



Planning Committee

Date: Tuesday, October 17, 2017

Place: Anderson Room
Richmond City Hall

Present: Councillor Linda McPhail, Chair
Councillor Bill McNulty
Councillor Chak Au
Councillor Alexa Loo
Councillor Harold Steves

Also Present: Councillor Carol Day (entered 4:01 p.m.)

Call to Order: The Chair called the meeting to order at 4:00 p.m.

Cllr. Day entered the meeting (4:01 p.m.).

MINUTES

It was moved and seconded

That the minutes of the meeting of the Planning Committee held on October 3, 2017, be adopted as circulated.

CARRIED

NEXT COMMITTEE MEETING DATE

November 7, 2017, (tentative date) at 4:00 p.m. in the Anderson Room

Planning Committee
Tuesday, October 17, 2017

PLANNING AND DEVELOPMENT DIVISION

1. APPLICATION BY KONIC DEVELOPMENT LTD. FOR REZONING AT 7151 NO. 2 ROAD FROM SINGLE DETACHED (RS1/E) TO LOW DENSITY TOWNHOUSES (RTL4)

(File Ref. No. 12-8060-20-009762; RZ 13-638387) (REDMS No. 5347398)

Edwin Lee, Planner 1, reviewed the application, noting that access to the site will be via a driveway to No. 2 Road and not through a cross access easement registered on title of the adjacent development to the south.

In reply to queries from Committee, staff noted that direct access to the site can be safely accommodated now and the driveway on the subject property could be used to serve the development to the south upon the signalization of the No. 2 Road and Comstock Road intersection in the future.

It was moved and seconded

That Richmond Zoning Bylaw 8500, Amendment Bylaw 9762, for the rezoning of 7151 No. 2 Road from "Single Detached (RS1/E)" zone to "Low Density Townhouses (RTL4)" zone, be introduced and given first reading.

CARRIED

2. APPLICATION BY DARLENE DUECKMAN, MARK DUECKMAN, AND JOHN GOOSSEN FOR REZONING AT 12431 MCNEELY DRIVE FROM "AGRICULTURE (AG1)" ZONE TO "SINGLE DETACHED (RS2/B)" ZONE

(File Ref. No. RZ 17-781064) (REDMS No. 5556538)

Jordan Rockerbie, Planning Technician, reviewed the application, noting that each new lot will include a secondary suite upon redevelopment.

It was moved and seconded

That Richmond Zoning Bylaw 8500, Amendment Bylaw 9773, for the rezoning of 12431 McNeely Drive from "Agriculture (AG1)" zone to "Single Detached (RS2/B)" zone, be introduced and given first reading.

CARRIED

Planning Committee
Tuesday, October 17, 2017

3. **RICHMOND'S FIVE YEAR REGIONAL CONTEXT STATEMENT REVIEW, 2041 OFFICIAL COMMUNITY PLAN (OCP)**

(File Ref. No. 01-0157-30-RGST1) (REDMS No. 5575285)

Terry Crowe, Manager, Policy Planning, spoke on Richmond's Five Year Regional Context Statement Review and remarked that staff are recommending removing the third bullet in Item No. 5 in the staff report since the City's Affordable Housing Strategy is currently under review. He added that the City's activities are consistent with the Metro Vancouver (MV) Regional Growth Strategy and the City aims to accommodate growth and development without submitting amendment requests to the Metro Vancouver Board.

It was moved and seconded

That the Metro Vancouver (MV) Board be advised that the City of Richmond has completed the required five year review of the Richmond 2041 Official Community Plan (OCP), Regional Context Statement and, as the OCP continues to be consistent with the Metro Vancouver (MV) Regional Growth Strategy, no Regional Context Statement changes are required, and the Metro Vancouver Board be requested to reaffirm its acceptance of the City's 2041 Official Community Plan, Regional Context Statement.

The question on the motion was not called as discussion ensued with regard to Statistics Canada's population estimate of Richmond and the potential implication with MV's Regional Growth Strategy.

The Chair noted that the revised Five Year Regional Context Statement Review report will be included in the upcoming Council agenda package.

The question on the motion was then called and it was **CARRIED**.

4. **PROPOSED CHANGES: STEVESTON AREA PLAN, VILLAGE HERITAGE CONSERVATION POLICIES, DESIGN GUIDELINES AND LONG-TERM BAYVIEW, MONCTON AND CHATHAM STREET VISIONS**

(File Ref. No. 08-4045-20-04) (REDMS No. 5561802 v. 6)

Correspondence received on the proposed changes to the Steveston Area Plan (SAP) was distributed (attached to and forming part of these minutes as Schedule 1).

Victor Wei, Director, Transportation, and Mr. Crowe, spoke on the consultation process, noting that extensive consultation was conducted via online surveys, open houses and meetings with stakeholders, and that the proposed changes to the SAP respond to the feedback received.

Planning Committee

Tuesday, October 17, 2017

With the aid of a PowerPoint presentation, (copy on-file, City Clerk's Office) staff reviewed the proposed changes to the SAP, highlighting that recommended changes include (i) limiting Floor Area Ratios (FAR) to a maximum of 1.2 for new developments along Moncton Street and the north side of Bayview Street, (ii) limiting the number of storeys above the parking level to two storeys for new developments along the north side of Bayview Street, (iii) encouraging the use of wood and metal material for windows, (iv) introducing provisions allowing for rooftop amenity space and renewable energy options, (v) widening and enhancing accessibility along walkways, (vi) developing bicycle lanes along Bayview Street, and (vii) introducing short-term parking along the waterfront.

Discussion ensued with regard to the potential development along Chatham Street and staff noted that the map indicating the potential timing to implement the recommended streetscape improvements (listed as Attachment 12 in the staff report) only provides an estimate of when development in the area may occur and not actual timelines for development.

In reply to queries from Committee, staff noted that staff are exploring options to manage vehicular traffic along Bayview Street and options to utilize various building and streetscape materials that would retain heritage characteristics.

Discussion ensued with regard to (i) the potential gentrification of Steveston, (ii) preservation of Steveston's historic character, (iii) limiting building height along Bayview Street, (iv) limiting rooftop amenities in new developments, (v) encouraging the use of renewable energy in new developments, (vi) options to use other building materials such as vinyl, (vii) increasing accessibility options in new developments and on walkways, (viii) various design options for bicycle lanes, and (ix) incorporating pedestrian and cycling safety features as well as sidewalk amenities into the proposal.

In reply to queries from Committee, staff noted that (i) sign-in sheets from the open houses can be provided to Council, (ii) new developments will be subject to Heritage Alteration Permit and Development Permit requirements to consider design, and (iii) the Sakamoto Guidelines were incorporated into the previously adopted SAP.

Discussion took place regarding options to encourage smaller buildings and reduce the FAR for new developments south of Bayview Street, and the information package utilized during the consultation process.

Planning Committee Tuesday, October 17, 2017

Ralph and Edith Turner, 3411 Chatham Street, spoke on preserving Steveston's historic character and expressed concern with regard to the inclusion of estimated timelines for potential development in the staff report and the potential gentrification of Steveston. They spoke against rooftop amenities and suggested that new developments use appropriate building materials and be inclusive to community living to encourage resident interaction.

Discussion then ensued with regard to deferring consideration of the proposal to the next Planning Committee meeting on November 7, 2017.

It was moved and seconded

That consideration of the report titled "Proposed Changes: Steveston Area Plan, Village Heritage Conservation Policies, Design Guidelines and Long-Term Bayview, Moncton and Chatham Street Visions", dated October 10, 2017 from the Director, Transportation and Manager, Policy Planning be deferred to the Planning Committee meeting on November 7, 2017

The question on the motion was not called as discussion ensued with regard to (i) incorporating the Sakamoto Guidelines into the proposal, (ii) incorporating the potential development of an interurban tram into the SAP, and (iii) the potential locations of bus stops in the area.

A City of Richmond Steveston Interurban Tram Feasibility report and information on design guidelines for Steveston was distributed (attached to and forming part of these minutes as Schedule 2).

The question on the motion was then called and it was **CARRIED**, with Cllr. Loo opposed.

5. **MANAGER'S REPORT**

(i) Affordable Housing Strategy Update

Kim Somerville, Manager, Community Social Development, provided an update on the City's Affordable Housing Strategy, noting that staff will present the communication plan and the draft Strategy to Council in the fourth quarter of 2017. She added that a final report will be presented in 2018 following the consultation process.

(ii) Solar Panel Approval Process

James Cooper, Manager, Plan Review, noted that the permit process for solar panel installation has been streamlined and applicants can apply over the counter for a \$130 fee.

Planning Committee
Tuesday, October 17, 2017

(iii) City Centre Area Plan Amendment, Landsdowne Mall Property

With the aid of a PowerPoint presentation (copy on-file, City Clerk's Office), Wayne Craig, Director, Development, briefed Committee on the proposed revisions to the City Centre Area Plan (CCAP) regarding the Landsdowne Mall property, highlighting that (i) improvements to the road network and parks in the area are proposed, (ii) the majority of the development will be focused near the Canada Line and will transition to lower density developments eastwards, (iii) a civic plaza at the corner of No. 3 Road and Landsdowne Road is proposed, (iv) retail high street is proposed along Hazelbridge Way, (v) community amenity space will be secured, however no specific use has been identified, (vi) staff will present a report on the matter prior to the consultation process, and (vii) the City has consulted with Richmond School Board No.38 on the proposed changes.

Discussion ensued with regard to (i) improvements to walkability and permeability in the area, (ii) development of greenways and bicycle lanes, and (iii) options for roundabouts.

(iv) Review of Adopted House Size Regulations in Agricultural Land

Joe Erceg, General Manager, Planning and Development, noted that a six month review of the adopted house size regulations in agricultural land will be presented to Council. He added that 11 applications have been submitted since the new regulations were adopted.

ADJOURNMENT

It was moved and seconded
That the meeting adjourn (6:02 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Planning Committee of the Council of the City of Richmond held on Tuesday, October 10, 2017.

Councillor Linda McPhail
Chair

Evangel Biason
Legislative Services Coordinator

pc: Terry Crowe
Victor Wei
Joe Erceg

ON TABLE ITEM

Date: Oct 17, 2017
Meeting: Planning Committee
Item: 4

TO: MAYOR & EACH
COUNCILLOR
FROM: CITY CLERK'S OFFICE

From: "Robert Kiesman" <kiesman@gmx.com>

To: "Carol Day" <carol@carolday.net>, "McPhail,Linda" <LMcPhail@richmond.ca>, "Bill McNulty" <billmcnulty@shaw.ca>, "kjohnson@richmond.ca" <kjohnson@richmond.ca>, "Loo,Alexa" <ALoo@richmond.ca>

Cc: "Jaime DaCosta" <jaime@stevestonharbour.com>

Subject: Fw: Fwd: Planning Committee Agenda - Proposed Steveston Area Plan Changes

Good afternoon,

We have read the staff report and wish to confirm that the SHA's position is as set out in our letter that is attached to the report.

My main disappointment is that City staff failed to include any reference (other than as set out in our letter) to the legitimate point about what an important role the Chatham lot serves for the wider community, as-is (parking for special events, use for July 1st parade, weekend events, parking for movie industry, etc). If this property were to be repurposed, the negative ramifications would not be limited to the SHA.

It has been the SHA's position that there is no place for a Translink bus loop on this property for over 15 years (long before I was on the SHA board). I have discussed this matter with Harold Steves this weekend, and I understand that he agrees with the SHA's position.

I would be happy to discuss this matter with you, if you wish for any clarification or follow-up.

Cheers,
Robert Kiesman

Schedule 1 to the Minutes of the
Planning Committee meeting of
Richmond City Council held on
Tuesday, October 17, 2017.

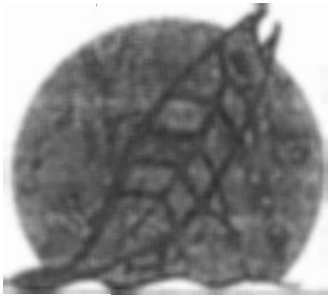
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August 22, 2017

STEVESTON HARBOUR AUTHORITY

12740 Trites Road, Richmond, B.C. V7E 3R8 604-272-5539 Fax 604-271-6142

Terry Crowe, Manager, Policy Planning
 City of Richmond
 TCrowe@richmond.ca

Dear Mr. Crowe,

RE: STEVESTON AREA PLAN ("SAP")

Further to our meeting on July 26, 2017, the following are Steveston Harbour Authority's (SHA) comments regarding the SAP.

Density, Height, Exterior Finishes & Rooftop Structures

The SHA has no issues with the changes proposed by City staff. We do appreciate the City's efforts in clarifying the rules with respect to height.

