to come from density bonusing, for example to the proposed new Steveston Conservation Zone. The City is not required to contribute dollars to the Program. Additional funds may be received from senior governments and stakeholders for heritage conservation.

Upon Village build out (a long time) and subject to market conditions, it is estimated that \$7 million may be collected for the grant program from developer density bonusing contributions over 1.2 FAR. A maximum City grant of \$75,000 per identified heritage property may be issued. All grants must be developer justified and 50/50 cost shared.

(2) Contributions:

The program can be used to receive a wide range of heritage conservation dollars from developers, senior governments and NGOs.

When rezoning (e.g., to the Steveson Conservation Zone), developers will be required to provide to the City \$47.00 per buildable square foot (BSF) for all FAR over 1.2 FAR. Where developers are also required to meet the City's affordable housing policies by providing either a cash contribution or build affordable housing, the \$47.00 is to be reduced accordingly on a case by case basis.

(3) Allocating Grants To Developers:

Council approval is required for all grants. Developers must first provide estimates of the work, receive Council approval and grants are to be on a 50/50 cost shared basis by actual developer matching contributions. Before City grants are provided, the heritage work must be completed and actual costs submitted to the City. Grants are for developer capital projects for the exterior of identified heritage resources.

If no City program funds are available when a developer request is made, no City grant or IOUs will be provided and there will be no retroactive City program funding.

(4) Allocating Grants To City Projects:

For conserving the exteriors of City owned identified heritage buildings, the affected City department must also submit proposals and estimates for which Council approval is required. For City grants, 50/50 cost sharing may be provided.

(5) Administration:

The Program will be administered by the Policy Planning Division in consultation with Finance and the Development Applications Division.

vii) Property Tax Incentives:

Tax exemptions are not proposed at this time. The Community Charter enables two ways by which a municipality may exempt properties from property tax for heritage conservation purposes:

(1) Heritage Permissive Tax Exemptions:

Under Section 225 of the Community Charter, Council may by bylaw, exempt eligible heritage properties from taxation in accordance with the terms contained in the bylaw and in an exemption agreement. A property owner may receive partial or total tax exemption of their property taxes for heritage purposes for up to 10 years, to offset rehabilitation costs that meet heritage conservation standards. These costs include the restoration and/or rehabilitation of heritage features and elements, and full building upgrades. This type of tax exemption must be part of:

- A Council approved tax exemption policy and program which addresses the level of exemption and the period of time, and
- The City's annual financial plan.

At this time, the City does not have such a tax exemption policy and program for heritage conservation.

(2) Revitalization Permissive Tax Exemptions:

Also, Council may, by bylaw, provide for a "revitalization permissive tax exemption" scheme, under Section 226 of the Community Charter. Council may give property owners exemption from municipal property tax, in a designated revitalization area (e.g., Steveston Village), for a period of up to a maximum of ten years. It can be applied to a type of heritage property or a particular activity. The revitalization permissive tax exemption bylaw must include a:

- Description of the reasons for and the objectives of the program,
- Description of the kinds of property or circumstances eligible for permissive tax exemptions, and
- A maximum term, up to ten years.

If such a program were to be established, a property owner may apply for an exemption and would be required to enter into an agreement with the City which would include requirements and other conditions.

The Community Charter enables Council the option of providing tax exemptions. It is a serious matter as care needs to be given to why, when and where a tax exemption might be used, and how the uncollected dollars are alternatively to be paid (including school taxes to which heritage permissive tax exemptions automatically apply). Tax exemptions may be considered when it is determined that other heritage tools do not provide adequate incentives to offset the costs of conserving heritage resources. As these tools may be needed at some point, staff will monitor progress and advise Council, as necessary.

5. Implications

a.) Implications for the City's Heritage Inventory

Currently, the City of Richmond has a Heritage Inventory which is (only) a heritage data base inventory, on which heritage resources are listed and their heritage merit identified. Many of the heritage resources identified in the Conservation Strategy are already listed in the Heritage Inventory. Once the Conservation Strategy is approved, staff will update the Heritage Inventory to be consistent with the Conservation Strategy.

b.) Implications for the City's Heritage Register

Council also has a community Heritage Register. The purpose of the Heritage Register is to identify valued heritage resources and establish legal and official heritage status. The Heritage Register enables a basic level of heritage protection. For example, Council, by bylaw, may direct or authorize employees to withhold approval of a demolition permit, until a building permit or any other necessary approvals have been issued with respect to the alteration or redevelopment of the site. In Steveston Village, there are two heritage buildings on the City's Heritage Register (the Steveston Court House & the Moncton Northern Bank/Museum). These buildings are included in the Conservation Strategy. In approving the Conservation Strategy and Implementation Program tools, it will not be necessary to also list the identified heritage resources in the Conservation Strategy in the Heritage Registry, as they will be sufficiently protected, by Steveston Area Plan policies and the proposed establishment in the Steveston Area Plan, of the Village "Heritage Conservation Area" (HCA), which will require a Heritage Alteration Permit (HAP) for all conservation and design proposed activities.

c.) Steveston Parking Study

In July 2007, a Transportation Division report summarizing the findings of the Steveston Parking Study presented to the Public Works and Transportation Committee, indicated that there is excess parking spaces in the general area of Steveston Village and an excess of designated on-street commercial loading bays at this time. There are a number of proposed parking improvements suggested in the Steveston Parking Study. The highlights of the proposals include:

- Undertake selected parking improvements such as:
 - Establish a tour bus loading zone for pick up and drop off only within the Village core with the staging area to be outside the Village core
 - Retain the existing traffic control at No. 1 Road and Moncton Street intersection but investigate the use of a traffic control person to direct vehicle and pedestrian traffic at this location during peak periods only
 - Work with Steveston Village business owners and employers to promote and encourage the use of the existing designated long-term public parking lot at the east end of Chatham Street for employee parking.
- Construct angle parking on the north side of Bayview Street when sufficient funds are available in the Steveston Off-Street Parking Reserve Fund.

This matter will be addressed in a separate report to committee.

d.) Types Of Decisions And Application Processing

The legal consultant advises that the proposed heritage tools are to be used in conjunction with existing Area Plan, zoning, and development and building permit requirements. Staff and the heritage and legal consultants analysed how the tools can best be co-ordinated.

Schedule 1 summarizes the results as follows:

- Chart 1 - An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods
- Chart 2 - An Overview Of The Types Of Decisions - For Identified Heritage Resources and Sites
- Chart 3 - An Overview Of The Types Of Decisions - For Non Heritage Resources and Sites

The Strategy recommendations enable two development application review processes:

- a shorter process for applications which meet the policies and guidelines (e.g., where applications would not need to be referred to the Heritage Commission for comments), and
- a longer one for those applications which propose a different design from the policies and guidelines (e.g., where applications would likely be referred to the Heritage Commission for comment).

e.) Strategy Implications For Development Applicants Currently in Stream

Once the Strategy and Implementation Program are approved, it is anticipated that there will be little impact on any existing development applications in stream. For those applications which are well along the process and are acceptable, they can be approved with the issuance of a Heritage Alteration Permit. For those applications which do not meet the proposed recommendations in this report, they can be required to meet the proposed recommendations in this report. Staff recommend a flexible approach, which balances the City and developer's interests, and which avoids undue hardship.

f.) Administrative Implications

The approval of the Strategy and Implementation Program will provide more clarity and certainty regarding what and how to manage both heritage and non-heritage proposals in Steveston Village. This improvement suggests that the processing of development and permit applications may occur quickly. Staff will endeavour to do so. On the other hand, experience has shown that redevelopment in the Village must receive due attention to ensure that the public interest in heritage and non-heritage redevelopment is achieved.

Staff will continue to process Village applications as quickly as possible, monitor the situation and report progress, as needed. As well, staff will monitor the workload implications of implementing the Village Conservation Strategy and Implementation Program, and if needed, propose additional resources, (e.g., in annual budgets), for Council's consideration.

Like affordable housing, heritage conservation requires additional legal advice and documentation by Law staff and legal consultants. Staff will monitor impact of implementing the Strategy and advise Council, as needed. Some legal advice may be paid for by developers.

g.) Support

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

In December 2008, at the request of Councillors, City staff invited all owners of the identified heritage properties (18) to meet and discuss the proposed Strategy and Implementation Program and their benefits and implications. The meeting was not well attended, as only representatives from five properties attended. The feedback summary is as follows:

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

- City Owned: Note that the City owns 2 identified heritage buildings at 3811 Moncton St (Museum & 4091 Chatham St. building).

The feedback indicates the following:

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

Analysis Of Feedback

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

Regarding the meeting with the affected property owners, staff anticipated that not all owners would be able to attend, a low response rate may occur and more meetings would be needed to collaboratively find tailored solutions with each owner. The feedback is not a scientific survey. Some owners support the Strategy, many did not respond and a small number disagreed. Those who have raised concerns are not yet sure about the details as to how the Strategy will affect them and want to know more about the financial benefits. This was anticipated, as the Strategy is a long term conservation management framework which calls for City staff to continue to collaborate with each affected owner over the long term. The goal is to explore specific options and find the financially viable conservation solutions for each property, with each property owner. As individual solutions cannot be found in one meeting, a co-operative and collaborative approach over the long term is recommended to find tailored solutions.

As well, it is important to note that there is wide community support for the Strategy and to keep Steveston unique. The Strategy is anticipated to result in long term social and economic benefits and will be an important legacy for the City. It is for these reason, the staff recommend that all the 18 heritage buildings be protected and conserved. As well, for affected heritage property owners, a flexible heritage conservation review approach is proposed, particularly when evidence is presented of possible hardship.

h.) Options

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

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

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

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

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

- Indicated that overall, designated heritage properties in Hastings Sunrise increased in value by 35%; in Strathcona 12%; and in Mt. Pleasant by at least 31%;
- Concluded that “the designation of heritage homes does not negatively affect assessed property value” and that “designated heritage homes increased at rate similar to or above growth rates of non designated heritage and non heritage homes. Overall, both designated and non-designated heritage homes outperformed non - heritage homes. We feel that it is both socially and economically worthwhile to protect these narrative (heritage) structures....”.
- Referenced a 2005 study by Donovan D. Rypekma entitled: *The Economics of Heritage Preservation*, which shows that, while heritage conservation carries an enormous social value, its also is a highly beneficial local economic activity (e.g.,

benefits local construction trades, cultural tourism, small business incubation and revitalization),

- Referenced a 1998 study by Robert Shipley entitled: *Report on Research Concerning Trends in Property Values of Designated Heritage Properties in Several Ontario Communities*, which indicated that the majority (74%) of individually designated heritage properties performed as well as, or better than the average market trend properties and that it does not matter whether these properties are expensive, up scale houses or more modest buildings – they still do well in the market when sold. As well, the study found that individually designated heritage properties sold more often than the average and most importantly, that the prices of heritage properties seem to resist down turns in the real estate market.

Option 2 – Delete From Strategy

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

Staff recommend Option 1 which involves finding collaborative solutions with owners over the long term. Staff will be having additional owner discussions and a public open house on or around May 10, 2009, prior to the public hearing on May 19, 2009. Staff will advise Council of the feedback, prior to the public hearing.

6. Next Steps

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

Date	Comment
Monday, April 27, 2009	<p>Council discusses and starts the approval process, as follows:</p> <ul style="list-style-type: none"> - Approve the Steveston Village Conservation Strategy, - Approve the Steveston Village Heritage Conservation Grant Program - Introduce and give three readings to the following Heritage Control Bylaws: <ul style="list-style-type: none"> - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402, - Introduce and give 1st reading to: <ul style="list-style-type: none"> - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments, - Refer Bylaw 8403 (Area Plan amendments [e.g., establish a Heritage Conservation Area]), and related Strategy documents to the MIB, SB, UDI, GVHBA, SHA, - Direct staff to hold a public open house regarding Bylaw 8403 and related Strategy documents, on or around May 9, 2009 and report findings to Council prior to the Public Hearing on May 19, 2009,
Monday May 4, 2009	<p>Special Council Meeting (same day as the General Purposes Committee meeting) to adopt the three Heritage Control Bylaws:</p> <ul style="list-style-type: none"> - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402.
Sunday May 10, 2009	Open house and meet with property owners

Date	Comment
Monday May 19, 2009	Public Hearing and to Adopt : - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments,

Financial Impact

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

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

Conclusion

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

Prepared by Richmond Policy Planning Staff

ATTACHMENTS

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

BYLAWS

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

Chart 1 An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods				
	Interim Period [e.g., Feb to May 2009]		Long Term Period	
Activity	For Heritage Resources & Sites	For Non-Heritage Resources & Sites	For Heritage Resources & Sites	For Non-Heritage Resources & Sites
Heritage Procedures	Yes	N/A	Yes	N/A
Area Plan Policies	- Yes - Heritage policies	- Yes - Non heritage policies	- Yes - Heritage policies	- Yes - Non heritage policies
Heritage Conservation Area (HCA)	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring federal guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring DP Guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring federal guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring DP Guidelines
Heritage Alteration Permits [HAPs]	Yes	Yes	Yes	Yes
Designate more properties Heritage?	No	N/A	Possibly (e.g., area plan amendment)	N/A
New SC Zone	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Encouraging heritage conservation - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Encouraging heritage conservation - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer
Existing C4, C5 and other zones	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone
Heritage Inventory	- Yes - Add Strategy identified heritage resources to Heritage to Inventory to ensure a complete Village heritage data base	N/A	- Yes - Add Strategy identified heritage resources to Heritage to Inventory to ensure a complete Village heritage data base	N/A
Heritage Register	No need to add identified heritage resources to Heritage Register	N/A	No need to add identified heritage resources to Heritage Register	N/A
Bonus Density	Yes	Yes	Yes	Yes
Residual Density	Yes	Yes	Yes	Yes
Density Transfer	Yes	Yes	Yes	Yes
A Phased Development Agreement (PDA) LGA section 905.1	Yes with a covenant	Yes	Yes with a covenant	Yes

Chart 1 An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods				
Activity	Interim Period [e.g., Feb to May 2009]		Long Term Period	
	For Heritage Resources & Sites	For Non-Heritage Resources & Sites	For Heritage Resources & Sites	For Non-Heritage Resources & Sites
A Heritage Revitalization Agreement (HRA)	Yes	Possibly	Yes	Possibly
Heritage Guidelines: - The Steveston Conservation Strategy and - "Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada,	Yes with a covenant	No	Yes with a covenant	No
Heritage Maintenance Standards And Requirements	Yes with either a Heritage Alteration Permit, Heritage Revitalization Agreement, Heritage Covenant, or Phased Development Agreement	N/A	Yes with either a Heritage Alteration Permit, Heritage Revitalization Agreement, Heritage Covenant, or Phased Development Agreement	N/A
Heritage Conservation Covenant	Yes with a HRA or PDA	Possibly	Yes with a HRA or PDA	Possibly
Development Permits	Yes	Yes	Yes	Yes
Building Permits	Yes	Yes	Yes	Yes
Area Plan Sakamoto Guidelines	Yes, for any non- heritage elements	Yes	Yes, for any non- heritage elements	Yes
A Revitalization Tax Exemption Bylaw	- Not at this time - Need research	N/A	- Not at this time - Need research	N/A
A Permissive Tax Exemption Bylaw	- Not at this time - Need research	N/A	- Not at this time - Need research	N/A

Chart 2 An Overview Of The Types Of Decisions - For Identified Heritage Resources and Sites		
Decision	Who Makes The Decision / Type of Decision	Public Hearing Required?
Maintain The Existing C4, and C5 Zones	<ul style="list-style-type: none"> - Encourage rezoning to SC Zone - Council decides - Council issues HAPs, DPs - Staff issue some HAPs - Staff issue Building Permits 	No
Apply the new Steveston Conservation (SC) Zone	<ul style="list-style-type: none"> - Encourage - Council by rezoning 	Yes
In the SC Zone - Bonus Density	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
In the SC Zone - Residual Density	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
In the SC Zone - Density Transfer	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
Heritage Alteration Permits (HAP)	<ul style="list-style-type: none"> - Council issues a Heritage Alteration Permit (HAP) by resolution - Staff issues some HAPs, 	No
1. An Initial Staff HAP Refusal <ul style="list-style-type: none"> - To protect heritage resources, staff may not to issue a demolition permit and/or building permit 	<ul style="list-style-type: none"> - Staff decision 	No
<ul style="list-style-type: none"> - When this occurs, at the next Council meeting Council may by resolution direct staff to issue a demolition permit and/or building permit 	<ul style="list-style-type: none"> - Council resolution 	No
2. Issuing Major - Heritage Alteration Permits	Council by resolution	No
3. Issuing Minor - Heritage Alteration Permits	Staff decision	No
Heritage Revitalization Agreement	<ul style="list-style-type: none"> - If land use or density are varied - Council by bylaw 	Yes
	<ul style="list-style-type: none"> - If land use or density are not varied - Council by bylaw 	No
Heritage Maintenance Standards & Requirements	<ul style="list-style-type: none"> - Council by a covenant, or - A Phased Development Agreement, or - A Heritage Revitalization Agreement 	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
Heritage Conservation Covenant	Council / Staff - Yes	No
Phased Development Agreement	Council by bylaw	<ul style="list-style-type: none"> - Public hearing required - Staff must issue a statutory notice to inform the public
Development Permits	Council resolution	No
Building Permit	Director of Building Approvals - a decision	No
A Revitalization Permissive Tax Exemption Policy and Program	Council approval of Policy and Program - by bylaw	<ul style="list-style-type: none"> - No public hearing required - Staff must issue a statutory notice to inform the public
A Site Specific Revitalization Permissive Tax Exemption Decision	<ul style="list-style-type: none"> - Council enters into an agreement with owner - Approves agreement by resolution - Staff issues a tax exemption certificate under the bylaw 	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
A Heritage Permissive Tax Exemption Policy and Program	Council approval by resolution	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
A Site Specific Heritage Permissive Tax Exemption Decision	<ul style="list-style-type: none"> - Council by bylaw exempts property and enters into an agreement with owner 	<ul style="list-style-type: none"> - No public hearing required - Staff must issue a statutory notice to inform the public

Chart 3 An Overview Of The Types Of Decisions - For <u>Non Heritage</u> Resources and Sites		
Decision	Who Makes It / Type	Public Hearing Required?
Use the existing C4, and C5 Zones	<ul style="list-style-type: none"> - Encourage rezoning to SC Zone - Council decides - Council issues DPs - Staff issue some HAPs - Staff issue Building Permits 	No
Apply the new Steveston Conservation (SC) Zone	<ul style="list-style-type: none"> - Encourage - Encourage small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Council by rezoning 	Yes
In the SC Zone - Bonus Density	Council by rezoning	Yes
In the SC Zone - Residual Density	Council by rezoning	Yes
In the SC Zone - Density Transfer	Council by rezoning	Yes
Major - Heritage Alteration Permits	Council by resolution	No
Minor - Heritage Alteration Permits	Staff decision	No
Non Heritage Maintenance Standards & Requirements	A maintenance covenant by a: <ul style="list-style-type: none"> - Phased Development Agreement with a rezoning – Council - Right Of Way (ROW) Covenant with a rezoning - Council, or - Director of Development - a decision 	No
Development Permits	Council resolution	No
Building Permit	Director of Building Approvals - a decision	No

Prepared by the City Of Richmond



**Richmond Official Community Plan Bylaw 7100
Amendment Bylaw 8403**

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

1. Richmond Official Community Plan Bylaw 7100 as amended is further amended by repealing the existing Schedule 2.4 (Steveston Area Plan) and replacing it with Schedule A, which is attached to and forms part of this bylaw. This Official Community Plan amendment addresses the special heritage character of Steveston Village and designates the Steveston Village portion of the City as a Heritage Conservation Area.
2. This Bylaw may be cited as **"Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8403"**.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

APR 27 2009



MAYOR

CORPORATE OFFICER

REVISED

2:40 pm, Jan 30, 2009

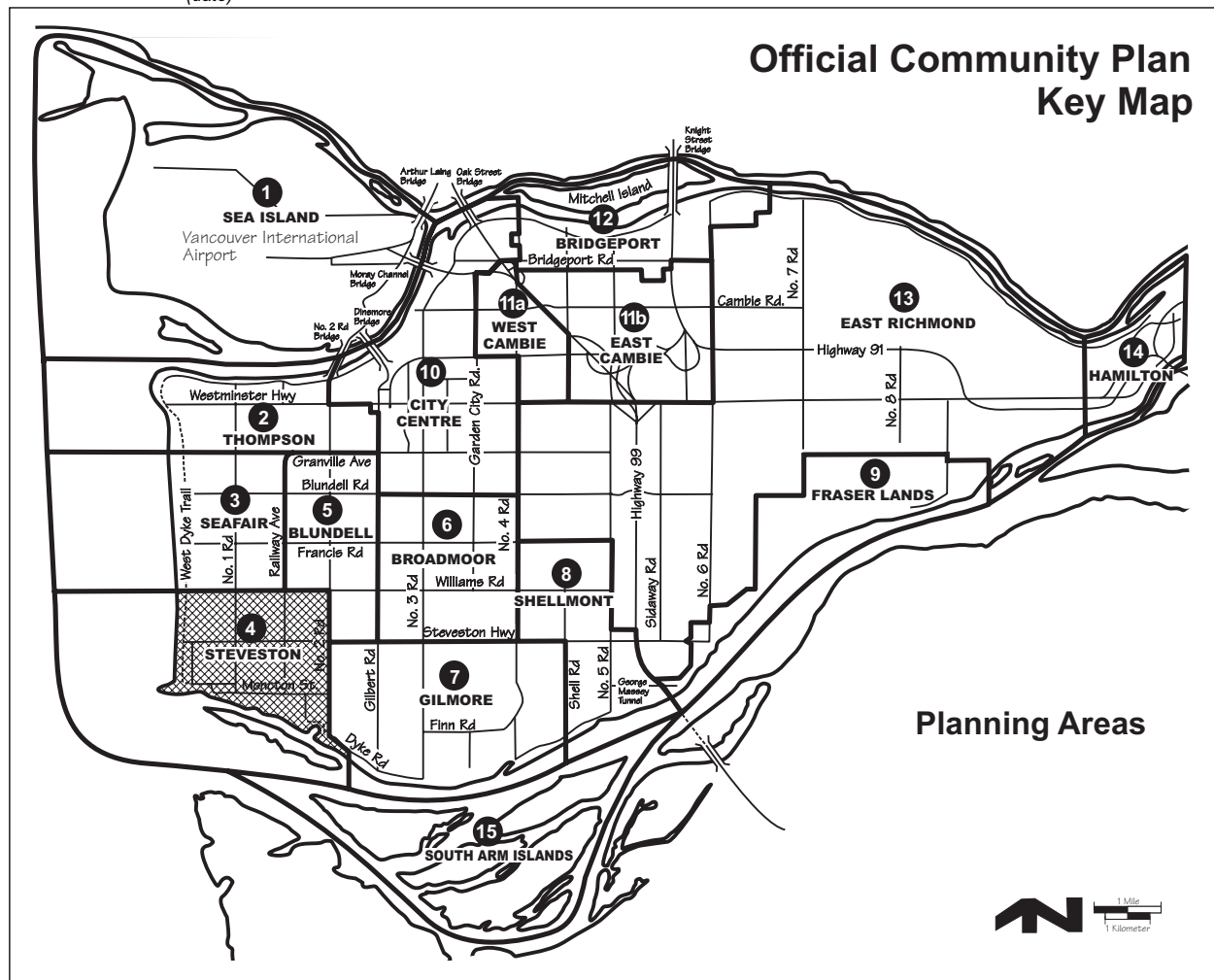
Richmond OFFICIAL COMMUNITY PLAN



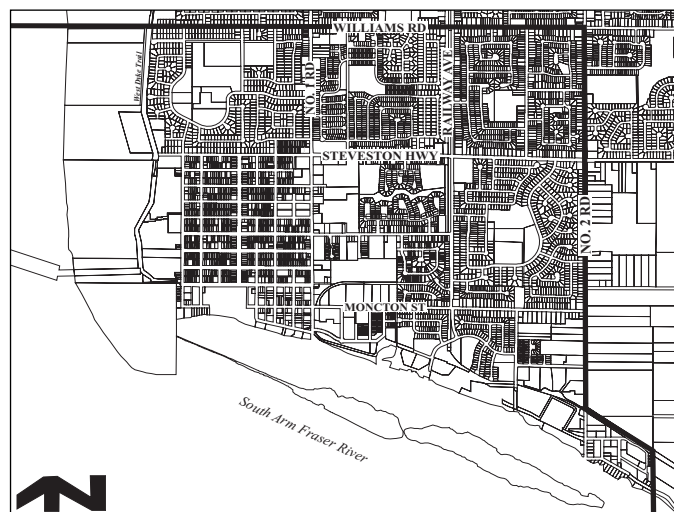
City of Richmond

STEVESTON AREA PLAN Bylaw 7100 Schedule 2.4

Key Map Bylaw 8403 (date)



Plan Area Map



Waterfront Neighbourhood Key Map

Bylaw 8403
(date)

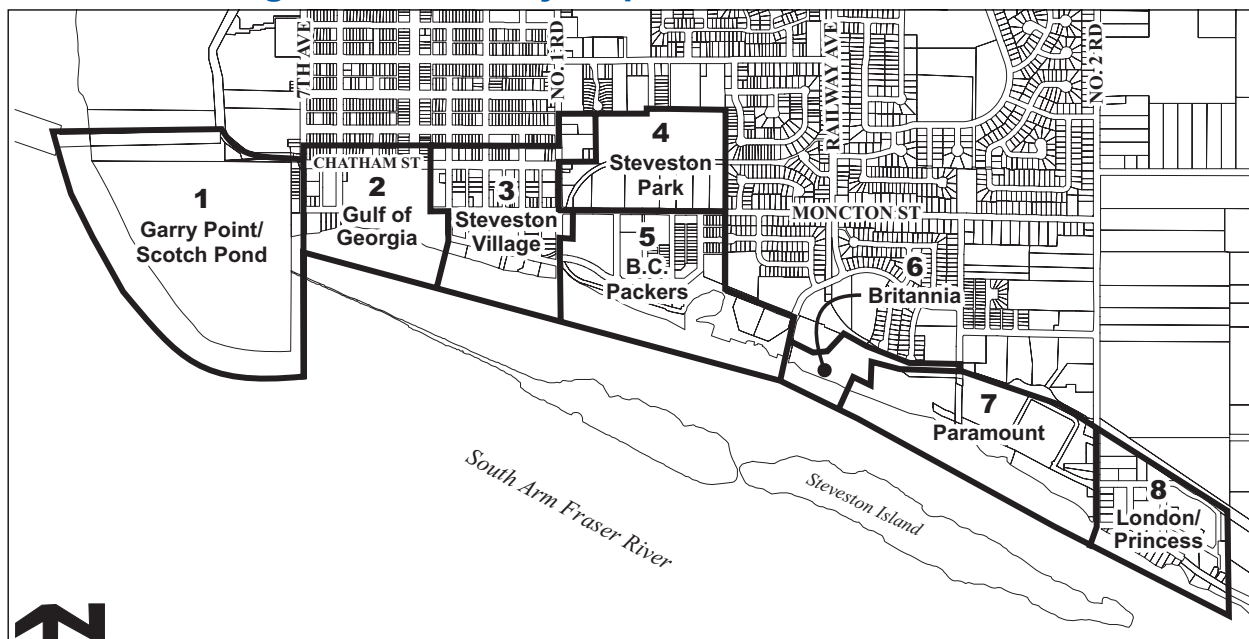


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Plan Interpretation

What is the Official Community Plan (OCP)?

The OCP is a legal community planning document for managing the City's social, economic, land use, servicing and environmental future. It sets out a vision, goals, objectives, and policies that reflect overall community values that have been determined through a public consultation process.

How is the Plan organized?

