



City of Richmond

Report to Committee

To: Planning Committee

Date: August 25, 2011

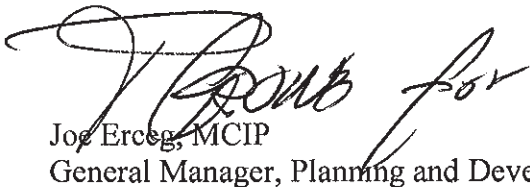
From: Joe Erceg, MCIP
General Manager, Planning and Development

File:

Re: A Proposed Steveston Village & Cannery Row Heritage Area Policy

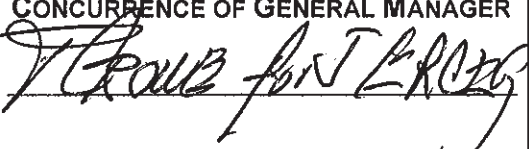

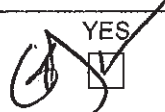
Staff Recommendation

That the proposed Policy entitled *Steveston Village & Cannery Row Heritage Area* be endorsed as outlined in the Attachment 1 to the staff report dated August 25, 2011 from the General Manager, Planning and Development".



Joe Erceg, MCIP
General Manager, Planning and Development

Att. 1

FOR ORIGINATING DEPARTMENT USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Parks		Y <input checked="" type="checkbox"/> N <input type="checkbox"/>			
Development Applications		Y <input checked="" type="checkbox"/> N <input type="checkbox"/>			
Economic Development		Y <input checked="" type="checkbox"/> N <input type="checkbox"/>			
Art, Culture and Heritage		Y <input checked="" type="checkbox"/> N <input type="checkbox"/>			
REVIEWED BY TAG		YES	NO	REVIEWED BY CAO	
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Staff Report

Origin

On June 15, 2009, after approving the Steveston Village Conservation Strategy, Council passed the following referrals:

- *Referral 1 (PH09/6-4):
That a wider conservation area for the Steveston Conservation Strategy be considered which would begin at Scotch Pond and Garry Point Park, and moving east, would include the wharves and docks along 7th Avenue, the Canfisco Net Shed and Site, the Gulf of Georgia Cannery, the Japanese fishermen's hospital office, the telephone exchange building on No. 1 Road, the portion of Steveston Park that includes the tram tracks, the undeveloped Onni and City site at the foot of No. 1 Road, Britannia Heritage Shipyard, the Steveston Harbour Authority buildings, Dana Westermarck's Abercrombie home and Curtis Eyestone's McKinney home, up to and including London Farm, and other sites that may be identified by staff.*
- *Referral 2 (PH09/6-8):
That staff review the status of the Steveston Heritage Conservation Strategy in one year's time, and report back on the result of their review.*
- *Referral 3 (PH09/6-9):
That Planning staff review the Department's policies and procedures for providing notification of public information meetings, with a view to improving the process and report back to the Planning Committee, also advising how the community will be informed of any future changes to the Steveston Conservation Strategy.*

This report addresses Referral 1. Referrals 2 and 3 will be addressed in subsequent separate reports.

Background

Purpose of the Steveston Heritage Conservation Area (HCA):

The current Steveston Village Heritage Conservation Area (HCA) in the Steveston Area Plan was approved by Council in 2009 and is a regulatory heritage conservation land use policy. The purpose of an HCA is to enable a municipality to better identify and legally protect valued heritage resources (e.g., buildings, streetscapes).

The HCA was required as there was not sufficient legal conservation protection in the Village. After much study, community consultation and support, Council amended the Steveston Area Plan to establish the Steveston Village Heritage Conservation Area (HCA), to conserve and protect the exteriors of:

- seventeen (17) valued heritage buildings by establishing formal heritage conservation requirements, and
- seventy-seven (77) other unique Village buildings and elements by establishing redevelopment requirements specific to Steveston Village.

Why Consider Expanding The Village HCA Area?

The main reason to consider expanding the existing Village HCA to other parts of Steveston would be to provide similar rigorous, legal heritage conservation measures to more properties, to better achieve heritage conservation. If areas already have sufficient existing heritage conservation protection (e.g., by policies, City ownership), expanding the HCA to include them would not be required and if the areas do not have sufficient protection an HCA can be considered. If an HCA is not necessary it should be not be extended to avoid a duplication of regulation and administrative processes.