Riverfront Walkway

While we generally do not oppose the proposal to complete the riverfront walkway spanning from Britannia Heritage Shipyards all the way to 3rd Avenue, we do have two concerns with the proposed drawings as they currently stand:

1. The proposed walkway around the Blue Canoe/Catch building would come too close to our public fish sales float, restricting berthage access to the entire northeast side of the dock. This float is extremely busy during certain parts of the year and losing area for moorage is not acceptable to us, particularly after having spent millions of dollars on the new floats in the past two years.
2. SHA is concerned with the walkway connecting directly to the sales float, as it increases liability for DFO with the increased public access. It also may be detrimental to the fishermen trying to make a living by selling their catch as increased foot traffic may deter potential customers from purchasing seafood on the float, which is the primary purpose of the float.

As such, we cannot support the walkway in its current proposed form but we do look forward to reviewing a revised drawing, as discussed at our meeting.

Chatham Street Parking Lot

We have several issues with the proposed use of the Chatham Street parking lot as a bus loop for Translink's operations:

1. This lot currently generates significant revenue for the SHA that is used to fund dredging of the Cannery Channel, building maintenance and other capital projects in the harbour.
2. The lot is important to the community of Steveston as the space is used to support community events.
3. SHA has medium-term plans to develop the lot and surrounding area to support the commercial fishing industry.

The SHA is not interested in a bus loop on any of our properties and we have reiterated this conclusion to Translink multiple times over the past several years.

Steveston Harbour Infrastructure - Heritage Resources

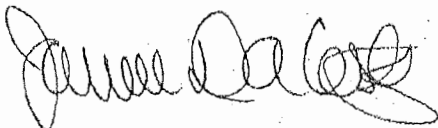
Upon consultation with the Department of Fisheries and Oceans, Small Craft Harbours (SCH) we have several additional concerns that were not discussed at the meeting:

1. SHA's No. 1 Road pier, public fish sales float and 3rd Avenue floats have been all been included in your maps as "heritage resources" (page 3 of your PowerPoint presentation). As discussed at the meeting, none of SHA's infrastructure should be identified as heritage properties as it may impede the operation of the commercial fishing harbour. As you are aware the SHA exists solely to provide safety, security and service to the commercial fishing fleet.
2. The City is proposing future development on the waterfront (page 14 & 15 of the PowerPoint) which clearly include properties owned by SCH and managed by SHA. SHA in no way supports this objective as all property managed by the SHA will be used to support industry.

Please note that we have raised all of these issues with DFO and they are aware of these matters.

If you have any questions please feel free to contact me at 604-272-5539 or via email at jaime@stevestonharbour.com.

Yours truly,



Jaime Da Costa, General Manager
Steveston Harbour Authority

CC: Robert Kiesman, Board Chairman
Tina Atva, Senior Planning Coordinator
Donna Chan, Manager, Transportation Planning
Sonali Hingorani, Transportation Engineer
Helen Cain, Heritage Planner

ON TABLE ITEM

Date: Oct 17, 2017
Meeting: Planning Committee
Item: 4

TO: MAYOR & EACH
COUNCILLOR
FROM: CITY CLERK'S OFFICE



*"To Preserve and Present the History of Canada's West Coast
Fishing Industry"*

October 13, 2017

City of Richmond
6911 No. 3 Road
Richmond BC
V6Y 2C1

By Hand

Attention: Helen Cain
Planner 2, Policy Planning

Dear Ms. Cain:

Re: Steveston Area Plan Update
Design and Heritage Policies Survey

Enclosed is the above noted survey with responses from the Gulf of Georgia Cannery Society Board of Directors. We were asked by the Steveston 20/20 Group to submit a single response reflecting choices of our entire group.

Regards,

Ralph Turner
Director

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Working Together with
Parks Canada



Introduction

The City of Richmond is seeking comments from the community on options for changes to design and heritage policies in the Steveston Area Plan. For more information on key issues, existing policies, and options please view the Open House Boards on the website to answer the survey and add comments www.letstalkrichmond.ca/svapupdate2017/documents.

We thank you for taking the time to fill out this survey. Your input will be included in results that staff will report back to Council in October 2017, and will inform staff review of preferred options as well as the Council decision on changes to the Steveston Area Plan.

Please send your survey to Helen Cain, Planner 2, Policy Planning through:
Email: communityplanning@richmond.ca
Fax: 604 276 4052
Mail or drop off: City of Richmond, 6911. No.3 Road, Richmond, BC

For more information, please contact Helen Cain at 604-276-4193 or communityplanning@richmond.ca.

Land Use Density and Building Heights in the Village Core

Please refer to Open House Board #3 for more information on the issues and illustrations.

- 1. The current density allowed on *Moncton Street* is a maximum of 1.2 floor area ratio (FAR), and the maximum building height is 2 storeys or 9 m. However, 1 in 3 buildings may be up to a maximum of 3 storeys and 12 m.

Which option do you support?

- 1. No change in the maximum density and maximum height as described above.

Staff Recommendation

- 2. Reduce maximum density from 1.6 FAR to 1.2 FAR, and require all buildings to have a maximum height of 2 storeys and 9 m.

Comments: **Keep building heights as low as possible so as not to create "canyons" where people feel small in relation to buildings**

- 2. The current density allowed on *Bayview Street (north side)* is a maximum of 1.6 floor area ratio (FAR), and the maximum building height is 3 storeys, or 12 m, over parkade structure.

Which option do you support?

- 1. No change in the maximum density and maximum height as described above.

Staff Recommendation

- 2. A reduction in density and height as follows:

Maximum density of 1.2 FAR
North side lot depth, up to 2 storeys over parkade (appears 3 storeys).
South side lot depth, up to 2 storeys over parkade (appears 2 storeys).

Comments: **We don't support either option and think the maximum height of buildings on both north and south**

Design Guidelines for Exterior Cladding and Window Treatments

Please refer to Open House Boards #4 and #5 for more information on the issues and illustrations.

3. In the design guidelines for the *Village Core* (including Bayview Street north side), wood is the primary material for exterior cladding (i.e. siding). However, the wood for exterior cladding is restricted to horizontal siding. Historically, the wood used on buildings in Steveston Village Included wood shingles, board-and-batten, and vertical shiplap, and these materials were allowed in the "Sakamoto Guidelines" that the City used for the Village Core before 2009.

Which option do you support?

1. No change to the primary material for exterior cladding (Le. horizontal wood siding only).

Staff Recommendation

2. Expand the primary materials for exterior cladding to include wood shingles, board-and-batten and vertical ship lap, in addition to horizontal wood siding.

Comments: _____

4. In the design guidelines for new buildings and additions, for the *Village Core* (including Bayview Street north side), the primary material for exterior cladding (i.e. siding) is wood. Glass, concrete, stucco, and metal that complements the wood siding may be used as secondary material(s) for exterior cladding.

Which option do you support?

- 1: No change to the secondary materials for exterior cladding (ie. siding).
- 2: No brick and no metal allowed. For facade upgrades, *replace brick with similar brick.*
- 3: No brick and no metal allowed. For facade upgrades, *replace brick with similar brick or different brick.*
- 4: No brick and no metal allowed. For facade upgrades, replace brick with similar brick, different brick or a better material.
- 5: No metal but brick is allowed if different from the Hepworth Building. For facade upgrades, *replace brick with a similar brick or different brick.*

Staff Recommendation

- 6: No metal but brick is allowed if different from the Hepworth Building. For facade upgrades, *replace brick with similar brick, different brick, or a better material.*

Comments: _____

5. In the design guidelines for the *Village Core* and the *Riverfront*, window frames that are wood are encouraged. Vinyl window assemblies are discouraged but allowable.

Which option do you support?

- 1: No change to materials for window treatments (ie. wood or vinyl is allowed).

Staff Recommendation

- 2: Windows with wood frames or metal frames are allowed. Vinyl is prohibited.

Comments: We didn't agree with either option. Allow wood only. No metal or vinyl at all.

Design Guidelines for Rooftop Structures

Please refer to Open House Boards #6 and #7 for more information on the issues and illustrations.

6. Solar panels, and other renewable energy infrastructure (e.g. air source heat pump), may be mounted on heritage buildings and non-heritage buildings in Steveston Village. No changes are proposed to the guidelines for heritage buildings. The design guidelines to manage the visibility of solar panels on non-heritage properties with a flat roof include a requirement for the panels to be located back from the building edges. There are no design guidelines for other renewable energy infrastructure on flat roofs, and no design guidelines for solar panels or other renewable energy infrastructure on new or existing pitched-roof buildings.

Which option do you support?

- 1: No changes to existing design guidelines.

Staff Recommendation

- 2: New design guidelines that require any false parapets to be slightly taller on new flat-roofed buildings, and allow solar panels to be affixed flush to pitched roofs.

Comments: Solar panels, especially on pitched roofs should be as invisible as possible.

7. Barrier railings for rooftop living spaces, which provide safety, on new and existing buildings should blend with the special character of the historic district. Currently there are no design guidelines for barrier railings in the *Village Core*. Rooftop living spaces are not possible in the Riverfront sub-area (Bayview Street south side) where roofs are pitched not flat.

Which option do you support?

- 1: No changes to existing design guidelines.

Staff Recommendation

- 2: New design guidelines for barrier railings to be simple in design, and primarily consist of glazed panels to minimize visibility from streets and nearby rooftop patios on adjacent and surrounding buildings.

Comments: There was no unanimous agreement because some people felt there should be no rooftop living spaces allowed at all. There was a lengthy discussion about the Board's mandate to preserve and interpret the history of the commercial fishing industry through the cannery and how any comments from us about this area plan should attempt to enhance and strengthen the heritage of Steveston generally to support our objectives. Roof top living cannot be considered to be historically accurate for Steveston.

8. Managing the visibility of an access point for individual rooftop living spaces (i.e. roof decks and gardens) can be achieved through blending the hatch or 'pop-up' stair entries (that the building code requires) with the overall architecture of the new building or the existing building. There are currently no design guidelines for hatch ('pop-up') entries to individual rooftop living space.

Which option do you support?

- 1: No changes to existing design guidelines as described above.
 2: Prohibit all hatch stair entries.

Staff Recommendation

- 3: Prohibit all hatch stair entries unless they are not more than 1.83 m (6 ft.) in height, well-integrated with the architecture and setback 1.0 m or more from all roof edges.
 4: Allow hatch stair entries if well-integrated with the overall architecture, and setback from all roof edges.

Comments: Since there was no agreement about rooftop living spaces, discussions about access to same is irrelevant.

ROOFTOP LIVING SPACES ABOVE THE LEVEL OF BAYVIEW STREET.

9. Managing the visibility of one or more access points for communal rooftop living space (i.e. roof deck and garden) can be achieved through blending the structure for the access stairs or elevator shaft (two shafts may be required to meet the building code) with the overall architecture or the new building or the existing building. There are no design guidelines to reduce the visibility of access stairs or an elevator shaft for communal rooftop living spaces.

Which option do you support?

- 1: No changes to existing design guidelines as described above.
 2: Prohibit all elevator shafts and access stairs.

Staff Recommendation

- 3: Prohibit access points unless they are less than 2.2 m for elevator shafts, and 3.17 m for access stairs, well-integrated with the architecture, and setback 1.0 m or more from all roof edges.
 4: Allow structures for elevator shafts and access stairs if well-integrated with the overall architecture, and setback from all roof edges.

Comments: See comment for #8

Design Vision for the Riverfront Precinct

Please refer to Open House Boards #8 through #11 for more information on the issues and illustrations.

10. The current density allowed on *Bayview Street (south side)* is a maximum of 1.6 floor area ratio (FAR), and the maximum building height is 3 storeys, or 12 m, over parkade structure.

Which option do you support?

Staff Recommendation

- 1: No change in the maximum density and maximum height as described above.
 2: Reduced density or reduced height.

Comments: We recommend a height restriction of 2 storeys on Bayview (see question 2) which would reduce the FAR

11. The overall design vision for *Bayview Street (south side)* includes "Cannery-like" pitched roofed buildings, but flat roofs are allowable.

Which option do you support?

- 1: No changes to existing design guidelines.

Staff Recommendation

- 2: Pitched roofs only to fully align with the design vision. Flat roofs are prohibited.

Comments: _____

12. The overall design vision for *Bayview Street (south side)* includes retention of existing large lots. Which option do you support?

Staff Recommendation

- 1: No changes to existing large lots.
 2: Through the redevelopment process, allow the subdivision of the existing larger lots into relatively small lots.

Comments: There is an inconsistency here. When the Ilich building was designed, the city insisted that the facade look like several smaller buildings so why not allow actual small buildings?

13. The overall design vision for *Bayview Street (south side)* includes large and small buildings on existing large lots.

