

Report to Development Permit Panel

Planning and Development Department

To:

Development Permit Panel

Date:

May 3, 2012

From:

Brian J. Jackson, MCIP

File:

DP 12-602996

Director of Development

HA 12-602998

Re:

Application by City of Richmond for a Development Permit and Heritage

Alteration Permit at 3811 Moncton Street

Staff Recommendation

- 1. That a Development Permit be issued which would permit the rehabilitation of the exterior of the Japanese Fishermen's Benevolent Society Building, a designated Heritage Building, in order to re-use the building as a wing of the Steveston Museum at 3811 Moncton Street on a site zoned Steveston Commercial (CS2); and
- 2. That a Heritage Alteration Permit be issued for 3811 Moncton Street in accordance with Development Permit (DP 12-602996).

Brian J. Jackson, MCIP Director of Development

SB:blg Att.

Staff Report

Origin

The City of Richmond has applied for permission to rehabilitate the exterior of the Japanese Fishermen's Benevolent Society Building, which is designated as a Heritage Building in order to re-use the building as a wing of the Steveston Museum at 3811 Moncton Street on a site zoned Steveston Commercial (CS2).

The Moncton site currently contains a 1½ storey heritage building (Steveston Museum), fronting onto Moncton Street and a one-storey heritage building (Japanese Fishermen's Benevolent Society Building), fronting onto 1st Avenue.

No rezoning or Servicing Agreement is required as part of this building rehabilitation.

Development Information

The Development Permit and Heritage Alteration Permit to relocate the Japanese Fishermen's Benevolent Society Building from 4091 Chatham Street to its current location at 3811 Moncton Street was presented to Development Permit Panel on October 28, 2009 and approved by Council on November 9, 2009 (DP 09-494467 and HA 09-494489).

The subject development proposal includes the following rehabilitation works for the building exterior:

- Repair of the existing building envelope and replacement of any damaged components.
- Restoration of the front porch to its original configuration as determined through existing building materials and archival photographs.
- Restoration of the roof to its original material with cedar shingles.
- Painting of building exterior and trim with heritage colours that are complimentary to the existing colour and historical era of the building.
- Addition of a new double door in an existing door opening, new step and concrete patio at the rear of the south façade.
- Addition of a new door, access for people in wheelchairs, and partially enclosed glazed connection between the Steveston Museum and the Japanese Fishermen's Benevolent Society Building.
- Addition of a gravel path on the north side of the building to provide a connection from 1st Avenue into the green space that fronts onto 1st Avenue and Moncton Street (Steveston Townsquare).

The interior of the building also requires rehabilitation and will be addressed at a later date by Culture and Heritage staff. A Development Permit and Heritage Alteration Permit are not required for interior works.

Please refer to the attached Development Application Data Sheet (Attachment 1) for a comparison of the proposed development data with the relevant bylaw requirements.

Background

The subject site is located in the "Core Area" of the Steveston Village Heritage Conservation Area (Steveston Area Plan). Development surrounding the subject site is as follows:

- To the north, is a two-storey mixed-use building with residential above commercial at grade, zoned Steveston Commercial (CS3);
- To the east, across 1st Avenue, is a one-storey commercial heritage building, zoned Steveston Commercial (CS2);
- To the south, (on the same site), is a 1½ storey institutional heritage building (Steveston Museum), zoned Steveston Commercial (CS2); and
- To the west, is a green space (Steveston Townsquare), zoned Steveston Commercial (CS2).

Staff Comments

The proposed scheme attached to this report has satisfactorily addressed the significant urban design issues identified as part of the review of the subject Development Permit and Heritage Alteration Permit applications. In addition, the proposal complies with the intent of the applicable sections of the Official Community Plan (OCP) and is generally in compliance with the Steveston Commercial (CS2) zone.

Richmond Heritage Commission Comments

Due to the heritage nature of the project, the application was presented to the Richmond Heritage Commission and not to the Advisory Design Panel. The Richmond Heritage Commission was supportive of the proposal, subject to presentation and consultation with key community groups such as the Steveston Historical Society. The conservation plan was presented to and endorsed by the Steveston Historical Society in February, 2012. The Commission also recommended reaching out to members of the Japanese-Canadian community to inform the interpretive plan, which will be pursued by Culture and Heritage staff at a later date as part of the interior work program. A copy of the relevant condensed excerpt from the Richmond Heritage Commission Minutes from Wednesday, January 18, 2012 is attached for reference (Attachment 2).

Analysis

Conditions of Adjacency

• The proposed restoration works enhance the existing pedestrian-orientation of the streetscape with greater openness and pedestrian scale detail at the front porch entrance.

Urban Design and Site Planning

- The heritage character of the building and streetscape is enhanced with the rehabilitation of the building exterior, restoration of the front porch entry, and transparent connection between the heritage Steveston Museum and the Japanese Fishermen's Benevolent Society buildings.
- An access for people in wheelchairs is provided to the building as part of the new connection addition between the existing buildings. Accessibility measures to ensure barrier-free use will be addressed as part of the future interior works.
- A pedestrian connection is provided on the north side of the building to the green space that fronts onto 1st Avenue and Moncton Street (Steveston Townsquare). This new path replaces the existing boardwalk between the buildings.
- No driveway or parking is located on-site. A variance was approved by Council
 (DP 09-494467) to not provide off-street parking on the subject heritage building site.