Findings Of Fact*The Areas Under Consideration*

As per Council's direction, the following areas (called Areas Under Consideration in this report) were considered for the possible expansion of the existing Village HCA:

- Federally Owned: Canfisco Net Shed site (Pattison Lease), Gulf of Georgia Cannery, Steveston Harbour Authority buildings and structures and the wharves and docks along 7th Avenue;
- City Owned: Scotch Pond, Garry Point Park, Japanese Fishermen's Hospital Office, Steveston Park including the tram tracks, the Britannia Heritage Shipyard, No 2 Road wharf and London Farm;
- Privately Owned: Abercrombie House (D. Westermark), McKinney House (C. Eyestone), Telephone Exchange Building on No. 1 Road (by The Bill Rigby Memorial Society), Maritime Mixed Use area (ONNI), and parts of the London Landing area (varied private).
- In addition, privately owned lots along Moncton St. which have valued Japanese gardens were considered.

Relevant Policies

In considering the possibly of expanding the HCA, City staff reviewed the following relevant heritage conservation documents to see if expanding the HCA is necessary:

- General: The Richmond Heritage Inventory and Richmond Community Heritage Register, The Steveston Village Conservation Strategy, The Steveston Area Plan conservation policies and guidelines for the Village and other areas (e.g., for London Landing), Steveston Village Heritage Conservation Area (HCA) requirements, The Steveston Village Conservation Tool Kit, (e.g., new heritage agreements, covenants),
- For City Owned Properties: the City's existing heritage management plans and policies (e.g., the City Museum & Heritage Strategy, Garry Point Park Master Plan, Britannia Heritage Shipyard Park Historic Zone Development Plan and Britannia Heritage Shipyard Business Plan & Update,
- For Federal Properties: the Parks Canada's Gulf of Georgia Cannery plans and Parks Canada, Standards and Guidelines for the Conservation of Historic Places in Canada.

Analysis

Steveston Heritage Conservation Principles:

To assist in analysing the pros and cons of expanding the Village HCA to the “Areas Under Consideration”, City staff identified the following principles:

- Conservation: Conserve Steveston’s unique and valued heritage, and character areas;
- Flexibility: Use a range of flexible conservation approaches to meet varied Village needs (e.g., due to ownership);
- Avoid Regulatory Duplication: Avoid unnecessary additional City conservation regulations;
- Cost Effectiveness: Use cost effective conservation approaches (in establishment and implementation);
- Partnerships: Encourage partnerships to improve and conserve Steveston’s heritage;
- Inclusion: Include Village stakeholders in conserving Steveston’s unique heritage; and
- Promotion: Better promote Steveston’s unique heritage waterfront character.

These principles helped guide the analysis, as to whether or not the HCA should be extended to the Areas Under Consideration, and if not to be extended, in determining what other effective approaches might be used.

City staff reviewed all the Areas Under Consideration. The review included considering their ownership (an important factor in managing land use and heritage conservation), existing senior government and City heritage conservation plans and policies, existing unique City land use plans and policies (e.g., ONNI site, London Landing), the effectiveness of those plans and policies in achieving conservation and protection, the need to utilize flexible approaches and the need to avoid regulatory redundancy.

In achieving heritage conservation, it is important to:

- First, to protect the Village’s unique and valued heritage assets (e.g., buildings, character and defining features) by using a range of legal conservation approaches (e.g., ownership, plans, policies), so that the assets will not be lost and benefits be secured for future generations;
- Second, to conserve the assets by using appropriate methods (e.g., plans, policies, guidelines, agreements, covenants; and
- Third, to promote the heritage assets by using inclusive, partnership and sponsorship approaches, to create more public, tourism, investment and business awareness and commitments, so that more people can visit the area, enjoy it, learn from it, invest in it and financially support the community.