Which option do you support?

Staff Recommendation

- 1: No changes (ie. a mix of large and small buildings).
 2: Small buildings on small lots. No more new large "Cannery-like" buildings.

Comments: _____

14. The City has the long-term objective of completion of the waterfront boardwalk, between 3rd Avenue and No.1 Road, which is part of the Parks Trail System, and to complete pedestrian connections from Bayview Street to the riverfront. The Steveston Area Plan is currently unclear on how developers will contribute to the boardwalk and paths in the application review process.

Which option do you support?

- 1: No changes (ie. no City policy on developer contributions).

Staff Recommendation

2: Developer contributions to the waterfront boardwalk and pedestrian paths are required through rezoning and development permit application review process.

Comments: _____

15. The Steveston Area Plan does not include a full set of design policies and guidelines for the waterfront boardwalk, between 3rd Avenue and No.1 Road, which is part of the Parks Trail System, or new and existing pedestrian connections, from Bayview Street to the riverfront.

Which option do you support?

- 1: No change to existing design policies and guidelines.

Staff Recommendation

2: New design guidelines that include, but are not limited to, a set of dimension standards for details, such as boardwalk and path widths, setbacks to accommodate hanging signage, and surface treatments.

Comments: _____

On-Site Parking Requirements

Please refer to Open House Board #12 for more information on the issues and illustrations.

16. To help support the vitality and conservation of Steveston Village, existing policy allows up to 33% reduction in on-site vehicle parking from the zoning regulations. However, there are impacts on the availability of street parking to be taken into consideration.

Which option do you support?

- 1: No change to the policy for on-site parking requirements (ie. 33% reduction).

Staff Recommendation

- 2: Decrease the allowable parking reduction from up to 33% to up to 13% for new residential development.

Comments: Neither of the above options. There should be absolutely no reduction of onsite parking requirements.

NOTES: SECTION 102 / NOTES ABOVE THE LEVEL OF BAYVIEW STREET.



City of Richmond Steveston Interurban Tram Feasibility Study

Schedule 2 to the Minutes of the
Planning Committee meeting of
Richmond City Council held on
Tuesday, October 17, 2017.

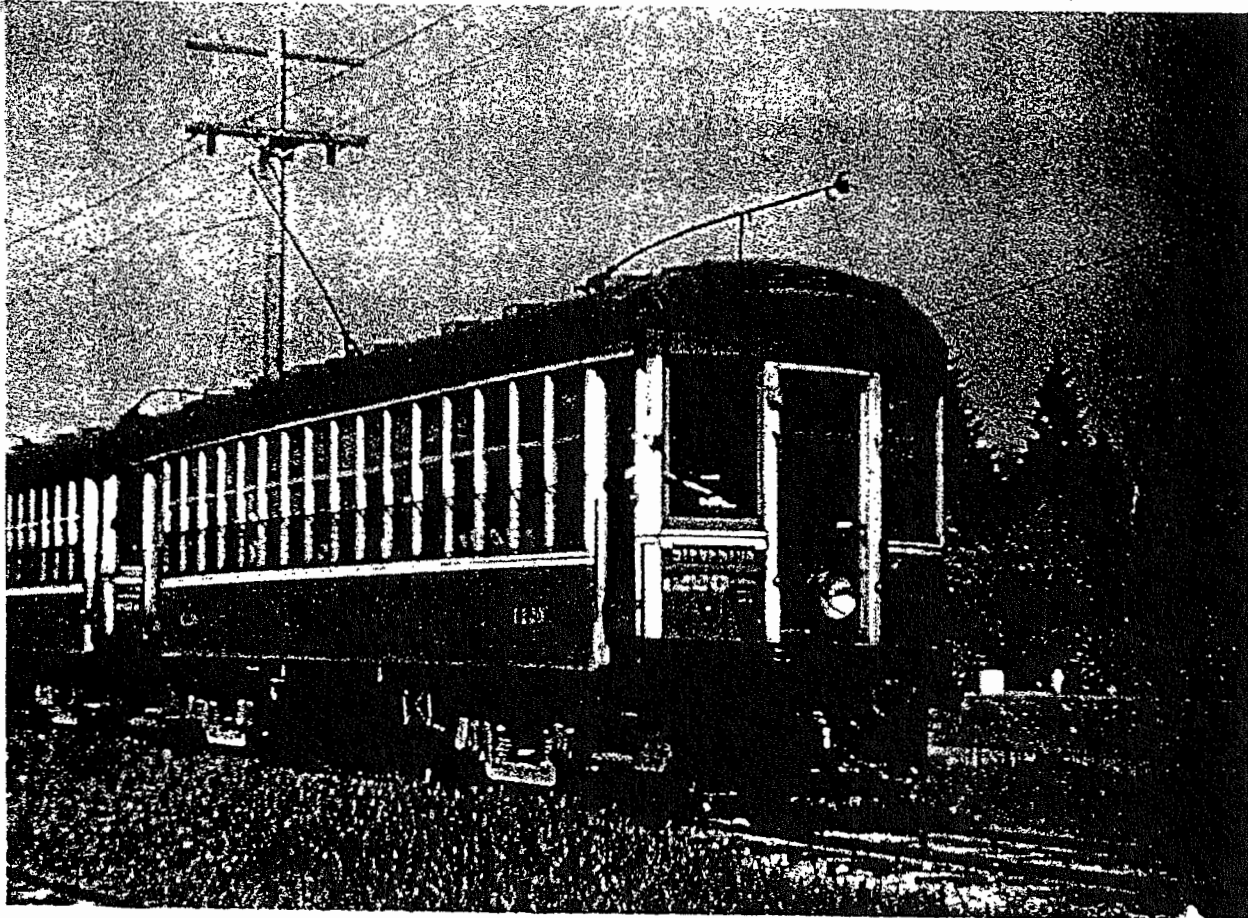


Photo: Steveston Interurban Restoration Society

Staff Report
City of Richmond

Interviews and discussions also took place with individuals from the following regional and provincial attractions:

Museum of Anthropology

Vancouver Aquarium

Capilano Suspension Bridge

Nelson Electric Tramway Society

City of Vancouver, Engineering Department staff (operators of the Vancouver Tram)

Support for the complete restoration and operation of Tram #1220 was unanimous. All individuals interviewed felt that it was a viable attraction for the City of Richmond but that it needed to be marketed as an added value to the Village of Steveston and existing attractions and businesses. Packaging the product of Steveston and marketing this multi-faceted destination to families, seniors and "train buffs" particularly those in the Lower Mainland and B.C. is critical to the success of the Tram. This would entail community groups, businesses, Tourism Richmond and the City of Richmond to commit to a concerted effort to present this "product" as a whole in the tourism market. It was felt that a "ride only" experience or static display would not be sufficient to attract enough visitors to make the Tram a viable attraction.

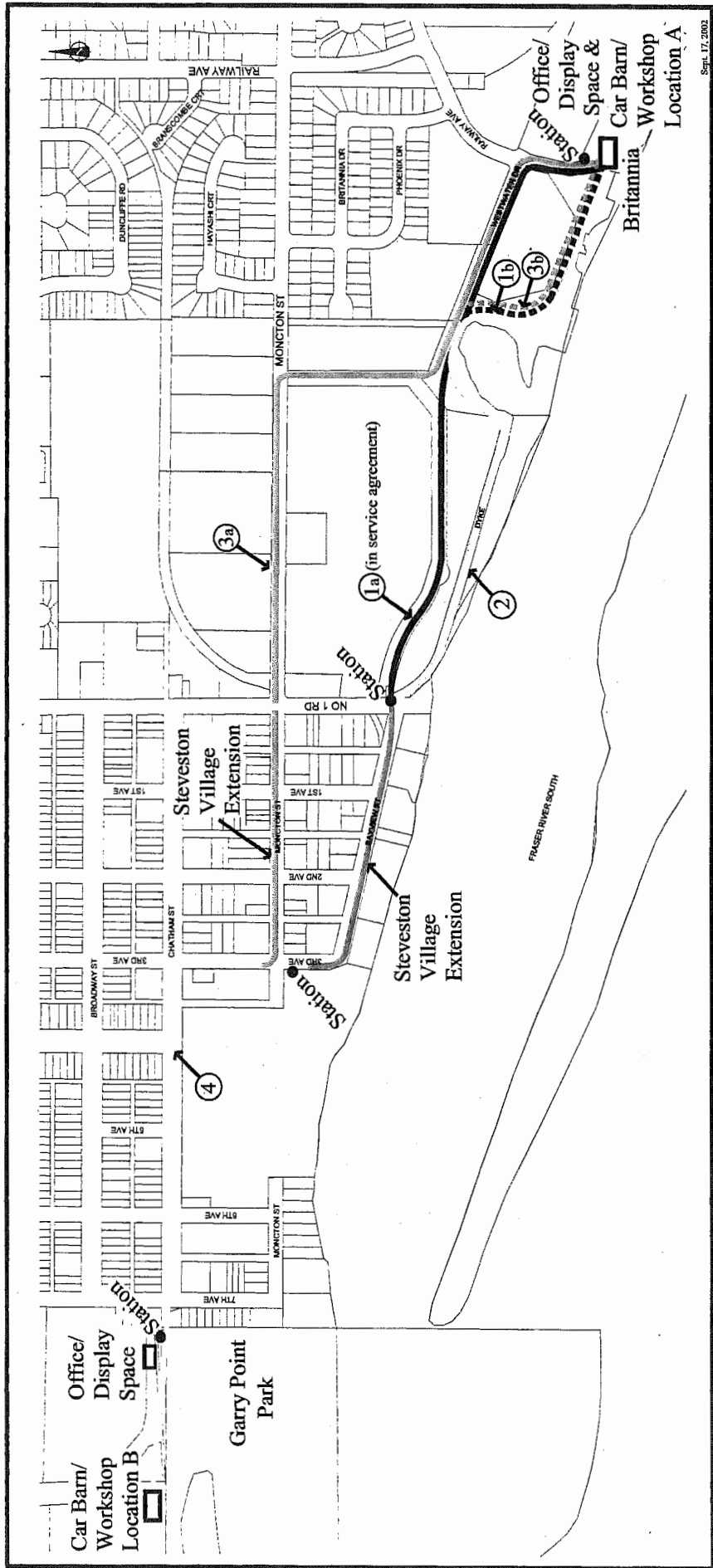
Opinions about building locations varied somewhat. Steveston Park was believed to be inappropriate for a tourist attraction as it is a community based, neighbourhood park. Garry Point Park and Britannia Heritage Shipyard were thought to be viable although Garry Point was somewhat preferred as it is more easily visible to the public. One interviewee believed the west side of Britannia was appropriate only if the Phoenix Net Loft was demolished. Another individual believed the building should be located at the London/Princess area and that the track should extend the whole distance from there to Garry Point Park.

Opinions about route options were also varied although the main consistent points raised were to make sure the Tram actually operated, the track was long enough to have some impact and be visible and provide transportation for locals and was near existing B.C. Transit service. Over half the interviewees preferred a route as close to the water as possible although others were concerned about safety on the dyke. Visibility of the Tram in operation was thought critical.

3.2 Public Opinion Survey Summary

The Steveston Interurban Tram Feasibility Study Public Opinion Survey was conducted from July 21 to 26, 2002 to help gauge public opinion about the possibility of operating Interurban Tram Car #1220 in the Steveston area. Over 190 surveys were completed, 65% by Richmond residents and 35% by visitors. Ages ranged from under 20 years to over 65 years old.

99.5% of Richmond residents surveyed supported the idea of an interurban tram operating in the Steveston area. 100% of visitors to Richmond supported the idea.



Sept. 17, 2003

Possible Tram Routes to be Evaluated

7.0 Financial Implications

Capital Costs

Preliminary capital costs listed below could be substantially reduced if government grant and sponsorship efforts are successful. See Appendix B and C for cost estimates.