Architectural Form and Character

- The heritage character of the building supports the streetscape and urban quality of Steveston Village sought in the Steveston Area Plan. The existing heritage building materials and colours will be maintained and enhanced with repair and restoration.
- New proposed additions are simple and as transparent as possible to:
 - > maintain a clear distinction between the heritage buildings and the modern insertions;
 - > minimize any obstruction to opportunities to view the heritage buildings; and
 - > connect the buildings without competing with the visual impact of the heritage buildings.
- The existing building envelope will be repaired and any damaged components will be replaced. Materials include painted wood drop channel siding at the front of the building, painted wood v-groove siding at the rear of the building, painted wood window frames, painted wood trim, and painted aluminium gutters.
- The front porch will be restored to its original configuration as determined through existing building materials and archival photographs. The existing enclosed porch will be rebuilt to an open covered porch with wood column supports and double wood doors with glass panels.
- The existing asphalt roof will be restored to its original material with Cedar shingles.
- The building will be painted with Haddington Grey colour, and the trim will be painted with Oxford Ivory colour. The new steel structure will also be painted with the Haddington Grey colour. These heritage inspired colours are complementary to both the existing colour of the building and historical era of the building.
- A new glazed double door with painted steel frame will be inserted into an existing door opening, with new steel step and concrete patio at the rear of the south façade.
- A new partially enclosed glazed connection will be inserted between the buildings to providing a secure passageway between the two (2) buildings and access from 1st Avenue for people in wheelchairs. A new glazed single door with painted steel frame inserted into the south façade of the Japanese Fishermen's Benevolent Society Building to provide access.
- The new connection is essentially a transparent extension of the Steveston Museum's north wing, with the same massing and roof pitch. The connection is a free-standing steel frame structure with clear glass wall and roof panels. It stands on a new concrete slab and is not attached to the heritage building façades.

Landscape Design and Open Space Design

A new gravel path edged with wood strips will be added on the north side of the building to
provide a pedestrian connection from 1st Avenue into the green space that fronts onto both
1st Avenue and Moncton Street (Steveston Townsquare).

Conclusions

The proposed exterior rehabilitation of the Japanese Fishermen's Benevolent Society Building provides a community benefit by: conserving a heritage resource identified in the Steveston Village Conservation Strategy; and enhancing the heritage character of the Steveston Village Core Area.

Staff recommend that the Development Permit and Heritage Alteration Permit be issued.

Sara Badyal, M. Arch, MCIP

Swa Brdyal.

Planner 2

(604-276-4282)

SB:blg



Development Application Data Sheet

Development Applications Division

DP 12-602996 Attachment 1

Address: 3811 Moncton Street

Applicant: City of Richmond Owner: City of Richmond

Planning Area(s): Steveston Village Heritage Conservation Area

	Existing	Proposed	
Site Area:	613 m ²	Remains the same	
Land Uses:	Commercial Institutional/Museum	Remains the same	
OCP Designation:	Heritage Mixed-Use (Commercial-Industrial with Residential & Office Above)	Complies	
Zoning:	Steveston Commercial (SC2)	Complies	
Number of Units:	2 heritage buildings	New connection between existing buildings	

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 1.0	0.38	None permitted
Setback – Moncton Street: Building Porch	Max. 0 m Max. 1.5 m	0 m existing 1.64 m existing	None
Setback – 1 st Avenue:	Max. 0 m	0 m to 2.4 m existing	None
Setback - West Side Yard:	N/A	Min 5 m existing	None
Setback – North Rear Yard:	N/A	Min. 3.4 m existing	None
Height (m):	Max. 9 m & two-storey	Under 6 m existing	None
Off-street Parking Spaces:	0 by variance Approved DP 09-464467	0 existing	No new variance

Annotated excerpt from the Minutes from Richmond Heritage Commission

Wednesday, January 18, 2012

Japanese Fishermen's Benevolent Society Building Conservation Plan – James Burton

James Burton of Birmingham & Wood Architects and Planners presented the Conservation Plan to the Commission. Mr. Burton answered questions and the following was noted:

- Now that this building has been relocated, the current aim has been drafting a statement of significance and the proposed conservation plan.
- The eventual goal is to rehabilitate and integrate this building with the Steveston Museum.
- The Conservation Plan consists of an executive summary, statement of significance, condition survey and conservation plan.
- The statement of significance includes the description of the building, heritage values, and character-defining elements.
- This is a rare, unique and valuable building built some time in the early 1900's or very late 1890's and has been modified with additions and two (2) relocations. Its uses have ranged from residential to administrative.
- This building has undergone structural changes through the years with specific emphasis on the porch area. The aim is to reflect the intent of the original structure in most cases. The front porch element will be restored to its original details.
- This building had the unique feature of having two front doors side-by-side and was located between a hospital and a school.
- Mrs. Hajdo-Forbes discussed the possibility of speaking with individuals who grew up in the area in the mid 1900's. Mr. Burton agreed to provide Mrs. Hajdo-Forbes with a questionnaire to interview any individuals who could provide information on this house.
- This house has had different names over time including the "Nurses Residence" and the "Victorian Folkhouse", and has been residential from the 1950's on.
- During the restoration process, retention of the existing fabric of the building is a primary goal with replication of original materials when not salvageable.
- Discussion ensued on identifying impacts to the character-defining elements of the building. Discussion further ensued on conservation strategies and proposed alterations.
- It was noted that the museum will have one person to supervise both buildings. To enable such usage, a secure passageway will be constructed between the Steveston Museum and the Japanese Fishermen's Benevolent Society Building. Discussion ensued on this opening, and how to create a compatible, but distinct passage that will not impart a false sense of history.