Highlights of Analysis and Findings:

The analysis reveals the following:

- The Richmond Heritage Inventory
The Richmond Heritage Inventory is an informal property database that lists 95 properties in the City, with varied heritage values. The Inventory does not regulate heritage and the inclusion of a property in it does not protect it from demolition. Properties in the Inventory may be integrated into land use planning processes (e.g., rezonings) and may be eligible for any incentives. The Inventory identifies two (2) heritage areas with Statements of

Significance in the “Area Under Consideration”, namely: (1) the Steveston Townsite (Bayview, Steveston Highway, Seventh Avenue, No. 1 Road) and (2) Cannery Row (Garry Point Park along the waterfront to No 2 Road including Shady Island). While not a regulatory tool the Inventory indicates heritage uniqueness and importance and can be referenced in heritage planning. How heritage conservation is achieved for these properties is discussed below.

- The Richmond Community Heritage Register

The Richmond Community Heritage Register is a Council approved formal property database that lists 43 properties in the City, with varied heritage values. Properties in the Register may be integrated into land use planning processes and eligible for any incentives. Owners must be notified of being in the Registry. The Register does not regulate heritage and the inclusion of a property in it does not protect it from demolition. The Register identifies 25 heritage resources in the Area Under Consideration (e.g., London Farmhouse, Marital Arts Centre, McKinney House, Northern Bank, Scotch Pond, Steveston Telephone Exchange, Steveston Courthouse, Gulf of Georgia Cannery). Like the Inventory, while not a regulatory tool, the Register indicates heritage uniqueness and importance and can be referenced in heritage planning. How heritage conservation is achieved for these properties is discussed below.
- Richmond Heritage Designation Bylaws

These municipal bylaws are enacted to ensure the long-term protection of heritage property (e.g., a single property, a portion of a property, or more than one property, and that property’s interior features and landscape features). In the Area Under Consideration, eight (8) properties have been designated by municipal bylaw (e.g., Steveston Courthouse, Telephone Exchange Building, Abercrombie House, McKinney House). As these heritage resources are already protected they do not need to be in an expanded HCA.
- Ownership In The “Areas Under Consideration”

As the ownership of heritage properties (e.g., by the City or a senior government) can be a very effective heritage management alternative to expanding the HCA, ownership in the Area Under Consideration was studied along with the applicable management plans. The following summarizes the analysis:

 - For the City Owned Properties
 - Scotch Pond: Council has already designated it by bylaw as a Municipal Heritage Site and effectively manages it under the approved 2007 City Museum & Heritage Strategy;
 - Garry Point: Council has already approved an effective City 2007 Museum & Heritage Strategy and Garry Point Park Master Plan to protect and manage it;
 - The Japanese Fishermen’s Hospital Office: It is effectively managed under the Village HCA and the approved 2007 City Museum & Heritage Strategy;
 - The Steveston Museum (Northern Bank): Council has already designated it by bylaw as a Municipal Heritage Site and effectively manages it under the approved 2007 City Museum & Heritage Strategy;
 - Lot “H” (currently under water) in front of the Onni Site: This site is currently effectively managed by the City’s Steveston Area Plan policies;

- The Southwest Portion of Steveston Park that includes the Tram Tracks, playground, Community Centre and Martial Arts Centre: Council has already approved an effective 2007 Museum & Heritage Strategy and Steveston Park Vision Plan to protect and manage them;
 - Britannia Heritage Shipyard: Council has already designated it by bylaw as a Municipal Heritage Site. It has also been designated as a federal National Historic Site of Canada and Provincial Historic Site, and is effectively managed under the City's 2007 Museum & Heritage Strategy, Britannia Heritage Shipyard Park Historic Zone Development Plan and Britannia Heritage Shipyard Business Plan & Update; and
 - London Farm: Council has already designated it by bylaw as a Municipal Heritage Site and effectively manages it under the approved City 2007 Museum & Heritage Strategy.
- For the Federally Owned Resources:
(Note that City bylaws do not apply to federally owned land; however, the City anticipates continuing its effective co-operative working relationship with Parks Canada and the Steveston Harbour Authority which support heritage conservation:
- The Gulf of Georgia Cannery: The Cannery is owned by Parks Canada which manages the resource with the help of the community based Gulf of Georgia Cannery Society whose mission it is to preserve, present, and promote the history of Canada's West Coast fishing industry.
 - The Canfisco Net Shed and Site: This asset is owned by the Department of Fisheries and Oceans Canada, Small Craft Harbours Branch (DFO - SCHB). The building and site is leased by the Steveston Harbour Authority (a non-profit society) to manage, and sub-leased to Canfisco. Its heritage is to be protected.
 - The Steveston Harbour Authority (SHA) Buildings and Facilities including the wharves and docks along 7th Avenue: These assets are owned by the Department of Fisheries and Oceans Canada, Small Craft Harbours Branch (DFO - SCHB). They are leased to the Steveston Harbour Authority (SHA) (a non-profit society) to manage. The SHA assets are managed by Federal - SHA agreements and operational directives. The fishing heritage is protected as they continue to operate the facilities as a working harbour.
- For the Provincially Owned Resources: None.
- For the Privately Owned Resources:
- The Steveston Courthouse: This site is privately owned by a registered corporation. It is designated by Bylaw as a Municipal Heritage Site and effectively managed by the City under the City's 2007 Museum & Heritage Strategy.
 - The Telephone Exchange Building: This site is privately owned by the Bill Rigby Memorial Society and largely managed by the current tenant(s). It is designated by Bylaw as a Municipal Heritage Site and effectively managed by the City under the City's 2007 Museum & Heritage Strategy.
 - The Onni "Maritime Mixed Use" (MMU) Site: The currently privately owned by Onni. It is managed under the Steveston Area Plan and guidelines which provide