Estimated Cost			Breakdown of Estimated Cost			
Route Option – see attached map	Location - Steveston Village to Britannia Heritage Shipyard	Total Cost	Track, Electrical Requirements & Crossings	Building & Stations	Tram Relocation & Restoration	Design & Contingency (25%)
1a	Bayview St. east	\$3,272,000	1,655,000	630,000	332,000	655,000
1b	Bayview St. east (around bldgs)	\$3,236,000	1,627,000	630,000	332,000	647,000
2	Dyke	\$4,400,000	2,558,000	630,000	332,000	880,000
3a	Moncton St. east	\$3,825,000	2,098,000	630,000	332,000	765,000
3b	Moncton St. east (around bldgs.)	\$3,788,000	2,068,000	630,000	332,000	758,000
Route Option	Location – Steveston Village to Garry Point Park	Total Cost	Track, Electrical Requirements & Crossings	Building & Stations	Tram Relocation & Restoration	Design & Contingency (25%)
4	Gulf of Georgia Cannery via 3 rd Ave. and Chatham St. to Garry Point Park	\$3,386,000	1,747,000	630,000	332,000	677,000
Route Option	Location – Steveston Village Extension	Total Cost	Track, Electrical Requirements & Crossings	Building & Stations	Tram Relocation & Restoration	Design & Contingency (25%)
Moncton St.	Moncton St.	\$1,564,000	1,218,000	33,000	-	313,000
Bayview St.	Bayview St.	\$1,811,000	1,416,000	33,000	-	362,000
Complete Route	Garry Point Park to Britannia Heritage Shipyard	\$6,783,000 to \$7,912,000	4,398,000 to 5,301,000	696,000	332,000	1,357,000 to 1,583,000
Tram as Museum Display	Stevston area location	\$ 929,000		Building only – 581,000	Move and restore tram body only - 162,000	186,000

STEVESTON DOWNTOWN DESIGN CONCEPT

The design concept plan is intended to lend cohesiveness to the Revitalization Area criteria. The concept plan illustrates the important relationships between present and future buildings, streets, parking and access lanes.

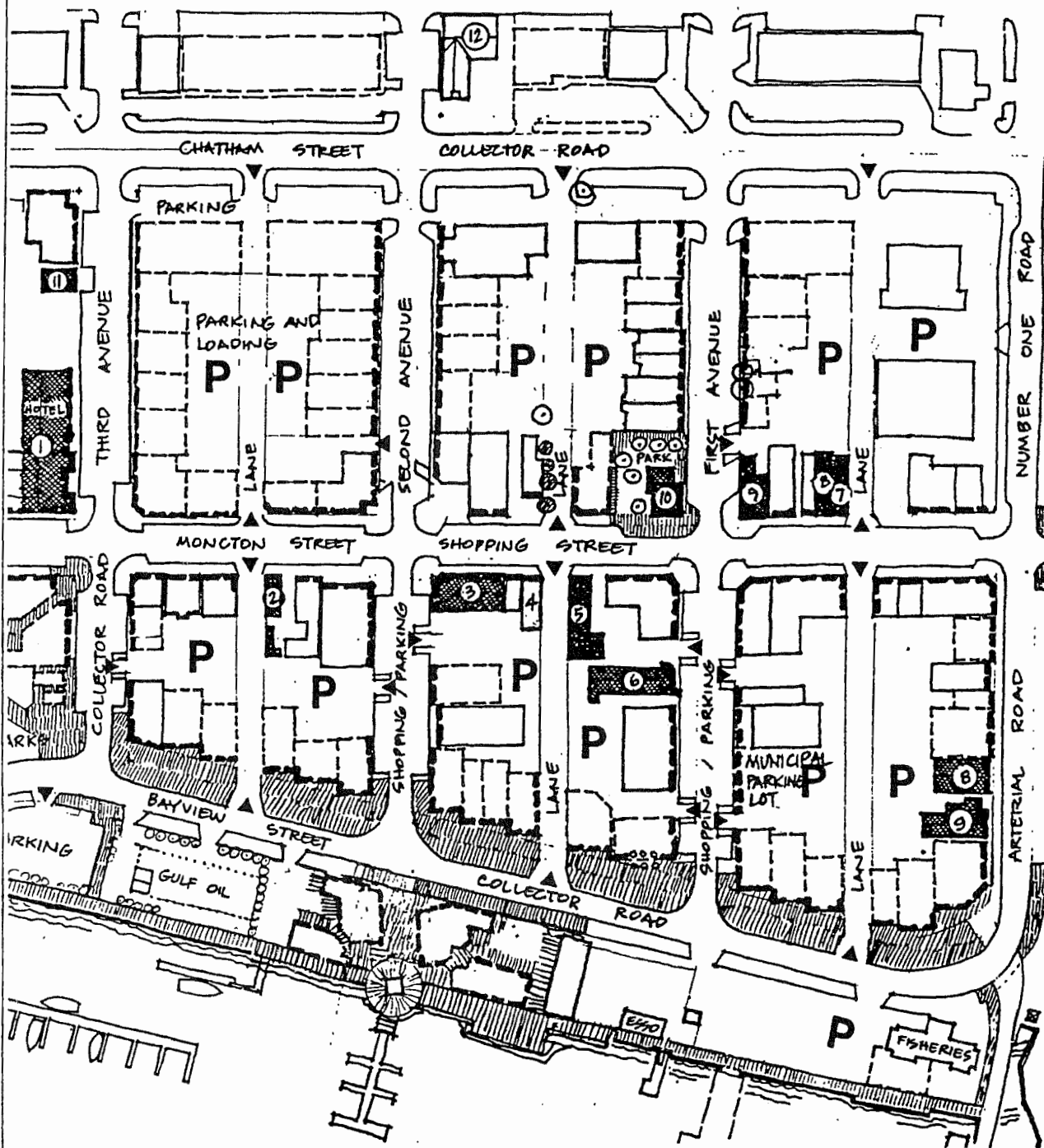
The design concept shows the extent of street improvements for the foreseeable future. Number One Road, Bayview Street, Third Avenue and Chatham Street function primarily to move traffic into and out of the area. Motorists will also use Moncton to gain access, but its main function is as a shopping street with space for short term customer parking. First and Second Avenue and most lanes have extensive parking and loading and provide the main access to parking lots and loading zones.

The design concept also shows the approximate location and massing of new buildings. This plan is not intended to be fixed in stone, but shows the preferred street setbacks and land expected to be developed for parking. Because the concept encourages a filling-in of empty spaces and requires a continuous commercial frontage along shopping streets, the area will become more attractive to window shoppers.

Existing buildings which have heritage potential are shown on the design concept. These are the buildings where some relaxation of Zoning and Screening regulations will be considered.

MAP 2

STEVESTON DOWNTOWN DESIGN CONCEPT



STEVESTON DOWNTOWN DESIGN CONCEPT

- PROPOSED BUILDING MASSING
- Ⓛ POTENTIAL HERITAGE BUILDINGS - SEE APPENDIX
- - - "BUILD-TO" LINE
- ▶ P PARKING ACCESS
- ▨▨▨▨ PROPOSED SPECIAL TREATMENT WALK

MAP 2

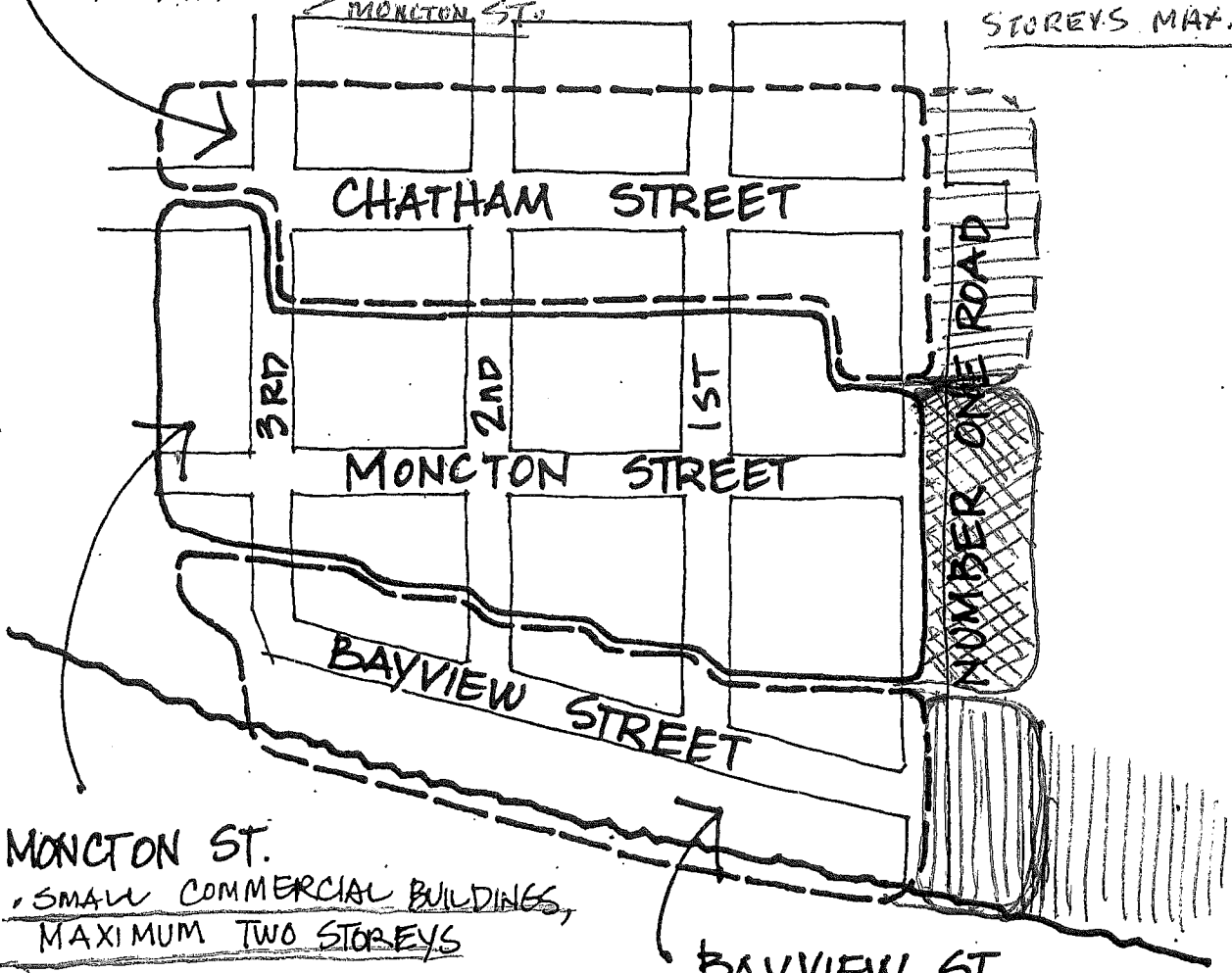
MAP 3

NOTE CHANGE

CHARACTER AREAS

CHATHAM ST. CHARACTER AREA :

- CONVENTIONAL COMMERCIAL BUILDINGS WITH PARKING IN REAR FRONT (ON CHATHAM)
- NEW BUILDINGS TO HAVE SIMILAR SETBACK AND CHARACTER AS EXISTING (ADJACENT) COMMERCIAL BUILDINGS. BUT THREE STOREYS MAX.



MONCTON ST.

• SMALL COMMERCIAL BUILDINGS, MAXIMUM TWO STOREYS

- BUILT TO THE STREET LINE NO MORE THAN 2m SETBACK
- FALSE FRONT, GABLE END OR FLAT ROOFS
- CONTINUOUS RETAIL OR COMMERCIAL FRONTAGE

BAYVIEW ST.

- MIXTURE OF SMALL SHOPS AND FISHING INDUSTRY BUILDINGS
- VIEWS OF THE WATER
- STEP DOWN 2 STOREY HUMAN-SCALE BUILDINGS TO THE NORTH.
- SPECIAL TREATMENT OF 5m SETBACK FROM BAYVIEW ST.

DESIGN GUIDELINES AND CRITERIA

1. *The distinctive character of the original buildings should be preserved and restored in keeping with the styles of the era.*

New buildings should be similar in character and scale to existing buildings in the three character areas of Moncton Street, Bayview Street and Chatham Street as shown on Map 3.

1.1 Moncton Street (C4 Zoning District) character area: *- includes #1 Rd*

New buildings should be small scale and continue the rhythm of a series of store fronts of 10 to 20 metres wide. Long "strip mall" shopfronts are not acceptable.

New buildings in the Moncton Street character area should be a fairly simple commercial style having false fronts with the gable end of the roof toward the street (i.e. side sloping roofs). Flat roofs are acceptable provided there is a decorative parapet or cornice.

Storefront windows on the street level should be larger than upper storey windows. Doorways should be recessed from the sidewalk at least one metre. Cornice lines or canopies should be carefully designed in order to bring the scale of the building down to the pedestrian level.

Exceptions to the criterion of small retail shopping buildings would be existing larger buildings.

- SIMPLE COMMERCIAL BUILDING BUILT TO THE STREET LINE.
- FALSE FRONT, GABLE END, SIDE-SLOPED OR FLAT ROOF.
- RECESS DOORWAYS



◦ NEW BUILDG
SAME SCALE
AS NEIGHBOR-
ING BUILDG

◦ CANOP

◦ LARGE STOREFRONT
WINDOWS FACING THE
SIDEWALK.

◦ PARKING, LOADING AND
GARAGE AT THE SIDE OR REAR.