It was moved and seconded that the Richmond Heritage Commission recommends support for the conservation plan as presented by James Burton of Birmingham & Wood Architects and Planners on January 18, 2012, subject to presentation and consultation with key community groups such as the Steveston Historical Society.

CARRIED (unanimously)

It was moved and seconded that the Richmond Heritage Commission recommends that museum staff undertake historical research gathered through an outreach to the members of the Japanese-Canadian community to inform the interpretive plan.

CARRIED (unanimously)



Development Permit

No. DP 12-602996

To the Holder:

CITY OF RICHMOND

Property Address:

3811 MONCTON STREET

Address:

C/O MICHAEL CHAN, FACILITIES

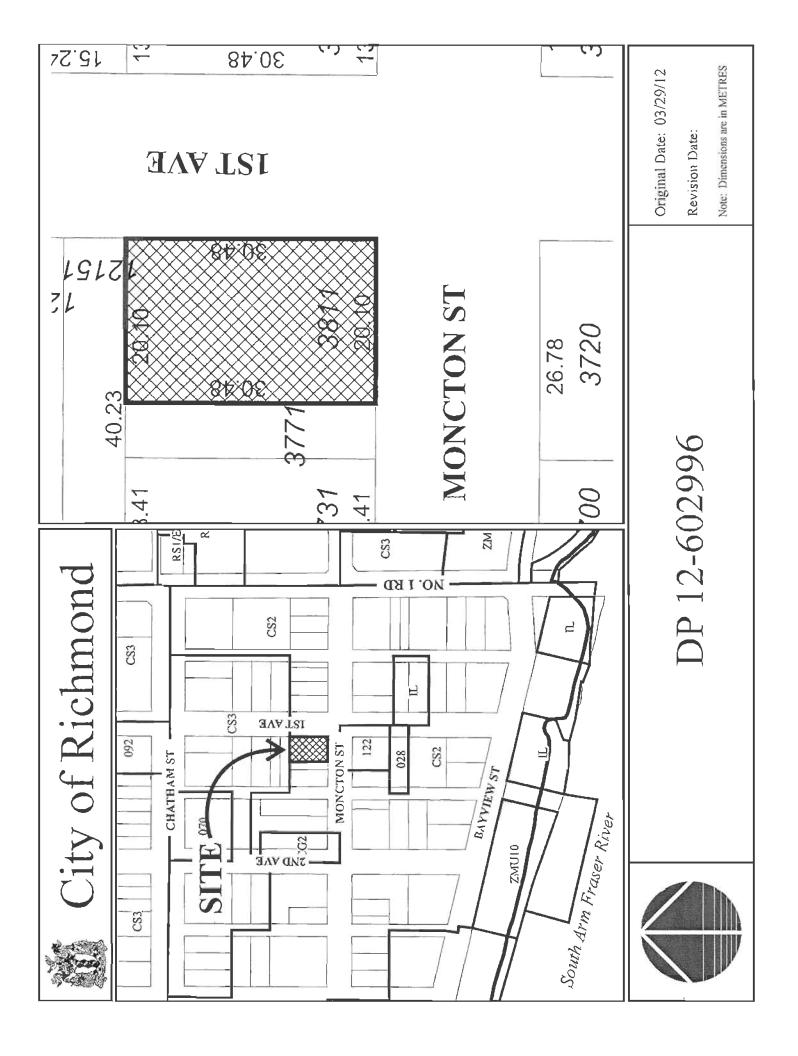
6911 NO. 3 ROAD

RICHMOND, BC V6Y 2C1

- 1. This Development Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
- 2. This Development Permit applies to and only to those lands shown cross-hatched on the attached Schedule "A" and any and all buildings, structures and other development thereon.
- 3. Subject to Section 692 of the Local Government Act, R.S.B.C.: buildings and structures; off-street parking and loading facilities; roads and parking areas; and landscaping and screening shall be constructed generally in accordance with Plans #1 to #9 attached hereto.
- 4. Sanitary sewers, water, drainage, highways, street lighting, underground wiring, and sidewalks, shall be provided as required.
- 5. If the Holder does not commence the construction permitted by this Permit within 24 months of the date of this Permit, this Permit shall lapse and the security shall be returned in full.
- 6. The land described herein shall be developed generally in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.

This Permit is not a Building Permit.