The OCP (Bylaw 7100) is comprised of:

- 1) Schedule 1: the overall OCP;
- 2) Schedule 2: Area Plans and Sub-Area Plans.

Area Plans refer to the 15 areas that have been identified within Richmond for planning purposes (see Key Maps).

Sub-Area plans refer to smaller localized areas within specific planning areas.

The OCP addresses broad city wide issues while the Area Plans and Sub-Area Plans address local neighbourhood issues.

Plan Precedence

If there is a conflict with respect to a land use designation between the OCP Generalized Land Use Map and Area Plan Land Use Maps, the Area Plan Maps shall take precedence with the exception of sites designated Conservation Area or Environmentally Sensitive Area (ESA) in which case readers should check Schedule 1 as it takes precedence over this plan.

Changes to this Document

This Plan may be amended from time to time. Please check with the City's Urban Development Division to make sure that this is an up-to-date version containing all of the adopted amendments.

Definitions

See OCP Schedule 1.

This document is the Official Community Plan Bylaw for the Steveston Area (Schedule 2.4 of Bylaw 7100).

This Area Plan sets out City's intentions for the future development of the Steveston Area (see key map, see front inside cover pages) through sets of Council approved Goals, Objectives, Policies and Guidelines. The policies outlined in Section 3.1 of this document apply throughout the Steveston Area; those in Section 3.2 apply specifically to the Waterfront Neighbourhood (see key map, see front inside cover pages). Area wide policies continue to apply to the Waterfront Neighbourhood, even though they are not restated in Section 3.2.

All multiple-family residential, commercial, industrial and mixed use areas are development permit areas.

1.0 Plan Overview

Steveston has had an historical role as an early port site, business centre and residential hub in Richmond. Today Steveston stands at the threshold of some very important changes. With BC Packers, a long time employer, closing its fish processing plant, there is pressure for these lands to be redeveloped. Local residents are deeply committed to preserving the unique aspects of the area which give it its character and yet recognize the changing social and economic conditions which give rise to potential new development.

The nature of the fishing industry is changing as a result of federal and provincial policies which will see a consolidation of facilities at Steveston as one of two Home Ports for the Pacific fishing fleet. Industrial land use trends are changing at the same time that demand is increasing for public access to and views of the water. Open space needs are changing; open space opportunities are now needed on the neighbourhood, community, municipal and regional levels. There is a continuing demand for residential land in Richmond and the Steveston area is an attractive location with many amenities.

With population growth, community services roads, parks, schools, and infrastructure will be required. Business opportunities, open space opportunities and community services will need to be strengthened. Valuable heritage resources of the community require careful management. There is keen public interest in securing access to the Steveston waterfront and in seeing that new development enhances the unique character of the area.

How these changes are handled, and what might ultimately occur, are influenced by the values of the local residents, and has been the subject of ongoing public debate. This plan builds upon previous plans and reports, and provides the framework within which future changes can occur. The framework is based on how the community sees itself growing in a way that will integrate and phase new growth so as not to disrupt the character and existing fabric of the community which is so valued.

1.1 Purpose

The area plan for Steveston sets out an overall community goal for Steveston. From this vision, a series of achievable and realistic objectives covering basic issues and categories of land use are formulated which together will attain the goal. Specific policy statements are then developed which detail the ways in which Council could achieve the objectives. Finally, the process for implementing, monitoring and evaluating the plan is described so that the community will have a plan that is a meaningful document. Rather, the plan allows for changes as Steveston evolves, reflecting the unique needs of the community.

1.2 Vision & Goals

1.2.1 Steveston Overall Goal

The 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;
- Balance the unique needs and character of the waterfront, upland residential community and the Steveston Village.

1.2.2 Steveston Waterfront Neighbourhood Vision & Goals

Neighbourhood Vision

The following vision statement is intended to clarify what kind of place the Steveston Waterfront Neighbourhood will be in the year 2021.

Bylaw 8403
(date)

“In the year 2021, Steveston Village will be an unique and integrated community which:

- Supports a “homeport” for the commercial fishing fleet,
- Actively conserves its heritage;
- Provides a place where people can live, work and play;
- Ensures public access along the waterfront;
- Enables residents and visitors to shop and enjoy the heritage, recreation, commercial fishing fleet, private moorage where appropriate, natural amenities and waterfront activities”.

The Steveston Waterfront Neighbourhood of 2021 will include a number of specific goals:

- The area will, as a home port, include moorage for the commercial fishing fleet and land based services that sustain the fleet and cater to the needs of those who work on the boats;




Fishing fleet moorage off Steveston's downtown



Commercial fishing vessels near the Gulf of Georgia

- The area will cater to local residents and visitors through a diversity of mutually compatible land uses providing opportunities for employment, shelter, commerce, community services, recreation, tourism and entertainment;
- The area's fishing and cultural heritage resources will be recognized and managed for the enjoyment of the public, and will be linked together by a heritage tram system;
- The area will have a waterfront village atmosphere with a mix of uses;
- Pedestrian and vehicular circulation will be designed to be safe and comfortable while providing ready access throughout the area and especially to the water's edge;
- Nodes of activity will be sensitively linked and buffered with strong connections to the foreshore;
- Urban development will be managed to conserve the heritage character of the area, including identified heritage buildings, structures, landscapes, and views.
- Urban development will be managed to conserve and enhance the natural environment.

Bylaw 8403
(date)



2.0 Jobs & Business

ISSUE:

Commercial Land Uses

Bylaw 8403
(date)



Moncton Street "Among the Shops" (1908)

Courtesy Richmond Archives



2nd Avenue (1908)

Courtesy Richmond Archives



Moncton streetscape



Steveston Hotel (originally established c.1894)

The majority of Steveston's commercial land uses are located in the Steveston Village area. The boundaries of the Steveston Village area are shown on the "Steveston Village Character Area Map". The Steveston Village has considerable potential for commercial infill. The increase in commercial land use would occur through the infill of vacant properties, developing hitherto underdeveloped sites to their full potential, and the revitalization of older buildings. Mixed commercial/residential development, if properly designed and located, is compatible with the character of area. Over time, some existing commercial uses may relocate outside the Steveston Village as development increases land values.

It is important to ensure that only limited new commercial development occurs outside of the Steveston Village area. The policies set out below provide for the expansion of commercial land uses, as required, to meet the needs of the growing population, recognizing the importance of maintaining and enhancing the Steveston Downtown through the infill of commercial land uses and revitalization of existing buildings.

OBJECTIVE 1:

Preserve employment opportunities and choices in consumer goods and services in Steveston by strengthening the Steveston Village.

POLICIES:

- Continue to cooperate with owners and merchants, to support a business enhancement strategy for the Steveston Village which will maintain it as a home port and commercial centre for local businesses, residents, and visitors;
- Permit mixed commercial/residential developments to locate in the Steveston Village.

OBJECTIVE 2:

Retain a compact business centre and limit the amount of commercial development outside the Steveston Village.

POLICIES:

- Limit areas of commercial expansion to the Steveston Village, except for limited and targeted commercial development approved by Council to meet specific local needs. Council may require developers to undertake feasibility studies to ensure that the Village remains viable.



New development on Bayview Street

OBJECTIVE 3:

Ensure that the character and scale of any new commercial development is compatible with the surrounding land uses.

POLICIES:

- a) Require the design of new commercial structures in the Steveston Village to be in size and scale with existing buildings.

ISSUE:

Industrial Land Uses

Industries which have low noise and pollution levels and those related to the fishing industry have been and will continue to be part of Steveston's development.

Several areas have been identified in Steveston for industrial development to complement the fishing industry, or otherwise add to Steveston's industrial base. All of the industrial areas must be designed to minimize conflicts between residential and industrial traffic and minimize noise and pollution levels.

OBJECTIVE 4:

Encourage industrial uses which support or complement Steveston's maritime economy.

POLICIES:

- a) Encourage a wide range of light industrial uses in the Steveston Village;
- b) Cooperate with Steveston Small Craft Harbours Branch and others to encourage industries related to the maritime economy to locate in Steveston;
- c) Encourage the development of maritime oriented commercial and industrial uses in selected areas within the Waterfront Neighbourhoods (see Section 3.2).



3511 Moncton Street

OBJECTIVE 5:

Encourage industrial uses to minimize environmental disturbances, and ensure that the design of buildings does not conflict with other land uses.

POLICIES:

- a) Require that industrial development which is either in close proximity to residential areas, or visible from major roads, be screened by fencing and/or landscaping, or other appropriate means to address the interface;
- b) Require the design of new industrial buildings to be compatible with the generally small building scale which now exists throughout Steveston;

- c) Encourage Small Craft Harbours Branch and others to implement comprehensive design guidelines for new structures which will be compatible with the scale of existing development.

OBJECTIVE 6:

Minimize vehicular and pedestrian conflicts between fishing industry operations and more public oriented activities.

POLICIES:

- a) Design the road system to facilitate adequate vehicular access to the waterfront and adequate parking adjacent to moorage facilities;
- b) Design public access to the waterfront which does not conflict with the day to day or seasonal operation of the fishing industry and maximizes public access.

ISSUE:

Agricultural Land Reserve

As outlined in the Official Community Plan, the City is committed to protecting the supply of agricultural lands and to ensuring the viability of farm operations.

The Steveston Planning Area abuts the Agricultural Land Reserve along much of No. 2 Road south of Steveston Highway and the northern and eastern perimeter of the London Princess area. Developments along these areas should refer to the Policies, Objectives and Development Permit Guidelines for Agriculture outlined in the Official Community Plan.

3.0 Neighbourhoods & Housing

3.1 Steveston Overall



Single family residence at Yoshida Court

Residential Land Uses

Steveston's residential neighbourhoods offer a range of housing types from single-family to multiple-family dwellings such as apartments and townhouses. The development of various housing types and tenure in the community will ensure that Steveston's housing stock provides for a variety of residents in the future.

With all the potential growth in Steveston, the nature and character of the existing residential areas must be protected. The buffering of residential uses should be provided adjacent to industrial and commercial uses, and residential infill developed to be compatible with existing neighbourhoods. Mixed commercial/residential development, if properly designed and located, is compatible with the character of area.

The following policies set out ways in which existing neighbourhoods can be preserved, new single family and multiple-family infill developments encouraged, and large scale developments integrated into the community.

OBJECTIVE 1:

Provide a mix of housing types and tenures within a comprehensively planned community that reflects the value and character of Steveston, and enhances the viability of new and existing residential areas.

POLICIES:

- a) Continue to retain and enhance the existing single family residential character in Steveston;
- b) Allow new ground-oriented single-family, townhouse and low-rise apartment multiple-family projects in areas of Steveston as designated on the Official Community Plan Map;
- c) Support Steveston's development as a mosaic of distinct existing and emerging neighbourhoods which build on the area's historic pattern of small blocks, proximity to the water and fishing village heritage;
- d) Support a character and type of new residential development that reflect the historic activities of the Steveston area and its role as a Home Port;



Detached townhousing on Garry Street

- e) Encourage the construction of new dwelling units in Steveston to meet the demand for special needs housing, including seniors and persons with disabilities;
- f) Encourage affordable housing in accordance with the City of Richmond's Affordable Housing Policy;
- g) Encourage both market and non market rental housing in stand alone or mixed use developments.

OBJECTIVE 2:

Ensure that the type and scale of new housing developments is integrated with the surrounding neighbourhood.

POLICIES:

- a) Review all new multiple-family housing developments to assure appropriate form and character.

ISSUE:

Neighbourhoods

The Steveston Area Plan covers a significant portion of the City of Richmond. As over time, its neighbourhoods with individual characters and identities will evolve it is important that these neighbourhoods be supported.

OBJECTIVE 3:

Support the evolution of individual neighbourhoods, each with separate identity and/or physical character.

POLICIES:

- a) Support the goals, objectives, and policies outlined in the Waterfront Neighbourhood Plan (Section 3.2 of this Plan);
- b) Emphasize neighbourhood landmarks and provide distinctive design features in the road network to complement the character of individual neighbourhoods within Steveston.

3.1.1 Trites Area Plan Policies

Purpose

The Trites Area Plan Policies are to guide the redevelopment of the Trites Area bounded by Trites Road on the west, No. 2 Road on the east, Andrews Road on the south and Moncton Street on the north.

Vision

The Vision for the Trites Area is:

- North side: Primarily single-family;
- West side: Single-family uses;
- East side: Multiple-family uses.

Timing and Phasing

The redevelopment and the transition of the Trites Area will be market-driven and occur in phases. In the short-term, industrial uses will continue.

Land Use (See Trites Area Land Use Map)

- North side (along Moncton Street): Single-family and multi-family uses.
- West side (along Trites Road): Single-family uses.
- East side (along No. 2 Road): Multiple-family uses:
 - Encourage a mix of two-storey townhouses (two levels total, including residential and parking) and three-storey townhouses (three levels total, consisting of two levels of residential over a level of parking), and affordable housing for families and seniors.

Form and Character

- Developments within the Trites Area shall address and respect adjacent existing developments in both form and character. In particular, the height and character of new buildings along the northern and western edges in the Trites area, of the site should be similar to adjoining or facing buildings.
- The existing deep single-family lots (5460 to 5620 Moncton Street) are not to be precluded from realizing redevelopment potential.

Buffers

- Development timing and methods may be subject to the provision of interim and permanent buffers, roadways, public open space, servicing, utility corridors, property consolidations, etc.
- Structures along No. 2 Road shall be set back from the property line along No. 2 Road to establish a tree-lined urban/rural buffer. New developments adjacent to the ALR will be required to register a restrictive covenant to prevent the removal of the landscape buffer and to notify future residents of the potential impacts from normal farm activities (noise, dust, odor, spraying, etc.).
- Residential uses that are adjacent to or across a lane or street from existing industrial uses shall be buffered with a combination of trees, landscaping, solid fencing and open space.
- New developments adjacent to industrial uses will be required to register a restrictive covenant for noise attenuation and visual impact, and to notify future residents of the proximity of any industrial uses.

Roads and Access

- Limit new public road access by allowing only up to two public road accesses to Trites Road, Andrews Road and No. 2 Road.
- Maximize the provision of lanes in order to reduce front driveway access points, particularly for properties along Trites Road, Andrews Road and No. 2 Road.
- Implement shared driveway accesses along Moncton Street to minimize the number of driveway accesses.
- Permit vehicle access from Moncton Street to enable the re-development of the rear of 5580, 5600 and 5620 Moncton Street.
- Permit selected temporary road accesses during the transition period to allow for the redevelopment of properties which would otherwise be unable to develop in a manner consistent with the intent of these policies.
- Implement traffic calming measures at strategic locations in and immediately around the Trites Area.

Pathways and Trails

- A network of pedestrian pathways in the Trites Area shall integrate with existing open space networks in the surrounding neighbourhoods. In particular, encourage the development of a north/south pedestrian link between Southcove and Moncton Street, and an east/west pedestrian link between Trites Road and No. 2 Road.

Community Amenities

- Community amenities (e.g. child care, affordable housing) shall be encouraged.
- Parkland will be subject to City parkland policies.

Floodproofing

- Require new developments to comply with the City's floodproofing requirements.
- The floodproofing of new developments should be compatible with neighbouring new and existing developments.

Services

- Ensure that appropriate upgrades to the storm sewer system, sanitary sewer system, hydro, telephone, and other utilities are made in conjunction with the redevelopment of the area and that these upgrades are in accordance with City standards and with the City's five-year capital plan.

- Encourage the underground wiring of hydro and telephone lines within the redevelopment area.
- Ensure that provisions for bus service are made in the design of road improvements in the area.

Open Space

- Establish a tree-lined boulevard and sidewalk system along the north side of Andrews Road, the east side of Trites Road, the south side of Moncton Street, and on both sides of all internal local roads.
- Ensure adequate improvements on No. 2 Road to enhance the streetscape and improve traffic flow as redevelopment occurs. This includes the provision of a tree-lined urban/rural buffer along No. 2 Road between Andrews Road and Moncton Street.

Trites Area Land Use Map

- Development is to conform to the Trites Area Land Use Map.

3.2 Waterfront Neighbourhoods

Overall Policies

The Steveston Area Plan provides objectives and policies for the Steveston area as a whole (shown on the Official Community Plan Key Map, see inside front cover). Area wide considerations are specifically contained in Sections 1 through 3 of this document.



*Harvesting in the Steveston Area
(date unknown)
Courtesy Richmond Archives*

This section, Section 3.2, deals with the Steveston Waterfront Neighbourhood as shown on the Waterfront Neighbourhood Key Map in the inside front cover. The Waterfront Neighbourhood in turn, has been divided into eight planning nodes which represent areas of similar uses, patterns or unified ownership. The node descriptions and policies below provide detailed guidance as to Council's intentions for the future development of public and private lands within each planning node.

Neighbourhood Overview and Background

The Waterfront Neighbourhood is the core of the Steveston Area; as it includes the historic fishing village that gives the area its name and unique character. The area that is now Steveston was first settled in the 1860s. In the late 1870s and early 1880s, three unrelated events established Steveston's unique character that persists to this day.

- In 1878, the area was settled by a Mr. Manoah Steves and family, from New Brunswick via Baltimore, Maryland. The Steveston Townsite was purchased and surveyed by Manoah's son, William Herbert Steves.



Steveston School (1908)
Courtesy Richmond Archives



Steveston Waterfront (1930)
Courtesy Richmond Archives

- In 1879, the Township of Richmond was incorporated and empowered to undertake those public works necessary to support increased settlement.
- In the 1880s, fish processing technology changed - salting gave way to canning - and this technology benefited greatly from the catch being as fresh as possible. Accordingly new processing and canning plants located in Steveston to be close to the fishing grounds.

By 1900, fourteen fish canneries occupied virtually all of Steveston's waterfront. The town had a population of 10,000 persons, its own rail link to other Lower Mainland communities, and a 900 seat opera house. By 1912, however, the fish processing lines had become automated, reducing the town's population nearly by half; and in 1918, after a string of bad fishing seasons and several disastrous fires, several of the canneries were merged or closed.

The Steveston Waterfront has undergone significant changes. The fishing industry has changed considerably and is still changing. These external pressures have altered the nature of the original village. The Steveston Waterfront Neighbourhood Plan is intended to guide changes in this neighbourhood so that its unique character will be sustained.

Waterfront Neighbourhood Planning Policies

The Steveston Waterfront Neighbourhood of 2021 will be made up of a number of distinct nodes, each bringing its own contribution to the home port and village experience. Section 3.2 of this Plan outlines the City's development policies for each of the eight nodes.

At the same time, there are a number of policies and guidelines that apply to the whole Waterfront Neighbourhood. The Waterfront Neighbourhood is a Development Permit Area and all development in the neighbourhood must be consistent with the guidelines contained in Section 8. The neighbourhood policies are as follows:

POLICIES:

Land Uses

- a) Support this location as a home port for the fishing fleet by encouraging land based industrial and commercial uses that service the fleet;
- b) Encourage a mix of uses to achieve an integrated waterfront;
- c) Encourage mixed use developments on specific sites;
- d) Enhance the mixed use commercial nature of the Steveston Village;

- e) Ensure a mixture of housing types and tenures;
- f) Provide a variety of open space and recreation opportunities;
- g) Ensure compatibility, and or a minimum of conflict, between different land uses.

POLICIES:

Urban Structure

- a) Provide a variety of opportunities for public access to the foreshore;
- b) Ensure that the waterfront is accessible to a variety of forms of transportation;
- c) Provide view corridors to the water and the mountains;
- d) Facilitate the safety of waterfront users;
- e) Link and buffer nodes of high activity to achieve land use compatibility within the area;
- f) Encourage functional links within the whole Steveston community and to adjacent neighbourhoods.

POLICIES:

Heritage

- a) Explore the possibility of a working heritage tram route, connecting the Waterfront's heritage sites and community services, and using existing and new road rights of-way wherever possible;
- b) Retain, where feasible, by using a variety of methods, the unique character of the buildings, boardwalks and piers on pilings over the waterfront edge.

POLICIES:

Natural Environment and Public Open Spaces

- a) Encourage designs which preserve or enhance foreshore habitats where developments require access to the waterfront;
- b) Encourage the use of temporary habitat enhancements in foreshore areas where access will not be required for a period of time;
- c) Promote the integration of public trails with natural upland areas, and in particular continue to develop identified pedestrian/cyclist routes from Garry Point Park to No. 3 Road Fishing Pier;
- d) Promote maximum access to the waterfront either through partnerships, land acquisition, dedications, or right-of-ways while recognizing and being sensitive to the need for water based industries in the area;



Waterfront views near the Steveston Island causeway



Waterfront park and trail in London Princess



Kishi boatways and habitats at BC Packers

- e) Where direct waterfront public trail access is not available, promote a partnership with land owners to provide access or an alternative route, and ensure that if land is being redeveloped, the appropriate access is provided;
- f) Work with the developers and the appropriate regulatory agencies to ensure existing riparian habitats along the waterfront are conserved, protected, and where possible, enhanced.

POLICIES:

Services

- a) Ensure that all engineering services are provided as required;
- b) Ensure seismic and flood protection measures;
- c) Work toward the development of a continuous dyking network along Steveston's waterfront;
- d) Ensure that the City can access the dyke where other structures extend out over the water;
- e) Ensure the compatibility of pedestrian and vehicle circulation systems;
- f) Provide opportunities for a range of community services;
- g) Ensure that transportation infrastructure is in place.

3.2.1 Garry Point/Scotch Pond Node

ISSUE:

This node is primarily open parkland, for the use of local residents as passive outdoor recreation space. Scotch Pond, at the northern edge of the area, is a Maritime Heritage Site containing traditional fishing boat moorage and a small boat repair operation. These uses will remain as part of the maritime heritage theme. The pond itself is bounded to the north by an area that is to be left in a natural state.

These uses are seen as major assets to the waterfront area. As Steveston grows, the value of this public open space will only increase. So long as this area is under public ownership and operation, it is not likely that any significant change will occur.

POLICIES:

- a) Retain Garry Point Park as a City level semi-natural park facility;
- b) Retain the Maritime Heritage Moorage at Scotch Pond;
- c) Ensure that public roads and parking are restricted to the eastern end of the park site.



Gulf of Georgia Cannery Museum

3.2.2 Gulf of Georgia Node

ISSUE:

This node contains the site of facilities and moorage for the commercial fishing fleet. The Gulf of Georgia Cannery National Historic Site functions as an interpretive centre for the history of the fishing industry and draws visitors who have come to visit Steveston.

The north part of the node contains a number of residential lots on the north side of Chatham Street and the intention is to continue with residential use over the long-term.

On the south side of Chatham, the properties owned by Small Craft Harbours Branch located to the east and south of the apartment block, will be retained for future industrial use to serve the active fishing operations.

This node will accommodate two primary functions - an active fishing industrial facility and historic site - for the life of this plan. Both functions are important to the Waterfront Neighbourhood and are supported by this plan.

POLICIES:

- a) Encourage the development of commercial and industrial uses that support the maritime economy;
- b) Support Parks Canada in the continued development and operation of the Gulf of Georgia Cannery as an historic interpretive centre for Steveston's commercial fishing heritage.

3.2.3 Steveston Village Node

ISSUE:

This node is the site of the original Steveston Village, and has been its commercial centre continuously since the village was founded. To the general public, the Village truly reflects Steveston's image. It is heritage, fishing, a Village, a community centre, a workplace, a tourist destination, and an entertainment area. It is all of these things, and it is important that they remain. Because of its history and development patterns, the Village is the Waterfront node that can appeal to the widest possible range of people. It is therefore the area that will most convey Steveston's uniqueness. It is important that this area continue to serve the commercial fishing fleet, local businesses and residents, and tourists.

POLICIES:

- a) Encourage the development of the Village as a vibrant commercial centre;



Window shopping along Bayview Street



The Cannery Cafe on Moncton



Mixed use development in the Steveston downtown core

- b) Encourage a wide range of commercial, industrial and institutional uses;
- c) Encourage residential units as part of mixed commercial/residential developments;
- d) Where mixed commercial/residential uses occur, residential uses are encouraged to be above the first floor or behind the commercial uses;
- e) Assist property owners in developing and implementing area parking strategies that will ensure a sufficient parking supply to meet the area's needs;
- f) Provide incentives to the private sector to conserve buildings and sites designated as having significant heritage value in the Steveston Village;
- g) Encourage the development of the old Tin Shed site as a public plaza which supports and respects the locational significance of the Gulf of Georgia Cannery, National Historic Site.

3.2.4 Steveston Park Node

ISSUE:

This node includes both the Steveston Park and Community Centre facilities as well as the properties west to No. 1 Road, currently the site of properties including the Army, Navy, Air Force (ANAF) Veterans facility and seniors housing. The small former Steveston Telephone Exchange is now used as an office.

This node will continue as a major centre for indoor and outdoor community facilities. The future relocation of the branch library and community policing station will be considered in conjunction with development in the BC Packers node.

POLICIES:

- a) Maintain this area as the focus of public services within the Steveston area;
- b) Explore opportunities for a new location for a branch library;
- c) Investigate the provision of public parking to serve both this area and the Steveston Downtown Node.

3.2.5 BC Packers Node

ISSUE:

This node has historically focused on the fishing industry; its role is now changing. The BC Packers fish processing plant, which has historically occupied this site, has closed. Since the land area occupied by the plant is now available for redevelopment, a new mixed use neighbourhood will be created on the site. Key elements of the vision for the site are as follows:



Seine net loft - BC Packers

1. Greater public access to the water's edge has long been an important objective for the redevelopment of the waterfront. Therefore, continuous and unobstructed public access to, and along, the water's edge will be a main feature of the redevelopment of this area.
2. The water areas will continue to provide moorage for all uses and a portion of the immediate uplands will provide certain land based services for the maritime uses. It will be important that these maritime related services complement rather than compete with the Village.
3. The upland area will be redeveloped to support a mix of uses including residential, retail and non-retail commercial, maritime mixed use and a waterfront park.
 - The majority of the residential uses are to be located north of the proposed Bayview Street extension and away from the foreshore. A limited amount of above grade residential will be supported as a secondary use within the Maritime Mixed Use area between Phoenix Pond and No. 1 Road.
 - General retail uses would be located along No. 1 Road while other commercial uses, both retail and non-retail uses associated with the maritime industry would be located south of the proposed Bayview Street extension.
 - Half of the area east of Phoenix Pond and south of Westwater Drive would accommodate multiple-family residential - no greater than four-storeys over parking. The remaining half of this area will accommodate a public waterfront park and up to a half acre parking lot serving both visitors to the park and fishing related activities at the Phoenix Net Loft.
4. Because of its long standing economic prominence in this province, the BC Packers site is a major heritage resource. It is important that the redevelopment of the BC Packers site recognizes the significance of the BC Packers legacy in the preservation of Steveston's character and history. Developers will be encouraged to incorporate these elements into their developments.
5. A coordinated network of roads will provide pedestrian and vehicular access through the site while a network of trails and greenways will link the neighbourhood to adjacent areas.

The BC Packers Land Use Map reflects the proposed distribution of many of the features discussed above.