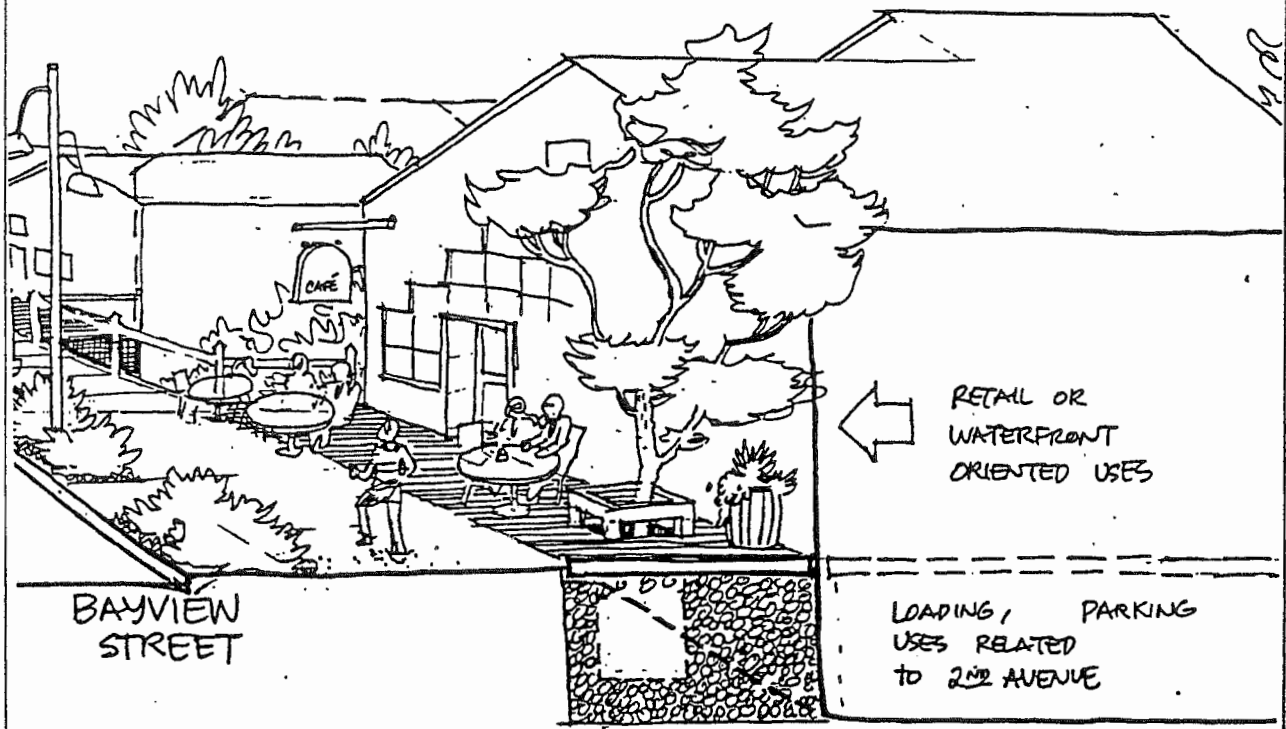
◦ PARTY WALLS OF BRICK, 4" BLOCK,
SPLIT-FACE BLOCK, STUCCO, WOOD
VENEER OR STRUCTURAL MATERIALS
NOT PAINTED 8" CONCRETE BLOCKS.

1.2 Bayview Street (C4 Zoning District) character area:

Buildings on Bayview Street should be a mixture of larger industrial "cannery" style buildings and smaller retail buildings designed to take advantage of dyke-top views.

Buildings will have a 5m (15') setback from Bayview Street because of a culvert right-of-way, but should be built to the street line on side streets (First, Second and Third Avenue and Number One Road).

Parking and loading should be at the rear or in the case of industrial buildings loading will be permitted from Bayview Street. On Bayview Street the 5m right-of-way and boulevard should be terraced in front of commercial buildings in order to provide a level area where pedestrian-oriented activities such as outdoor cafes can take place. These areas should have special treatment and be paved with exposed aggregate concrete or Holland paving stones to match the City sidewalk. Building owners may provide a wooden "porch" boardwalk. Small growing trees may be permitted provided they do not interfere with underground utilities. The Landscape Architect should refer to the list of recommended species published by the City.



Bayview Street Character Area

1.3 Chatham Street (C5 Zoning District) character area:

The character of new buildings in the Chatham Street area will vary, depending on which street the building fronts on. Buildings fronting on First, Second or Third Avenues should be similar in character to existing (adjacent) buildings as described in the section on the Moncton Street character area.

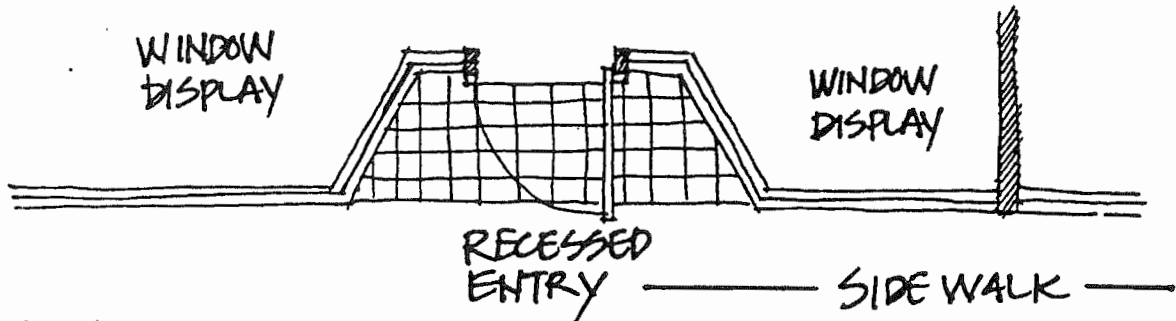
Buildings fronting on Chatham Street should be set back from the street line approximately the same distance as the adjacent (existing) buildings, about 19m on the south side and 11m on the north side. An exception may be made for difficult-to-develop corner lots where it is not practical to have such a large setback from Chatham Street. The character of buildings on Chatham Street should be similar to existing buildings - namely small to medium-width shop fronts of a more contemporary style.

2. The continuity of the commercial frontage should be maintained by having a minimum street setback, consistent with older commercial streets.

The intent of this guideline is to make it easier and more interesting for shoppers to move from store to store. The natural flow of pedestrians along the public sidewalk makes this an appropriate location for buildings. Extensive landscaping, parking, loading or storage should not be located next to sidewalks on commercial properties. (See the Design Concept for recommended commercial frontages.)

For details of appropriate building setbacks from various streets, refer to the section on character areas.

Shops should have recessed entries, as was common in older buildings in Steveston. Recessed entries increase the amount of window display area, add to the interest of the facade, and allow shop doors to open outward safely without obstructing the sidewalk.



Sketch of recessed entry

2.1 Store fronts should have windows facing commercial streets wherever possible, for the interest of passers-by.

Because this is a shopping area and the guidelines encourage continuity of commercial frontage, it is important that all shops present an interesting facade to the street. Windows allow merchants to create displays which communicate the nature of the business to potential customers passing by on the sidewalk. Windows make a visual transition from the sidewalk to the interior of stores.



A dyke-front store in Steveston c. 1900 had windows and open-air counter to display and sell "groceries".

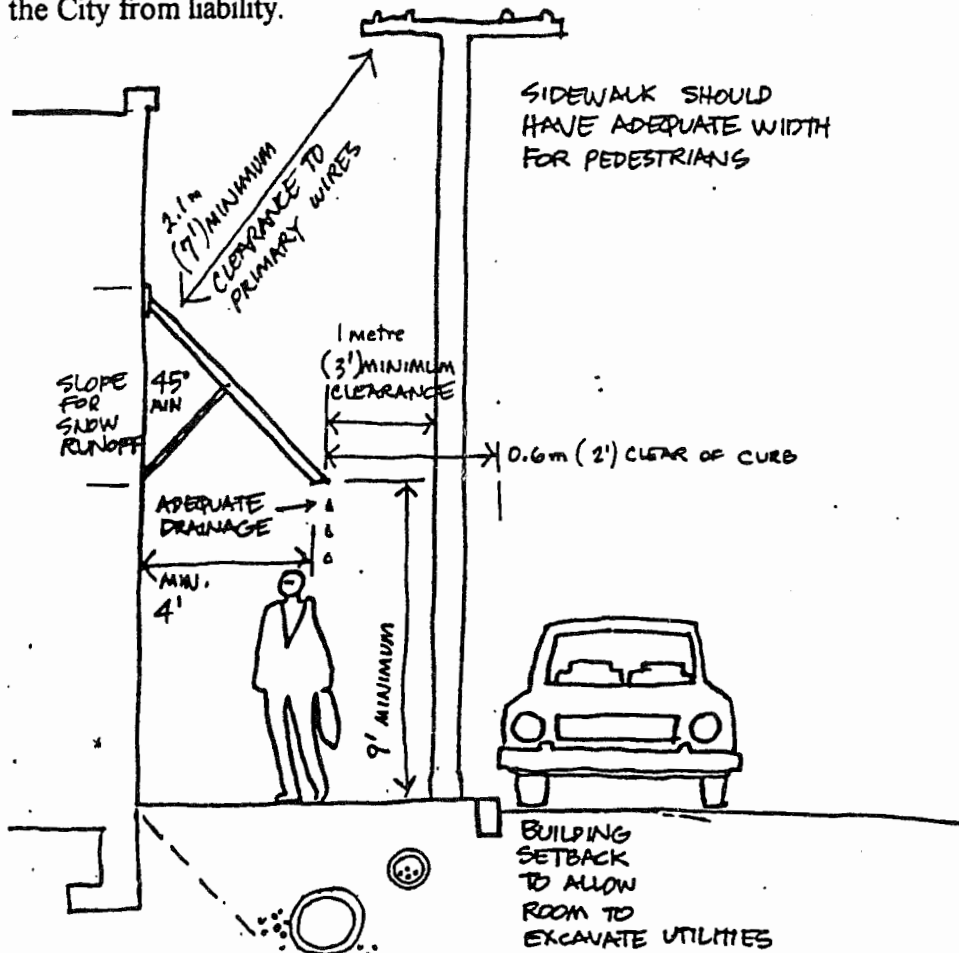
2.2 Canopies or awnings should be provided, to protect people on the sidewalks from rain and snow.

Given our climate, sidewalks should be sheltered as much as possible. The traditional method in Steveston was canopies supported on posts, or projecting canvass awnings.

Canopies or awnings should be carefully designed so as to be in character with Steveston. The style should be sloped, three point with valence or four point with fascia of not more than 15cm (6 inches). Canopies should be high enough to permit marquee signs or lighting underneath but should not obscure building details such as corner boards, trim, or cornices. Styles which are unacceptable include curved, quarter barrel, half dome and quarter sphere.

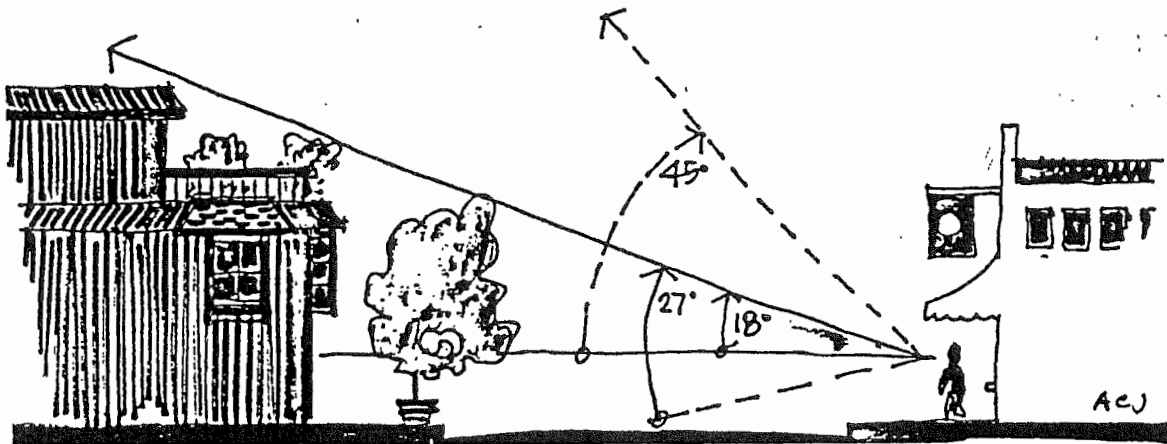
Canopies or awnings may be finished in cedar shingles or durable fabric such as acrylic coated 100% polyester or canvas. Vinyl, plastic, or backlit awnings are not acceptable. Neon and fluorescent lighting of canopies is not acceptable. See also Section 8 regarding lighting.