AUTHORIZING RESO DAY OF ,	LUTION NO.	1	SSUED BY TH	E COUNCIL THE
DELIVERED THIS	DAY OF	,		
MAYOR				

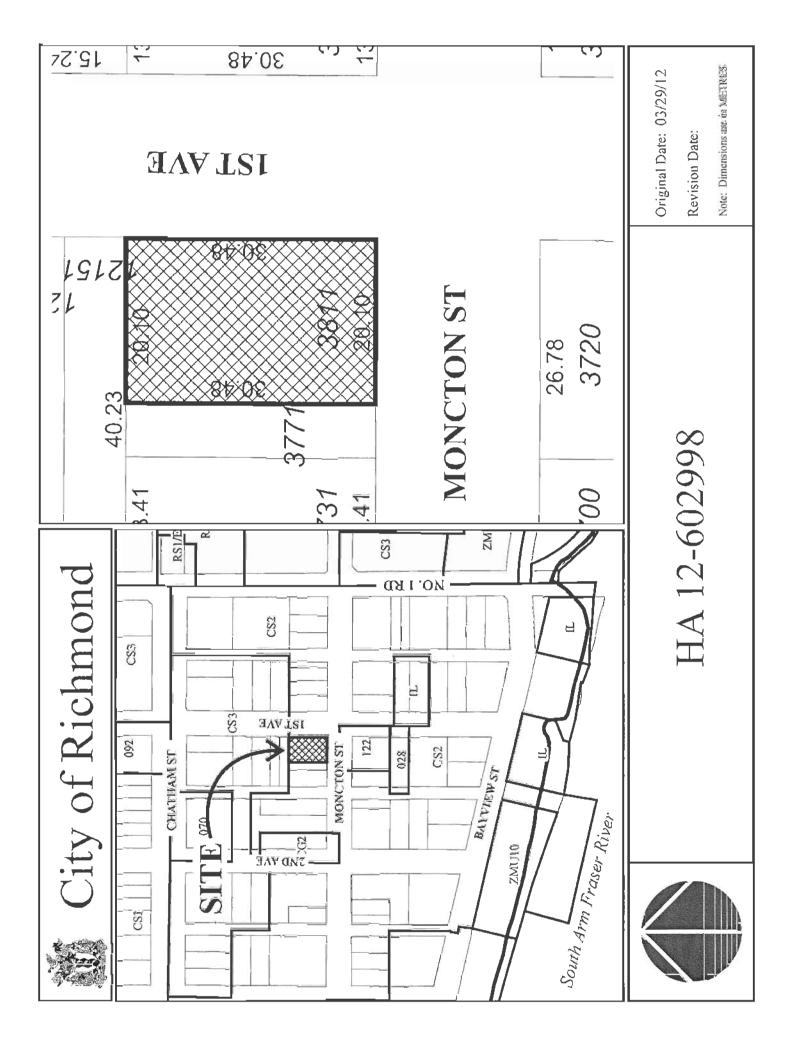




Heritage Alteration Permit Development Applications Division

		File No.: HA 12-602998			
То	the Holder:	der: City of Richmond			
Pro	operty Address:	ddress: 3811 Moncton Street			
Le	gal Description:	Lot A Section 10 Block 3 North Range 7 West New Westminster District Plan BCP42935			
(s.9	972, Local Governi	ment Act)			
1.	(Reason for Perm	it) □ Designated Heritage Property (s.967) □ Property Subject to Temporary Protection (s.965) □ Property Subject to Heritage Revitalization Agreement (s.972) □ Property in Heritage Conservation Area (s.971) □ Property Subject to s.219 Heritage Covenant			
2.	This Heritage A. 602996.	eritage Alteration Permit is issued in accordance with approved Development Permit DP 12-			
3.	This Heritage Alteration Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.				
4.	4. If the alterations authorized by this Heritage Alteration Permit are not completed within 24 months of the date of this Permit, this Permit lapses.				
	JTHORIZING RI Date>	ESOLUTION NO. <resolution no.=""> ISSUED BY THE COUNCIL THE DAY OF</resolution>			
DELIVERED THIS <day> DAY OF <month>, <year></year></month></day>					
\overline{M}	AYOR	CORPORATE OFFICER			

IT IS AN OFFENCE UNDER THE LOCAL GOVERNMENT ACT, PUNISHABLE BY A FINE OF UP TO \$50,000 IN THE CASE OF AN INDIVIDUAL AND \$1,000,000 IN THE CASE OF A CORPORATION, FOR THE HOLDER OF THIS PERMIT TO FAIL TO COMPLY WITH THE REQUIREMENTS AND CONDITIONS OF THE PERMIT.



GENERAL NOIES;

ADDRESS: 3811 MC LEGAL DESCRIPTION: LOT A, 8

3811 MONGTON STREET, RICHMOND, B.C.

LOT A, BLOOK 4, SECTION 10, BLOOK 3 NORTH PANGE 7 WEST, NEW WESTAMMSTER, DISTRICT PLAN BOP42935

LOT - 3811 MONCTON STREET, RICHMOND, B.C.

COLOUR NOTES:

POST OFFICE BUILDING; EXISTING COLOUR
JAPANESE FISHERMEN'S BENEVOLENT
SOCIETY BUILDING.

LOING.
SIDING: BM: "HADDINGTON GREY"
THIM: BM: "OXFORD INGRY"