POLICIES:

- a) Maximize continuous and unobstructed public access to and along the waterfront. Where buildings or structures extend out over the water, developers will be encouraged to incorporate innovative designs to ensure public access along the water side of these developments;
- b) Encourage the development of commercial and industrial uses that support or complement the maritime economy within a 3.5 ac. “Maritime Mixed Use” area adjacent to the waterfront west of Phoenix Pond. Accommodation for a half acre of parking to support these uses is included in the 3.5 ac.;
- c) Require a master plan be completed to the City’s satisfaction for the Maritime Mixed Use area west of Phoenix Pond prior to any development approvals being issued for this area. The central purpose of the master plan will be to ensure that the objectives of the Maritime Mixed Use area will be met as development proceeds;
- d) Support the continued use of the Phoenix Net Loft for fishing related activities and the provision of up to a half acre of parking near the Net Loft to accommodate both the users of these facilities as well as users of the waterfront park;
- e) Support the provision of land to accommodate the development of a Community Mixed Use facility of approximately 2,322.5 m² (25,000 ft²) near the Steveston Community Centre. The facility would primarily serve as new public library but could accommodate uses such as Community Policing offices, childcare, public parking and other operations of benefit to the local community;
- f) Encourage a mix of housing forms ranging from single-family residential to four-storeys over parking apartment forms in the areas designated for residential use. Residential structures taller than four-storeys over parking are not supported within the BC Packers Node;
- g) Encourage the development of innovative, ground oriented housing that reflects the historic building patterns of the original Steveston townsite within the areas designated as “residential”;
- h) Encourage lower overall development densities toward the south and east areas of the node and higher development densities to be located toward the north and west areas of the node;

- i) Ensure that, at the first stage of development, a road is built connecting Bayview Street at No. 1 Road and Moncton Street. Other local roads, a tram route, parking lots, and traffic calming measures are to be accommodated in the node;
- j) Consider the inclusion of one or more pedestrian crossings of Moncton Street between the BC Packers Site and Steveston Park;
- k) Investigate the provision of public parking in conjunction with residential development on this site to serve both the water-oriented uses and the Steveston Village;
- l) Encourage public awareness about the importance of natural habitats to fish, birds and other animals and to the commercial fishing industry;
- m) Retain and enhance the natural upland and foreshore features surrounding Phoenix Pond and seek opportunities to enhance the natural habitats along the entire foreshore;
- n) Require a Heritage Interpretive Plan for the BC Packers site as a key component to the development of the site;
- o) Encourage BC Packers to include within their Interpretive Plan:
 - How the “BC Packer’s story” will be told including which historic buildings and materials will be utilized as reminders of the site’s rich social and cultural heritage;
 - The restoration and adaptive re-use of a number of the smaller industrial/utility buildings (e.g. the fire hall, the evaporation building and the boiler building) and artifacts currently on the site in order to develop a cluster of buildings aimed at evoking the site’s historic industrial character;
 - The retention of the Phoenix Net Loft for the fishing fleet;
 - Accommodate a Heritage Tram route in existing and new road allowances;
- p) Require feasibility studies of the 1903 portion of the Imperial Cannery before a decision is made on the viability of its conservation or adaptive re-use (e.g. structural analysis, cost estimates, uses);
- q) Encourage additional facilities for childcare as part of residential neighbourhoods and in conjunction with the site of Community Mixed Use space;



Slipway at the Britannia Heritage Shipyard (c. 1889-1890)



Britannia Heritage Shipyard and Cannery complex (c. 1889-1890)

- r) Support the designation of up to half of the BC Packer's property east of Phoenix Pond and south of Westwater Drive for residential development of up to four-storeys over one-storey of parking. The remaining lands within this area are supported for a public waterfront park and up to a half acre parking lot serving both visitors to the park and fishing related activities at the Phoenix Net Loft.

3.2.6 Britannia Node

ISSUE:

The focus of this node is a working heritage shipyard and public park which is owned by the City and operated by a non-profit society. The site provides an important heritage, education and public recreation function. The area's future development has been outlined in a Master Plan.

POLICIES:

- a) Maintain the Britannia Shipyard area as a major public heritage resource;
- b) Maintain Britannia Heritage Park as part of the heritage site;
- c) Re-evaluate the Britannia Heritage Shipyard Master Plan that was approved by Council in 1994 to examine the possibility of future development and coordination with other uses along the water.

3.2.7 Paramount Node

ISSUE:

This node is focused entirely on the commercial fishing industry. It is a central component of the Steveston home port. The area is owned and managed by the Harbour Authority to serve the commercial fleet. The home port function of this area will continue as long as there is a west coast commercial fishing fleet of any appreciable size - a situation that will certainly persist until 2021. This node will anchor the home port function of the Waterfront Neighbourhood. It will provide moorage for the commercial fishing fleet, and land based services to support that fleet.

POLICIES:

- a) Encourage the development of maritime oriented commercial and industrial uses that support the commercial fishing fleet;
- b) Encourage a new road connection from the Paramount Pond Dyke Road to No. 2 Road at the extreme north east corner of this node;

- c) Promote dialogue and problem solving between the City and the Steveston Harbour Authority to address issues of joint concern, (e.g. security, maintaining views and perimeter public access, fencing, physical appearances, etc.).

3.2.8 London/Princess Node

ISSUE:

This node presently provides a location for a number of small industrial users. None of these current industrial users require access to the adjacent riverfront and no water access is available to them. The entire foreshore is public park, and three single-family homes occupy the eastern edge of the area.

The area is proposed to contain a mix of land uses providing both residential and job/business opportunities.

Over time, the industrial lands east of Princess Street will be redeveloped to accommodate single-family and townhouse residential dwellings. The area between Dyke Road and Princess Lane will be oriented toward “Heritage Residential” to accommodate residential structures of recognized historic significance, or new structures designed to a distinctive heritage appearance reflective of Steveston’s character.

This designation continues the heritage theme begun with London Farm and the McKinney House along Dyke Road. On this basis, single-family forms will be preferred.

The area west of Princess Street will see a transition from a strictly industrial area to a mixed use industrial-commercial area which would also accommodate residential and/or office uses above grade. The intent is to allow for a broader range of uses and thereby improve the viability of the area for supporting business uses for the area.

POLICIES:

- a) Encourage the relocation of existing residential structures with heritage potential to the “Heritage Residential” area east of Princess Street between Princess Lane and Dyke Road.
- b) Accommodate, where deemed appropriate, the construction of new residential dwellings within the “Heritage Residential” area which have been designed to a distinctive heritage appearance reflective of Steveston’s historic character. Single-family forms will be preferred.
- c) Investigate available regulatory tools in the Municipal Act, or other legislation, which could be used to implement the policies for the “Heritage Residential” area.

- d) Encourage the construction of single-family and townhouse residential structures within the “Residential” area east of Princess Street which do not contain more than two habitable floors above the local Flood Construction Level.
- e) Recognize the historic importance of the London/Princess area through trails signage, street naming and other interpretive material.
- f) Support both trail and secondary road connections to London Farm from the Node.

4.0 Heritage Bylaw 8403 (date)

Steveston's heritage resources, consisting of buildings, sites, artifacts, landscapes, and views are an important aspect of the community. The residents of Steveston have demonstrated a strong desire to conserve the Riverfront's heritage and significant buildings, as well as the character of Steveston Village, archaeological sites and scenic views. Where possible, heritage resources should be incorporated into future plans for the area.

With the redevelopment of the BC Packers site, the changing nature of the fishing industry and new development within the business area, the potential for a significant negative impact on Steveston heritage resources is possible. The City can conserve and enhance its own buildings and properties, including public rights-of-way, since these are within City jurisdiction. Where properties are privately owned, the City can only pursue programs and actions which encourage the protection of sites and structures of heritage significance to the Steveston community. The following policies have been developed to reflect the need to strengthen the historical and cultural fabric of Steveston.

OBJECTIVE 1:

Conserve significant heritage resources throughout the Steveston area.

POLICIES:

Policies for Steveston Planning Area:

- a) Require the conservation of known archaeological sites in accordance with Provincial legislation, and require applicants to conduct pre-development investigations or the monitoring of sites identified as having known archaeological deposits;
- b) Continue the City's commitment to Steveston's existing City owned heritage resources and encourage them to be operated in an economically viable manner using a variety of methods;
- c) Encourage the voluntary conservation of private heritage resources in their original context including offering incentives where appropriate;
- d) Integrate existing heritage resources into development proposals wherever possible, utilizing incentives where appropriate;
- e) Encourage the relocation of valued heritage structures to other sites where it is not feasible to retain buildings on site, or encourage the preservation of historic elements where it is not feasible to conserve whole buildings;



Steveston Musuem on Moncton Street



The Steveston Museum (c. 1906)

- f) Where appropriate, designate historic sites as a means of preservation;
- g) Utilize conservation tools available through the Local Government Act, Community Charter and Heritage Conservation Act;
- h) To assist in managing heritage resources apply the “Standards and Guidelines for the Conservation of Historic Places in Canada”, Parks Canada, as a guideline;
- i) Complete an overall Steveston Interpretive Plan to facilitate coordination among the mandates of Steveston’s individual historic sites;
- j) At the time of making a permit application, owners of a privately-owned and identified heritage resource (e.g., as per the Steveston Village Conservation Strategy, the Heritage Register or the Heritage Inventory) are to submit as a part of the application: historical research, survey of heritage material on site, and any appropriate archival material;
- k) To assist in achieving heritage conservation, consider utilizing a variety of regulatory and financial incentives including new zones; reduced parking, loading and unloading requirements; density bonusing and density transfer. As well, consider using a variety of legal tools (e.g., heritage alteration permits, heritage revitalization agreements, heritage covenants, phased development agreements);

Policies for Steveston Village Node:

- l) Along Moncton Street, the maximum building height shall be two-storeys; however, three-storeys may be considered if limited to no more than one third of the maximum achievable streetwall (e.g., one of three buildings or one of three lots per block). The intent is to achieve a varied streetscape roofline along Moncton Street.
- m) Encourage the retention and re-establishment of the small historic lots (see Steveston Village 1892 Historic Lot Lines Map) in a flexible manner due to fragmented ownership and varied lot redevelopment timing (e.g., consider consolidations of two historic lots to accommodate vehicle access from a rear lane or side street, to achieve unique heritage conservation and development opportunities).
- n) Council may establish a heritage conservation grant program to assist in conserving identified heritage resources and the historic village character (e.g., as per the Steveston Village Conservation Strategy). Monies will be collected through rezoning applications where the maximum density is higher than 1.2 FAR.

- o) In Steveston Village, utilize new zones, as appropriate. For example, to ensure that the historic lot layout is preserved, proposals fit on the small historic lots (see Steveston Village 1892 Historic Lot Lines Map), provide heritage conservation benefits and be of exceptional quality (e.g., massing, form, character, parking), a model zone (e.g., a Steveston Conservation Zone) may be tailored to sites and enable density bonusing (see Steveston Village Land Use Density & Building Height Map).

OBJECTIVE 2:

Encourage new development to retain significant heritage resources and views, and to maintain and enhance the unique heritage character of Steveston.

POLICIES:

- a) Encourage new development to reflect the heritage nature of Steveston and recognize the unique architectural, urban design features and diverse cultures that shaped Steveston;
- b) Ensure the preservation of significant view corridors in private and public redevelopment projects.

ISSUE:

The Steveston Village Node is an historic site of prime importance in Canadian history, for its ability to convey the complex threads of its history with original resources. The integration of its natural landscape and resources, with human activity, have determined its form and character. Steveston Village is significant as a Fraser River settlement which is representative of British Columbia's natural resource-based development since the 1880s. It is valued as Richmond's earliest example of city planning. It is also valued for the extent of its historic character and intrinsic heritage resources which are seen less in individual buildings than in the cumulative effect. The Village site is an excellent representative example of the effects of boom-and-bust cycles in British Columbia's economic and cultural development since the late nineteenth century.

OBJECTIVE 3 (Steveston Village Heritage Conservation Area):

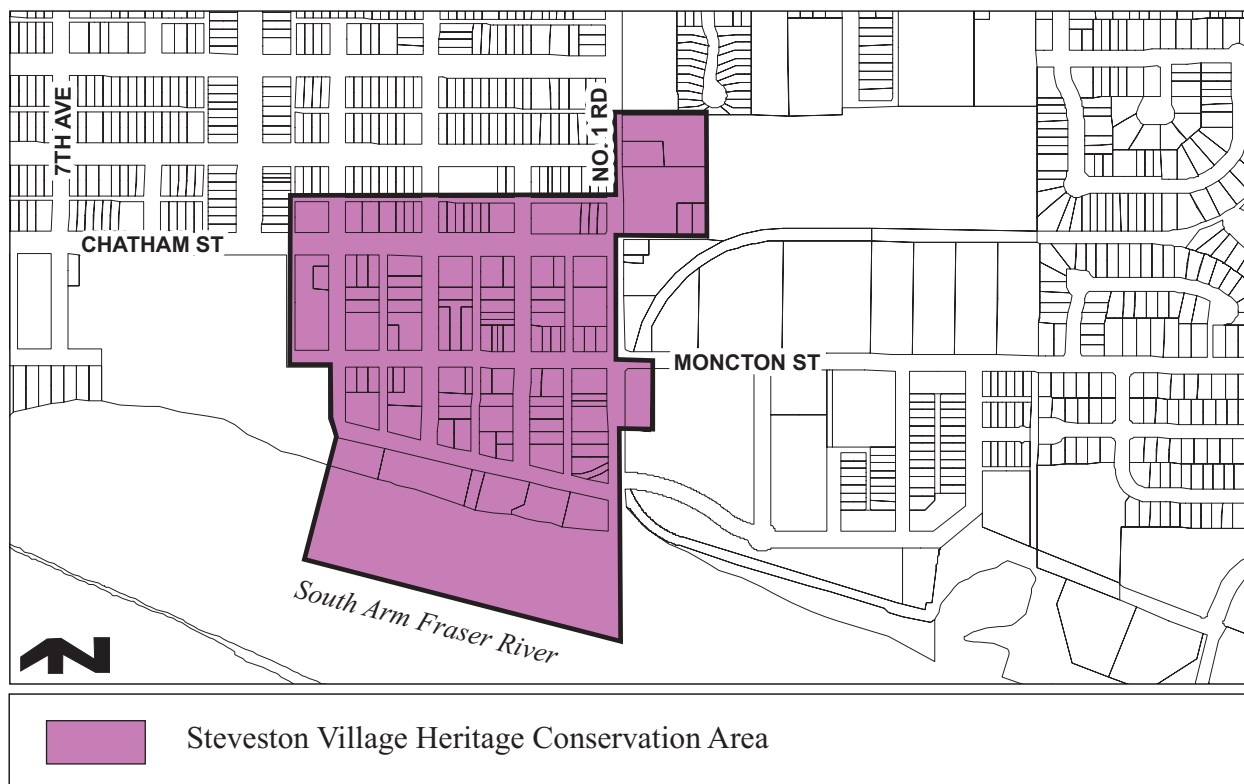
Conserve the identified heritage resources within the Steveston Village Node (e.g., as per the Steveston Village Conservation Strategy).

POLICIES:

- a) The special heritage features and character of the Steveston Village Node are identified in the Steveston Village Conservation Strategy.

- b) The area designated in the “Steveston Village Heritage Conservation Area Map” which is attached to and forms part of this plan is designated as a Heritage Conservation Area under sections 970.1 and 971 of the Local Government Act.
- c) Within the designated area, a Heritage Alteration Permit (HAP) is required prior to:
 - Subdividing Lands;
 - Constructing a building or structure or an addition to an existing building or structure; or
 - Altering a building or structure (including building demolition) or land (including a landscape feature).
- d) Heritage Alteration Permits issued for identified Steveston Village heritage resources that are to be conserved and maintained, will be consistent with the Steveston Village Conservation Strategy and the “Standards and Guidelines for the Conservation of Historic Places in Canada”, prepared by Parks Canada.
- e) Heritage Alteration Permits issued for buildings not identified in the Steveston Village Conservation Strategy will be consistent with the applicable Development Permit Guidelines, which form a part of the Steveston Area Plan.

Steveston Village Heritage Conservation Area Map Bylaw 8403 (date)



5.0 Transportation

ISSUE:

Road Network

In meeting the social, economic and environmental objectives, a major consideration is to ensure that residents, businesses and visitors have safe and efficient transportation to and from commercial, industrial, and residential uses and are provided with parking opportunities in the Steveston Area. A road network must be developed and upgraded to meet the needs of various types of vehicular users as well as cyclists and pedestrians. While only a few existing roads need to be upgraded to meet demand, there is a need to eventually enhance the local street network to support new development. To encourage walking, the condition of streets needs to appeal to pedestrians by being pleasant, safe, direct, and convenient. Promoting cycling as a popular travel mode requires establishing a cycling network, developing supportive strategies for connections with other travel modes, and creating end of trip facilities for cyclists.

OBJECTIVE 1:

Ensure that the road network is adequate to provide for the needs of motorists, transit, pedestrians and cyclists which are generated by a significant home port, a growing residential population, an expanding business centre, and increasing numbers of tourists.

POLICIES:

- a) Maintain a hierarchy of roads ranging from major arterial to local streets to effectively manage the flow of traffic with different trip purposes (such as commuter through trips, local trips, tourist trips) and to support local neighbourhood characteristics;
- b) Upgrade Railway Avenue from Moncton Street to Steveston Highway in accordance with the Major Capital Works Program;
- c) Maintain the north/south lanes between No. 1 Road and 3rd Avenue in the Steveston Village;
- d) Examine the future use of the existing lane rights of way in the area bounded by Chatham Street and Steveston Highway, 7th Avenue and No. 1 Road.

OBJECTIVE 2:

Make walking the primary alternative for travel over short distances.

POLICIES:

- a) Place a high priority on implementing continuous and direct sidewalks and walkways to schools, neighbourhood service centres, recreational destinations, bus stops and other high volume pedestrian areas;
- b) Ensure that traffic calming measures are provided in all high volume pedestrian areas;
- c) Implement traffic calming measures on Moncton Street between Railway Avenue and No. 1 Road as part of its overall upgrade in the Major Capital Works Program and as part of the Steveston Greenways Plan.

OBJECTIVE 3:

Promote cycling as an appealing and environmentally friendly travel alternative to transit and the automobile.

POLICIES:

- a) Integrate a dedicated cycling network with the network of trails and greenways;
- b) Locate and provide appropriate bike parking and storage throughout Steveston;
- c) Establish a designated cycling route on Moncton Street between Railway Avenue and No. 1 Road.

ISSUE:

Transit

The public transit system must serve a broad clientele, including residents and workers commuting to and from Steveston, tourists and special need users, such as seniors and persons with disabilities.

OBJECTIVE 4:

Ensure that the public transit system meets the needs of residents, businesses, visitors and those with special needs.

POLICIES:

- a) Ensure, to the extent of its authority and in cooperation with the Transit Authority, that public transit facilities compatible with customer demand are maintained and operated to provide a high level of service to Steveston;

- b) Support the concept of a transit friendly neighbourhood in the Steveston Area, and the measures necessary to provide adequate capacity and level of service;
- c) Request that the Transit Authority locate bus stops and shelters near housing complexes for the seniors;
- d) Provide curbed sidewalks on major transit routes, for ease of boarding buses and for pedestrian safety.

ISSUE:

Parking

Street parking should be provided near Steveston's major attractions and points of interest. New residential projects must provide off street parking. New commercial, industrial and public uses must have enough off street parking or contribute towards the provision of new centralized parking facilities to meet the needs of those arriving in Steveston by automobile.

OBJECTIVE 5:

Ensure that there are adequate parking opportunities to meet the demand in the Steveston Village and other locations.

POLICIES:

- a) Develop collective off street parking such as centralized parking facilities/parkades, through development of a specified area bylaw or other methods, to meet the parking demand of Steveston's many points of interest;
- b) Support on street parking in the core commercial area and generally throughout the Waterfront Neighbourhood.

6.0 Natural & Human Environment

ISSUE:

Natural Environment

Steveston's waterfront provides natural habitats such as marshes, mudflats, tree stands and undergrowth important for fish, birds, and other wildlife along the Fraser River. Protection of these habitats serves not only to sustain these organisms but also plays a role in supporting commercial fishing in the area. The following policies have been developed to ensure that as Steveston continues to develop, the natural environment is conserved, respected and, where possible, enhanced.

OBJECTIVE 1:

Conserve and protect the quality of the natural environment.

POLICIES:

- a) Work with senior government ministries responsible for protecting the natural environment to ensure, wherever possible, no net loss of fish or wildlife habitats;
- b) Support the preservation and management of the natural estuary environment of Sturgeon Banks;
- c) Encourage designs which preserve or enhance foreshore habitats where developments require access to the waterfront;
- d) Encourage the use of temporary habitat enhancements in foreshore areas where access will not be required for a period of time;
- e) Promote the integration of public trails with natural upland areas.

ISSUE:

Parks and Open Space

The open space opportunities in Steveston are numerous and unique. As in other areas of Richmond, the parks are located and designed to meet the needs of three different user groups: the neighbourhood, community and city-wide users. This hierarchy has worked well in the prominently single-family residential community, but as Steveston evolves into a more varied and complex community with increased residential densities, and a growing population, there is a need to augment this existing open space system with a variety of new open space opportunities.

In addition, Steveston with its waterfront location and heritage has a number of unique features, destination points, parks and trails that attract people from all over Richmond and other municipalities. Integral to making the whole open space system work is to ensure that there is continuity, strong connections, and an ease of use through the proper location and design of future trails and greenways.

The overall goal is to encourage the development of a high quality open space system which provides and maintains a comprehensive mix of park and public open space opportunities to meet the changing needs of the community and which captures and enhances the uniqueness of Steveston.

OBJECTIVE 2:

Maintain the existing hierarchy and type of user parks as the main elements of the open space network.

POLICIES:

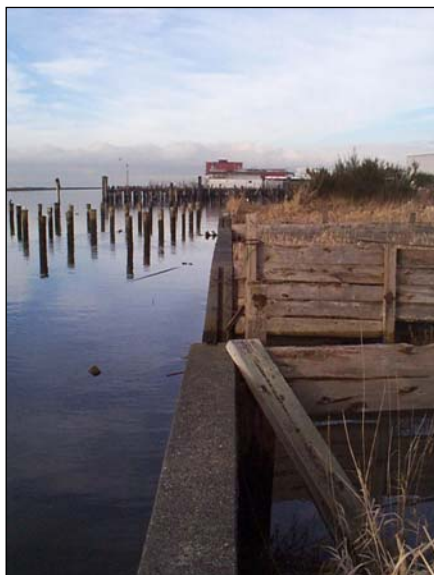
- a) Continue to locate, design and operate parks that are based on the three existing standards for user groups and their leisure/recreational needs;
- b) Continue to promote active public involvement in planning parks and open space networks;
- c) Encourage and seek partnerships with the private owners, businesses, and other public authorities to enhance the City's ability to provide a high quality open space network;
- d) Establish and maintain parks that provide special facilities, and promote unique landscape and cultural features (i.e. Britannia Heritage Park, Scotch Pond Heritage Moorage);
- e) Review the existing parks as necessary to determine if the uses and level of development are appropriate for the adjacent and surrounding use of the park and begin a program of retrofitting parks where inappropriate or conflicting uses occur.

OBJECTIVE 3:

Promote the development of new forms of strategically located and designed open spaces that will assume an important role in the delivery of Steveston's park and open space system.

POLICIES:

- a) Promote the development of public open spaces such as plazas, promenades, boardwalks, view areas and piers, that provide a focus for social gathering, celebrations, unique experiences and places of tranquillity;



Kishi boatways and habitats at BC Packers

- b) Promote the development of privately-owned/publicly accessible (POPA) open spaces in the form of plazas, walkways, or small parks, and ensure that these spaces are easily accessible and designed in a manner that makes them easily identified as part of the public realm.

OBJECTIVE 4:

Encourage the development of open space which is integrated with community centre facilities and school sites.

POLICIES:

- a) Continue to centralize community level outdoor facilities in Steveston Park and McMath School Park, and work with the Steveston Community Society in park plan development;
- b) Work with the Steveston Community Society to ensure that the outdoor facilities at Steveston Community Park meet the community needs of the growing Steveston population.

OBJECTIVE 5:

Develop a unifying and 'green' open space network utilizing trails and greenways that:

- **Acts to link parks, heritage sites, recreational facilities, key destinations, residential neighbourhoods, employment areas, and the waterfront;**
- **Provides an opportunity for further greening and beautification of Steveston;**
- **Is used as a leisure activity resource;**
- **Provides an alternative transportation network for pedestrians and cyclists.**

POLICIES:

- a) Complete the Steveston Greenways Waterfront Plan;
- b) Continue to promote the development of the dyke trail system that includes the West Dyke and the South Dyke trails for a variety of users;
- c) Promote the integration of the trail system with cycling routes, greenways, walkways, and existing park pathways;
- d) Promote maximum public access to the waterfront;
- e) Provide opportunities along the trails and greenway system for interpretation and educational information about Steveston's natural and historical features.

7.0 Community Facilities & Services

The range of community services available in Steveston covers a broad spectrum of facilities, user groups, agencies and levels of government. The community services include education, public safety services such as fire and police, leisure services, health, childcare, public administration, social services, long-term care and religious services. Together, these services enhance the quality of life and well being of individuals in the community. As Steveston's population continues to grow and as demographics change, the need for these services will also grow and change over time. Given further residential development, additional school capacity may be required. Additional facilities such as a larger branch library, recreation facilities, services for seniors, and licensed childcare may be needed as Steveston continues to grow and as funds are available. The following policies are directed toward a rationalization of present and projected community services in order to meet the stated objectives, as financing permits.

OBJECTIVE 1:

Facilitate the establishment of community services which support the daily living activities of a variety of age groups, including those with special needs.

POLICIES:

- a) Request the Richmond School Board to provide additional educational facilities in Steveston as needed;
- b) Continue to support the community use of schools;
- c) Meet the demand for additional licensed childcare by locating new facilities adjacent to major residential areas and within the site of new housing developments;
- d) Encourage public administration services to locate in Steveston where it is consistent with a policy of decentralized services and as demand requires;
- e) Explore opportunities for a new location for a branch library;
- f) Support plans which permit space to be made available for and in community facilities for those decentralized social services which can be brought into the community;
- g) Provide opportunities for religious facilities, and encourage their use for community programs;
- h) Work with the Vancouver-Richmond Health Board to provide opportunities for health care services.

Bylaw 8403
(date) ➔

8.0 City Infrastructure

ISSUE:

Utilities

Public utilities play an important role in the community quality of life. Steveston's water main distribution system is adequate for fire protection and drinking water both for current and projected demands. The storm drainage system is adequate to handle current demands, but minor upgrading of the system on Moncton Street is required to facilitate the projected demand. The sanitary system requires upgrading to meet the projected population growth.

Other services, such as electricity, natural gas and telephone are also provided to the Steveston area. As the population increases, these services will continue to be required and expanded.

OBJECTIVE 1:

Enhance community liveability by improving public utilities in a manner which is cost effective, environmentally sound, and ensures that water, sanitary and storm sewer systems are paced with new development and population growth.

POLICIES:

- a) Balance development with services by ensuring that adequate capacity exists in all three trunk services (water, sanitary and storm sewers), as growth occurs;
- b) Upgrade undersized or aging public utilities as necessary as part of the overall Capital Works Program;
- c) Design new public utilities, which encourage servicing efficiency as a basic principle.

ISSUE:

Floodproofing

Floodproofing is important. In the City, Steveston and the Steveston Village Node, floodproofing is regulated through the Flood Plain Designation and Protection Bylaw 8204. There are specific regulations for the Steveston Village Node in recognition of its unique heritage character.

9.0 Development Permit Guidelines

9.1 Application and Intent

These guidelines form part of the Steveston Area Plan, and prescribe criteria to be applied in the design of new development. These guidelines provide built form and character standards for the entire Steveston community, along with more detailed information for selected locations, and should be used in conjunction with more general City of Richmond Development Permit Guidelines and related documents aimed at ensuring the provision of adequate levels of livability, health, amenity, environment, and safety. It is the intent of these guidelines to support the area plan by building upon Steveston's recognized strengths, preserving and enhancing the valued elements of its built form, and encouraging new elements supportive of:

- a) Steveston's heritage and special character, and the distinctive qualities and opportunities inherent in its neighbourhoods, geography, and heritage;
- b) A high standard of livability, in residential, non-residential, and mixed-use settings;
- c) A high quality public realm, including public circulation routes, open spaces, and the buildings and structures that define them.

These guidelines do not require literal interpretation, in whole or in part. They will, however, be taken into account in the consideration of Development Permit applications.