Canopies projecting over public sidewalks are a special case. Canopies supported on posts should have the posts located on private property. Canopies should be at least 1.2m (4') wide in order to adequately protect pedestrians from rain and snow. Canopies which project over public property must conform to all codes and the owner must sign an agreement indemnifying the City from liability.



3. *New buildings should be compatible in height with adjacent buildings.*

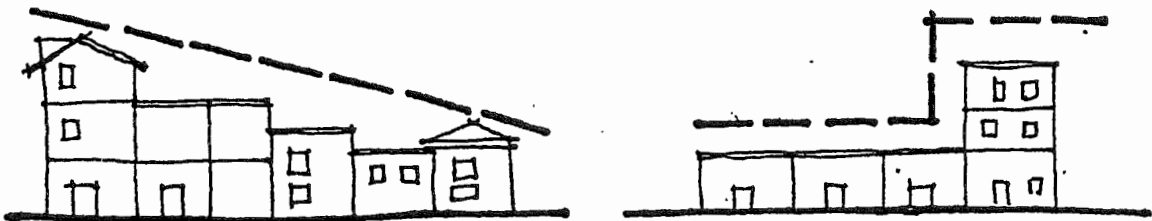
Buildings in Steveston have traditionally been one to three storeys in height. This situation was partly the result of wood frame building technology of the day, but coincidentally resulted in a pleasing relationship between buildings and the street.



Human eyes can normally perceive a vertical field of vision of about 27°, or 18° above the horizon. This means that a person will feel most comfortable viewing a two storey building across a typical street. Some image of the whole remains up to 45° from the horizon. A building is considered to be of a human scale if it can be comfortably viewed at a glance. Therefore, new buildings should have a setback such that there is a height: distance ratio, taken from the opposite side of a street or park, of between 1:1 and 1:2.

Conversely, in some cases spacing between buildings is too great, and there is no feeling of enclosure on the street. This is the opposite extreme of the "boxed in" feeling, and just as undesirable.

The C4 Steveston Commercial District limits heights to 9m (29'-5") and the C5 District height limit is 12m (39'-4"). This effectively limits buildings to two and three-storeys respectively. These limits should be adhered to generally, with the added stipulation that changes in building heights from lot to lot should be gradual, as shown in the sketch.



Buildings should be designed to be the same height as neighbouring buildings, or to change height gradually (maximum one-storey difference between adjacent lots)

4. *Exterior finish of buildings facing commercial streets should utilize traditional materials, or materials which are compatible with existing natural finishes.*

Older buildings in the Steveston Commercial District were finished with wood. The newer buildings are generally stucco or, more recently painted concrete block. Only a few buildings survived the 1918 fire, one being the brick "Hepworth block". Other buildings of the period generally had painted shiplap or wooden shingle siding.

Finish materials for new or renovated buildings should be compatible with traditional materials, for example, wood or brick. The hand-made character of finish and decoration could be carried on with careful detailing, and some modern and machine-made materials can be successfully incorporated. Finish materials, windows, doors, hand rails and decorative elements can take up the form, character or rhythm of nearby older buildings without imitating them.

See Appendix 2 for examples of building finish and details.

Acceptable new finish materials include: red or painted 4" high brick, horizontal (bevelled or shiplapped) cedar siding (maximum 6" exposed), wood panel, cedar board and batten (on selected areas), smooth stucco, cedar shingles, and on Bayview Street, industrial ribbed metal roofing.

Unacceptable finish materials include vinyl, aluminum siding, shakes, imitation stone or brick, duroid, ceramic tiles, asbestos and plywood (other than decorative plywood infill panels.)

Doors and windows should utilize traditional finish and form. Wood or painted aluminum frames are acceptable. Doors should have glass panels. Glass in windows or doors should be clear or grey tinted. Mirror finish bronze or solid metal are not acceptable.

Colours used on new buildings should be compatible with traditional colours used on older buildings in Steveston. Paint colours should be selected from the "heritage series" produced by several commercial paint companies. These colours are generally strong but muted colour, not pastels. Trim should be painted a colour which contrasts with the siding. White or bright (intense) colours should be used sparingly, if at all.

End walls (party walls) which are exposed to view should be finished with stucco, wood cladding, brick, split-faced concrete block, 4" concrete block with horizontal raked joints, or similar suitable finish. Care should be taken with corner details so that the party walls appear consistent with front and rear walls. The use of decorative cornices, reveals, or projections should be considered.

Painted or raw 8" concrete block party walls are not acceptable as a finish material.



?? no brick



No
4" blocks
where they
will show
is required
where buildings
built side by
side only.

5. *Parking should be located at the rear of buildings, or in communal lots.*

This guideline dovetails with other guidelines aimed at maintaining the vitality of the commercial street, while at the same time providing adequate customer and employee parking. There are three aspects to municipal parking policy for Steveston:

1. *spaces should be provided on the street immediately in front of shops for short term customer parking, including loading zones for fishermen.*
2. *communal parking and loading should be provided off of lanes, at the rear of commercial buildings and on municipal parking lot(s) for long term parking, employee parking, and fishermen's parking.*
3. *parking lots should not be located within 15m of the street within the Moncton Street character area in front of shops because they would inhibit pedestrian access.*

A proposed parking layout for Steveston is shown on Map 2.

6. *Signs for identification of businesses and 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 the siding or on boards fastened to the fascia or suspended under a canopy. Occasionally a larger establishment, such as the Sockeye Hotel, would display a roof sign.

Signs should be integrated with the architecture and should be clearly drawn and dimensioned on the plans.



Roof sign on the Sockeye Hotel (now the Steveston Hotel).
Source: Vancouver Public Library Collection.

Applicants should refer to the Richmond Sign By-Law as well as these guidelines. A sign permit will be required prior to actually installing signs on the completed building. Only signs which are indicated on the Development Permit drawings for the site will be permitted. Sign Permit application forms are obtained from the Permits and Licences Department.

Acceptable materials for signs in Steveston include:

- wood: *painted, stained, natural, sandblasted or carved.*
- metal: *painted, enameled, embossed, or cast.*
- fabric or other natural material.
- paint on glass (on windows or doors - no permit required).

Unacceptable materials for signs:

- plastic or other internally illuminated materials.
- backlit canopy or awning signs.

Signs should be made to be viewed mainly from the sidewalk. In some cases signs may also be designed to be viewed from the water, or from slow moving vehicles.

Signs directed toward the water should not be brightly lighted, so as to keeping glare to a minimum. Sign lighting which causes navigational hazards is not acceptable.

The following types of signs are recommended: **MARQUEE SIGNS**

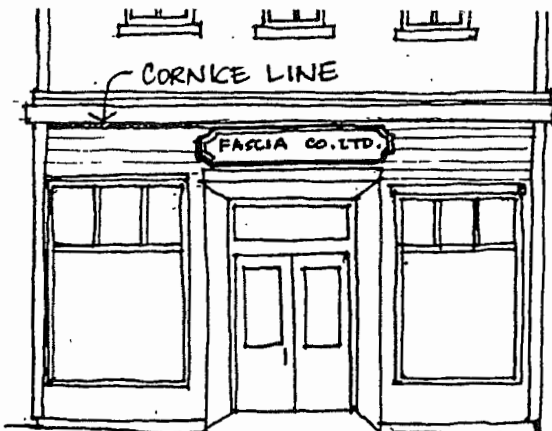


Are easily seen by persons walking on the sidewalk, especially under canopies. It is expected that these will replace projecting signs as new canopies are built.

Maximum total sign area is 8 sq. ft. per each property.

Maximum size 8" deep with maximum 6" letters.

Minimum 8' clearance from the sidewalk.

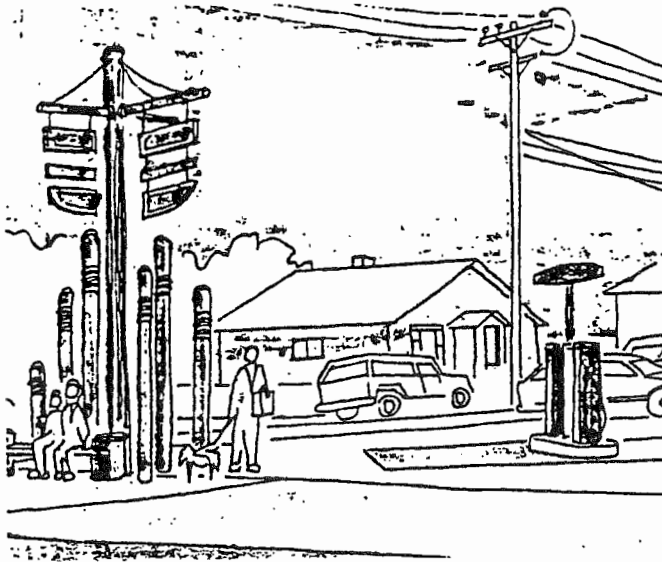


FASCIA SIGNS

Are traditional signs in Steveston and are usually made of painted wood or metal. External illumination by spot light is most appropriate.

Fascia signs should be located so as not to obscure building details. For example, fascia signs should be located below the cornice, as shown in the sketch.

Maximum size 1/2 sq. ft. of sign per foot of wall length.



FREESTANDING SIGNS

These will need to be specially designed for Steveston since modern "standard" signs are generally not appropriate in form, materials, or size.

CANOPY SIGNS

These are also an effective replacement for the old projecting signs. They may be incorporated into a balcony or porch style sidewalk covering.

Maximum 1/2 sq. ft. of sign for each foot of wall length.

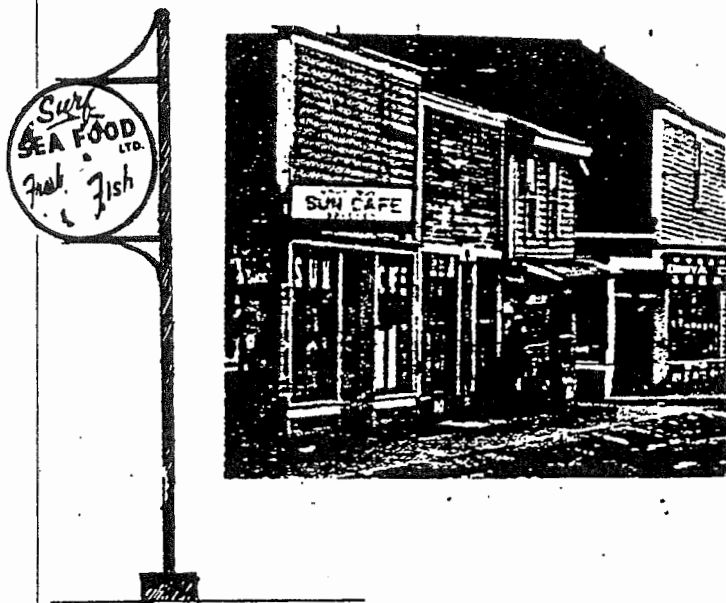
Minimum clearance 8' from the sidewalk.

PROJECTING SIGNS

Are permitted on private property only. New signs will probably not be permitted to project over public sidewalks or lanes. Some existing projecting signs may remain, as long as they are in safe condition.

Maximum 1 sq. ft. of sign area per each foot of wall length.

Minimum clearance 10-6" from the ground.



ROOF SIGNS

These signs are only recommended for industrial uses or hotels, as was the custom in the past in Steveston.

Before deciding on types and details of signs, applicants should consult the Richmond Sign By-law. For example, certain signs will not be permitted. These include: readograph, third party advertising and other signs specifically prohibited by the Sign By-Law.

7. *Development and redevelopment should include new pedestrian amenities, landscaping, site improvements and screening, where appropriate. This criterion refers to improvements on private property, since the City will be responsible for improving street furniture as part of the Downtown Revitalization Program.*

Although many buildings will have virtually no setback from the street, there may still be room for improvements at the rear of buildings, in parking areas, in window boxes, in entry recesses or in small front setbacks.

New pedestrian amenities could include benches, cafe tables and chairs, handrails, fountains, sculpture, porches and bicycle racks.

Landscaping could include wooden window boxes, wooden or clay pots, barrels with flowers or hanging flower baskets. Developers of every new building or renovation are encouraged to include some plants as described here. Perennial flowers generally require little maintenance and annual flowers can be changed with the season. Examples of annuals are: pansies, daisies, nasturtiums or kale. A list of perennials is provided in Appendix 2.

No large trees or shrubs should be planted on the street frontage for two reasons. Firstly there is not enough room for large growing plants. Secondly, for approximately the last 60 years, there have been very few trees in the Steveston Downtown area, and people have accepted this as a tradition.