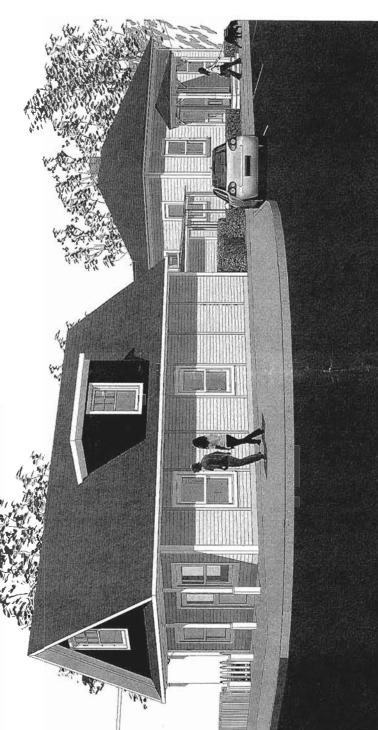
THM INCLUDES ALL DETAILED WOOD WORK OF RE-BUILT FRONT PORCH

STEEL STRUCTURE

CTURE. BM *HADDINGTON GREY*

0.0 COVER SHEET
1.0 SITE SURVER STRING / CONTEXT PLAN
1.1 STRE PLAN - FROM SED
2.0 ENT FLAN - FROM SED
2.0 ENT FLAN - FROM SED
3.2 MOST ELEM - STRING / FROM SED
3.2 MOST ELEM - STRING / FROM SED
3.3 SOUTH ELEM - FROM SED
3.4 SECTIONS - ENSING / FROM SED
3.5 SOUTH ELEM - ENSING / FROM SED
3.6 SECTIONS - ENSING / FROM SECTIONS - ENSING / FRO