9.2 General Development Permit Guidelines for Steveston

Development Permit Areas

Pursuant to the Municipal Act, the City designates multiple family residential, institutional, commercial, and industrial areas as Development Permit areas. Exemptions to the Development Permit process are as follows:

- 1. Renovations to interiors;
- 2. Exterior renovations of less than \$50,000 outside the Steveston Village Node.

It should be noted that the City also designates Environmentally Sensitive Areas (ESA) as Development Permit Areas. For details and exemptions to ESA's, please refer to the Official Community Plan.

Justification

Development policies for Steveston are aimed at creating a high-amenity community focused around its historic village centre and the riverfront, and complemented by a variety of residential and industrial neighbourhoods and special recreational opportunities. The community's mix of uses and users, its significant social and physical heritage, and its setting along the banks of the Fraser River create significant challenges to its sensitive development. Implementation of Development Permit Guidelines will help support Steveston's area plan and the evolution of the area's physical form by providing the opportunity for site-by-site consideration of development projects.

9.2.1 Settlement Patterns

The Steveston area has developed over an extended period of time, and the community's resulting settlement patterns are reflective of its transformation from an isolated fishing village, to a single-family suburb, and, more recently, to a centre for single- and multiple-family residential infill. As a result, an examination of Steveston reveals it is composed of a number of distinct "neighbourhoods" defined by their common characteristics (i.e. street and lot layout, relationship to specific park/school sites or roads, proximity to the water or a commercial centre, etc.). As Steveston continues to evolve and densify, new development should respect and enrich the community's existing settlement patterns.

Cohesive Environment

For all intents and purposes, the Steveston area is fully developed. New development, regardless of scale, should be approached as "infill" designed to knit together and enrich its context. To achieve this:

- a) Private roads, driveways, and pathways should be designed as extensions of public systems;
- b) Developments should be designed to avoid their function and/or appearance as new "insular neighbourhoods";
- c) New development should look beyond the boundaries of its own site in order that it may knit into not only what exists today, but what existed in the past and is likely to exist in the future;
- d) All development near the south and west dykes should provide for public access and views to/along the waterfront.

Pedestrian-Oriented Development

As Steveston densifies and attracts increasing numbers of residents, tourists, and businesses, it is critical that this growth support the community as a people friendly place that is safe, recognizable, visually pleasing, and easy to move around in. To achieve this, new development should:



A residential pedestrian walkway



Landscaped pedestrian walkways in downtown Steveston

- a) Create small, walkable blocks, defined primarily by public streets;
- b) Contribute to a cohesive public trail network designed to complement the street system and support a fine grained, human scale of development;
- c) Enhance connectivity within the community and improve public access to local services and amenities.

Neighbourhood Identity

New development should seek to respect and enhance the individual identities and hierarchy of local neighbourhoods within the Steveston area. To achieve this, the design of new development should:

- a) Enhance the edges, focal points, commercial and recreational/social nodes, and the hierarchy of circulation routes which contribute to make each neighbourhood distinct;
- b) Avoid projecting a homogeneous image across the community by building on local character attributes;
- c) Help define recognizable links between neighbourhoods.

Views

New development should enhance, preserve, and, where possible, contribute to the creation of significant public views, vistas, and focal points. Most importantly, new development should:

- a) Enhance street-end views towards the river on the south and Sturgeon Bank on the west;
- b) Enhance views of Steveston Village Node from the river;
- c) Contribute to the attractiveness of public streets and open spaces.

Natural, Built and Human Heritage

New development should contribute to the conservation and enhancement of heritage features, valued human landscapes, and natural areas, along with personal and cultural histories. To achieve this, new development should:

- a) Retain and re-use historic and/or culturally significant structures in ways which respect the unique value and opportunity of each;
- b) Seek to maintain the relationships of recognized heritage sites to their contexts (e.g., The park and boardwalk adjacent to the historic Post Office on Moncton Street are important to the heritage significance of the site and should be retained.);
- c) Encourage the protection and enhancement of significant landscape features, such as trees and water courses, through sensitive design and construction;

- d) Enhance public enjoyment and awareness of local natural and man-made features, and provide complementary amenities (e.g., trails, interpretive signage, etc.);
- e) Especially in areas of high pedestrian activity, facilitate opportunities to respect, honour, and celebrate the heritage of Steveston and its people through public art and other means.

9.2.2 Massing and Height

Steveston has traditionally been characterized by its single-family dwellings on smaller lots, the modest scale and varied forms of the commercial buildings in its historic village centre, and the massive fishing industry buildings that once dominated its riverfront. Recently, a distinctive new image has been introduced in the form of Southcove's four-storey apartment buildings. Together, these forms represent a "vocabulary" that helps define the Steveston community. A vocabulary which is special for the fact that:

- Form is married less to use than location (i.e. cannery-like buildings are typically appropriate along the riverfront whether they house industrial uses, shops, restaurants, or bed and breakfast/hotels);
- Sloped roofs and gable ends are common throughout.

The form of new development should be firmly rooted in this vocabulary, and seek to refine and enrich it.

Cohesive Character Areas

The form of new development should be guided by that of adjacent existing development, even where new uses are being introduced. For example, multiple family residential or commercial uses introduced adjacent to single family homes should adopt a scale and character similar to those existing dwellings, while the same uses introduced along the riverfront would be better to adopt a scale and form reflective of the area's historic cannery buildings.

9.2.3 Architectural Elements


Steveston's maritime heritage and historic buildings combine to create a powerful image of pitched roofs, false-fronted commercial buildings, porches, picket fences, clapboard, bay windows, docks, boardwalks, and fishing boats. While this image is not found throughout Steveston, references to it and a love of it seem to exist everywhere, along with a distinctly human scale of development. New development should similarly be of a human scale, and demonstrate keen attention to detail and respect for local vernaculars.

Animated Streetscapes

Development should provide for street-oriented uses designed to contribute visual diversity, reinforce a human scale, and enhance pedestrian interest. Orient uses and architectural elements to enhance site-specific opportunities (i.e. prominent corners, landmarks, pedestrian nodes, etc.), and provide special treatments at principal entries (i.e. porches, trellises, stoops, and canopies) which emphasize the transition from public to private. Furthermore:

- a) In retail areas, including shopping centres:
 - i) Shops should typically front streets, not parking lots;
 - ii) Small, individual store fronts should predominate, having an average frontage of 4.6 m (15.1 ft.);
 - iii) Where a large tenancy is planned, its retail frontage should be limited to a maximum of 15.2 m (50 ft.) and its additional floor area should be concealed behind smaller retail frontages;
 - iv) Frontages should predominantly be devoted to windows which can accommodate changing displays and provide views into shop interiors;
 - v) Main entries should open directly onto City sidewalks and/or public open spaces. Where entries are set back from the City sidewalk, they should be highly visible, clear-glazed, and easily recognizable and accessible from the street;
 - vi) Outdoor retail displays, restaurants, and related activities are encouraged either along the sidewalk adjacent to related businesses, space permitting, or in designated areas (e.g., as required by the Liquor Control Board opening onto the sidewalk). Where a designated area is provided, it should typically be no larger than 37 m² (398.3 ft²) and have an elevational difference of no more than 0.9 m (3 ft.) between its grade and that of the adjacent City sidewalk, except within the Steveston Village Character Area where ground floor areas be built generally at the level of the adjacent sidewalk (or if no sidewalk, the road). In the case of a designated outdoor dining area, if it must be enclosed, the fence or wall should be no higher than 0.9 m (3 ft.) (although a trellis or similar structure may be permitted overhead, supported on posts);
- b) In residential neighbourhoods, including areas of townhouses, detached dwellings, and/or apartments:
 - i) Where properties abut public roads, developments must provide grade-oriented units with individual front doors (directly accessible and visible from the City sidewalk) and windows onto habitable rooms;

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- ii) Where no public road exists, developments should provide grade oriented units with individual front doors and windows opening onto internal “streets” (or where appropriate, public trails) designed to function and appear as an extension of City systems;
 - iii) New development should promote publicly-accessible streets as the primary pedestrian space and “front door” on the community. Off-street trails and paths should only take on this role when this will not diminish the role of the street system, and off street routes extend no further than 76 m (249.3 ft.) before being intercepted by a publicly-accessible street, and no further than 36 m (118.1 ft.) before being intercepted by an alternative pedestrian route (i.e. accessible trail, lane, or driveway);
- c) At industrial sites:
- i) Site buildings to directly address the public street without intervening areas of parking and/or service yards;
 - ii) In areas of high pedestrian activity, provide windows and doors onto the street to permit public viewing of activities inside buildings, especially where those activities are visually interesting or related to the fishing industry (i.e. boat repair);
 - iii) Service and storage yards should be fenced for security and safety, but public views into those yards should be maintained and enhanced with trees, vegetation, street furniture, public art, etc.;
 - iv) Parking should typically be kept away from public view (i.e. to the rear of or inside buildings or appropriately screened with vegetation);
 - v) Where the nature of the use requires expansive building walls with minimal openings, special attention should be paid to building form, details, materials, and associated landscaping in order that it provides visual interest and compliments the public realm and adjacent developments (e.g. as demonstrated by the area’s historic Cannery buildings);
- d) At marinas, particular attention should be paid to the points where they connect to the upland. These points should be much more than security gates, fencing, and ramps. Ideally, they should contribute to the visual diversity of the riverfront as seen from the water and upland. Where public access is intended, they should be designed as public “pavilions”:
- i) Providing views of the water and riverfront activity;
 - ii) Inviting people to sit in the sun or get out of the rain;

- iii) Incorporating special (or even playful) architectural features and/or public art which make them distinctive landmarks on the waterfront;
- iv) Offering interpretive material to enhance public appreciation of the area;

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Roofscapes

Steveston's roofscape is a key element affecting not only the area's character, but its livability. New development should show an awareness of this by attending to the following:

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- a) Employ roof forms consistent with Steveston's traditional character, including pitched roofs with gable ends and slopes, except in the Steveston Village Core Area, where flat roofs with parapet walls are encouraged to increase the livability of residential units in the Core Area, and support the false-fronted heritage buildings there;
- b) Flat or other roof forms (e.g., dormers, turrets, etc.) may be used selectively in combination with simple pitched roofs to provide diversity and visual interest, where traditional character references can be demonstrated;
- c) Roofing materials should be selected on the basis of consistency with the area's local vernacular;
- d) Mechanical equipment must be concealed from view, and antennae, dishes, vents, etc. should be situated where least visible from public areas;
- e) Special attention should be paid to the position of vents from restaurants and other food preparation uses to avoid negative impacts on adjacent pedestrian areas and residential uses.


Exterior Walls and Finishes

The form and finish of a building are key to determining not only the quality of that building, but the quality of the public realm it touches. Steveston's historic buildings were typically simple structures whose beauty came from their natural materials, craftsmanship, human scale, and attention to detail. New development should demonstrate a similar understanding and respect for these qualities, as follows:

- a) **Front façades** of buildings should employ projecting and/or recessed features to better integrate structures with their landscapes/streetscapes, and to provide visual interest and clues to passers-by with regard to the uses contained within. For this reason, bay windows, recessed and projecting porches, and similar features are encouraged, except in street façades of the Steveston Village area, where plain strong street walls are preferred;

- b) **Materials** should be of high quality, natural, and durable, and should avoid artificial “heritage” looks (e.g., old looking new brick) and misappropriated images (e.g. river rock façade treatments). The preferred material is wood in the form of narrow-board lap siding, board and batten, and shingles. Unpatterned stucco (preferably with a heavy texture, such as “slop-dash”) is an acceptable alternative to wood, while corrugated metal siding is appropriate in the “maritime mixed use” and industrial areas. Typically, combinations of two or more materials on a single building should be avoided;
- c) **Trim**, including cornices, corner boards, windows, doors, window boxes, brackets, exposed rafters ends, etc., should be simple and designed to enrich the architectural character of the structures and enhance appreciation of their materials;
- d) **Building colours** should be compatible with Steveston’s traditional character. Strong, but muted, colours produced as a “heritage series” by a number of commercial paint manufacturers are typically preferred. Typically, bright colours should be reserved for accent and trim applications and large expanses of white and pastel colours should be avoided;
- e) **Exposed end/party walls**, along with rear façades in areas of high pedestrian activity, should be treated in a manner which is consistent with the level of finish and materials employed on each building’s front façade. Cornices, recesses, signage, planters, trellises, decorative trim, climbing vines, and tall trees may all be employed to enhance party walls and rear façades. Painted or raw concrete block should typically be avoided, and contemporary materials, such as split-face concrete block, are discouraged in favour of brick, wood, and heavy stucco finishes (i.e. “slop-dash”). More particular discussion of materials for the Steveston Village Core Area and Riverfront override these general material notes, and are contained in Section 9.3.2.2.a and 9.3.2.2.b respectively.

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Weather Protection

Attractive, durable pedestrian weather protection along publicly-accessible frontages is key to enhancing the relationship of buildings with adjacent streets and public areas, and to encouraging pedestrian activity. New development should provide weather protection where:

- a) Retail uses are encouraged at grade;
- b) Shared residential building entries front public sidewalks or open spaces;
- c) Pedestrian activity and local character is enhanced;

- d) Transit stops exist or are contemplated;
- e) Buildings are set far back from the public sidewalk;
- f) Places of public gathering exist or are nearby; or
- g) A “gap” in the continuity of existing weather protection can be filled.

9.2.4 Landscape Elements

Landscape Elements

Situated at the mouth of the Fraser River, Steveston’s coastline is characterized by Garry Point Park’s windswept meadows, Sturgeon Bank’s intertidal marshes, the south dyke with its view of Steveston Island, the fishing boats moored near the village, and boats plying the waters of the channel. Tucked away from the wind and the river, manicured gardens abound with flowers. New development should seek to reinforce the importance of Steveston’s public realm, and enhance it as a green and pedestrian-oriented environment reflective of both its riverfront setting and garden traditions.

Public Open Spaces

To be invaluable to a community, public open spaces must go beyond supporting specific activities; they must be integrated with the activity of everyday life. In Steveston, this requires that the City’s parks and trails adopt a character which reflects the diversity of Steveston’s landscape and built form, and that they be integrated visually and physically with adjacent development. For new development, this means it should:

- a) Facilitate the physical and visual continuity of the City’s open space network, especially as it applies to trails and the provision of continuous public access along the water’s edge;
- b) Provide a varied open space environment along the riverfront reflective of existing and/or historic site features (i.e. piers, boardwalks, natural areas, etc.);
- c) Wherever possible, seek to enhance the physical and visual openness of City open spaces onto public roads;
- d) Provide privately-owned/publicly-accessible open spaces where they will serve recognized needs, and/or enhance the physical and/or social relationship of the development with its neighbours;
- e) Open onto parks and trails with pedestrian-friendly edge treatments, “front doors”, “front yards” (e.g. with low fences and gates), windows, pathways, etc. designed to enhance the safety, surveillance, accessibility, and usefulness of the open space;

- f) Be designed to complement the intended activities, landscape character, etc. of the adjacent open space, whether it is a lighted sports field, a “naturalized” trail, or a noisy playground.

Street Edges

New development should contribute to a strongly public streetscape that is comfortable and attractive to pedestrians through:

- a) Provision of high quality, coordinated street improvements (i.e. finishes, landscaping, and furnishings) designed to complement local activities and character;
- b) Restriction of driveway crossings at sidewalks and, where crossings are needed, use of measures designed to ensure that such crossings do not inconvenience/endanger pedestrians, nor compromise street landscaping and furnishings;
- c) Concealment of utility wires and related equipment (e.g., underground) where the City has determined these elements are unsightly or undesirable;
- d) Creation of “display gardens” adjacent to uses which are either inaccessible or require privacy, incorporating a variety of indigenous and other plant materials designed to provide a year-round buffer and visual amenity for the street;
- e) Provision of public art.

Private Open Spaces

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Outdoor spaces intended for the private or shared use of tenants in a development should be designed to enhance the use, comfort, and enjoyment of associated indoor spaces, and to integrate the development with its environment. New development should feature:

- a) Decks, patios, and other outdoor spaces as natural extensions of indoor spaces;
- b) A grade difference of no more than one half-storey between usable outdoor spaces and associated primary indoor living areas;
- c) With the exception of properties in the Steveston Village, usable front yards, defined not by high fences, but by any combination of changes in grade, vegetation, and low, decorative fences/walls along publicly-accessible streets and rights-of-ways. These yards serve to:
 - i) Accommodate an area of privacy for residents;
 - ii) Maintain some view to and from the street;
 - iii) Create a series of landscape “layers” between the street and the building;

- d) A difference in elevation is no greater than 1.2 m (3.9 ft.), or where the grade difference is greater than 1.2 m (3.9 ft.), the yard between the sidewalk/path and the building should be raised to an elevation equal to approximately half the total difference in grade, where a unit's main living level is above the grade of the adjacent publicly-accessible sidewalk or path. Under no circumstance should a unit's main living level be more than 2.4 m (7.9 ft.) above the grade of the adjacent publicly-accessible sidewalk/path. Furthermore, the ratio of total grade change to building setback from the sidewalk/path should typically be no steeper than 1 in 3;
- e) Opportunities to cluster shared open spaces with public trails, parks, and/or the shared open space of neighbouring development(s) to provide a larger, more usable and accessible space, and a focus for local neighbourhood activities.

Trees and Vegetation

New development should contribute to the image of a mature landscape tied to its unique setting and the traditions of its residents by:

- a) Maintaining and incorporating existing trees and mature vegetation wherever possible;
- b) Tailoring the siting and selection of trees to enhance specific neighbourhood characteristics, focal points, features, etc.;
- c) Avoiding the consistent planting of street trees in even rows in favour of tree planting patterns which are more sensitive to the area's distinct neighbourhoods;
- d) Where possible, advocating the nurturing and refinement of the natural flora rather, than replacing it with typically suburban vegetation;
- e) Incorporating planters, window boxes, and container gardens (rendered in materials complementary to the local built form) as a key way to introduce seasonal colour and interest.

9.2.5 Parking and Services

While Steveston's original townsite was laid out as a regular series of blocks with lanes, outside the commercial area, many of these lanes were never opened. Subsequent single family and townhouse developments followed the conventions of the day and adopted curvilinear road patterns without a secondary lane system. As a result, garage doors and parking are dominant images in many parts of Steveston. New development should seek to minimize disruptions to the safety and attractiveness of the public realm caused by on-site parking and related services.

Lanes

New development should retain or expand the existing lane system and, where appropriate, create new lanes to facilitate service functions. Where implementation of service lanes is not practical, parking/service functions should typically be internalized within the proposed development, and:

- a) Access should typically be from secondary streets;
- b) Driveway crossings of pedestrian routes should be minimized;
- c) Parking and service entrances should be consolidated and integrated into the development's building/landscape design.

Visual Impact

New development should minimize the visual impact of parking on the public realm and, where possible, mitigate the impact of existing facilities, as follows:

- a) Parking structures should be fully concealed from public streets and open spaces by non-parking uses, or with landscaping and special architectural treatments where the resulting building is consistent with and complementary to the character of adjacent development and uses;
- b) Surface parking lots should be:
 - i) Located to the rear of buildings, where they can be concealed from public streets and open spaces;
 - ii) Limited in size to 0.13 ha (0.3 ac.) (as applied to a single lot or the aggregate total area of abutting lots defined by buildings or publicly-accessible streets landscaped to City standards);
 - iii) Landscaped, fenced, etc. around their perimeters to enhance their appearance from public streets and open spaces and reinforce continuity of the streetscape;
 - iv) Planted with sufficient trees so that within 10 years, 70% of the surface area of the lot will be shaded in summer;
 - v) Planned to minimize the extent of paved areas, and designed so that, wherever possible, the parking surface complements the surface treatment of adjacent pedestrian areas (i.e. heavy timber decking should be used where a parking lot is adjacent to a pedestrian boardwalk);
- c) In residential situations, especially townhouses and detached dwellings:
 - i) Garage entries should not be located on the front façades of units (e.g. the same façade as the "front door"), especially where this situation is repeated on adjacent units;

- ii) Garage entries should receive special architectural and landscape treatments to enhance their appearance (i.e. decorative doors, narrow door widths, overhead trellises with climbing plants, trees and planting between the garage and adjacent uses, decorative paving, and where no solid door is installed, the extension of the building's exterior materials and level of finish into the areas of the garage visible to the public);
- iii) Driveways and private roads should not be gated;
- iv) Driveways and private roads should be kept as narrow as possible, paved and landscaped to enhance the appearance of the overall development, and designed to safely accommodate a variety of activities (i.e. basketball, road hockey, car washing, etc.);
- v) In the case of townhouse and detached units, where a unit's garage door is not adjacent to its front door, a "back door" should be provided so that residents may access the unit's interior without using the garage door.

9.3 Additional Development Permit Guidelines: Character Area Guidelines

The Steveston Area contains a number of “character areas” or neighbourhoods which impart to the community a sense of time, place, diversity, and individuality. The purpose of these guidelines is to provide supplemental guidance to the development of those areas whose form and character are considered key to Steveston’s identity. The Character Area Key Map on the next page shows the boundaries of each character area to which additional guidelines supplement and override Section 8.2 guidelines.

9.3.1 Area A: Gulf of Georgia

The “Gulf of Georgia” area is key to Steveston’s role as a home port for the fishing industry, as well as being a national historic site and the “Village’s” gateway to Garry Point Park. Large portions of the area currently lay vacant and are used as surface parking lots. Over time, these lands may be developed for the use of the fishing industry or similar activities. New development should seek to enhance this area’s role as a “gateway” and tourist destination, while supporting the viability of its industrial activities.

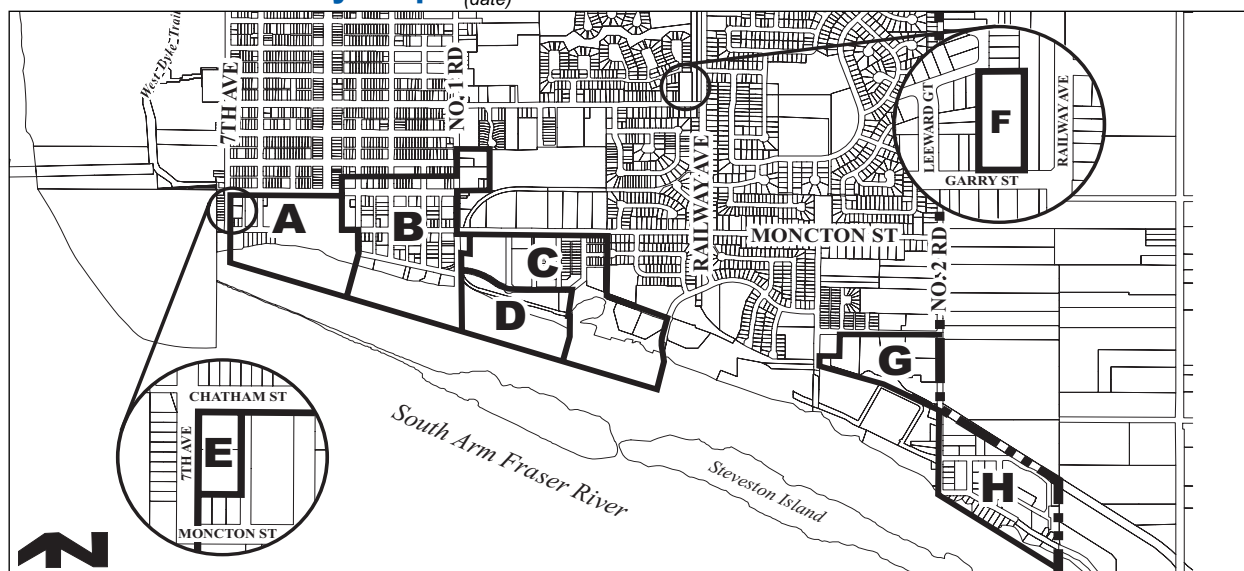
Settlement Patterns

To respect the historic Cannery site, and better integrate it with the “Village” and the residential neighbourhood north of Chatham Street, new development should:

- a) Where possible, respect the area’s historic development patterns, and use those patterns to help guide and shape its form and siting;
- b) Be designed to make practical use of its waterfront location, and to generally benefit from its proximity to the views, etc. that the river affords the site;
- c) Enhance the site as the “gateway” to Steveston for water-borne vessels;
- d) Maintain the existing east-west road across the area as the site’s primary circulation spine, a public view corridor, and, as much as possible, a publicly-accessible walking and cycling route;
- e) Break the area up into a series of smaller blocks with a road network (private and/or public) that conforms to the existing grid system north of Chatham Street;
- f) Concentrate new buildings along the site’s east-west road, rather than dispersing them across the site;
- g) Orient new buildings to front onto the proposed road network and enhance views south to the Cannery;

Character Area Key Map

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- | | | |
|---|--------------------------------------|--|
| A Gulf of Georgia | D BC Packers Riverfront | F Garry Street & Railway Avenue |
| B Steveston Village | H London's Landing | G Southcove |
| C BC Packers Residential Neighbourhood | E 7th Avenue & Chatham Street | |

- h) Site buildings to frame the east-west road and the Cannery as seen from Moncton Street and Garry Point Park.

Massing and Height

To maintain views to the historic Cannery from Chatham Street, and buffer sensitive residential neighbours from the visual impact of new industrial buildings, new development should:

- a) Along Chatham Street, typically be no taller than 9 m (29.5 ft.), and be of a similar scale and rhythm to the single-family dwellings on the north side of the street;
- b) Typically set taller buildings and those with longer, uninterrupted façades away from Chatham Street;
- c) Incorporate taller building elements or structures at key locations (i.e. the intersection of 7th Avenue and the site's east-west road, the west end of Moncton Street and other street ends, etc.) to provide landmarks and add visual interest.

Architectural Elements

To enhance the role of the Gulf of Georgia Cannery as a national historic site, and complement the character of "Steveston Village", new development should:

- a) Strongly reflect the character of the site's historic Cannery;
- b) Enhance public use and enjoyment of the City's greenway route along the south side of Chatham Street through the introduction of buildings, structures, and/or activities which provide visual interest;
- c) Where visible to the public, employ materials consistent with the historic Cannery;
- d) Employ a variety of building colours which are compatible with Steveston's traditional character, complementary to the historic Cannery, and create visual interest;
- e) Avoid furnishings, lighting, signage, materials, finishes, etc. which do not express a strongly maritime/industrial character consistent with both the site's historic and contemporary uses.

Landscape Elements

To complement the Gulf of Georgia Cannery as a major tourist destination and the "gateway" to Garry Point Park, new development should:

- a) Support development of the Tin Shed site and the west side of 3rd Avenue as a landscaped open space designed to enhance:
 - i) Public views and access to the historic Cannery from Moncton and Bayview Streets;

- ii) The relationship of the Cannery to the “Village’s” commercial area;
- iii) Moncton Street’s street-end view looking west and develop it as a key image for the commercial area;
- iv) Pedestrian access between the “Village” and Garry Point Park;
- b) Enhance public pedestrian/bicycle access between Moncton Street and the Chatham Street greenway;
- c) Support improvements to the Chatham Street greenway, consistent with improvements pursued in the Village’s Chatham Street area;
- d) Incorporate special measures (i.e. public art) along the perimeter of storage yards and other open/fenced areas (i.e. parking) to enhance their appearance;
- e) Treat surface parking areas and storage yards with:
 - i) Heavy, timber planks for small areas in prominent locations near the river, Moncton Street, and Garry Point Park;
 - ii) Gravel for large areas;
 - iii) Grass for areas used only intermittently or seasonally, such as the public parking lots along Chatham Street.

Parking and Services

To meet local parking requirements, new development should:

- a) Accommodate public parking parallel to Chatham Street in heavily treed lots;
- b) Where possible, situate private parking areas away from public view (i.e. behind buildings).

