



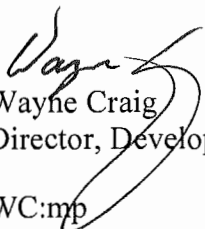
To: Planning Committee  
From: Wayne Craig  
Director, Development


Date: April 4, 2018  
File: HA 18 - 804880

Re: Application by Kanaris Demetre Lazos for a Heritage Alteration Permit at 12111 3rd Avenue (Steveston Hotel)

**Staff Recommendation**

That a Heritage Alteration Permit be issued which would permit the removal of decorative shutters and the replacement of all the upper-storey windows of the protected heritage property at 12111 3<sup>rd</sup> Avenue, be issued.

  
Wayne Craig  
Director, Development  
  
WC:mp  
Att. 8

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Policy Planning	<input checked="" type="checkbox"/>	

## Staff Report

### Origin

Kanaris Demetre Lazos has applied for a Heritage Alteration Permit to remove all the decorative shutters on the upper floor and replace all the upper-storey windows of a commercial property at 12111 3<sup>rd</sup> Avenue, known as the Steveston Hotel. The location maps are included in Attachment 1.

The Steveston Hotel is one of the identified heritage resources in the Steveston Village Heritage Conservation Area. A Heritage Alteration Permit is required for any exterior alterations to a property that is located within the Heritage Conservation Area.

### Background

In 2017, a Heritage Alteration Permit (HA16-723477) was approved for the subject property to allow a reconfiguration of lot lines to create two new lots that can function independently of each other in terms of access and parking. The proposed southern lot contains the Steveston Hotel and associated parking, and the proposed northern lot contains a heritage-designated property known as the Steveston Courthouse and a one-storey, non-heritage commercial building and associated parking. The subdivision application is in process.

Also, two additional Heritage Alteration Permits were issued for the subject property in 2017: A Heritage Alteration Permit (HA17-766440) to allow the replacement of a window with a new entry door to provide a separate entrance to a restaurant in the hotel, and a Heritage Alteration Permit (HA17-776233) for the City of Richmond for the painting of a mural on the south elevation of the property as a Canada 150 project.

The subject property is designated as “Neighbourhood Service Centre (NSC)” in the 2041 Official Community Plan and “Heritage Mixed Use” in the Steveston Area Plan, and is zoned “Steveston Commercial (CS2)”.

### Surrounding Development

The subject property is surrounded by the following sites.

- |                        |   |
|------------------------|---|
| To the North:          | A new three-storey, mixed-use building at 3471 Chatham Street, on a site zoned “Commercial Mixed Use (ZMU26) – Steveston Village”.  |
| To the East:           | A new mix-used building ranging from one to three storeys on the former Rod’s Lumber site at 12088 3 <sup>rd</sup> Avenue zoned “Commercial Mixed Use (ZMU33) – Steveston Village”. The building is currently under construction. |
| To the West and South: | The Gulf of Georgia Cannery federal historic site in the “Light Industrial (IL)” zone.  |

## **Related Policies & Studies**

### **Official Community Plan**

The City's 2041 Official Community Plan Section 4 "Vibrant Cities" includes city-wide direction and policy to "preserve, promote and celebrate community heritage".

### **Steveston Area Plan**

The Steveston Area Plan seeks to "conserve significant heritage resources throughout the Steveston area" and "conserve the identified heritage resources within the Steveston Village Node (e.g., as per the Steveston Village Conservation Strategy).

The Steveston Village is designated as a Heritage Conservation Area (HCA) in the Steveston Area Plan. As part of the HCA, 17 sites are identified as protected heritage properties. The Steveston Hotel is one of the 17 protected heritage properties in the Steveston Village HCA.

The Steveston Area Plan specifies that Heritage Alteration Permits issued for identified Steveston Village heritage resources should be consistent with the Steveston Village Conservation Strategy and the Standards and Guidelines for the Conservation of Historic Places in Canada ("S&Gs"), prepared by Parks Canada. The S&Gs are applied to assess the impact of proposed interventions on the heritage values and character-defining elements of a historic place, as identified in a Statement of Significance. The Steveston Village Conservation Strategy includes heritage conservation policies to manage changes to heritage resources in the Steveston Village and provides Statements of Significance for the significant historic sites and features, including the Statement of Significance for the Steveston Hotel.

On December 18, 2017, Council approved a number of changes to the design, land use and heritage policies in the Steveston Area Plan. One of the changes was to include a copy of the "Sakamoto Guidelines for Design Criteria for the Steveston Revitalization Area" and the "Sakamoto Guidelines for Steveston Downtown Revitalization Area Façade Guidelines", originally prepared in 1987 and 1989 respectively, in the Steveston Area Plan for reference purposes. These guidelines can be interpreted flexibly and are to be used in coordination with other applicable guidelines when reviewing development proposals.