ARCHITECTURAL DRAWING INDEX



BIRMINGHAM EV WOOD

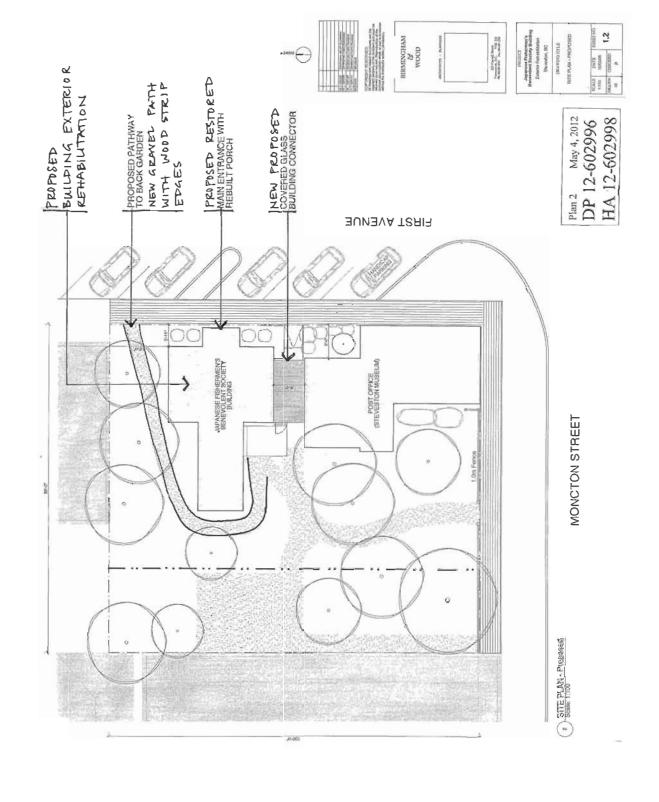
JAPANESE FISHERMEN'S BENEVOLENT SOCIETY BUILDING EXTERIOR REHABILITATION

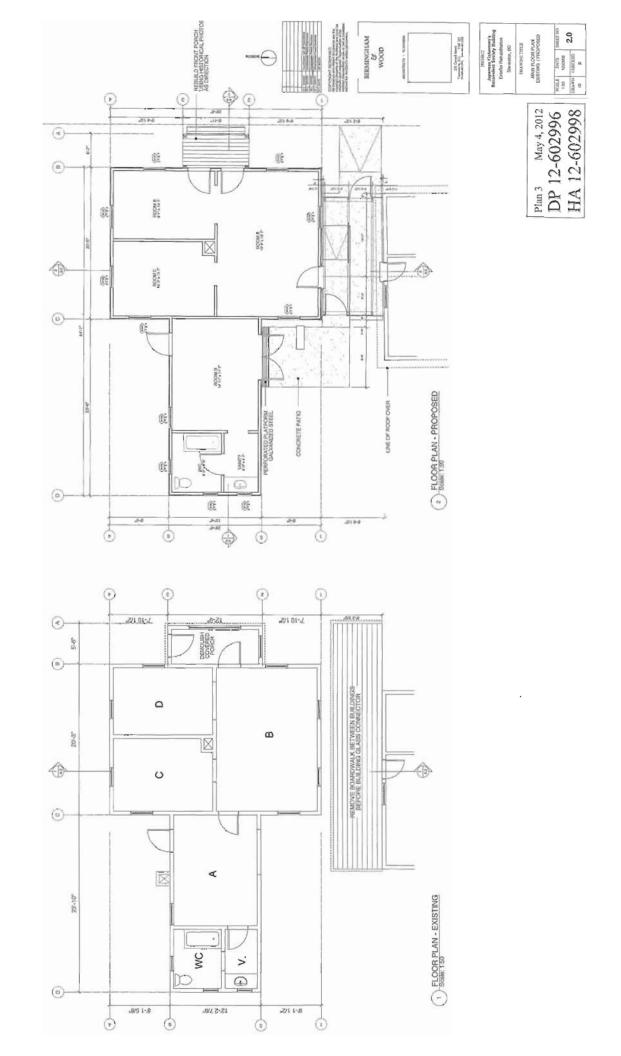
STEVESTON, BRITISH COLUMBIA

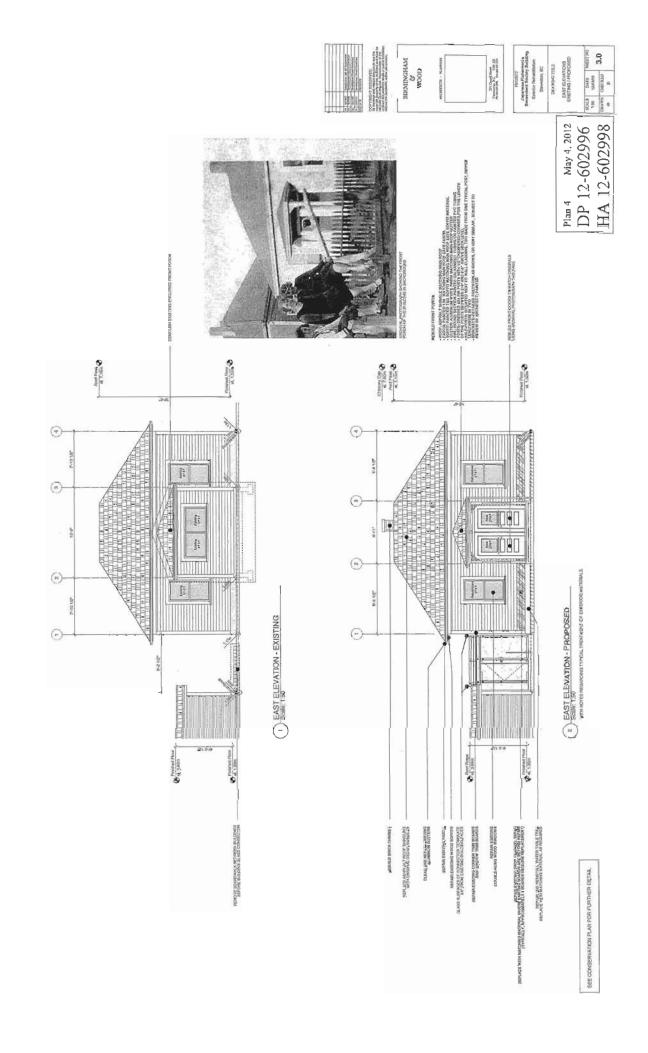
DING
Plan 1 May 4, 2012
DP 12-602996
HA 12-602998