Extensive landscaping, tree planting and screening are encouraged at the rear of buildings. The Screening By-law requires screening of parking lots from the public street. Curbs, bumpers or bollards should be provided to separate parked cars from pedestrians.

8. *A Note on Lighting*

Signs, building facades or entranceways should be illuminated by concealed incandescent lighting. Light fixtures which are visible should be nautical or industrial type.

Fluorescent, high pressure sodium, neon architectural or mercury vapour lighting is not acceptable.

Building Lighting which causes a navigational hazard in the harbour is not acceptable. Lights should generally be low level and directed away from the waterfront.



To: Planning Committee Date: September 27, 2004
From: Terry Crowe Manager, Policy Planning File:
Re: Enhanced Development Permit Guidelines- Steveston Area Plan

Staff Recommendation

1. That Official Community Plan Amendment Bylaw No. 7816, which amends Official Community Plan Bylaw No. 7100, Schedule 2.4, Steveston Area Plan, Section 8.0, "Development Permit Guidelines", by deleting Section 8.0 in its entirety and, pursuant to Sections 919.1 (1) (d) and 919.1 (1) (f) of the Local Government Act, substituting a new Section 8.0, "Development Permit Guidelines", as Schedule 1, be introduced and given first reading.

2. That Bylaw No. 7816, having been considered in conjunction with:

- the City's Financial Plan and Capital Program;
- the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;

is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.

3. That Bylaw No. 7816, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.

T. Crowe
Terry Crowe
Manager, Policy Planning

TC/RA:blg
Att. 2

Heritage Commission thinks it is not before the house. Steveston has changed. Address issue of the character defining elements of Steveston - 1-2 story? porch/pubs? boulevard built out to sidewalk? Hold a design charrette with the

FOR ORIGINATING DIVISION USE ONLY <i>various historical groups & development community</i>					
ROUTED TO:	CONCURRENCE		CONCURRENCE OF GENERAL MANAGER		
Law	Y <input checked="" type="checkbox"/>	N <input type="checkbox"/>	<i>Paul O</i>		
REVIEWED BY TAG	YES <input type="checkbox"/>	NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input type="checkbox"/>	NO <input type="checkbox"/>

open up lanes to parking behind Govt Capital etc.

Staff Report

Origin

On September 24, 2003, several referrals were directed to staff regarding development guidelines for the Steveston Business District. This report will address these referral requests as follows (*Staff Action*).

Summary of Referral:

For the area located south of Chatham Street between No. 1 Road and 7th Avenue, that staff provide a report that addresses the following issues:

- 1. Outline Development Permit guidelines that are currently applicable to this area; (See Staff Response Section).*
- 2. Include a copy of the "Sakamoto" guidelines; (Attachments 1 & 2).*
- 3. Investigate whether more stringent guidelines can be implemented for the Steveston Village area (See Staff Response Section); and*
- 4. Provide an update regarding the review of the Maritime Mixed-Use area.*

A further review of the Maritime Mixed-Use area is being held in abeyance as Onni Development Corp. is considering submitting a rezoning application to rezone the designated Maritime Mixed-Use area in Imperial Landing. The urban design issues will be addressed as part of the rezoning.

Staff Response

This report recommends immediate changes that will strengthen the current Steveston Area Plan Development Permit Guidelines. In general, wholesale changes to the Steveston Area Plan are not contemplated as most of the referrals by Council relate specifically to the Steveston Downtown Node and in general, the Policies and Development Permit Guidelines are working reasonably well in guiding development in Steveston.

Referral Items

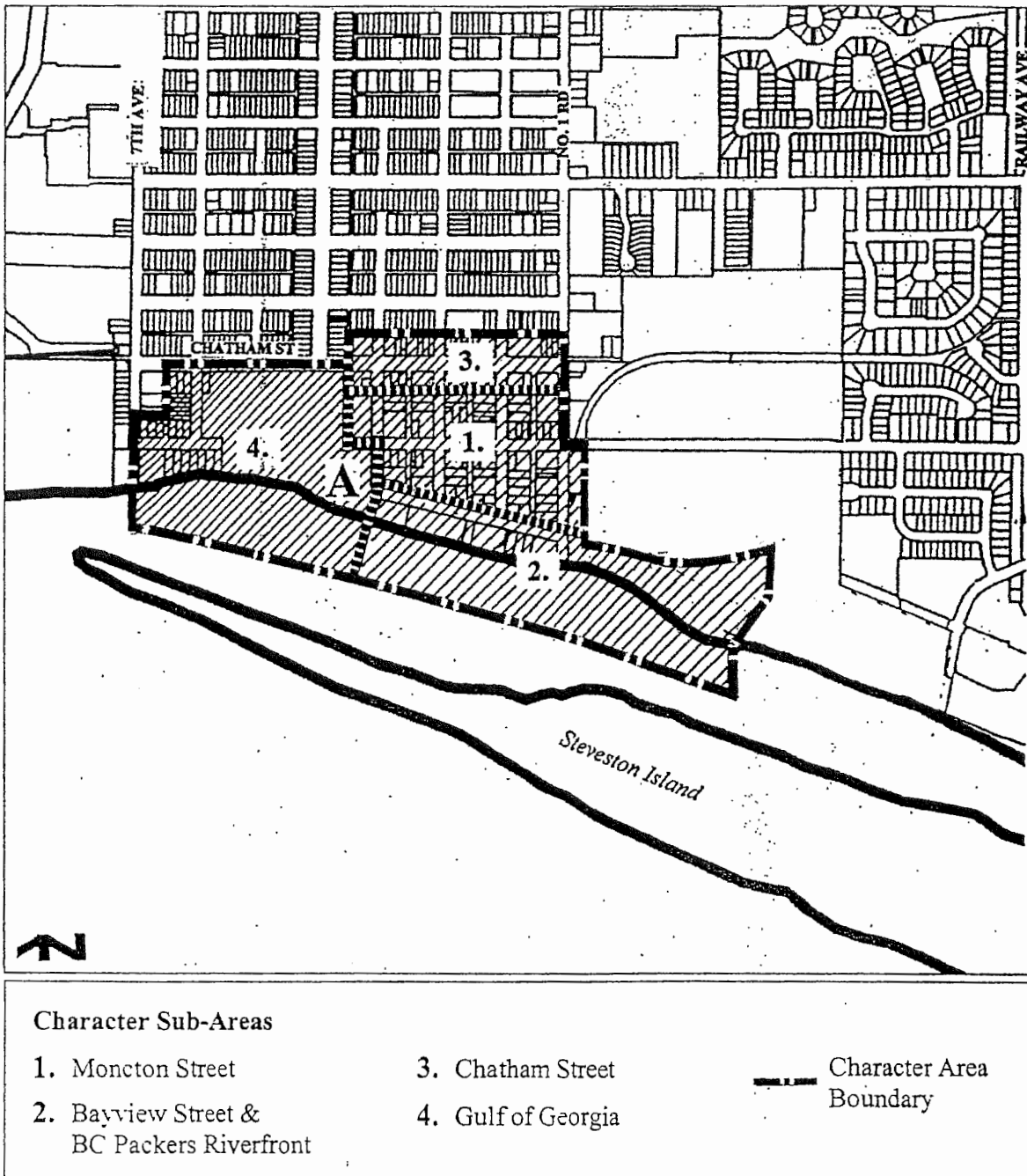
1. Official Community Plan Development Permit Guidelines

In September, 1998, the Steveston Area Plan was amended (Official Community Plan (OCP) Bylaw No. 6916). The revitalization area was removed and replaced by a slightly larger Steveston Downtown Node (Business Centre) and several Steveston Village Character Sub-Areas (i.e. Moncton Street, Bayview Street and BC Packers Waterfront, and Chatham Street.). Development Permit Guidelines for these areas are shown in the attached OCP Bylaw.

The Development Permit Guidelines that are currently applicable to the area between No. 1 Road and 7th Avenue are contained within the Steveston Area Plan (originally adopted April 22, 1985 / Plan Adoption: October 21, 2002). The relevant guidelines consist of two parts:

- Section 8.0 contains General Development Permit Guidelines for all of Steveston – including the subject area;
- Section 8.3.1 contains Additional Development Permit Guidelines for Area A: Steveston Village.

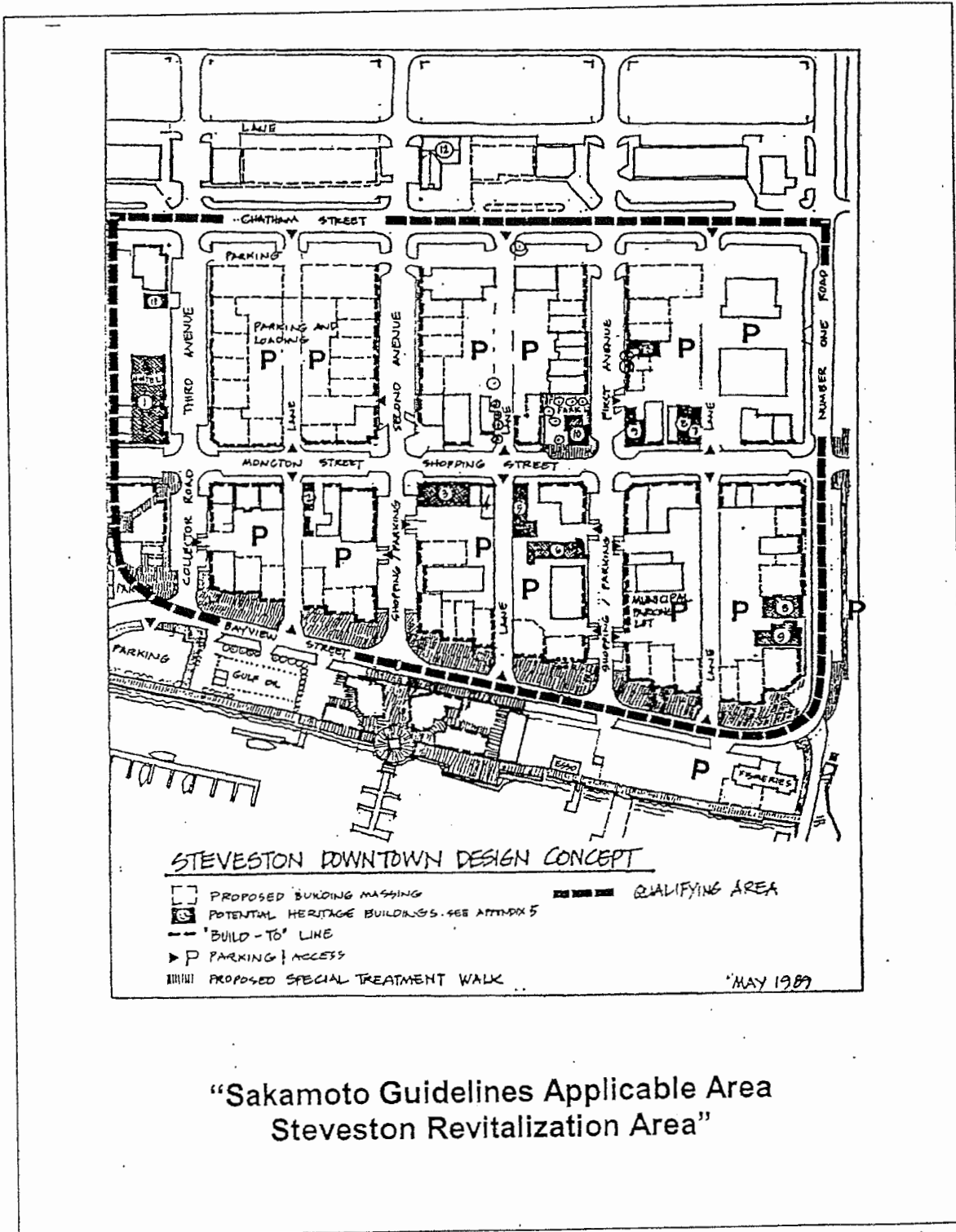
Area A: Steveston Village Character Area Map



2. The "Sakamoto Guidelines"

Applicable Area

The "Sakamoto Guidelines" originally applied to an area slightly smaller than the current Steveston Business District – notably excluding the north side of Chatham Street and the Army, Navy and Air Force Veterans property on the east side of No. 1 Road.



**"Sakamoto Guidelines Applicable Area
Steveston Revitalization Area"**

The Documents:

The "Sakamoto Guidelines" were actually two sets of documents that were referred to in the 1989 version of the Steveston Area Plan (Official Community Plan (OCP) Bylaw 5400):

- (1.) *Design Criteria for the Steveston Revitalization Area (1987)*
 - They provided a Steveston downtown design concept and illustrated urban design guidelines and written criteria regarding the following topics: character of buildings, continuity of commercial frontage, building height, exterior finish, parking location and type, signs, and landscaping.
- (2.) Steveston Downtown Revitalization: Façade Guidelines (1989)
 - They provided an explanation of the Provincial Store Front Façade Grants Program and specific design guidelines for heritage storefront restoration in the Steveston Revitalization Area.