The relevant policies and guidelines are further detailed in the "Analysis" section of this report.

### **Public Consultation**

A development sign has been installed on the subject property. Staff have not received any comments from the public about the application in response to the placement of the sign on the property.

### **Richmond Heritage Commission**

The application was presented to the Richmond Heritage Commission on March 21, 2018 and was supported. An excerpt from the Commission meeting minutes is included in Attachment 2.

## **Analysis**

The primary heritage values of the Steveston Hotel are its historic association with the development of the Steveston town site and its social and cultural value as a community gathering place. Architecturally, surviving elements of its two stages of construction, seen in such elements as its flat-roofed form and simple lines, are character-defining elements. The Statement of Significance for the Steveston Hotel is provided in Attachment 3.

The Steveston Hotel has undergone significant exterior alterations since the time of construction in the 1890s. Attachment 4 includes photos of the Steveston Hotel from various eras. Original windows openings have been changed with respect to their location and size, and original windows have been replaced with a mix of aluminum and vinyl windows.

### Details of Proposed Work

All the existing upper-level windows are single-pane aluminum windows, except for the eight small sliding windows in the south and north facades, which are white vinyl-framed windows. The existing aluminum windows are fixed windows and are not operable. The attached photos (Attachment 5) show the existing windows.

The proposal is to replace all 41 upper-level windows with black vinyl-framed, double-pane windows for energy efficiency and noise mitigation within the hotel. All the larger windows and the eight small windows in the south and north facades will be clear glass, and the eight bathroom windows in the east and west façades (i.e., front and rear façades) will be frosted glass to add privacy.

All the proposed windows are awning windows (i.e., hinged at the top) except for the small windows in the north and south facades, which will be sliding windows. The width of the existing aluminum window frame is  $\frac{3}{4}$  inches and the width of the proposed vinyl frame is  $\frac{1}{2}$  inches to match the slim look of the existing aluminum frames.

The existing wooden brick moulding (note: brick mould is a term that refers to a decorative trim that fills the gap between the window frame and masonry opening) and wooden window sills, which provide a traditional look, will be retained and repainted to match the proposed black vinyl frames. The new windows will be inserted into existing openings from inside without disrupting the exterior cladding.

The applicant has also proposed to remove the decorative shutters, which are not operable, on the upper floor. The shutters are not original, or a character-defining element. The existing shutters were installed over the siding, and the siding will remain unchanged after the removal of the shutters.

### National Standards

The following are excerpts from the S&G standards that are most relevant to the proposed exterior alterations to the Steveston Hotel (Attachment 6).

Standard #1	Do not remove, replace or substantially alter its intact or repairable character-defining elements.
Standard #2	Conserve changes to a historic place that, over time, have become character-defining elements in their own right.
Standard #3	Conserve heritage value by adopting an approach calling for minimal intervention.
Standard #4	Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties or by combining features of the same property that never existed.

The existing windows and shutters are not original and are not identified as character-defining elements in the Statement of Significance. The exterior of the building has been significantly altered from the time of the original construction and many of the historic elements have been lost. The Statement of Significance identifies the building's current flat-roofed form and simple lines as character-defining elements. The proposed installation method will not disturb the exterior cladding and existing trims and sills, and this minimal intervention approach will help preserve the current character of the building. The proposal would not have adverse impacts on the heritage value and character-defining elements of the building.

#### National Guidelines

The following are excerpts from the S&G guidelines that are most relevant to the proposed exterior alterations to the Steveston Hotel (Attachment 7).

Guideline #18 Designing and construction a new window, door or storefront when it is completely missing, with a new design that is compatible with the style, era and character of the historic place, or a replica based on documentary evidence.

The style and pattern of the proposed windows are compatible with the style, era and character of the building, and the existing openings will remain unchanged. The overall appearance of the building would not be substantially altered and the proposed window frame is slim to achieve the similar look as the existing aluminum frames.

#### Steveston Village Conservation Strategy

The following are the standards and guidelines that are most relevant to the proposed exterior alterations to the Steveston Hotel from the Steveston Village Conservation Strategy.

- The evolution of the resource should be respected. The contribution of all periods is important to the historic development and may merit retention.
- Long-term protection of the historic resource should be balanced with user requirements, and future resource management goals should be identified prior to undertaking any work.
- Conjecture and the falsification of building elements should be avoided in all heritage conservation projects.

The applicant would like to replace the existing single-pane windows with high performance double-glazed windows for energy efficiency. The proposed window design complements the existing character and style of the building, and does not create a false sense of historical development by adding new elements and features.