9.3.2 Area B: Steveston Village

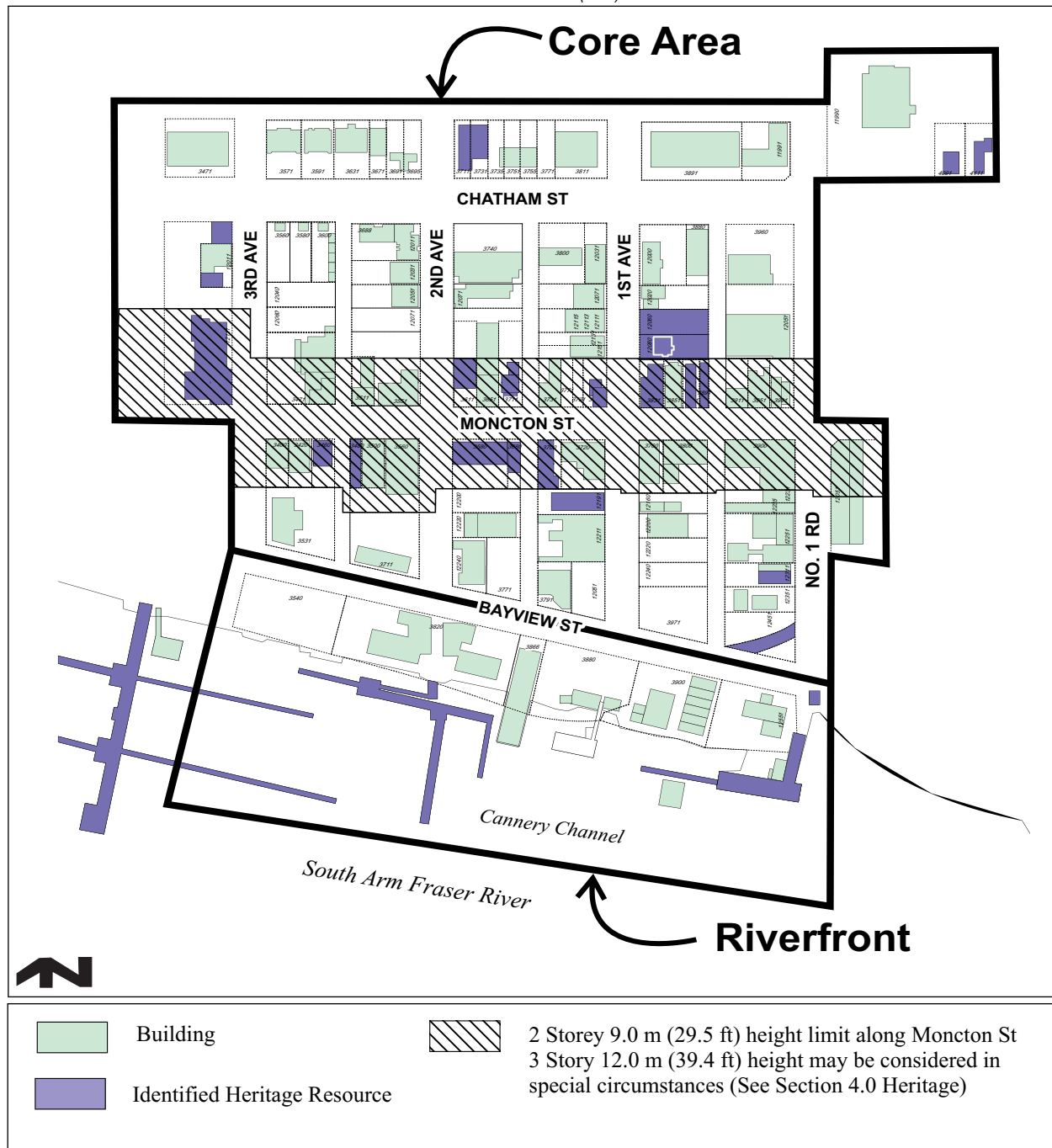
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The “Steveston Village Character Area” encompasses the community’s original commercial centre and the historic focus of its fishing industry. The area is made up of two distinct sub-areas with Bayview Street as the dividing line. The Steveston Village Character Area Map shows the approximate boundaries of the Core and Riverfront Sub-Areas. The Core Area: located north of Bayview Street and is centred on Moncton Street. The Riverfront Area: located south of Bayview Street encompasses the properties between Bayview Street and the Fraser River.

Based on the Steveston Village Heritage Conservation Strategy, the purpose of the Steveston Village Additional Development Permit guidelines is to establish an urban design character for both the public and private realms, by which:

- identified existing valuable heritage resources can be protected and conserved;

Steveston Village Character Area Map Bylaw 8403 (date)



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- desired heritage streetscapes, architecture, landscapes, and visually pleasing and functional physical qualities can be achieved;
- new development can be co-ordinated with identified heritage resources to achieve desired ends;
- encourage a scale of development and intensity of use that is in sympathy with the historic building pattern.

Due to the importance of Steveston Village's form and character to its roles as a home port, a tourist destination, and a focus for the community, the "General Development Permit Guidelines" for the Steveston area are not considered to be adequate to direct its development. Additional Development Permit Guidelines are provided here to address issues specific to the Village Character Area. The guidelines are in two parts: "General Guidelines" applicable to the entire Village Character Area; and, "Sub-Area Guidelines" applicable only to the Core and Riverfront sub-areas.

9.3.2.1 Steveston Village General Guidelines

Shifts in Scale

Steveston Village Core Area contains one- and two-storey identified heritage and character buildings. New development of greater scale should:

- a) In siting and massing incorporate a transition of scale to sit well in the context of the heritage and character buildings;
- b) Ensure that larger structures do not unnecessarily block views from or impact the privacy of smaller ones;
- c) Utilize changes in scale to reinforce the role or significance of specific areas or focal points. (For example, although it may be appropriate that a local commercial development adopt the scale and character of its low rise residential neighbours, a taller element could be introduced as a focal point and landmark.);
- d) Setback building elements above the second floor so they are not visually prominent from the street.

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Architectural Elements

With Steveston's heritage, and its community's love of that heritage, it is tempting for new development to simply mimic the area's historic structures. Steveston has, however, never been frozen in time. Whether as a result of fire, economic conditions, or shifting values, Steveston has changed and so have its buildings. As Steveston continues to change, its architecture, while rooted in the past, needs to keep pace.

Roofscapes, Exterior Walls, and Finishes

The historic buildings are humble structures. They are not characterized by ornate gingerbread details or grand architectural gestures, but by natural materials used in a simple, straight forward way. New development should aim to complement, rather than copy, the style of historic buildings by:

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- a) Designing buildings that have clearly articulated bases, middle sections, and tops;
- b) Providing first floor interiors which are generally high, airy volumes with large windows onto the street;
- c) Typically using doors with traditionally dimensioned frames/sills, and avoiding use of vinyl or imitation divided lights. Clear or grey tinted glass are preferred, not mirrored or other colours;
- d) Typically using windows with traditionally dimensioned frames/sills, and avoiding use of imitation divided lights and vinyl frames. Clear or grey tinted glass are preferred, not mirrored or other colours;
- e) Providing a high window-to-wall ratio on the ground floor, with a much lower ratio on street façades on the floors above;
- f) Designing buildings which focus attention on their high quality of materials and craftsmanship;
- g) Using horizontal siding as the primary exterior cladding materials, complemented by a judicious use of glass, concrete, stucco, and metal siding, along with delicate timber and metal structural elements and details;
- h) Employing construction methods that complement the material used and are consistent with past practices in Steveston, such as “punched” window openings and heavy timber, post and beam construction;
- i) “Personalizing” buildings with special architectural features and finishes (e.g., inseting building/business names, addresses, etc. into entry floors in ceramic tiles, pebbles, cut stone, brass characters, etc.).

Weather Protection

Traditional methods of weather protection in Steveston were canopies supported on posts and projecting canvas awnings. To enhance the character of the Village area, new development should continue this tradition, and ensure that:

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- a) Awnings and canopies in a suitable colour that are simple, flat planes (e.g. not curves, vaults, domes, etc.), with a slope of 6 in 12 or less, and maximum valance height of 0.15 m (6 in.);

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- b) Awnings, whether retractable or fixed, are made of durable fabric (not vinyl or plastic);
- c) Canopies are designed as permanent structures exhibiting the same character and level of finish as the buildings which support them;
- d) Where canopies are supported on posts, such posts are situated on private property and a clearance of at least 2.7 m (9 ft.) is maintained to the underside of the canopy. Such posts should be simple in shape and detailing, but may include brackets;
- e) Any weather protection typically has a minimum clear depth of 1.2 m (3.9 ft.);
- f) Weather protection maintains minimum clearances to:
 - i) Adjacent street curbs (measured horizontally): 0.6 m (2 ft.);
 - ii) Utility poles: 1 m (3.3 ft.);
 - iii) Utility wires: 2.1 m (6.9 ft.).

Signage

Signs for the identification of businesses or activities should be in keeping with the historic nature of the town. Signs in the early 1900's were usually painted on wood, either directly on buildings or on boards fastened flush to the fascia ("fascia signs") or suspended beneath canopies ("marquee signs"). Occasionally, larger establishments displayed roof signs. New development should ensure signage is:

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- a) An integral part of the building/landscape design, and that its form, materials, and the character of its copy complement the types of activities being advertised;
- b) Wood (painted, stained, sand blasted, or carved), metal (cast, painted, embossed, or enamelled), fabric, or painted/etched on windows or glazed door panels;
- c) Not plastic, internally illuminated, back-lit awnings/canopies, electronic or moving signs or messages, or neon;
- d) Primarily oriented to pedestrians along the sidewalk;
- e) Not a navigational hazard when seen from the river;
- f) Illuminated externally by concealed, incandescent fixtures or fixtures with a nautical or industrial character;
- g) In compliance with the City of Richmond bylaws controlling signage, and with the following:
 - i) **Marquee (Under Canopy) Signs:**
 - 2.4 m (7.9 ft.) minimum clear distance above grade;
 - 0.74 m² (8.0 ft²) maximum sign area per business;
 - 0.15 m (0.5 ft.) maximum height of letters;

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ii) **Fascia Signs:**

- 0.14 m² (1.5 ft²) maximum sign area per linear metre of building frontage;

iii) **Canopy and Awning Signs:**

- Vertical face of canopy or awning only;

iv) **Projecting Signs:**

- 3.2 m (10.5 ft.) minimum clear distance above grade;
- 0.28 m² (3 ft²) maximum sign area per linear metre of building frontage;

v) **Free Standing Signs:**

- Limited to sandwich boards or the equivalent;

vi) **Rooftop Sign:**

- Design and size in relation to building approximately as found in archival photographs;
- Should be limited to Hotel and Industrial uses.

Landscape Elements

The juxtaposition of Steveston's working riverfront with its village centre greatly enriches its character. More than a "small town", Steveston is a port. It is urban, but not refined. It is old, but evolving. It is both intimate and open. To enhance this situation, the landscape of the Village must strike a balance between "small town Steveston" and "working riverfront Steveston". To accomplish this, new development should:

- Keep sidewalks narrow;
- Where possible, employ timber planks for walkways/sidewalks (especially near the riverfront), and planks, gravel or other special paving treatments for parking areas, rather than asphalt;
- Provide planters, window boxes and/or other types of container gardens to provide an abundance of year-round seasonal colour;
- Typically avoid manicured planting schemes and lawns in favour of wild flowers and indigenous vegetation;
- Selectively plant/retain a limited number of trees near the riverfront and from there increase the amount of tree planting towards the north culminating in significant tree planting along Chatham Street and Moncton Street east of No. 1 Road;
- Plant trees in surface parking lots:
 - At a ratio of 1 tree for every 3 stalls;
 - At the sides, not the heads, of stalls;
 - Protect them with guards designed to take a high level of abuse;

- g) Wherever possible, incorporate industrial equipment and features (e.g., rail tracks) found on site, especially those of a large scale (i.e. cranes);
- h) Provide furnishings and finishes (e.g., seating, bike racks, drinking fountains, walkway/sidewalk paving, etc.) as specified under City standards for the Village along major public routes (e.g., streets and the riverfront walkway), and provide coordinated furnishings and finishes expressive of individual businesses and developments along lanes, pedestrian arcades, and similar publicly-accessible spaces.

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9.3.2.2 Area B: Steveston Village Sub-Area Guidelines

The Steveston Village Character Area has two distinct sub-areas with Bayview Street the dividing line: North of Bayview Street, called the Core Area, is the area centred on Moncton Street. The water side of Bayview Street, called the Riverfront, encompasses the properties between Bayview Street and the Fraser River.

9.3.2.2.a Steveston Village Core Area

The Core Area is the heart of the Steveston Village, attracting tourists, residents, and fishermen to eat, shop, and stroll. New development should seek to sensitively infill the area with pedestrian-oriented projects which respect the area's architectural heritage.

The townsite is principally important for its grid pattern layout, characterized by small blocks, narrow lots, and rear service lanes, as seen in the Steveston Village 1892 Historic Lot Lines Map. This layout focused the town site on the river and ensured that the local infrastructure accommodated the needs of both fishing fleets and canneries which were abundant here at the time and continued to thrive until the mid-twentieth century.

Its unpretentious working environment and character evokes a sense of a small town in a region of burgeoning urban development.

The front 10.0 m of properties and all façades facing streets are the focus of design guidance, since these aspects directly influence the character of the streets. Those portions of properties behind street front façades and back more than 10.0 m are less regulated, in keeping with the present informal character of buildings and landscaping at the rear of properties.

Settlement Patterns

To support the Core Area's historic pattern of small lots, small blocks, and support a rich and vibrant pedestrian environment, new development should:

- a) Contribute to a continuous street wall, by siting buildings tight to street and side property lines;

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- b) Limit significant interruptions in the street wall to those places where it will enable conservation of a valued historic structure or tree(s), or provide public open space opportunities identified as contributing to the heritage character of the Village, such as a pedestrian pathway between street and lane behind;
- c) Retain or re-establish the small historic lots, as shown in the Steveston Village 1892 Historic Lot Lines Map, and incorporate independent lease spaces with frontages that do not span the historic lot lines;
- d) Create a network of narrow, open-air, pedestrian arcades and courtyards linking public streets and lanes, as well as providing access to residential and non-residential uses situated above grade;

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- e) Where possible, incorporate pathways between street and lane that are public rights-of-passage;
- f) Provide continuity of retail, commercial, restaurant, and other uses of public interest at grade along all street frontages by encouraging their floor level to be generally at the level of the adjacent sidewalk within 10 m (32.8 ft.) of a street. Private residential uses however should be raised to an appropriate flood construction level;
- g) Discourage business and service uses at grade along street frontages which do not contribute to the animation of the streetscape.
- h) Within the Steveston Village Core Area, no portion of the first storey of a building to a depth of 12 m (39.37 ft.) from the front wall of the building and extending across its full width shall be used for residential purposes except for entrances (e.g., 2 m (6.56 ft.)) to the residential use / parking.

Massing and Height

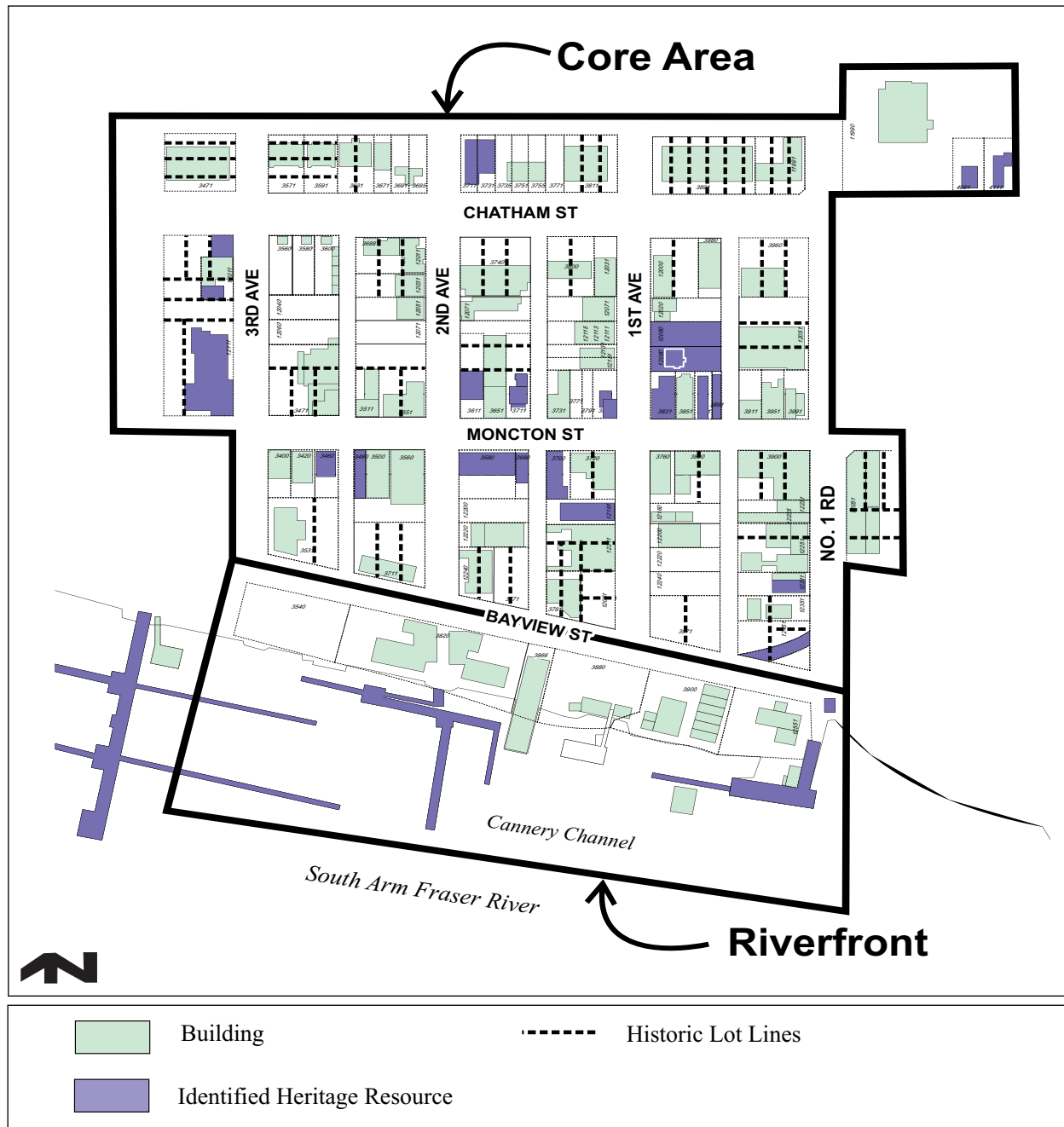
To maintain the intimate, pedestrian scale of the Core Area, new development should:

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- a) Reinforce a continuous commercial storefront streetwall with harmonious height of buildings, parapets, canopies and fascias. Building height should typically be no more than three storeys and may be varied to provide visual interest to the streetscape roofline (e.g., stepping from two- to three-storey);
- b) Employing flat roof forms that are compatible with the false fronted older buildings;
- c) Ensuring that the first storey reads on the outside of the building as approximately 5 m high (including a minimum 1.05 m parapet wall height, and provides continuity with adjacent buildings;

Steveston Village 1892 Historic Lot Lines Map (based on 1892 Survey Plan with modifications)

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- d) Recessing building entries a maximum of 1.20 m (3.9 ft.) from the street property line;
- e) Provide a varied street façade when spanning one or more historic lot line(s) as seen in the Steveston Village 1892 Historic Lot Lines Map, by articulating the historic lot line(s) in the façade and may include height variation.
- f) Enhance public use of pedestrian arcades and courtyards by massing development to allow direct sunlight access where possible.
- g) Make use of roofs as outdoor living space except for the roof areas within 3.0 m of the street property line; use the 3.0 m zone as solar or water collection areas, or as inaccessible landscape area where no element or mature plant material is higher than 1.05 m above roof deck level.
- h) Building façades facing streets, or within 10 m (32.8 ft.) of a street, should have parapets at least 1.05 m above roof deck level.

Architectural Elements

To build on the commercial vitality of the Core Area, new development should incorporate the following:

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- a) Building façades facing streets should not be set back from the street property lines, except in the following ways:
 - i) Limited setback of ground floor for pedestrian arcades along streets;
 - ii) Limited open passages to rear lanes;
 - iii) Limited recessed balconies on the second and third floors;
- b) High quality materials that weather gracefully. Preferred cladding materials to be traditional materials such as horizontal wood siding, 150mm wide by 19mm thick wood trim boards, or modern materials that effect a similar effect (e.g. cementitious beveled board that replicates the appearance of beveled wood siding); more industrial materials (e.g., corrugated metal sheeting) may be preferred in the context of existing industrial buildings;
- c) Wood framed windows are preferred, or modern materials that offer a compatible look, but not vinyl framed windows. Imitation divided lights should be avoided.

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- d) Coordinate colour scheme with the streetscape. Heritage colours are preferred, although brighter colours can be used to accentuate architectural details.
- e) General avoidance of artificial materials that are made to appear as something they are not (e.g., vinyl siding

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and cultured stone); one exception is the use of plain cementitious boards;

- f) Ground floor windows on street façades with a historic rhythm, uniform sill height not more than 0.60 m (2 ft.) above floor level, head at the underside of second floor structure, and be the full width of the façade excluding the wall length required for structure and door openings;
- g) Windows on floors above the ground floor with a historic rhythm as follows:
 - i) Individual windows with uniform sill height generally 0.75 m (2.5 ft.) above floor level, heads generally 0.45 m (1.5 ft.) from ceiling level, and proportioned to be approximately twice as high as wide;
 - ii) Wider windows formed by multiples of individual windows described in (i), separated by at least 138 mm (5.5 in.) wide trim board(s);
 - iii) Maximum aggregate width of windows shall be 40% of the façade width;
- h) Incorporate ground floor wood or metal doors in shallow recesses in street façades. Recesses should be set back from the street property line no more than 1.20 m (3.9 ft.). Doors to have clear glass panel(s) that total at least 50% of the door leaf area;
- i) Lighting to illuminate the store façade. Lighting to mark entries and commercial information as part of the architectural expression, and to illuminate the building address(es). Lighting cannot be backlit plastic sign boxes with commercial information. Retail night lighting is recommended to be illuminated retail merchandise inside street-facing windows;
- j) Provide wooden boardwalks or porches with wooden rails along Bayview Street;
- k) Mechanical equipment to be well integrated into the design of roof and building, and should be back a minimum of 10 m (32.8 ft.) from the street property line or as much as possible if lot is narrower.

Landscape Elements

To enhance the Core Area as a comfortable, green, pedestrian oriented environment, while respecting characteristics of its existing landscape/streetscape, new development should:

- a) Utilize the required 5 m (16.4 ft.) setback along the north side of Bayview Street to provide special landscape features which:
 - i) Encourage more active use of this area (e.g., boardwalk);

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- ii) Support adjacent businesses/activities;
- iii) Provide visual interest;
- iv) Help to “knit” the Village Core and Riverfront Sub-Areas;
- b) Plant large-growing tree species with a long history of planting in the area to the rear of buildings to provide a backdrop to increase the livability of residential units with non-street orientations;
- c) Situate garbage uses at the rear of buildings, a minimum of 15 m (49.2 ft.) from a public street, and ensure garbage containers are fully housed within the principle building or a structure which enhances the appearance/character of the area.
- d) Provide accessible roof areas with plantings as follows:
 - i) Plant species and locations that enhance privacy between residential units;
 - ii) Planting that is in its mature state no higher than 1.05 m (3.5 ft.) above roof deck level where within 10.0 m (32.8 ft.) of street property lines.

Parking and Services

To support pedestrian use of the Core Area, new development should:

- a) Situate surface parking lots and loading uses to the rear of buildings and screen them from view of adjacent public streets;
- b) Support the primary use of the lane system south of Moncton Street and west of No. 1 Road for non-parking uses;
- c) Focus parkade development north of Moncton Street and ensure that it is fully concealed by non-parking uses along all public streets and open space frontages.

9.3.2.2.b Steveston Village Riverfront

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Once a veritable wall of cannery structures defining the water’s edge, the “Riverfront” uplands have become a collection of gravel parking lots, fuel facilities, trailers, moorage access, visitor attractions, and derelict industrial buildings. The boardwalk and wharves that were a focus for fishing activity and community interaction are now mostly gone or inaccessible. New development should seek to reanimate the “Riverfront” by integrating new and revitalized maritime-oriented industries and activities within an unconventional, pedestrian friendly, mixed-use environment.

Settlement Patterns

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To integrate the Riverfront with the Core Area and reinforce it as a special place, new development should:

- a) Be characterized by images consistent with the area's historic cannery buildings. Massing that reflects the historic precedent of large buildings with extensions set apart from neighbouring buildings or sawtooth roof forms associated with the historic riverfront bunkhouses. The sense of street wall is to be achieved less by zero lot line development than by repetition of large simple gable-roofed building façades aligned along the Bayview Street property line;
- b) Strongly define the water's edge and the alignment of the dyke;
- c) Front both the upland development on its north and the river;
- d) Extend south over the water with finger piers and floating docks, both with and without buildings or structures on them, as was characteristic of the area in the past;
- e) Provide a pattern of seemingly random openings, courtyards, and pedestrian arcades of varying scales:

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- i) Offering direct and indirect physical access between the river and the Core Area (especially near north-south street and lane ends);
- ii) Framing special near and distant views;
- iii) Providing pedestrian access to a continuous riverfront walkway;
- iv) Accommodating vehicular access and service functions in a shared pedestrian/vehicular environment;
- f) Ensure that street ends are focal points providing views to:
 - i) The river;
 - ii) Active uses situated on public or private piers/open spaces;
 - iii) Special architectural, public art, or heritage elements;

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- g) Define the street edge along Bayview Street with buildings built at or close to the property line;
- h) Where possible, avoid segregating residential uses from non-residential uses, in favour of an approach which sees the two uses share a common character and features.

Massing and Height

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To establish the Riverfront as an unconventional environment where viable industrial uses and public activities are juxtaposed to create exciting spaces and opportunities, new development should:

- a) Typically be simple building blocks with broad gable main

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roofs of approximately 12/12 pitch, augmented by lower subordinate portions with shed roof forms having shallower pitches seamlessly connected to the main roof form;

- b) Be of a scale and form to:
 - i) Create a dramatic and varied edge as seen from the river;
 - ii) Provide a backdrop to the Village Core;
- c) With regard to building height:
 - i) Typically vary from one to three storeys and up to 20 m GSC at main roof ridge, to not be taller than the Gulf of Georgia Cannery;
 - ii) Typically orient buildings or portions of buildings that main roof ridge run perpendicular to Bayview Street and their narrow ends face the Core Sub-Area and river;
 - iii) Provide abrupt transitions in height with neighbouring buildings and open spaces.