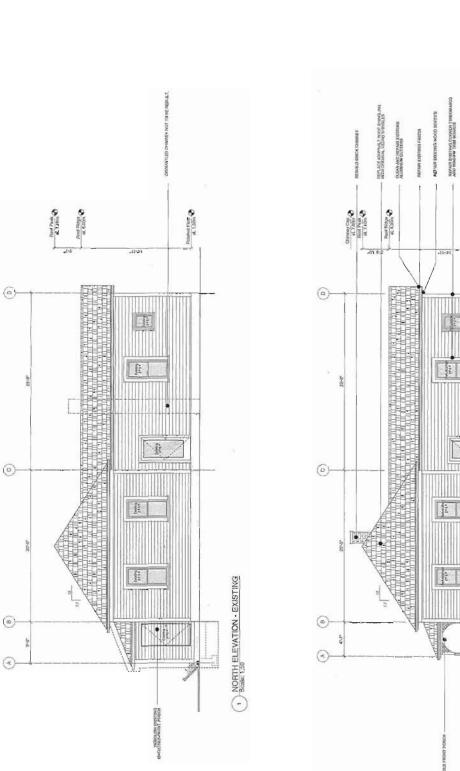
Manager Street Section 1

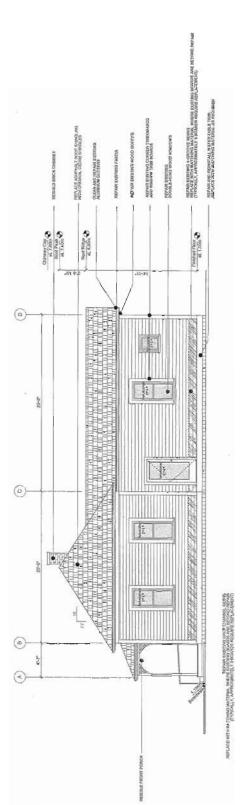
POLIS PATE SIMETRO
NT SPANO GREGORO
TRANK CHICATOO
TRANK CHICATOO











BIRMINCHAM & WOOD

NORTH ELEVATION - PROPÓSED SOBRE 150 MINOTES REMOVED THE CALLED THE ADMINISTRATION OF THE CALLED TH

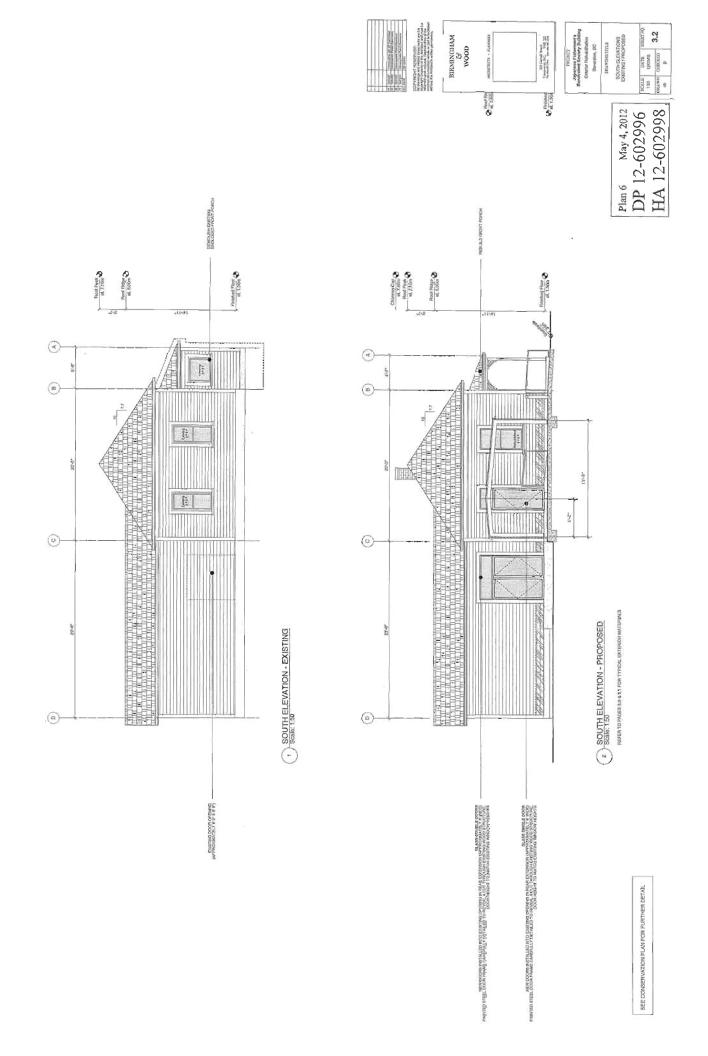
Plan 5 May 4, 2012 DP 12-602996 HA 12-602998

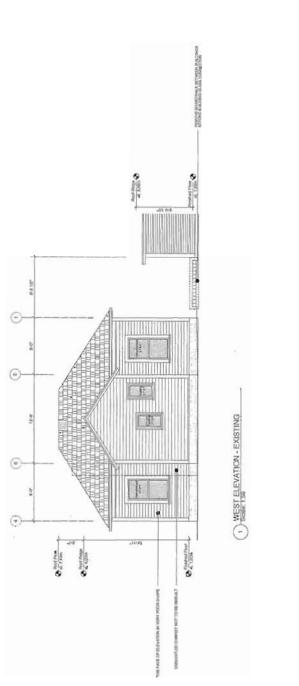
| 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100