### Sakamoto Guidelines

The “Sakamoto Guidelines for Steveston Downtown Revitalization Area Façade Guidelines” were prepared in 1989 to provide design guides and standards for maintaining continuity in the improvements being carried out. The Guidelines state that adaption of construction and the use of available similar material may be considered provided the appearance is not drastically altered. The intention is the maintenance of the character of the building and not a faithful restoration as reconstruction.

The Guidelines specifies acceptable window patterns and materials; the window frames may be wood, white or coloured aluminum or steel and the glass may be clear or grey tinted. All other coloured or mirror finish glass is unacceptable (Attachment 8).

The existing windows are a mix of aluminum and vinyl frame windows. The proposed vinyl-framed windows will simulate the slim look of the existing aluminum windows, and the proposed multiple-pane window pattern with transoms and mullions will help maintain the historic character of the building.

### **Financial Impact or Economic Impact**

None.

### **Conclusion**

The proposed replacement of the windows and removal of the shutters would not adversely affect the heritage value and character-defining elements of the protected heritage property. The proposal is generally consistent with the Parks Canada’s Standards and Guidelines for the Conservation of Historic Places in Canada, Steveston Village Conservation Strategy and the Sakamoto Guidelines for Steveston Downtown Revitalization Area Façade Guidelines.

Staff recommend that the Heritage Alteration Permit be endorsed, and issuance by Council be recommend.



Minhee Park  
Planner 2

MP:cas

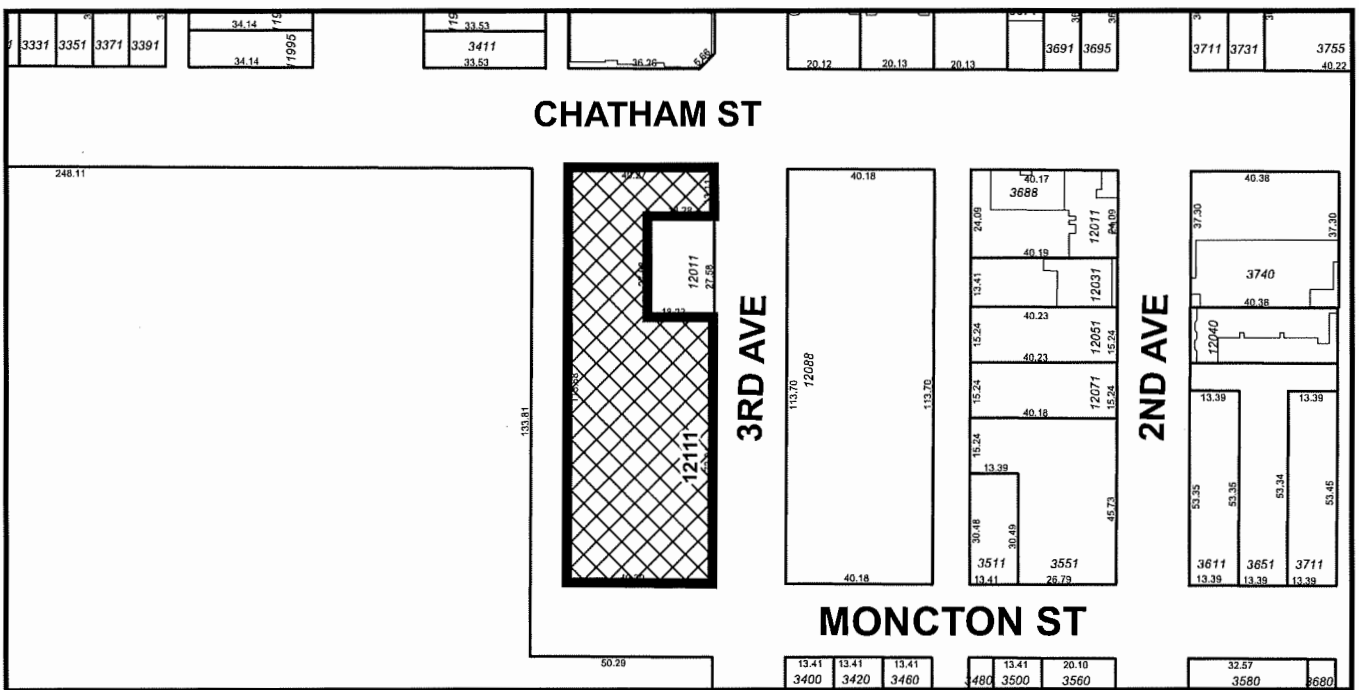
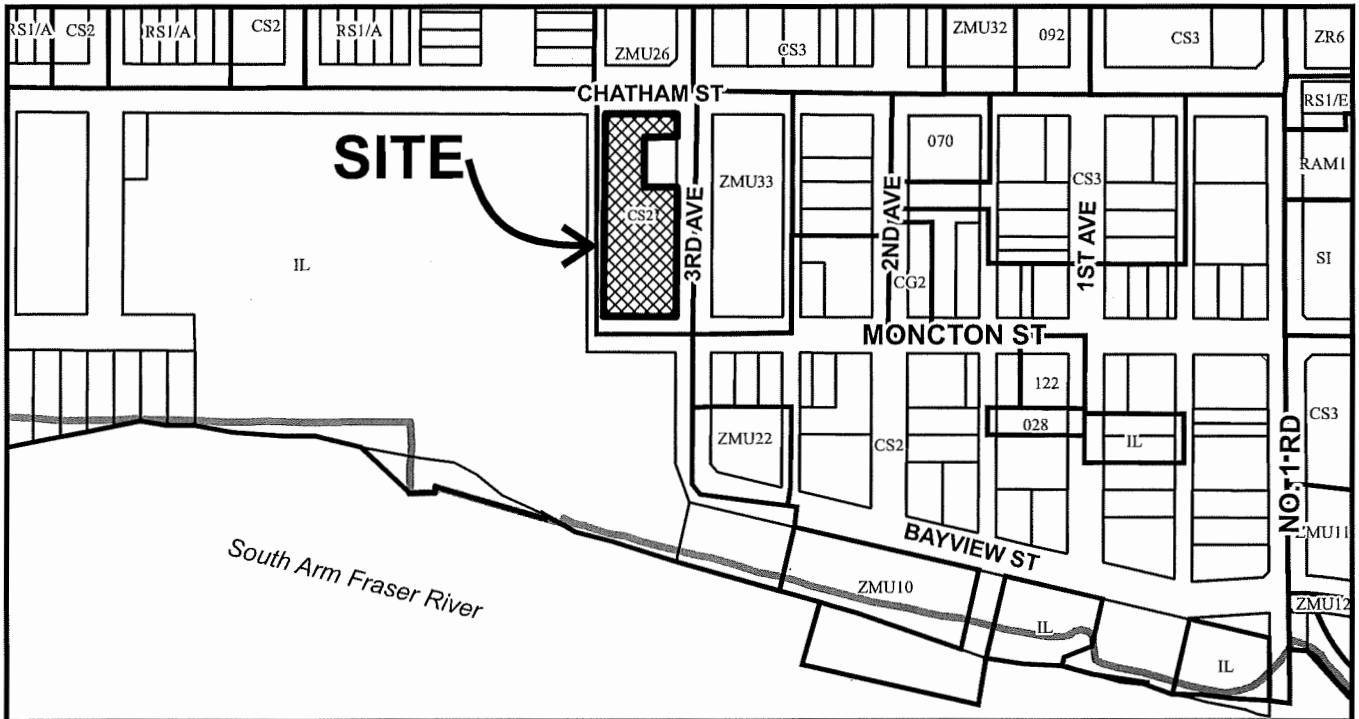
Attachment 1: Location Map