Architectural Elements

To impart a human-scale and build on the distinctive character of Steveston's historic riverfront buildings, new development should:

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- a) Contribute to an interesting and varied roofscape which combines extensive use of shed and gable forms with very limited use of flat, symmetrical hip, feature roofs, and dormers;
- b) Ensure that windows, doors, and other features are used graphically/boldly to enhance a building's simple shape and supports a unified expression rather than constituent floor levels and interior uses;
- c) Provide contrasting areas where architectural elements (e.g., windows, doors) are concentrated, versus areas where large simple wall surfaces focus attention on materials, colour, and the overall building scale and shape;
- d) Typically, focus architectural details near a building's first floor to impart a human-scale to adjacent public streets and pedestrian areas, particularly in areas of highest public pedestrian use and adjacent to/facing residential development in neighbouring character areas;
- e) Employ architectural elements which enhance enjoyment of the river, the sun, and the view and provide opportunities for private open space, especially in the case of residential uses where generous roof decks, french balconies, and similar features are strongly encouraged;
- f) In the case of residential uses, be designed to create a unique housing environment which takes advantage of the area's industrial vernacular in the form of:

- i) Large, lofty, bright interior spaces;
- ii) Single and multi-storey units, some with mezzanines;
- iii) Large windows oriented to the view and sun;
- iv) Small unit clusters, typically with individual or shared exterior stair access to grade (rather than indoor elevator access);
- v) Weather protection over unit entries and used as special features (i.e. sun shades on windows or privacy screens on roof decks);
- vi) Planters, window boxes, and other types of container gardens which impart a very “green” image to individual dwellings;
- vii) Special exterior lighting which enhances personal security and the identity of individual units;
- g) Use durable materials, finishes, and details throughout the Sub-Area which are characteristic of maritime/industrial activities (i.e. metal, timber, or concrete guards and bollards near building corners where they may come in contact with vehicles or equipment); generally, the materials detailing should neatly draw attention to the meeting of different materials, assist in promoting material longevity, and promote the appearance of simplicity and grand scale of the buildings;
- h) Use changes in colour and materials to make individual buildings and architectural details distinct to create a more visually interesting environment; colouration of materials to favour natural finishes and greyed colouration of naturally weathered materials;
- i) Situate garbage away from public view and residential uses and, where necessary to accomplish this, house garbage containers fully within the principle building or a structure which enhances the appearance/character of the area;
- j) An uncomplicated materials palette of high quality natural materials which weather gracefully are preferred; wood or metal sidings are recommended, detailed simply to be compatible and distinguishable from traditional detailing. Vinyl siding is not permitted. Cementitious boards may be considered;
- k) Lighting to mark the places of entry and commercial information as part of the architectural expression, and to illuminate the building address(es). Lighting cannot be backlit plastic sign boxes with commercial information. Retail night lighting is recommended to be illuminated retail merchandise inside street-facing windows;

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- 1) Mechanical equipment to be well integrated into the design of roof and building and should not be visually prominent from the street.

Landscape Elements

To create a pedestrian-oriented environment, new development should:

- a) Ensure that continuous public pedestrian circulation is provided along the riverfront with frequent and convenient access to public upland areas (i.e. streets);
- b) Ensure that where maritime/industrial activities result in any interruption in grade-level public access along the riverfront, an alternative handicapped accessible public route is provided and designed to bring people as close to the water as possible (i.e. via elevated walkways, floating docks, pier structures, etc.);
- c) Where open areas exist along the riverfront (including parking lots), typically provide surface treatments consistent with that of adjacent piers and boardwalks (i.e. heavy timber planks);
- d) Support development of Bayview Street in a manner which will calm traffic, encourage safe, shared pedestrian/vehicular use of the roadway, and enhance use of some portions of it for special events (e.g., festivals, markets, temporary fishing industry-related activities);
- e) Provide wooden boardwalks or porches with wooden rails along Bayview Street;

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- f) Limit tree planting along street frontages to special locations where interruption of the street wall is warranted, such as sunny courtyards and entries to pedestrian arcades;
- g) Plant large growing, deciduous trees away from public streets as special landscape features to be seen as “backdrops” to the streetscape;
- h) Seek to enrich its setting and increase public awareness of the area’s heritage by placing special emphasis on its incorporation of public art and features/artifacts related to the area’s history of maritime/industrial activities;
- i) Mechanical equipment to be well integrated into the design of roof and building and should not be visually prominent from the street or riverfront.

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Parking and Services

To support pedestrian use of the Riverfront and provide for the needs of industrial and maritime service uses, new development should:

- a) Screen parking and loading from view from key pedestrian

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areas (e.g., the riverfront walkway) or:

- i) Design loading to the same level of finish as other public areas and integrate it with the overall building design (or even make it a feature);
- ii) Provide non-residential and visitor parking in small lots (0.04 ha/0.1 ac. maximum), designed as attractive, hard-surfaced open spaces which visually complement the riverfront (i.e. paved with heavy timber planks and landscaped with trees and furnishings), and planned as possible multi-purpose areas;
- iii) Provide residential parking in private or small, shared garages, the entries to which are oriented away from highly visible public area or are designed to complement overall building design/streetscape and ensure pedestrian safety;
- iv) Investigate opportunities to coordinate development with increased on-street parking.

9.3.3 Area C: BC Packers Residential Neighbourhood

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The “BC Packers Residential Neighbourhood Character Area” is a new housing area on lands formerly used for BC Packers’ operations north of Bayview Street. West of the “Packers Neighbourhood” is the “Village”. North of “Packers Neighbourhood” is Moncton Street and Steveston Park with its extensive community facilities. East of “Packers Neighbourhood” are existing areas of single-family homes and townhouses, beyond which lies the Britannia Heritage Shipyard.

The location of the “Packers Neighbourhood” imposes upon it a challenging role: to help link Steveston Park and existing residential development to the various recreational and maritime activities found along the riverfront, and provide a transition between the area’s lower density residential neighbours and “Steveston Village”. In addition, the “Neighbourhood’s” location near the river, the park, and the “Village” presents an opportunity for its built form and character to be “special”, not just a copy of some other area in Steveston. General Development Permit Guidelines for the Steveston area are not adequate to meet this challenge. Additional Development Permit Guidelines are provided here to address issues specific to this location.

Settlement Patterns

To support establishment of “Packers Neighbourhood” as an unique housing area which combines and reinterprets elements of Steveston’s built form and landscape to create a fine grained, pedestrian-oriented, and “green” residential environment, new development should:

- a) Conform to a grid system based on “Steveston Village’s” pattern of small blocks and rear lanes, providing:
 - i) North-south streets and trails, designed as “green” pedestrian routes, linking Steveston Park with a continuous public trail along the waterfront;
 - ii) East-west streets and/or pedestrian routes linking areas east of “Packers Neighbourhood” with the “Village” and the waterfront, without directing fast moving traffic through existing residential neighbourhoods;
 - iii) Along all publicly accessible streets and trails, continuous residential frontages and entrances to individual grade oriented dwelling units, or in the case of non-residential uses (i.e. library, community policing station, etc.), frontages which are predominantly devoted to windows (providing interesting views to the uses within), public entries, and other features which contribute to an animated, attractive streetscape;
 - iv) All parking access via rear (public or private) lanes or, in the case of the area’s apartment projects, a limited number of garage entrances designed and situated to minimize visual impact and disruption to pedestrian activity;
 - v) Special opportunities for innovative dwelling types where appropriate in rear yards (i.e. coach houses, front-back duplex units, triplex and four-plex dwellings, stacked townhouses, etc.);
- b) Contribute to the image of a “fine grained urban fabric” composed of many “small” buildings set close to each other along continuous “build-to” lines, (versus the image of a continuous “street wall” as in the “Moncton Street” area of the “Village”);
- c) Set back buildings from front yard property lines or trail/ right-of-way boundaries as follows:
 - i) Along Moncton Street, 6 m (19.7 ft.) to align with existing homes to the east and provide adequate landscaped front yard space to contribute to Moncton Street’s development as a broad “green” avenue;
 - ii) East of Phoenix Pond (for all buildings and projections, such as porches, bay windows, chimneys, etc.), a minimum of 6 m (19.7 ft.) onto Westwater Drive, 9 m (29.5 ft.) onto the riverfront trail and any associated public open space/natural areas, and 18 m (59.1 ft.) between buildings where a publicly-accessible trail designated under the area plan intervenes;

- iii) Elsewhere, typically 4.3 m (14.1 ft.) in order to create an intimate, human-scale streetscape, and accommodate private yards, public gardens and seating areas (e.g. in association with public uses), etc. and some building projections (i.e. porches).

Massing and Height

To create a neighbourhood characterized by an intimate, human scale and respect the scale of neighbouring development, new development should:

- a) With regard to building height in the area north and west of Phoenix Pond, generally increase it from 2½ storeys and 9 m (29.5 ft.) on the east to four to five-storeys and 15 m (49.2 ft.) on the west and:
 - i) Along Moncton Street, typically be two to three-storeys and a maximum of 9 m (29.4 ft.) with taller buildings of up to five-storeys and 15 m (49.2 ft.) set a minimum of 10 m (32.8 ft.) south of the Moncton Street right-of-way;
 - ii) Within 30 m (98.4 ft.) of lower density residential properties situated east of “Packers Neighbourhood”, typically be no more than 2½ storeys and 9 m (29.5 ft.) including any sloped roof, and within 60 m (196.9 ft.) typically be no more than 3 ½ storeys and 12 m (39.4 ft.) including any sloped roof;
 - iii) Elsewhere in “Packers Neighbourhood”, vary building heights such that lower buildings or portions of buildings (e.g. up to 9 m /29.5 ft. including any sloped roofs) are typically set closer to publicly-accessible streets and trails, while taller buildings or portions are set back, EXCEPT where a taller structure near a street will provide a desirable visual landmark or enhance the overall character of the neighbourhood;
- b) With regard to building height in the area east of Phoenix Pond, limit it to four-storeys over one-storey of parking with:
 - i) A significant amount of any parking storey being situated below the elevation of the crest of the dyke;
 - ii) Any parking structure being blended seamlessly into the topography (i.e. the dyke) or concealed by non-parking uses;
 - iii) Lower building elements being situated along Westwater Drive and the riverfront trail having a maximum height of 9 m (29.5 ft.) as measured from the crest of the road and the elevation of the trail respectively;
- c) Limit the length of building frontages to a maximum of 20.0 m (65.6 ft.), and where the length of a building frontage

exceeds 12.0 m (39.4 ft.) employ measures to “break” the façade into two parts (i.e. changing the plane of the façade, creating a deep recess in the façade, pulling the roof line down, changing building height, and/or changing materials/colours);

- d) Enhance the use of trails and courtyards by massing development to allow direct sunlight access wherever possible.

Architectural Elements

To create an uniquely livable residential neighbourhood, that complements the intended character and vitality of the “Village” area, new development should:

- a) Create roofscapes typically characterized by:
 - i) Steeply sloped principle roofs combined with more gently sloped secondary roofs;
 - ii) Flat roofs used as habitable decks;
 - iii) A limited number of special roof features (across the neighbourhood) designed to provide a desirable landmark or enhance overall character;
 - iv) Roof cladding of wood (i.e. shake or shingle) or metal sheet (i.e. corrugated, standing seam, or V-crimp);
- b) Create residential streetscapes characterized by features which expand/enhance usable residential space, strengthen relationships with the public realm, and contribute to a distinctive character, including:
 - i) Generous, useable entry porches (e.g. extending across roughly half of each grade level unit’s front façade with a minimum depth of approximately 2.4 m/7.9 ft. (and projecting up to 1 m/3.3 ft. into front yard setbacks in the area north and west of Phoenix Pond);
 - ii) Balconies, decks, terraces, and roof decks designed to provide usable private outdoor space, and enhance access to views and sun;
 - iii) Bay windows, french balconies, window boxes, etc. which enhance both the interior living space and the personality of a dwelling as seen from a street, trail, or open space;
 - iv) Front doors opening onto well designed/functional entry areas (i.e. not sliding patio doors onto the street or front doors opening directly onto living rooms without benefit of an entry area, closet, etc.);
 - v) Garages which are designed to the same level of quality as the principle buildings including, in the case of parkades, the interior area visible from the street;

- vi) Variations in building form to acknowledge special places or “gateways”, or to provide visual interest and more dynamic living spaces (i.e. a structure’s top storey may project through the main roof as a turret, dormers, etc.);
- c) Create non-residential streetscapes characterized by the same features common to the area’s residential development, with the addition of features common to “Steveston Village” as described under this bylaw as Section 8.3.1, Area A: Steveston Village, General Guidelines, Architectural Elements;
- d) With regard to materials, promote building designs which:
 - i) Focus attention on their high quality of materials and craftsmanship, and their “fit” with the “Village” and the waterfront;
 - ii) Avoid materials having artificial “heritage” looks;
 - iii) Avoid materials/elements which do not reinforce the area’s intended character;
 - iv) Especially in the case of non-residential uses, “personalize” buildings with special architectural features (i.e. public art) and finishes.

Landscape Elements

To create a lush, intimate, garden-like landscape aimed at enhancing the scale and character of the area’s built form and, in effect, extending Steveston Park toward the waterfront and the natural area around Phoenix Pond, new development should:

- a) North and west of Phoenix Pond, contribute to the image of narrow, pedestrian-friendly streets and trails by:
 - i) Typically keeping street right-of-way widths to a minimum and providing narrow sidewalks;
 - ii) Incorporating special paving and landscaping treatments into roadway, sidewalk, and driveway surfaces;
 - iii) Providing small gardens fronting onto streets and trails and defining those gardens with low, open fences (i.e. picket) a maximum of 1 m (3.3 ft.) high along street front and trail front property/right-of-way lines, EXCEPT along Moncton Street and adjacent to non-residential uses where no fences should be provided;
 - iv) Landscaping of those gardens primarily with a combination of trees and shrubs, accented by paths, small areas of decorative paving, seating, and/or garden structures (i.e. trellises), and providing little or no lawn area, EXCEPT along Moncton Street where the image of

- open lawns with foundation planting is more in keeping with local character;
- v) Providing planters, window boxes and/or other types of container gardens to provide an abundance of seasonal colour (especially adjacent to non-residential uses);
 - b) East of Phoenix Pond, expand on the character and form of the natural area adjacent to the Pond through the use of berming and extensive planting of indigenous/naturalized trees, shrubs, and flowering and/or fruit bearing plants designed to conceal any parking structures, enhance residential privacy, and mitigate the scale and visibility of residential buildings as experienced along the waterfront trail;
 - c) Support development of recreational trails, greenways, and similar public open spaces, including:
 - i) A greenway along the south side of Moncton Street, incorporating large growing, deciduous trees, special paving treatments, traffic calming measures, furnishings, and public art, designed to enhance this area's role as the "entrance" to the "Village" and its relationship with Steveston Park;
 - ii) A north-south trail, 5.5 m (18 ft.) wide linking Moncton Street with the west end of Westwater Drive and the head of Phoenix Pond, along the edge of "Packers Neighbourhood", incorporating a 3 m (9.8 ft.) wide landscape buffer abutting the area's existing residential neighbours including a variety of deciduous and evergreen trees and indigenous/naturalized vegetation designed to provide a dense, year-round screen at least 1.8 m (6 ft.) high, and seasonal colour and interest, and a 2.5 m (8.2 ft.) wide public pedestrian/bicycle path;
 - iii) A continuous riverfront trail east of Phoenix Pond, incorporating indigenous/naturalized, evergreen and deciduous, trees and vegetation in a setting complementary to the natural area around the Pond, the Britannia Heritage Shipyard, and the South Dyke Trail east of No. 2 Road;
 - iv) One trail linking Westwater Drive with the riverfront trail, via the multi-family residential area east of Phoenix Pond, and incorporating features such as:
 - A heavy timber boardwalk at least 3.7 m (12.1 ft.) wide extending towards the river at the approximate elevation of Westwater Drive;
 - A raised view point/seating area at the southern end of the boardwalk with access down to the public trail via stairs and ramps;

- Individual residential unit entries opening onto the boardwalk;
 - Indigenous/naturalized evergreen and deciduous trees and vegetation along the sides of the boardwalk;
- d) Wherever possible, and especially in association with non-residential uses, incorporate industrial equipment and features (i.e. rail tracks) found on site, with special attention to opportunities to use large scale elements (i.e. crane) as landmarks, play equipment, and a form of public art;
- e) North and west of Phoenix Pond, provide furnishings and finishes (i.e. seating, bike racks, drinking fountains, etc.) as specified under City standards for “Steveston Village” along major public routes (i.e. streets, etc.).

Parking and Services

To support pedestrianisation of “Packers Neighbourhood”, new development should ensure that:

- a) Parking structures are fully concealed by non-parking uses and landscape along all publicly-accessible streets and open spaces;
- b) Parking accommodated in individual, attached, or shared garages and open areas is accessed via rear lanes wherever possible;
- c) On-site parking does not impair the provision of adequate usable on-site open space or aspects of project livability.

9.3.4 Area D: BC Packers Riverfront

Once a veritable wall of cannery structures defining the water’s edge, the “Riverfront” uplands have become a gap-toothed collection of gravel parking lots, fuel facilities, trailers, moorage access, visitor attractions, and derelict industrial buildings. The boardwalk and wharves that were a focus for fishing activity and community interaction are now mostly gone or inaccessible. New development should seek to reanimate the “Riverfront” by integrating new and revitalized maritime-oriented industries and activities within an unconventional, pedestrian-friendly, mixed-use environment.



Steveston Landing waterfront boardwalk and shops

Settlement Patterns

To integrate the “Riverfront” with the “BC Packers Residential Neighbourhood” areas, and reinforce it as a special place, new development should:

- a) Be characterized by images consistent with the area’s historic cannery buildings;
- b) Strongly define the water’s edge and the alignment of the

dyke;

- c) Front both the upland development on its north and the river;
- d) Extend south over the water with finger piers and floating docks, both with and without buildings or structures on them, as was characteristic of the area in the past;
- e) Provide a pattern of seemingly random openings, courtyards, and pedestrian arcades of varying scales:
 - i) Offering direct and indirect physical access between the water and the “BC Packers Residential Neighbourhood” (especially near northsouth street ends);

Steveston Landing Waterfront Boardwalk and Shops

- ii) Framing special near and distant views;
- iii) Providing pedestrian access to a continuous waterfront walkway;
- iv) Accommodating vehicular access and service functions in a shared pedestrian/vehicular environment;
- f) Ensure that street ends are focal points providing views to:
 - i) The river;
 - ii) Active uses situated on public or private piers/open spaces; or
 - iii) Special architectural, public art, or heritage elements;
- g) Define the street edge along the:
 - i) South side of Bayview Street with buildings built at or close to the property line;
 - ii) North side of Bayview Street with buildings following a “build-to-line” approximately 5 m (16.4 ft.) back from the property line (respecting the alignment of an existing storm water culvert);
 - iii) South side of the Bayview extension (east of No. 1 Road) with an “undulating street wall” incorporating regular setbacks and/or breaks in the building mass and associated variations in roof form to complement the scale and rhythm of neighbouring dwellings in the “BC Packers Residential Neighbourhood”;
- h) Where possible, avoid segregating residential uses from non-residential uses, in favour of an approach which sees the two uses share a common character and features.

Massing and Height

To establish the “Riverfront” as an unconventional environment where viable industrial uses and public activities are juxtaposed

to create exciting spaces and opportunities, new development should:

- a) Typically be simple building blocks with pitched roofs;
- b) Be of a scale and form to:
 - i) Create a dramatic and varied edge as seen from the river;
 - ii) Provide a backdrop to the “BC Packers Residential Neighbourhood”;
- c) With regard to building height:
 - i) Typically vary from one to three-storeys and 6 - 12 m (19.7 - 39.4 ft.), with feature buildings being as tall as approximately 18.3 m (60 ft.);
 - ii) Typically orient buildings or portions of buildings that are taller than 12 m (39.4 ft.) such that their “spines” run north-south and their narrow ends face the “BC Packers Residential Neighbourhood”;
 - iii) Provide abrupt transitions in height with neighbouring buildings and open spaces.

Architectural Elements

To impart a human-scale and build on the distinctive character of Steveston’s historic waterfront buildings, new development should:

- a) Contribute to an interesting and varied roofscape which combines extensive use of shed and gable forms with more limited use of flat, symmetrical hip, and feature roofs;
- b) Ensure that windows, doors, and other features are used graphically/boldly to enhance a building’s simple shape and accentuate the scale of these elements versus that of the overall building mass;
- c) Provide contrasting areas where architectural elements (i.e. windows, doors, etc.) are concentrated, versus areas where large simple wall surfaces focus attention on materials, colour, and the overall building scale and shape;
- d) Typically, focus architectural details near a building’s first floor to impart a human-scale to adjacent public streets and pedestrian areas, particularly in areas of highest public pedestrian use and adjacent to/facing residential development in neighbouring character areas;
- e) Employ architectural elements which enhance enjoyment of the river, the sun, and the view and provide opportunities for private open space, especially in the case of residential uses where generous roof decks, french balconies, and similar features are strongly encouraged;

- f) In the case of residential uses, be designed to create an unique housing environment which takes advantage of the area's industrial vernacular in the form of:
 - i) Large, lofty, bright interior spaces;
 - ii) Single and multi-storey units, some with mezzanines;
 - iii) Large windows oriented to the view and sun;
 - iv) Small unit clusters, typically with individual or shared exterior stair access to grade (rather than indoor elevator access);
 - v) Weather protection over unit entries and used as special features (i.e. sun shades on windows or privacy screens on roof decks);
 - vi) Planters, window boxes, and other types of container gardens which impart a very "green" image to individual dwellings;
 - vii) Special exterior lighting which enhances personal security and the identity of individual units;
- g) Use durable materials, finishes, and details throughout the area which are characteristic of maritime/industrial activities (i.e. metal, timber, or concrete guards and bollards near building corners where they may come in contact with vehicles or equipment);
- h) Use changes in colour and materials to make individual buildings distinct and create a more visually interesting environment;
- i) Situate garbage away from public view and residential uses and, where necessary to accomplish this, house garbage containers fully within the principle building or a structure which enhances the appearance/character of the area.

Landscape Elements

To create a pedestrian-centred environment, new development should:

- a) Ensure that continuous public pedestrian circulation is provided along the waterfront with frequent and convenient access to public upland areas (i.e. streets);
- b) Ensure that where maritime/industrial activities result in any interruption in grade-level public access along the waterfront, an alternative handicapped accessible public route is provided and designed to bring people as close to the water as possible (i.e. via elevated walkways, floating docks, pier structures, etc.);
- c) Where open areas exist along the waterfront (including parking lots), typically provide surface treatments consistent

with that of adjacent piers and boardwalks (i.e. heavy timber planks);

- d) Support development of Bayview Street in a manner which will calm traffic, encourage safe, shared pedestrian/vehicular use of the roadway, and enhance use of some portions of it for special events (i.e. festivals, markets, temporary fishing industry-related activities, etc.);
- e) Utilize the required 5 m (16.4 ft.) setback along the south side of Bayview Street to provide special landscape features which:
 - i) Encourage more active use of this area;
 - ii) Support adjacent businesses/activities;
 - iii) Provide visual interest;
 - iv) Help to “knit” the waterfront into the “Moncton Street” area;
- f) Limit tree planting along street frontages to special locations where interruption of the street wall is warranted, such as sunny courtyards and entries to pedestrian arcades, EXCEPT along the Bayview extension east of No. 1 Road, across from the “BC Packers Residential Neighbourhood”, which should:
 - i) Be defined by a double row of trees lining a broad pedestrian walkway leading from No. 1 Road to the area around Phoenix Pond;
 - ii) Incorporate gardens, planters, and other landscape features designed to enhance the relationship of the area with the “Packers Neighbourhood”;
- g) Plant large growing, deciduous trees away from public streets as special landscape features to be seen as “backdrops” to the streetscape;
- h) Seek to enrich its setting and increase public awareness of the area’s heritage by placing special emphasis on its incorporation of public art and features/artifacts related to the area’s history of maritime/industrial activities.

Parking and Services

To support pedestrianisation of the “Riverfront” and provide for the needs of industrial and maritime service uses, new development should:

- a) For lands north of Bayview Street, situate parking and loading to the rear of buildings with vehicular access from north-south roads and lanes;



*Mixed use commercial/residential
on Chatham Street*

- b) For lands south of Bayview Street and the Bayview extension east of No. 1 Road, either screen parking and loading from view from key pedestrian areas (i.e. the waterfront walkway) or:
 - i) Design loading to the same level of finish as other public areas and integrate it with the overall building design (or even make it a feature);
 - ii) Provide non-residential and visitor parking in small lots (0.04 ha/0.1 ac. maximum), designed as attractive, hard-surfaced open spaces which visually complement the waterfront (i.e. paved with heavy timber planks and landscaped with trees and furnishings), and planned as possible multi-purpose areas;
 - iii) Provide residential parking in private or small, shared garages, the entries to which are oriented away from highly visible public area or are designed to complement overall building design/streetscape and ensure pedestrian safety;
 - iv) Investigate opportunities to coordinate development with increased on-street parking.

9.3.5 Area E: 7th Avenue and Chatham Street

Architectural Elements

Roofscapes

- a) Employ pitched and gable roofs to express a traditional Steveston character. Flat roofs in combination with these pitched roofs may be introduced as a means to create diversity.
- b) Reduce the scale of the buildings around semi-private open spaces by providing secondary roofs or trellises over entries and patios at lower levels.
- c) Select roofing materials which are suitable for the level of articulation desired in the roof forms. Heavy tiled roofing is not appropriate.

Exterior Design and Finish of Building and Structures

- a) Reflect the marine location in the detailing, colour and materials of the buildings.
- b) Use materials and colours that are compatible with the traditional colours used on older buildings in Steveston. The dominant colours used should be derived from the natural colours of Steveston's waterfront landscape. Paint colours should be selected from the "heritage series" produced by

several commercial paint companies. These colours are generally strong, but muted. Brighter colours should be reserved for accent and trim applications.

- c) Select materials which fit the form, style and the character of the buildings overall. Unacceptable finish materials include: vinyl, aluminum siding, imitation brick, and highly textured stucco such as “California swirl”.
- d) Use of decorative cornices, reveals or projections should be considered on the buildings where it is appropriate.

Entrances, Stairs, and Porches

- a) Orient the front door entrances of the townhouses onto 7th Avenue.
- b) Create “front stair” connections between units’ private outdoor spaces and the developments’ semi-private open spaces.
- c) Create highly visible and identifiable building entrances through the use of landscape and prominent architectural components to create gateways into the central semi-private open space.

Windows

- a) Use various forms of projections, such as bay windows or dormers, to improve interior light.
- b) Orient interior spaces, as well as primary windows of the units, towards the views of Garry Point Park and the Fraser River.
- c) Create interest and colour to the buildings by providing wooden window boxes for planting flowers.

Balconies and Patios (Private Open Space)

- a) Orient balconies towards the views of Garry Point Park and the Fraser River.
- b) Protect the privacy of the residents along Chatham Street by not orienting balconies to the north.
- c) Provide substantial landscaping, terracing, screening and low-level hedges between private ground-oriented outdoor spaces and the public spaces.
- d) Articulate building edges to define private balconies and patios that become a natural extension to the residential unit.
- e) Ensure that the private space for each townhouse has a minimum depth of 5.25 m (17.2 ft.), and a minimum area of 37 m² (400 ft²).

Acoustics

All Development Permit applications shall include evidence

in the form of a report and recommendation prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise level in those portions of the dwelling units listed in the left-hand column below shall not exceed the noise level set out in the corresponding box of the right-hand column. The noise level utilized is an A-weighted 24-hour equivalent (LEQ) sound level and will be defined simply as noise level increases.

Dwelling Unit	Noise Level Decibels
Bedroom	35
Living, Dining, Recreation Rooms	40
Kitchen, Bathrooms, Hallways	45

In addition to the above, the trained professional is to assist in the design of the private patios and balconies to minimize the noise levels by making recommendations on building material selection and space planning.

Landscape Elements

Semi-Private Open Space

- a) Create a large 278.7 m² (3,000 ft²) semi-private open space in the north west portion of the area located at the south-east corner of Chatham Street and 7th Avenue. This space is achieved by massing the building forms along the most easterly and southerly property lines of the development site. By creating this open space, views of Garry Point Park and the waterfront from the development and from the single-family homes along Chatham Street will be maximized.
- b) No buildings should be located within the semi-private area cited in 1.1 above.
- c) Minimize the amount of hard surface areas within semi-private open spaces by landscaping with low-level live plant materials.
- d) Terraced landscaping should be used to separate the units' private spaces from the semi-private open spaces.
- e) Install low-level lighting which provides light and security for semi private space, but does not produce glare into the adjacent residential buildings. These lights should have a maritime design character. All the lighting standards and street furniture should be finished in a common colour scheme throughout each development site to enhance the area's special character.
- f) Erect a low-level picket fence (maximum height 0.92 m/3 ft.) or hedge along the Chatham Street and 7th Avenue property

lines in order to provide an unobtrusive separation between the public and private realms.