effective, unique land use and architectural design requirements. The buildings are now under construction.

- The Abercrombie House: This site is privately owned by Dana Westermark. It is designated by Bylaw as a Heritage Building and effectively managed by the City under the City's 2007 Museum & Heritage Strategy.
- The McKinney House: This site is privately owned by C. Eyestone. It is designated by Bylaw as a Municipal Heritage Building and effectively managed by the City under the City's 2007 Museum & Heritage Strategy.
- London Landing - private Heritage Residential Developments. These sites are privately owned and managed by City's Steveston Area Plan policies.

Based on the above identified principles, the following is concluded:

- Conservation: Proper heritage conservation can be achieved in the Areas Under Consideration without expanding the HCA, as the City and senior governments own many properties and along with their respective plans (e.g., Garry Point Park, Britannia Heritage, Gulf of Georgia) can achieve the heritage conservation of their assets. Similarly, for privately owned heritage resources, as the City has adequate Area Plan heritage conservation policies, regulations and guidelines (e.g., London Landing),
- Flexibility: The current heritage ownership and conservation regulatory approach enables heritage conservation to be successfully achieved in a flexible manner which respects jurisdictions,
- Avoid Regulatory Duplication: By using existing heritage conservation plans, policies and regulations and not expanding the HCA, the City can avoid duplicating heritage regulation. (It is to be noted that with the HCA, Heritage Alteration Permits are required in addition to other basic approvals (e.g., rezonings, Development Permits, building permits),
- Cost Effectiveness: By using existing heritage conservation approaches and documents, and not expanding the HCA, significant dollars are saved as it is not necessary to undertake research and prepare all the required documentation (e.g., updating the Steveston Village Conservation Strategy, Area Plan conservation policies and guidelines),
- Partnerships: Using existing heritage conservation approaches encourages partnerships,
- Inclusion: By using existing heritage conservation approaches many community stakeholders are continued to be included in Steveston heritage conservation efforts,
- Promotion: By using existing heritage conservation approaches, many community stakeholders can assist in promoting the area, by attracting visitors, tourists, sponsorships and investors to enhance community vitality.

Community Consultation

During the review, City staff consulted with the following Steveston community stakeholders: the City's Heritage and Cultural Services Department; federal Gulf of Georgia administrators; representatives from the federal Gulf of Georgia, the federal Department of Fisheries and Oceans, Small Craft Harbours Program, Steveston Harbour Authority, the Steveston Community Society, the City's Britannia Heritage Shipyard and the City's London Farm site; owners of the Abercrombie House (Dana Westermark) and McKinney House (Curtis Eyestone), and the Chair of the Richmond Heritage Commission.

In summary, the stakeholders appreciated being included and asked for comments, and support the principles of Conservation, Flexibility, Avoid Regulatory Duplication, Cost Effectiveness, Partnerships, Inclusion and Promotion. They agreed that regulatory duplication should be avoided and promoting Steveston should continue.