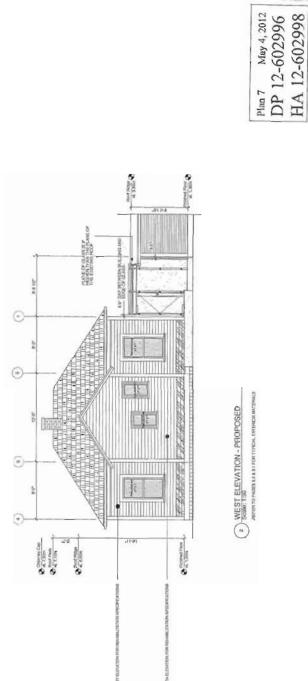
Appearance of ap

Vancous ALC Seed Name Vancous ALC Vis 23 According to the manufacture

SEE DONSERVATION PLANFOR FURTHER DETAIL



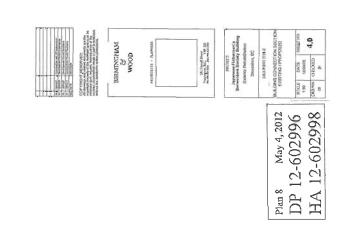


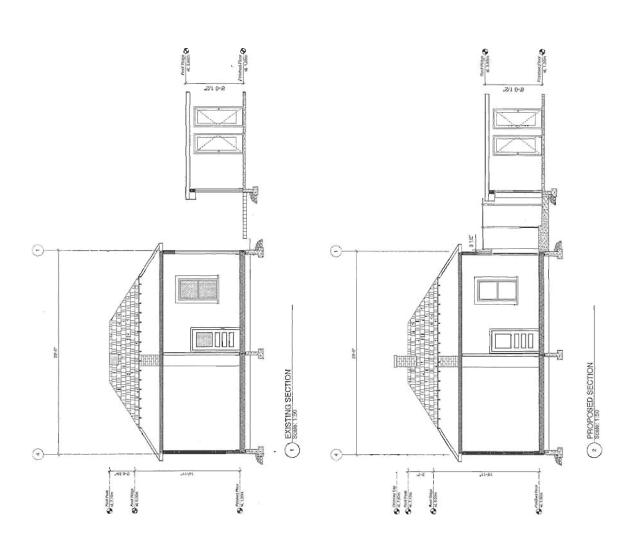


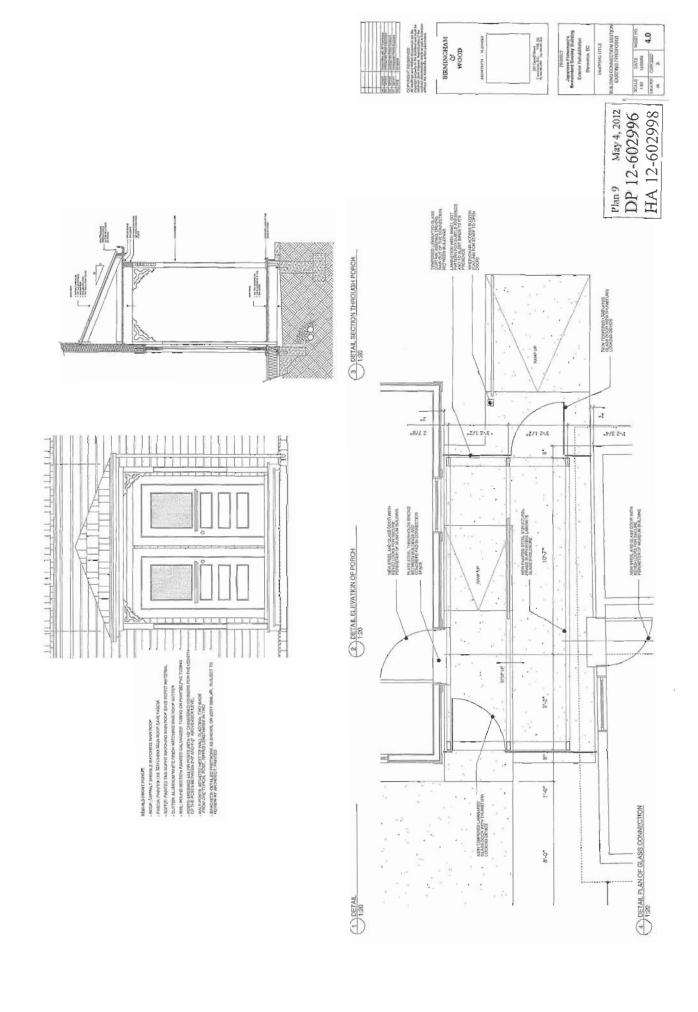
BIRMINGHAM

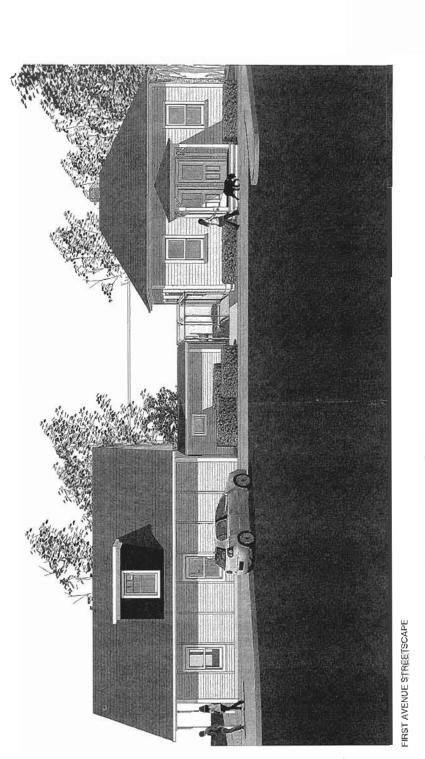
PRODUCT PRODUCT PRODUCT PROPERTY PROPER

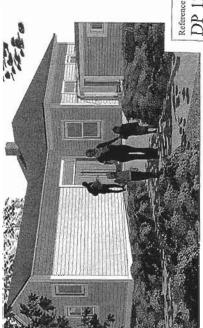
Name of Street, or other Persons, or other Persons, Perso



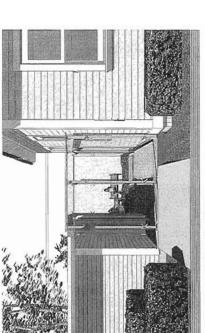








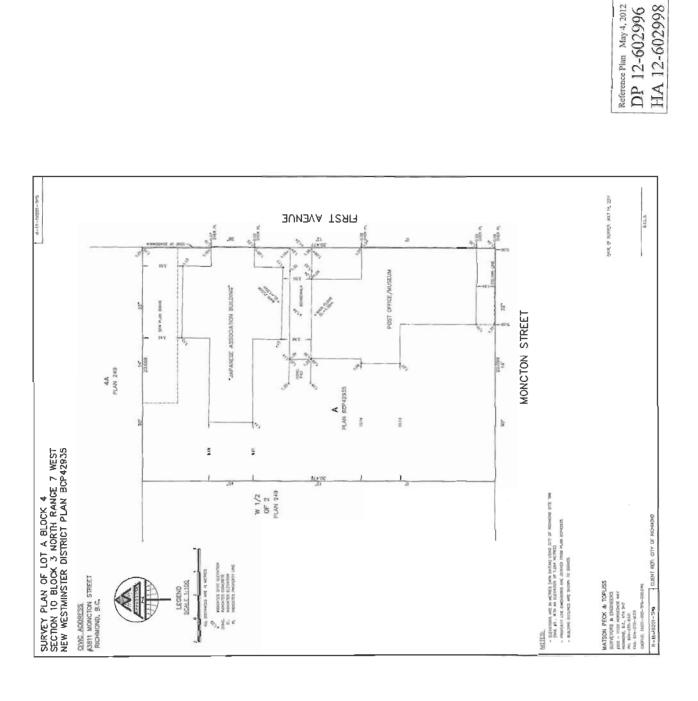




GLASS CONNECTION PERSPECTIVE

HA 12-602998

Reference Plan May 4, 2012 DP 12-602996



NO. 19545 11.0

Appearer Extremely Control of Con

HOSELLA MARKET

HENDINGHAM B WOOD