Public Open Space

- a) Locate a public seating area at the south-east corner of Chatham Street and 7th Avenue which is a minimum of 27.87 m² (300 ft²). The intent of the public seating area is to announce the entry of the development, as well as to provide a viewing area of Garry Point Park.
- b) Design the public seating area to contain the following elements:
 - High-quality vandal-resistant benches;
 - Accent planting;
 - Ornamental light standards;
 - A gateway structure into the development.

Circulation System

- a) Permit vehicular access to the area only from the lane along the easterly property line, and from a driveway along the southerly property line of the development site located at the south-east corner of Chatham Street and 7th Avenue.
- b) Use the same decorative and durable paving surface on the driveway located along the southerly property line on the development site located at the south-east corner of Chatham Street and 7th Avenue, and on the walkways throughout the area. The details of the paving materials and pattern will be determined at the Development Permit stage.
- c) Erect wooden bollards at the westerly end of the driveway along the southerly property line of the development site located at the south-east corner of Chatham Street and 7th Avenue to prevent vehicular access to 7th Avenue.
- d) Install low-level lighting along driveways, and along the walkways throughout the site.
- e) Define the vehicular entrance to each unit by providing a street tree with a minimum calliper at planting of 50 mm between the driveways.
- f) Use landscaped trellises to conceal garages and visitor parking stalls.



Detached townhousing on Garry Street

9.3.6 Area F: Garry Street and Railway Avenue

Architectural Elements

Roofscapes

- a) Employ roof forms consistent with the traditional historic “Steveston” character. Pitched roofs (slopes 6 in 12 or greater) with gable ends are an appropriate roof form. Flat roofs or other roof forms in combination with pitched roofs may be introduced as a means of creating diversity if traditional character references can be demonstrated to the satisfaction of the City of Richmond.
- b) Reduce the scale of building forms adjacent to the semi-private open space and the main vehicular entrance to the project through the use of secondary roof elements of a human scale, such as covered porches or trellis elements.
- c) Select roofing materials consistent with the traditional historic “Steveston” character that are appropriate for the designed roof form. Heavy tiled roofing is not appropriate.

Exterior Design and Finish of Buildings and Structures

- a) Use building colours that are compatible with the traditional historic “Steveston” character, with the dominant colours derived from the natural palette of the waterfront landscape. Strong, but muted, colours produced as “heritage series” by a number of commercial paint manufacturers would be appropriate. Bright saturated colours should be reserved for accent and trim applications.
- b) Ensure building materials are appropriate for the form, style, scale and character of the architecture of traditional historic “Steveston”. For example, horizontal and vertical wood siding with 4 in. minimum wood trim would be appropriate. Other materials may be used if traditional character references can be demonstrated to the satisfaction of the City of Richmond. Unacceptable finish material include imitation brick and highly patterned stucco.
- c) Use decorative trim, cornices, reveals and projections where appropriate.
- d) Design buildings with a main orientation towards Garry Street and the internal roadway of the project. Fenestration in façades facing the internal roadway and open spaces should be carefully arranged to provide for internal unit privacy, yet convey a perception of “eyes on the street” enhancing safety and security for residents.
- e) Units should have their massing designed to provide articulation to the streetscape both vertically and horizontally. Flat and planar street fronts are unacceptable, as are continuous cornice lines.

- f) Consider the use of minimal changes in grade from street level to the main floor to enhance the transition from public and semi-private spaces to each unit's private space. The grade change should be no more than 0.61 m (2 ft.) to 0.91 m (3 ft.) and should occur between the curb and the main door of each unit.

Entrances, Stairs and Porches

- a) Ensure that the units adjacent to Garry Street have their front doors facing Garry Street with a pathway connecting from the sidewalk to each doorway. All of the other units in the project should have their front door facing the internal roadway.
- b) Provide special treatments such as covered porches or trellises to the principal entrances which emphasize the transition from public and semi private spaces to each unit's private space. Entrances should provide protection from the weather. Use changes in grade and/or landscaping to ensure the privacy of individual unit's open space without the use of high fences.

Windows

- a) Encourage the use of specialty window forms such as bay windows and dormers to provide interesting unit articulation and improved interior light.
- b) Encourage the provision of window treatments such as flower boxes and shutters. Other treatments may be used if traditional character references can be demonstrated to the satisfaction of the City of Richmond.

Balconies, Decks and Patios (Private Open Space)

- a) Ensure that the balconies to upper floor levels are small and cantilevered, giving minimal exterior access. Their design should be treated like a decorative exterior element enhancing the buildings' articulation and massing. No post-supported balconies will be acceptable.
- b) Design decks as natural extensions of each unit into the landscape. Construct the decks at a maximum of 18 in. above grade. A maximum of 50% of an unit's private space may have a deck with the remainder in soft landscaping including grass, shrubs and trees. Use preserved and treated wood to construct the decks.
- c) Design patios at grade as natural extensions of each unit into the landscape. A maximum of 50% of an unit's private open space may be hard-surfaced, with the remainder in soft landscaping, including grass, shrubs and trees. Use surface pavers or "broom-brushed" concrete on the patios.

- d) Separate each unit's rear private open space with a fence no higher than 1.8 m (6 ft.). The top 18 in. of the fence should be comprised of orthogonal lattice. All fences should have gates. Consider the importance and the safety of small household pets by ensuring that a gap no larger than 2 in. is provided between the ground and the base of the fence.

Landscape Elements

Semi-Private Open Space

- a) Create a semi-private open space with a minimum size of 111.48 m² (1,200 ft²). Provide a children's play apparatus and benches within this area. Locate equipment and seating to take advantage of sun and natural shelter from the weather. Provide a mixture of hard-surfaced and natural landscaping in this area. Ensure barrier free access to this area.
- b) Provide lighting to the semi-private open space cited in a) above. Ensure that the lighting of this area does not spill over into adjacent residential units.

Garbage, Recycling and Mail Facilities

- a) Erect a gated and covered structure to contain residents' garbage and recycling materials. The design of this structure should complement the design of the units in the project. The enclosure should be in a central location which is easily accessible to all residents. Landscaping screening of this structure should be provided.
- b) Provide a covered mail box in a central location which is easily accessible to all residents. The design of this structure should be to Canada Post standards and be compatible with the design of the units in the project.

Perimeter Project Fencing and Screening

- a) Erect a continuous 1.8 m (6 ft.) high wooden fence along the northern and western property lines of the project.
- b) Construct a staggered 1.2 m (3.937 ft.) high wooden fence recessed to 0.91 m (3 ft.) from the westerly property line every 15 to 20 ft. Trees should be planted within the .91 m (3 ft.) fence setbacks along the Railway Avenue side of the fence. Hedging should also be planted on both the Railway Avenue side and the project's side of the recessed portion of the fence.
- c) Consider the installation of a highly transparent "picket style" fence, maximum height of 0.79 m (2.6 ft.), with individual gates along the Garry Street frontage of the project to reinforce a distinction between the public and semi-private realm, provided that a major physical or visual barrier is not created.

- d) No gates are permitted at the main vehicular access to the project from Garry Street.
- e) Plant a hedge beside the wooden fence along the western property line adjacent to the neighbouring single-family homes.

Trees

- a) Retain and incorporate existing trees and mature vegetation into the development site where possible.

Circulation System and Parking

- a) Permit only one vehicular access from Garry Street. The vehicular access point should be no wider than 5.5 m (18 ft.).
- b) Install pedestrian-oriented lighting along the internal roadway of the project.
- c) Design “roll-over” curbs to allow for access into driveways and garages.
- d) Provide grassed strips in the centre of all of the unit’s driveways to soften and reduce the apparent amount of hard surfaces.
- e) Define the vehicular entrance to each unit by providing a street tree between each driveway/garage entry point. The trees should have a minimum calliper of 100 mm (4 in.) measured 1.4 m (4.7 ft.) above grade.
- f) Use measures to ensure that the vehicular access from Garry Street does not endanger or inconvenience pedestrians or the mobility-impaired.
- g) Use special landscape measures, such as trellises, to conceal garages and visitor parking stalls from surrounding private, semi-private and public areas.

9.3.7 Area G: Southcove

Detailed Character Design Guidelines have been prepared for the Southcove site and form part of the Official Community Plan Bylaw 7100, Schedule 2.4. These additional guidelines are available at the City’s information desk as “Detailed Character Design Guidelines – Parcels A, B, C, D and E of Southcove”.

9.3.8 Area H: London’s Landing

The “London’s Landing Character Area” refers to a small area near the south foot of No. 2 Road on the outskirts of Steveston. The history of this area and the lands surrounding it goes back to the late 1800s when London Farm was established (just east of the Character Area). Soon after, No. 2 Road was constructed, linking north Richmond with steamship service to Victoria and

ferry service to Ladner. Later a church and post office were built, followed by various boat works, bunkhouses, and cannery structures. Today, only London Farm and a pier near the foot of No. 2 Road remain.

Beyond its history, several factors combine to make the “London’s Landing Character Area” special, including:

1. It is situated at the junction of several distinct existing areas/land uses, including the South Dyke trail and riverfront area, Paramount Pond’s fishing harbour, the “Southcove” multiple-family residential neighbourhood, and Agricultural Land Reserve (ALR) farmland;
2. It experiences large numbers of motorists, pedestrians, equestrians, and cyclists along Dyke Road and London Road who are attracted to the riverfront area and make access to local uses (especially industrial uses) difficult;
3. It is planned for development with:
 - At the foot of No. 2 Road, a mixed use area including residential and office uses over compatible industrial and commercial uses;
 - East of the mixed use area, “Heritage Residential” uses in the form of historic homes relocated in a semi-rural setting (as was done with the McKinney House) side-by-side with new homes designed to respect the form, character, and quality of their older neighbours.

These factors, along with the area’s colourful history, combine to create a special opportunity to enhance public enjoyment of the south dyke and support local residents/workers through the re-establishment of “London’s Landing” and the lands around it as a small, distinct community and an unique feature on Steveston’s riverfront. This opportunity brings with it a number of challenges regarding the appropriate form and character of local development and its relationship with neighbouring uses. While the “General Development Permit Guidelines” established for Steveston apply to the “London’s Landing” area, the Additional Development Permit Guidelines provided here are necessary to help address the complexity of the local environment.

Settlement Patterns

To support development of “London’s Landing” with a mix of non-residential and residential uses, and contribute to the establishment of an unique working, recreational, and living environment that respects the area’s heritage, new development should:

- a) Project a “small town” scale and ambience characterized by:

- i) In the mixed use area, a “fine grained urban fabric” composed of many small and simple, yet distinctive, buildings set close together on small lots so as to define an informal network of meandering pedestrian routes and intimate open spaces;
 - ii) Fronting Dyke Road in the “Heritage Residential” area, larger homes on wide lots designed to reinforce the image of well appointed homesteads lining the semi-rural riverfront;
 - iii) In the residential area, distinct clusters of single- and/or multiple family residential units oriented around streets or auto courts and defined by broad, semi-rural landscaped areas so as to resemble traditional groupings of farm buildings;
- b) Contribute to a varied streetscape characterized by pedestrian-oriented buildings sited, not to conform rigidly to the grid of City streets or consistent setback lines, but to take advantage of:
 - i) Views to the river, harbour, and farmland;
 - ii) Opportunities to create interesting views to “London’s Landing” from the river;
 - iii) Street-end views to the area, especially looking south on No. 2 Road and west on Dyke Road;
 - iv) Proximity to the trail system, other pedestrian routes, and local landscape features (i.e. the grade change along the north side of Dyke Road);
 - v) Solar exposure for outdoor activities;
 - vi) In the “Heritage Residential” and residential areas, opportunities to create innovative lot layouts, sizes, and configurations to reinforce the intended semi-rural character;
- c) Improve the ease of vehicular movement through the mixed use area by:
 - i) Setting obstructions (i.e. buildings, structures, trees, and soft landscaping) away from areas where large vehicles are required to manoeuvre;
 - ii) Providing special curb and surface treatments, especially at street corners and driveway entrances;
 - iii) Installing protective measures, as required (i.e. bollards near building corners, trees, and pedestrian paths);
- d) Link publicly-oriented and residential uses via:
 - i) An informal network of pedestrian routes;
 - ii) Connections between adjacent parking areas, shared driveways, etc.;

- e) Avoid segregating residential uses from non-residential uses, in favour of an approach which sees them:
 - i) Share a common architectural scale, characteristics and features;
 - ii) United around special landscape elements (i.e. a public open space);
 - iii) Coordinated through the help of sensitive orientation, architectural elements, and landscape measures.

Massing and Height

To respect the scale of surrounding development and contribute to the establishment of a distinct, mixed use riverfront community with an intimate, human scale, new development should:

- a) Typically be simple structures;
- b) In the case of principal buildings, generally be two-storeys and 9 m (29.5 ft.) in height, except where additional height is desirable in order to:
 - i) Contribute to a dynamic streetscape/riverscape and/or landmark features through the introduction of special roof forms and taller buildings or portions of buildings;
 - ii) Accommodate the relocation of larger historic structures;
 - iii) Complement the scale and character of adjacent structures, especially where they are of historic significance;
 - iv) Enhance residential development opportunities, livability (i.e. through improved views or privacy), and character; or
 - v) Avoid the need for significant landfill in areas where existing grade is substantially below the elevation of the dyke.
- c) Typically limit the length of building frontages to a maximum of 20 m (65.6 ft.) (e.g. such that larger developments are broken into multiple smaller buildings), except along the Dyke Road frontage of the “Heritage Residential” area where appropriate minimum and maximum building frontages for new construction should be determined based on that of London Farm, McKinney house, and any other relocated historic structures.

Architectural Elements

To contribute towards a distinct architectural character for the “London’s Landing” area complementary to its riverfront setting, new development should:

- a) In the mixed use area:



*McKinney House on Dyke Road
(c. 1914)*

- i) Contribute to an interesting and varied roofscape which includes, but is not limited to, the symmetrical hip and gable forms common to nearby residential development;
 - ii) Incorporate and blend elements of residential and non-residential buildings to create a unique style which avoids a distinctly residential, industrial, retail, etc. “look” (i.e. residential-style window boxes under industrial windows, industrial-style glazed garage doors on residential and retail units, etc.);
 - iii) Ensure that accessory buildings visible from public areas and residences exhibit the same character and level of finish as the associated principal building(s);
 - iv) Provide pedestrian weather protection to enhance public access to and enjoyment of retail, restaurant, and related uses, and between pedestrian areas or nearby buildings offering weather protection (e.g. where there is a “gap” in an otherwise continuously protected pedestrian route);
 - v) Employ durable materials, finishes, and details throughout the area which are complementary to those in the adjacent “Heritage Residential” area and characteristic of Steveston’s riverfront industrial uses (i.e. corrugated metal and wood siding and roofing, heavy timber structures, etc.);
 - vi) Use colour to complement the area’s “Heritage Residential” neighbours, and enhance the identity of “London’s Landing” and the distinctiveness of its individual buildings;
- b) In the “Heritage Residential” area:
- i) Exhibit a similar scale, form, massing, character, architectural details and features (i.e. porches), and materials as that of London Farm, the McKinney house, and any other relocated houses;
 - ii) Where buildings front Dyke Road, exhibit a strong single-family home character regardless of the number of units contained within a single structure;
 - iii) Use colour to reinforce the intended “heritage appeal” of this area and its image on the riverfront;
- c) In the residential area respect development in the “Heritage Residential” area without mimicking it by:
- i) Creating roofscapes typically characterized by:
 - Steeply sloped principle roofs combined with more gently sloped secondary roofs;
 - Flat roofs used as habitable decks;

- A limited number of special roof features (across the neighbourhood) designed to provide a desirable landmark or enhance overall character;
 - Roof cladding of wood (i.e. shake or shingle) or metal sheet (i.e. corrugated, standing seam, or V crimp);
- ii) Creating streetscapes characterized by features which expand/enhance usable residential space, strengthen relationships with the public realm, and contribute to a distinctive character, including:
- Generous, usable entry porches (e.g. extending across roughly half of each grade level unit's front façade with a minimum depth of approximately 2.4 m/7.9 ft. and projecting up to 1 m (3.3 ft.) into the front yard setbacks;
 - Balconies, decks, terraces, and roof decks designed to provide usable private outdoor space, and enhance access to views and sun;
 - Bay windows, french balconies, window boxes, etc. which enhance both the interior living space and the personality of a dwelling on the street;
 - Front doors opening onto well designed/functional entry areas (i.e. not sliding patio doors onto the street or front doors opening directly onto living rooms without benefit of an entry area, closet, etc.);
 - Garages which are designed to the same level of quality as the principle buildings;
 - Variations in building form to acknowledge special places or “gateways”, or to provide visual interest and more dynamic living spaces (i.e. a structure's top storey may project through the main roof as a turret, dormers, etc.); and
- iii) With regard to materials, promoting building designs which:
- Focus attention on their high quality of materials and craftsmanship, and their “fit” with the “Heritage Residential” and mixed use areas and the riverfront;
 - Avoid materials having artificial “heritage” looks;
 - Avoid materials/elements which do not reinforce the area's intended character.

Landscape Elements

To enhance the area's semi-rural landscape and create a pedestrian-friendly environment, new development should

- a) Ensure that four distinct types of publicly-accessible open space are provided in the area, including:

- i) Small open spaces developed in association with the area's most public uses (i.e. retail, restaurant, etc.) providing a place to rest, people-watch, dine, and/or be entertained;
 - ii) Quiet landscaped pockets primarily for the use of local residents and workers who need a comfortable place away from noise and traffic to rest, eat their lunch, allow tots and younger children to play in an easily supervised setting, etc.;
 - iii) A "town square" designed as a small, intimate, green, gathering space enlivened by its proximity to surrounding active, public uses, and acting as the public focus of the "London's Landing" community;
 - iv) Linear open spaces, trails, and pedestrian routes linking residents with local amenities and the river, and providing an informal network of narrow, interesting routes through the mixed use area;
- b) Where properties face existing farmland north of "London's Landing", provide a landscape buffer in the form of a hedgerow incorporating large growing deciduous trees (in an evenly spaced line or informal groupings to facilitate views to the north) commonly used in Richmond's agricultural areas and a variety of indigenous/naturalized plant material designed to provide a dense year-round screen at least 1.9 m (6 ft.) high, and seasonal colour and interest. Refer to the Official Community Plan for additional guideline requirements for properties adjoining or reasonably adjacent to the edge of the Agricultural Land Reserve;
 - c) Where properties designated for mixed use development face areas designated for "Heritage Residential" or residential uses across a public street, provide a landscape buffer in the form of a 6 m (19.7 ft.) deep landscaped setback on both properties, typically incorporating a lawn and a variety of large growing deciduous shade trees and evergreen trees;
 - d) Where it is necessary to raise the grade of a property, ensure that any retaining walls are sensitively designed and planted to reinforce intended local character by:
 - i) Coordinating the form, materials, and scale of retaining walls with those on neighbouring properties;
 - ii) Avoiding a rigid, regimental look (i.e. continuous flat wall or regular repetitive pattern over an extended distance);
 - iii) Introducing variety (i.e. through a combination of landscaped bank and wall, various wall alignments and/or heights, etc.);
 - iv) Incorporating special features (i.e. trees) and planting;

- e) Plant large growing deciduous trees alone, in clusters, or in rows in feature locations to:
 - i) Provide a backdrop for development;
 - ii) Mark pedestrian routes;
 - iii) Create a special landscape feature, especially where that feature will contribute to the area's identity (i.e. a row of large trees lining No. 2 Road or defining the edge of residential development along Princess Street) and/or the amenity of a public or semi-public space (i.e. a large shade tree in an open space, outdoor dining area, or residential auto-court);
 - iv) Enhance residential on-site open space and create a distinctive character;
 - v) Enhance parking areas;
- f) Support development of London Road east of Dyke Road, Princess Street, and all publicly-accessible roads and lanes east of Princess Street in manners which will calm traffic and encourage safe, shared pedestrian/vehicular use of the roadway;
- g) Typically keep sidewalks narrow and, where it is desirable to provide a broad area between roadway pavement and the face of a building, incorporate special tree planting, landscaping, seating and/or other features which help to maintain an intimate, human scale along the streetfront.

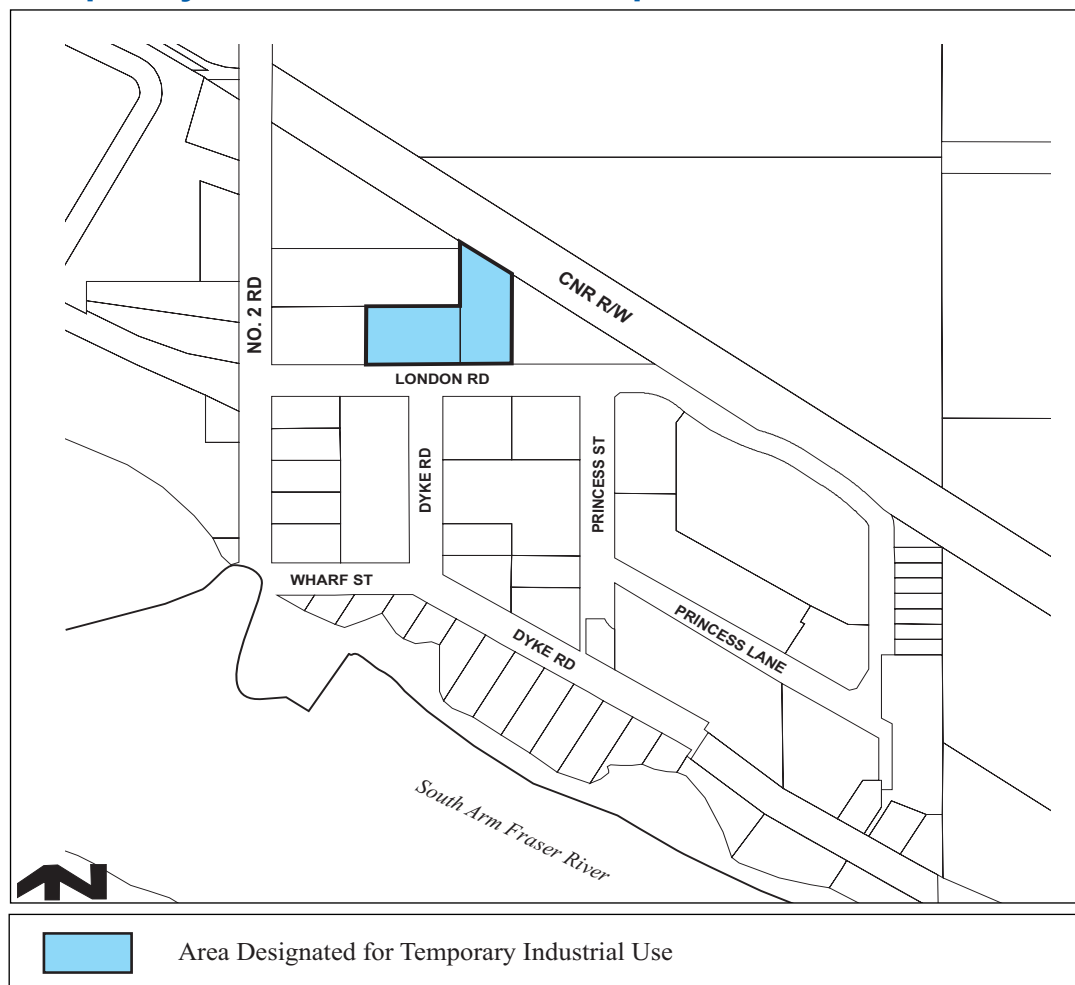
Parking and Services

To accommodate convenient parking and loading for "London's Landing's" planned mix of uses without compromising the area's appearance, safety, or amenity, new development should:

- a) In the mixed use area:
 - i) For lands north of London Road or east of Dyke Road, typically situate parking and loading to the rear of buildings with access from lanes or shared driveways;
 - ii) For lands south of London Road and west of Dyke Road, either:
 - Screen parking and loading from view from key pedestrian areas, the trail, and streets with an appropriate landscape buffer or by containing them within principal and/or accessory building(s); or
 - Provide parking in small lots designed as attractive, hard-surfaced open spaces which visually complement the area, and design loading to the same level of finish as other publicly visible/accessible areas and integrate it with the overall building design (or even make it an interesting feature);

- iii) Ensure that residential tenant parking is designated and secured apart from that intended for non-residential users;
- b) In the “Heritage Residential” and residential areas, ensure that parking access and facilities are in keeping with intended local character by designing such elements to:
 - i) Resemble historic models (i.e. gravel driveways and auto-courts, grass strips set into driveways, garages which are independent of and to the rear of principle buildings, etc.);
 - ii) Coordinate with and enhance each development’s appearance and livability.