Copies of the above documents appear in Attachments 1 and 2.

Background:

The Sakamoto Guidelines were commissioned as supplements to the Development Permit Guidelines in Steveston Area Plan to guide the revitalization efforts in Steveston Downtown Revitalization area at the time in concert with the heritage designation initiatives by the City and Provincially funded Façade Improvement Grants Program active at the time.

The intent of the original Sakamoto Guidelines was to encourage the authentic restoration of "heritage" storefronts in the Steveston Downtown Revitalization area. As such, the design specifications tended to be very detailed and specific to the faithful recreation of building facades around 1900's. Theoretically, if the entire Sakamoto Guidelines document had been incorporated into the Steveston Sub-Area Plan for the Steveston Downtown Node, the replication of historic building form and character of a specific time period (circa 1900) would eventually emerge over time.

Note:

Replicating the historic character of a specific time period to achieve compatibility with the:

- existing eclectic developments, and
 - future development and business trends,
- will require further investigation.

Document Focus:

Both Sakamoto documents focused heavily upon encouraging owners to take advantage of the Façade Improvement Grants provided by the BC Downtown Revitalization Program, which was then in place and administered by the City. When the Revitalization Program and its funding were terminated by the Province, the revitalization area program for Steveston Village subsequently ceased.

3. Investigate whether more stringent guidelines can be implemented for the Steveston Village area

General

More stringent measures can be implemented. Currently, some key aspects of both the Sakamoto Guidelines are incorporated into the Steveston Area Plan urban design guidelines, such as the massing guidelines to limit the height of building to three-storeys.

A review of the Steveston Area Plan guidelines indicate that some aspects of the Sakamoto Guidelines were not incorporated including:

- > the more detailed guidelines with respect to the architectural detailing and building façade articulation;
- > the graphic illustrations, character sketches and photographs which provided historically accurate architectural details; and
- > streetscape elements including lighting standards, boulevard design, parking layout and historic sidewalk treatment/materials.

The current design guidelines provide general directions to achieve some of the original community goals and objectives envisioned in 1985 and reaffirmed in 2002. Significant redevelopments in some of the sub areas are near completion or well underway, such as the Garry Point/Scotch Pond Node, the Gulf of Georgia Node, BC Packers Node, Britannia Node, the Trites Node, and the London/Princess Node. Other areas, such as the Steveston Downtown Node and Steveston Park Node, will continue to evolve in response to the changing development context and community needs.

Accordingly, significant changes to the existing guidelines are not practical or necessary.

Effectiveness of the Urban Design Guidelines in Achieving the Steveston Vision:

Steveston Vision:

The formal Steveston Area Plan Vision is as a "homeport" where people can live work and play.

Challenges:

For Steveston Village, as redevelopment occurs, the challenges include:

- ensuring that the "home port" Vision is achieved,
- retaining an appropriate mix of land uses to ensure viability,
- protecting the desired heritage and non-heritage elements,
- accommodating redevelopment on both:
 - existing small properties, and
 - larger assembled sites which are large enough for "profitable" redevelopment due to constraints in achieving the required parking and loading requirement.

Visual Quality:

- The current Design Guidelines do not clearly articulate a complete urban design vision for the Village. In particular, they do not provide specific guidance for the streetscape including boulevard treatment and parking arrangement.

Heritage:

- Heritage can be better addressed. Of the 90 buildings in the village, only 12 have retained sufficient heritage merits to be considered for heritage "designation". The other 78 buildings do not have sufficient merits for consideration for heritage designation, but their unique character should be protected.

This report does not address true heritage preservation, which is a significant consideration in Steveston Village. Heritage issues, including the preservation and protection of buildings and landmarks with significant heritage merits by establishing comprehensive heritage strategies will be addressed in a separate staff report at a future date.

Better Define the Valued Urban Design Character:

- The implicitly valued heritage and non-heritage village characters should be better defined to ensure their protection.
- As most agree that it is important to protect the design flavour of the Steveston Village, it is difficult to achieve this goal without better defining these design "characters".
- This can be achieved over time by providing additional graphic illustrations and written descriptions of the desired architectural detailing, materials and streetscape profiles.

Analysis and Recommendations:

The following steps are recommended to protect the existing character of Steveston:

1. Sakamoto Guidelines

Instead of including the Sakamoto Guidelines in its entirety into the Steveston Area Plan, the Sakamoto Guidelines should be used as a reference by staff in conjunction with the Steveston Design Guidelines, when dealing with restoration of buildings with significant heritage merits identified in the City's on line inventory. Council will be apprised of how each development proposal meets the Guidelines.

2. Explanation of Development Permit Controls

The existing guidelines can be made more effective by making two changes described below. These changes will better protect the existing exterior building characters:

(1) Exterior Renovations to Storefronts:

Currently, in the Steveston, the following occurs:

- Interior Renovations - all are exempt from Development Permits
- Exterior Renovations:
 - in Steveston Village - exterior renovations are exempt, if less than \$15,000, and
 - elsewhere in Steveston - exterior renovations if less than \$50,000 outside.

In Steveston Village, the current minimum threshold (\$15,000) for exterior renovations which can be undertaken without a Development Permit may lead to incremental changes to the exterior of existing building facades that, over time, might result in undesirable or uncharacteristic alterations to the storefronts and a loss of neighbourhood/heritage character.

Staff propose that, in Steveston Village, Development Permits for exterior renovations for all commercial, industrial and mixed-use developments with a minimum construction value of \$1,000 be applied, to better address mitigate the situation:

Table 1: Comparison of Current and Proposed Exterior Renovations Exemptions:

Current DP Guideline Exemptions	Proposed DP Guideline Exemptions
1. Renovations to interiors	1. No change
2. Exterior renovations of less than \$15,000 in Steveston Village"	2. All exterior renovations in the "Steveston Village" less than \$1000 construction value (Steveston Downtown Node)
3. Exterior renovations of less than \$50,000 outside "Steveston Village"	3. No change

Implementation

The above changes are incorporated into the proposed OCP Bylaw in this report.

Benefits

- The Development Permit process will enable staff to review exterior renovations, other than very minor alterations, to ensure that the proposed design is compatible with the existing Design Guidelines, adjacent buildings and where appropriate, to encourage accurate historic restorations.
- Staff will also have the discretion to refer to the Sakamoto Guidelines for appropriate restoration detailing as an interim measure until a further review of the heritage guidelines.

(2) Increased Scope and Effectiveness of Development Permit Guidelines:

The current Development Permit Guidelines were adopted under older legislation, which limits their scope and effectiveness. To increase their scope and effectiveness, it is proposed that the amended Guidelines be adopted using newer Local Government Act Sections 919.1 (1) (d) and (f). Readopting the guidelines under the updated legislation will expand the requirements of Development Permit beyond the "general character of the development" to include "landscaping, and the siting, form, exterior design and finish of buildings and other structures".

It is of note that under the former 1989 Official Community Plan (OCP) Bylaw 5400, there were no Development Permit exemptions for exterior renovations within the Steveston Village. The increased scope to include all buildings regardless of heritage status enables the City to prevent the cumulative loss of the Steveston Village character through uncharacteristic or in compatible storefront renovations.

Pros:

- Immediate implementation possible,
- All storefront renovations will undergo design review.

Cons:

- Increased review time and requirements for small renovation projects,
- Assumes that the current vision in the Steveston Area Plan will adequately address the changing economic and development context.

Implementation:

The above change is incorporated into the proposed OCP Bylaw in this report.

Current Initiatives Underway

Build Out Implication:

While the current zoning in the Village (Steveston Commercial 2-Storey (C4) and Steveston Commercial 3-storey (C5) allows for much higher density than the existing development patterns (1.0 floor area ratio (F.A.R.) and between 9 m and 12 m height), the multiple ownership of small parcels of land in Steveston Village presents development challenges in this area.

Staff need to review the built-out implications in Steveston based on the developments achievable under the current zonings including, but not limited to:

- parking, infrastructure and services requirements, and
- the interface between residential and commercial uses at grade in the transitional areas radiating outwards from the village core business district.

Parking Review:

- The Transportation Department is currently undertaking a comprehensive review of the parking and loading needs and transportation strategies to address the development conditions at maximum "built-out" permissible under the uses permitted under current zoning. Transportation staff will prepare a separate report to Council by December, 2004.

Steveston Commercial (C4 and C5) Zone Districts:


- Staff are preparing a separate report to better manage retail and residential uses in mixed-use (commercial/residential) development on C4 and C5 zoned sites.

Ongoing work:

- Over time it is desirable to improve the existing urban design guidelines, as work priorities permit, by:
 1. improving clarity the Village character vision,
 2. providing specific design guidelines for streetscape and landscaping;
 3. simplifying and consolidating the existing guidelines for additional clarity; and
 4. including graphic illustrations to demonstrate the design intent, materials, and façade treatment envisioned.

Conclusion

- The Steveston Area Plan Urban Design Guidelines are effective.
- Two immediate changes are proposed.
- Parking and zoning improvements are underway and will be brought forward separately.
- Overtime, other improvements are contemplated , as work priorities permit.


Cecilia Achiam, MCIP,
Urban Design Planner, (Local 4122)
CA:blg

Attachment 1: Design Criteria for the Steveston Revitalization Area (1987)
Attachment 2: Steveston Downtown Revitalization: Façade Guidelines (1989)

9

"IN CAMERA"

CITY OF RICHMOND
REPORT TO COMMITTEE

DATE: February 13, 1991
TO: Planning and Development Services Committee
FROM: Ron Mann
Director of Planning
RE: APPOINTMENT OF MEMBERS TO THE STEVESTON DOWNTOWN REVITALIZATION
COMMITTEE
FILE: 1019

(032)

STAFF RECOMMENDATION

That:

1. The Steveston Downtown Revitalization Committee be re-named the Steveston Design Committee;
2. The operating procedures, as shown on Attachment 1 to the report dated February 8, 1991 from the Director of Planning, be adopted as policy; and
3. The following names be submitted to open Council meeting for appointment to the Steveston Design Committee for a two year term effective January 1991:

Bill Carnegie
Richard Creed
Irene Fox
John Horton
Ron Kemp
Bud Sakamoto
Dave Scott

STAFF REPORT

February 13, 1991

- 2 -

1019

BACKGROUND

On January 23, 1989, Council resolved that all Development Permits in Steveston be referred to the Steveston Downtown Revitalization Committee for comments (see attached map of the area).

A new group has been nominated to fill vacancies on the Committee for a term from January 1991 to January 1993.

ANALYSIS

The original function of the Steveston Downtown Revitalization Committee was to oversee the Downtown Revitalization Program. When the street improvements were completed, the main function of the Committee became the review of Development Permit applications. The Committee has been functioning for over a year-and-a-half now, and has helped to elevate the quality of design by serving as a source of feedback for the local community.

The Committee, on February 16, 1989, agreed to operate according to the attached procedure guidelines. It is suggested that Council recognize these procedures. There are two aspects of the procedures worth highlighting:

1. In addition to reviewing Development Permits, the Committee would like to review all Sign Permits in the area, and have been doing so thus far with the co-operation of the Permits and Licences Department. This should be an interim procedure until the Sign Bylaw is amended to create a special sign control area.
2. The Committee suggests that seven nominees to the Committee be appointed for two year terms.

The Steveston Business Association and the Steveston Community Association have nominated seven members to the Committee (see attached letters). The nominees are:

- . Bill Carnegie
- . John Horton
- . Richard Creed
- . Dave Scott
- . Bud Sakamoto
- . Irene Fox
- . Ron Kemp

It should be noted that the purpose of the Committee is purely advisory. Individual Committee members may wish to liaise with their parent organizations, but should not attempt to take on a regulatory or policing role.

Finally, to reflect the current function, it is suggested that the Committee be renamed THE STEVESTON DESIGN COMMITTEE (SDC).

... 3

CONCLUSIONS

1. Council has been referring Development Permits to the Steveston Revitalization Committee for over two years.
2. The Committee needs to be reappointed as per the attached procedure guidelines.

FINANCIAL IMPACT

The Committee operates as unpaid volunteers. Municipal staff provide administrative assistance.



Ron Mann
Director of Planning

AJ/tw / Attachments

4254K

1977
Alternative to Curb Bulges
proposed by Steveston Historical Society and Steveston Businesses

footwalk

curb
+ gutter

boardwalk

brick, tile
or cobble.