Options

Based on the above findings and analysis the following options are proposed for consideration:

Option 1- Establish a new Steveston Village & Cannery Row Heritage Area and Policy Recommended),

- Description: This option involves conserving heritage with existing plans and policies, not expanding the HCA and establishing a new integrated heritage promotional area to enable Council, community groups and stakeholders to better promote the Steveston Village and waterfront from Garry Point Park to London Farm. It would, for the first time, clearly identify on one map the wide range of valued heritage resources along the waterfront including Shady Island. The intent is to enable community stakeholders to better promote the area by attracting visitors, tourism, partnerships, sponsorships and investment (e.g., for development, festivals, community improvements and any grants).
- The new Steveston Village & Cannery Row Heritage Area and Policy (see **Attachment 1**) would be comprised of the Village HCA, the two (2) Heritage Inventory areas (i.e., Steveston Townsite and Cannery Row), and the following areas:
 - City Owned:
 - Scotch Pond, Garry Point Park, the south west portion of the City owned Steveston Park including the Community Centre, tram tracks and Martial Arts Centre, the dyke and boardwalk in front of the ONNI site, the Britannia Heritage Shipyard, and London Landing area.
 - Federally Owned:
 - The wharves and docks along 7th Avenue, Canfisco net shed and site, Gulf of Georgia Cannery site, and Steveston Harbour Authority sites,
 - Privately Owned:
 - Telephone Exchange Building on No. 1 Road (by The Bill Rigby Memorial Society), the ONNI Maritime Mixed Use (MMU) area, Abercrombie House (by Dana Westermarck), McKinney House (by Curtis Eyestone), and London Landing's privately owned heritage strip along the River Road (e.g., varied private owners),
- Pros:
 - Achieves the principles of Conservation, Flexibility, Avoid Regulatory Duplication, Cost Effectiveness, Partnerships, Inclusion and Promotion, has community group support.
- Cons: None

Option 2- Expand The Existing Village Heritage Conservation Area (HCA)

Description: This option involves achieving heritage conservation by expanding the HCA to the same area as in Option 1. To do so would involve more research, documentation and money to update the necessary heritage conservation documents, policies and regulations in the proper HCA format (e.g., update the Conservation Strategy, Area Plan).

- Pros: None

- Cons: Does not achieve the Principles of Flexibility, Avoid Regulatory Duplication or Cost Effectiveness which are import to achieve, not favoured by community groups, City staff recommend not expanding the HCA to avoid more needless regulation, and as well, senior government owned properties are not affected by an expanded HCA.

Next Steps

If Option 1 is approved, City staff will meet with and communicate the new “Steveston Village & Cannery Row Heritage Area” to a wide range of community groups.

Financial Impact

None

Conclusion

City staff have reviewed the need to expand the Steveston Village HCA and recommend not doing so, continuing to utilize a range of existing heritage conservation approaches and establishing a new “Steveston Village & Cannery Row Heritage Area” to better enable the City and community stakeholders to promote the Steveston waterfront



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Terry Brunette
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TCB:cas

Attachment 1: Steveston Village & Cannery Row Heritage Area Policy and Map



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Adopted by Council:

Policy

File Ref:

Steveston Village & Cannery Row Heritage Area

Policy :

1. Purpose

The purpose of the Steveston Village & Cannery Row Heritage Area is to better enable Council to provide leadership in promoting Steveston's unique heritage waterfront by:

- (1) clearly identifying a unique heritage area along the Steveston waterfront from Gary Point Park to London Farm including Shady Island, and
- (2) assisting in promoting the Area for the enjoyment of future generations.

2. Steveston Village & Cannery Row Heritage Area

The Steveston Village & Cannery Row Heritage Area is identified in **Schedule 1**.

3. Policy

(1) The City shall promote the Steveston Village & Cannery Row Heritage Area (as resources become available), as a unique livable community and heritage conservation area to improve tourism, economic development and community livability by attracting visitors, tourism, partnerships, sponsorships and investment (e.g., for development, festivals, community improvements, grants).

(2) The City shall encourage others (e.g., the Federal and Provincial governments, community groups, stakeholders and the private sector) to similarly promote the Area.

4. Policy Modifications

The Policy may be modified by Council, as necessary from time to time.