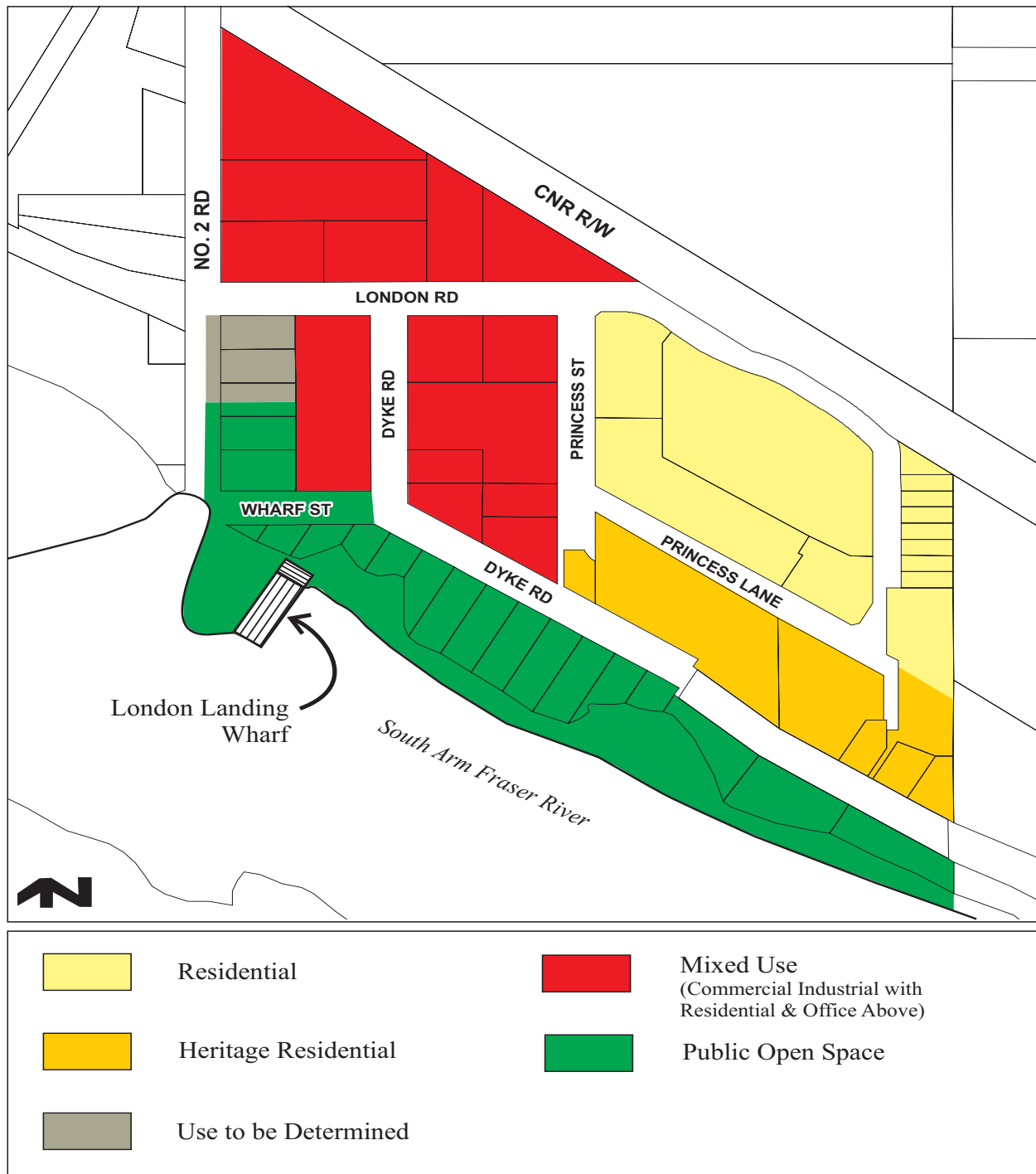
Temporary Industrial Use Areas Map



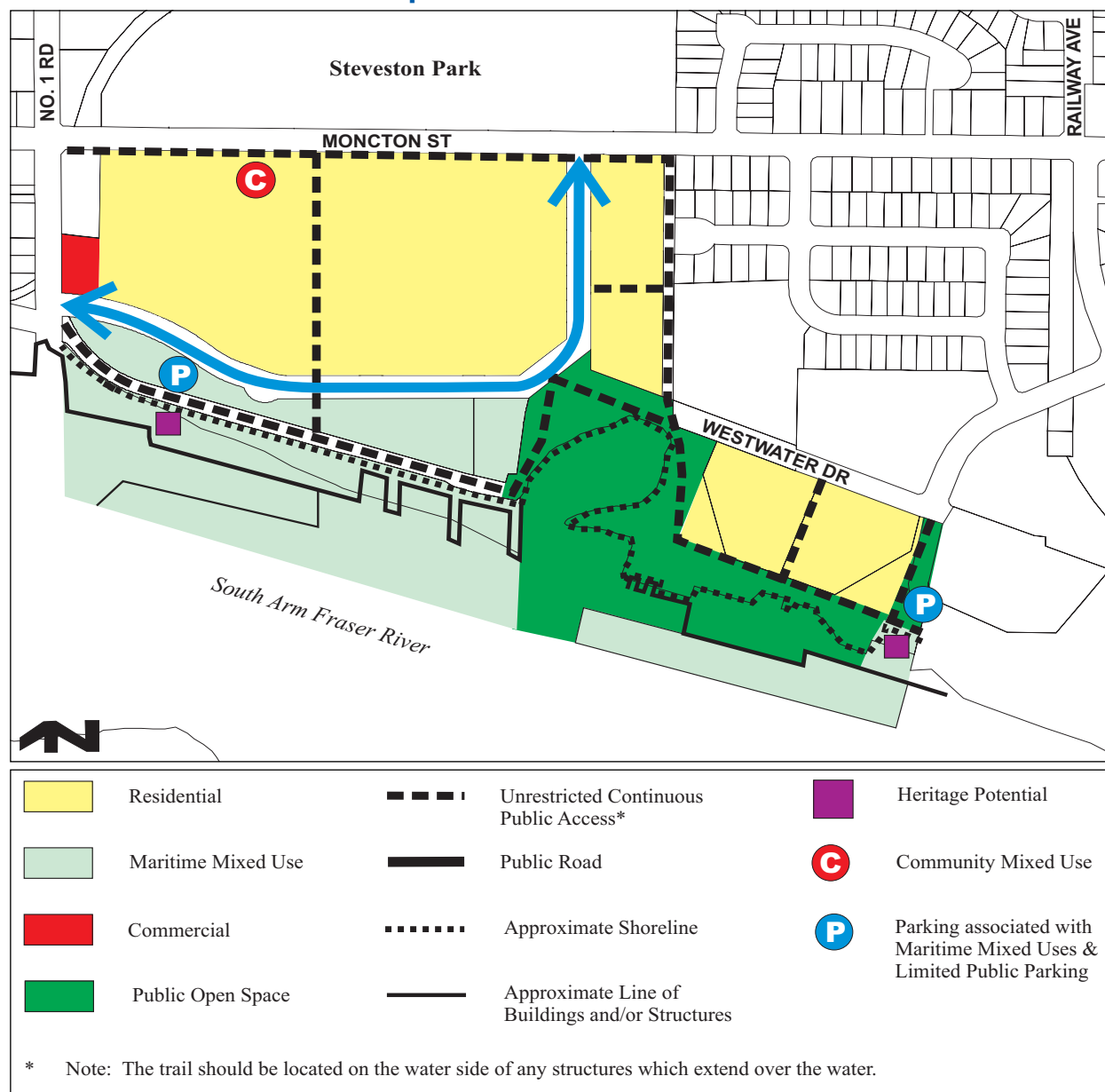
Guidelines for the Issuance of Temporary Industrial Use Permits

1. A temporary industrial use permit may be issued to permit open storage of motor vehicles, motor homes, trucks, campers and boats.
2. The north boundary of 6225 London Road shall be fenced and landscaped to provide a visual screen for the proposed use.

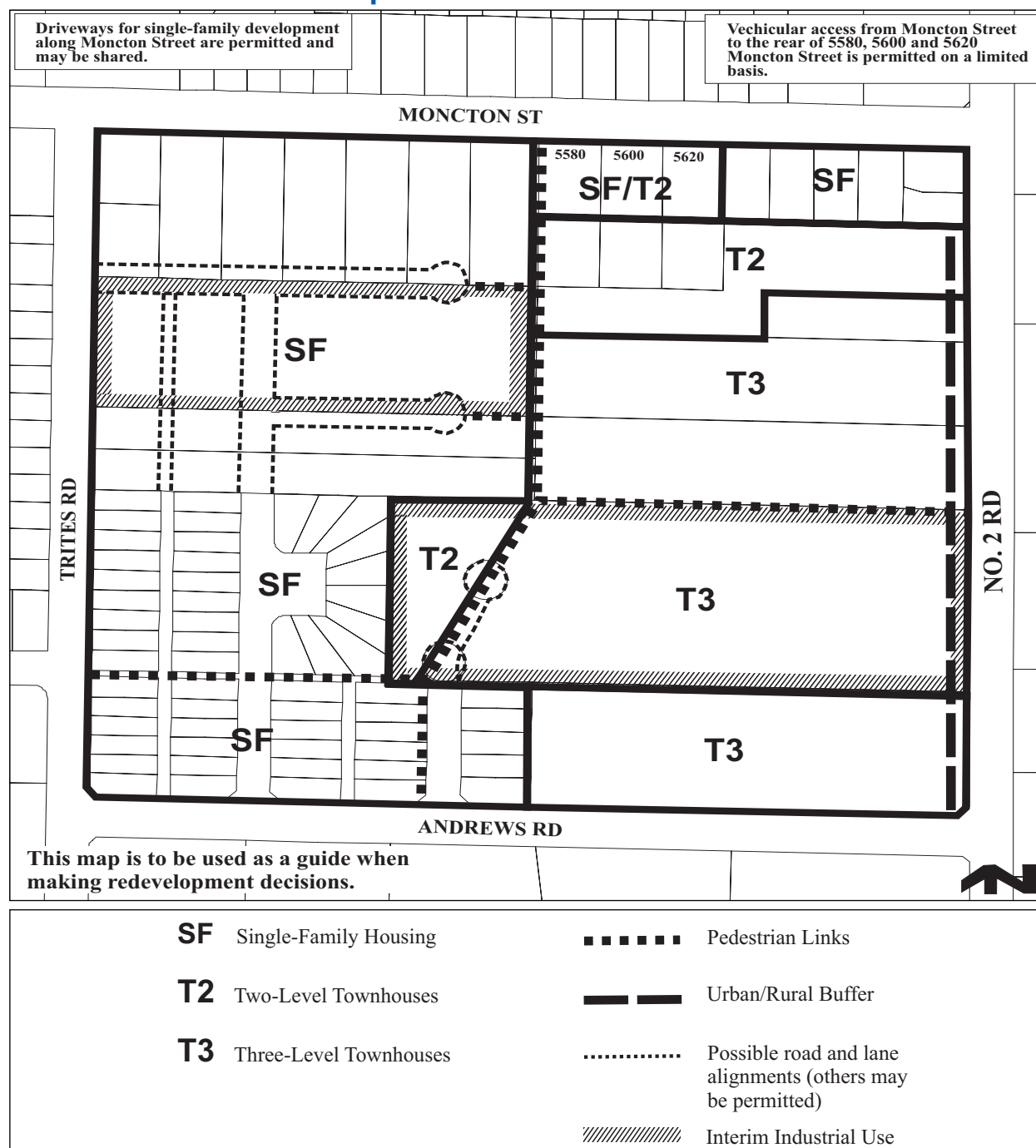
London/Princess Land Use Map



BC Packers Land Use Map

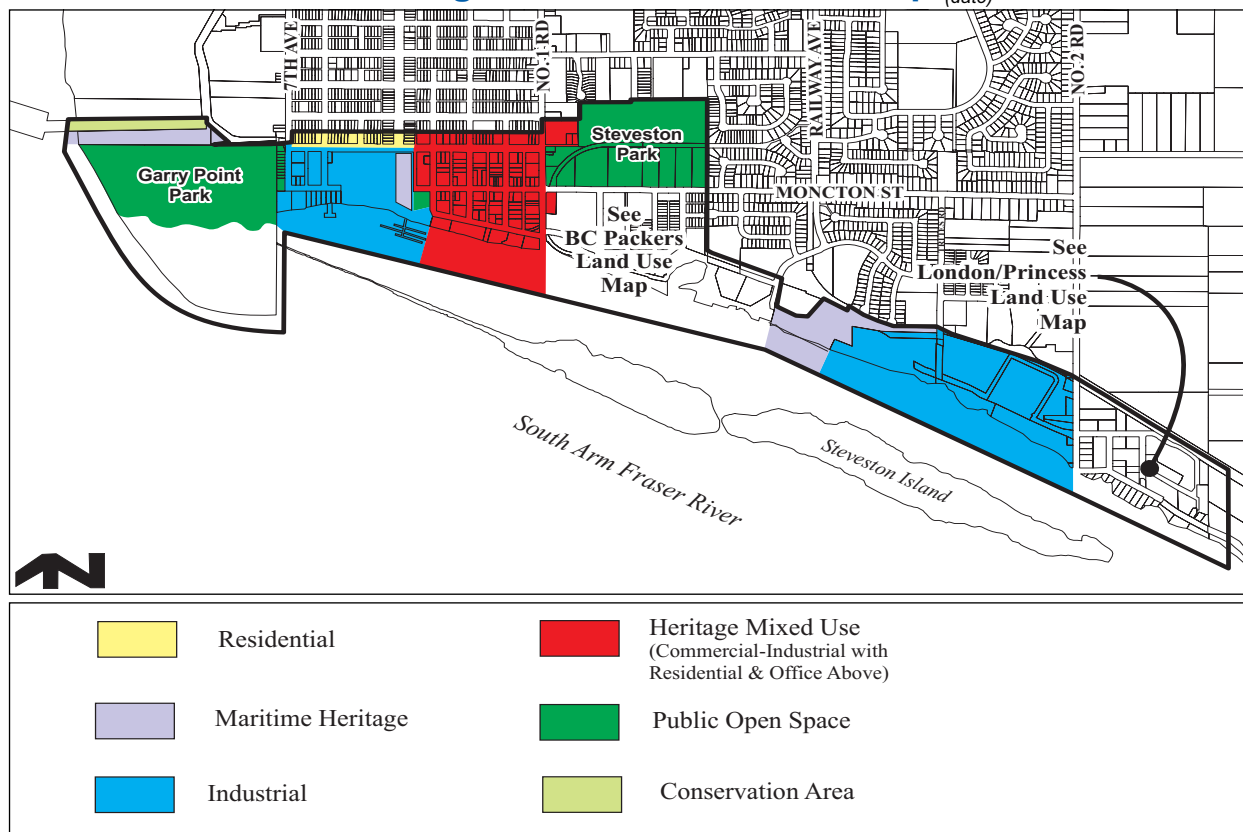


Trites Area Land Use Map

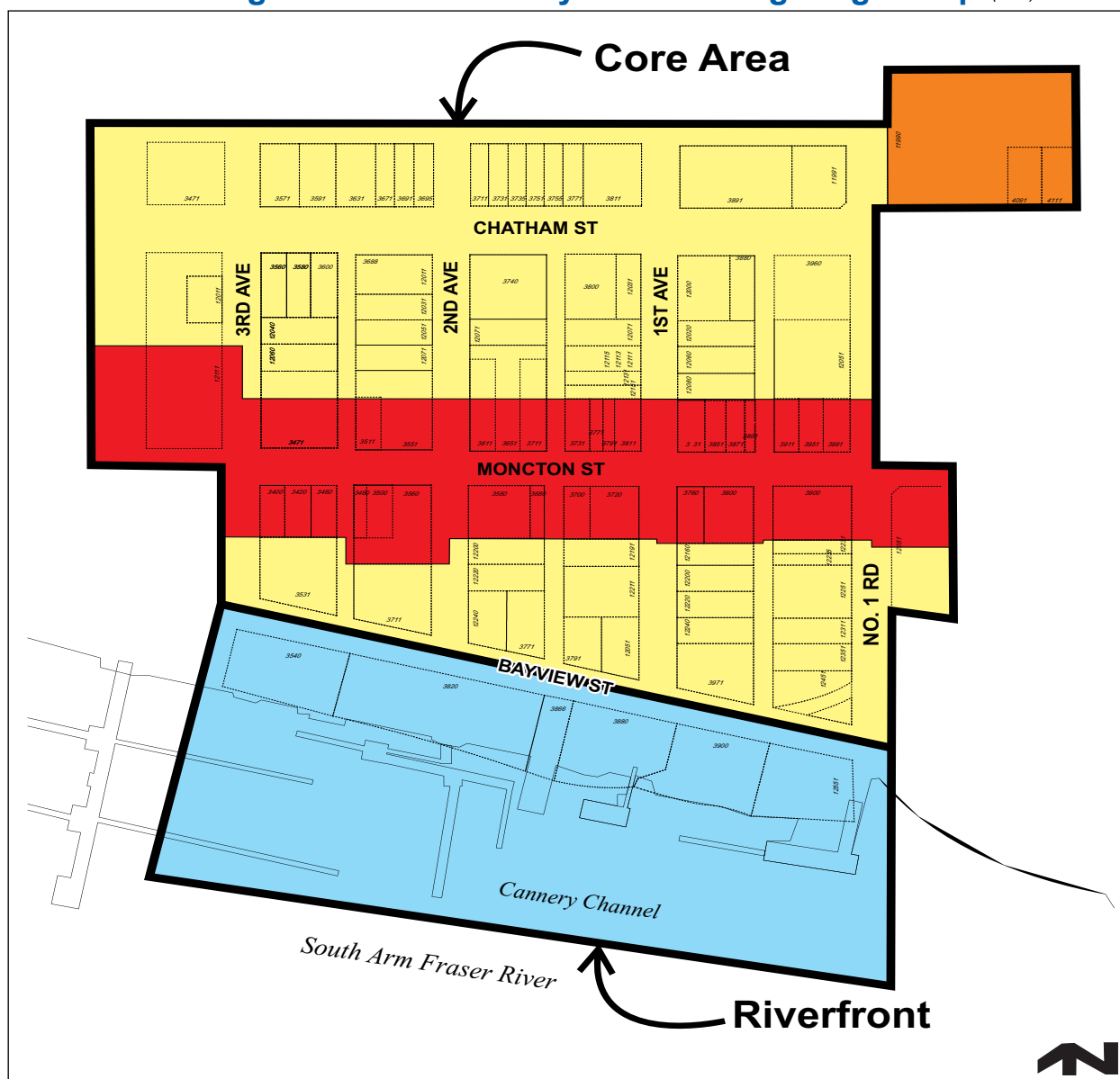


Steveston Waterfront Neighbourhood Land Use Map

Bylaw 8403
(date)



Steveston Village Land Use Density and Building Height Map Bylaw 8403 (date)



		Maximum FAR	Maximum Storeys	Maximum Building Height
	Core Area, generally	1.6	3	12 m *
	Moncton Street **	1.2	2	9 m *
	11990 No 1 Road	1.75	5	21 m
	Riverfront Area	1.6	3	20 m GSC ***

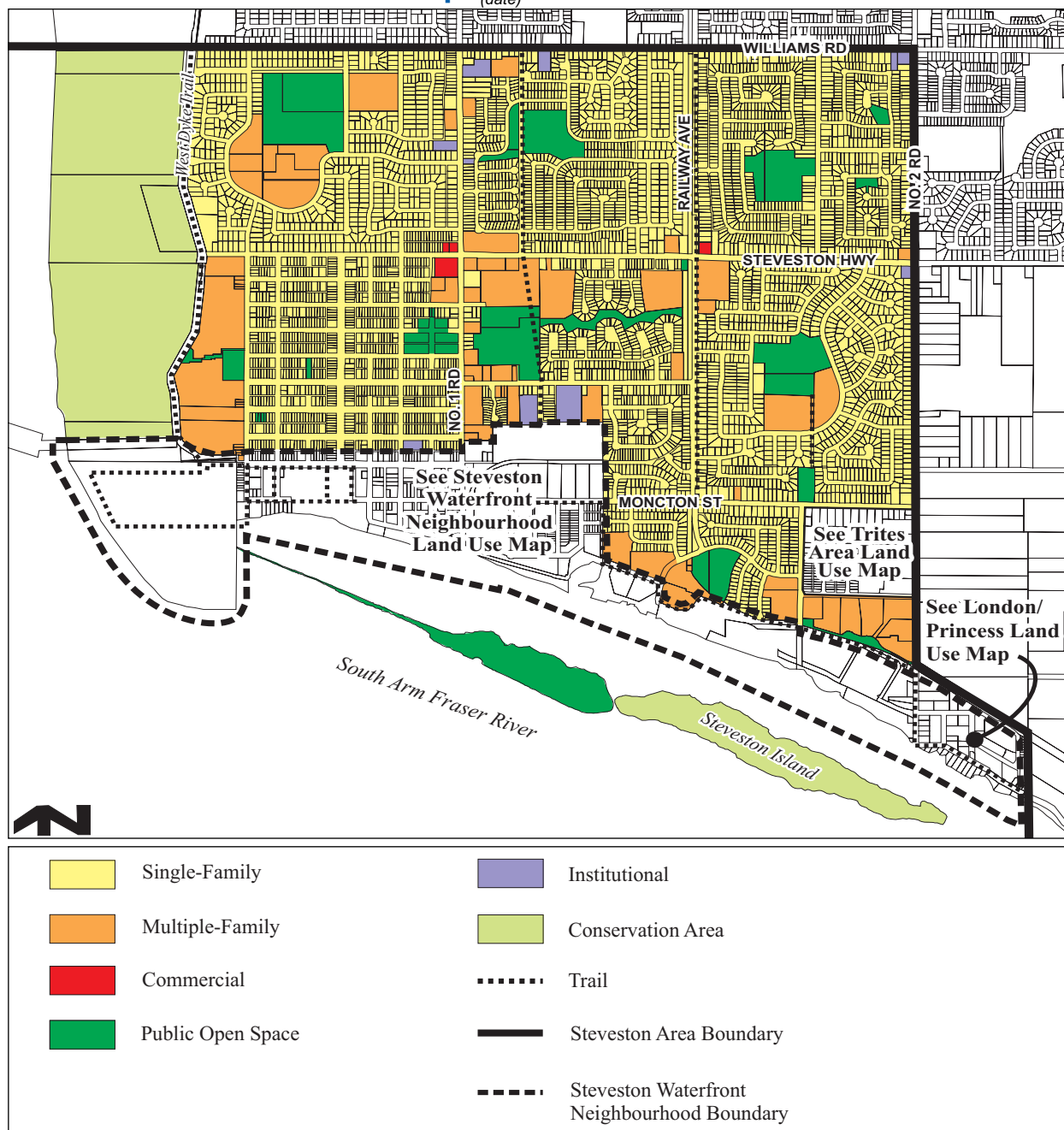
* Maximum building height may increase where needed to improve the interface with adjacent existing buildings and streetscape, but may not exceed the maximum storeys.

** Three-storey building height with additional appropriate density may be considered in special circumstances (See Section 4.0 Heritage).

*** Maximum building height may not exceed the height of the Gulf of Georgia Cannery, which is approximately 22 meters GSC.

Steveston Area Land Use Map

Bylaw 8403
(date)



Definitions

Note: Schedule 1 of the OCP contains a definitions section which applies to the entire OCP. The following definitions apply to this area only.

Heritage	Means anything of a physical, cultural or social nature that is unique to and valued by a community and can be passed from generation to generation.
Heritage Residential	As applied to the London/Princess node means those areas intended to accommodate residential structures of recognized historic significance, or new structures designed to a distinctive heritage appearance reflective of Steveston's character.
Home Port	Means an area of land and water in which provision is expressly made for the moorage of commercial fishing boats and other commercial vessels, and for the land based services that support a maritime economy.
Industrial	Means a use providing for the manufacturing, processing, assembling, fabrication, storing, transporting, distributing, testing, servicing or repair of goods, materials or things, with or without an ancillary office to administer the industrial use on the site. Industry includes the operation of truck terminals, docks and railways, and wholesale businesses.
Institutional	Those areas accommodating organizations established for civic, political, religious, social cultural, educational, health care, or like purposes.
Light Industrial	Means industry which is wholly enclosed within a building or buildings except for the storage of commercial vehicles, recreation vehicles and boats, and which is not offensive by reason of smoke, noise, vibration, dirt, glare, odour or electrical interference.
Maritime Heritage	Those areas where the principal use is a historic site associated with the fishing industry and which is used to accommodate features such as traditional moorage, heritage artifacts and structures, museums, education facilities, and related programs and services.

Maritime Mixed Use

Means an area set aside to support the maritime economy, with an emphasis on uses which support primarily the commercial fishing fleet, including:

- i) Custom Workshops;
Enclosed Storage Facilities;
Fish Auction and Off-loading;
Laundry and Drycleaning;
Light Industrial;
Maritime Educational Facilities;
Moorage;
Offices;
Other Services Related to Maritime Uses;
Parking;
Service and Repair of Boats and Marine Equipment.
- ii) Retail uses are accommodated as accessory uses in the Maritime Mixed Use Area, between Phoenix Pond and No. 1 Road.
- iii) Between Phoenix Pond and No. 1 Road, residential uses are accommodated above grade and only over the dry land portions of the Maritime Mixed Use area as a secondary use. In addition, residential uses are to be situated so as to minimize potential conflicts with other uses.

Mixed Use (Commercial-Industrial with Residential & Office Above)

A combination of commercial and industrial uses permitted within the same building, including residential and/or office uses above grade.

Pedestrian Arcade

Means an exterior pedestrian passageway, with or without a roof, typically abutting shop fronts.

Residential

Housing and uses associated with residential neighbourhoods including: single-family, two-family and multiple-family housing; childcare facilities; group homes; community uses; and home occupation. Local commercial uses of no more than 375 m² (4,036 ft²) may be provided as part of a residential development where they will complement adjacent uses, be conveniently accessible by local roads and pedestrian routes, and enhance the character of the neighbourhood.

Single-Family Residential

Means a detached building used exclusively for residential purposes, containing one dwelling unit only. A second dwelling unit may be permitted under special policy and zoning controls.



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 8404**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by replacing: the intent statement, MIXED COMMERCIAL/RESIDENTIAL USE (PERMITTED USES), and Clause 234.2 (PERMITTED DENSITY) of Section 234 "STEVESTON COMMERCIAL (TWO-STOREY) DISTRICT (C4)" with the following:

"The intent of this medium density zoning district is to support the conservation of the heritage character of Steveston Village, while providing for the shopping, personal service, business, entertainment, mixed commercial/residential and industrial needs of the Steveston area."

"**MIXED COMMERCIAL/RESIDENTIAL USE**; except that: No portion of the first storey of a building within 9 m (29.53 ft.) of the front property line shall be used for residential purposes; despite the exception, an entrance to the residential use or parking area above or behind the commercial space is permitted if the entrance does not exceed 2.0 m (6.56 ft.) in width;"

"234.2 PERMITTED DENSITY

.01 Maximum Floor Area Ratio:

- (a) For Automobile Parking as a principal use: No maximum limit.
- (b) For all other uses: 1.0 (exclusive of parts of the building which are used for off-street parking purposes, or public pedestrian passage right-of-way)"

2. Richmond Zoning and Development Bylaw 5300 is amended by inserting the following into Section 234 "STEVESTON COMMERCIAL (TWO-STOREY) DISTRICT (C4)":

"234.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 Road Setbacks: Building front facades facing a public road shall not be set back from the public road property line, except for the following elements:

- (a) 1.5 m maximum setback of ground floor building face (to underside of floor or roof structure above), accompanied with support posts at the front property line, and at historic lot line locations (see "Steveston Village Historic Lot Line Map" in Steveston Area Plan);
- (b) Entrance to a ground level public right-of-way maximum 2.4 m wide, but not more than 25% of facade width;
- (c) Recessed balcony opening(s) maximum 2.4 m wide and total aggregate width maximum 25% of lot width; and

- (d) The aggregate area of all recesses and openings in items (a), (b), and (c) to not exceed a maximum of 33% of building facade measured from ground level to parapet cap by the facade width."

3. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 8404".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

APR 27 2009

CITY OF RICHMOND
APPROVED by

APPROVED by Director or Solicitor


MAYOR

CORPORATE OFFICER



Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 8405

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

1. Richmond Zoning and Development Bylaw 5300 is amended by replacing: the intent statement, **MIXED COMMERCIAL/RESIDENTIAL USE (PERMITTED USES)**, and clause 235.2 (**PERMITTED DENSITY**) in Section 235 "Steveston Commercial (Three-Storey) District (C5)" with the following:

"The intent of this medium density zoning district is to support the conservation of the heritage character of Steveston Village, while providing for the shopping, personal service, business, entertainment, mixed commercial/residential and industrial needs of the Steveston area."

"MIXED COMMERCIAL/RESIDENTIAL USE; except that: No portion of the first storey of a building within 9 m (29.53 ft.) of the front property line shall be used for residential purposes; despite the exception, an entrance to the residential use or parking area above or behind the commercial space is permitted if the entrance does not exceed 2.0 m (6.56 ft.) in width;"

"235.2. **PERMITTED DENSITY**

.01 Maximum Floor Area Ratio:

- (a) For Automobile Parking as a principal use: No maximum limit.
- (b) For all other uses: 1.0 (exclusive of parts of the building which are used for off-street parking purposes, or public pedestrian passage right-of-way)"

2. Richmond Zoning and Development Bylaw 5300 is amended by inserting the following into Section 235 "Steveston Commercial (Three-Storey) District (C5)":

"235.4 **MINIMUM SETBACKS FROM PROPERTY LINES**

.01 Road Setbacks: Building front facades facing a **public road** shall not be set back from the **public road** property line, except for the following elements:

- (a) 1.5 m maximum setback of ground floor building face (to underside of floor or roof structure above), accompanied with support posts at the front property line, and at historic lot line locations (see "Steveston Village Historic Lot Line Map" in Steveston Area Plan);
- (b) Entrance to a ground level public right-of-way maximum 2.4 m wide, but not more than 25% of facade width;

- (c) Recessed balcony opening(s) maximum 2.4 m wide and total aggregate width maximum 25% of lot width; and
 - (d) The aggregate area of all recesses and openings in items (a), (b), and (c) to not exceed a maximum of 33% of building facade measured from ground level to parapet cap by the facade width."
3. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 8405"**.

FIRST READING

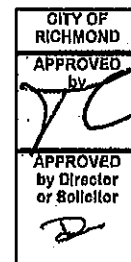
PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

APR 27 2009



MAYOR

CORPORATE OFFICER