Attachment 2: Excerpt from the March 21, 2018 Richmond Heritage Commission Minutes

- Attachment 3: Statement of Significance for the Steveston Hotel
- Attachment 4: Historic Photos of the Steveston Hotel
- Attachment 5: Photos of the Steveston Hotel
- Attachment 6: Excerpt from the National Standards
- Attachment 7: Excerpt from the National Guidelines
- Attachment 8: Excerpt from the Sakamoto Guidelines



City of  
Richmond



HA 18-804880

Original Date: 02/21/18  
Revision Date:  
Note: Dimensions are in METRES





# City of Richmond



HA 18-804880

Original Date: 02/21/18

Revision Date:

Note: Dimensions are in METRES

**Excerpt of Minutes**  
**Richmond Heritage Commission**  
Held Wednesday, March 21, 2018 (7:00 pm)  
M.2.004  
Richmond City Hall

**Development Proposal – Heritage Alteration Permit (HA18-804880) 12111 3<sup>rd</sup> Avenue (Steveston Hotel)**

Staff summarized the Heritage Alteration Permit application to highlight the key points. It was noted that the applicant is applying to remove the decorative shutters and replace the windows on the upper level. The applicant is proposing black vinyl-framed windows. It was noted that the existing frame is ¾ inches and the proposed frame is narrower than the existing one.

Members looked at historic photos of the building and noted that the shutters were not original to the building.

Staff discussed the Sakamoto Guidelines and the members discussed if this application was consistent with the Guidelines as well as the Parks Canada's standards and guidelines.

The applicant answered questions on the installation process. It was noted that the window sills and brick moulding will be kept. It was further noted that these are upper-storey windows only and are not easy to see from the street level. The applicant noted that he would prefer a wider frame, but decided to go for a narrower frame to achieve the similar look as the existing aluminum frames.

Staff noted that two different types of glazing are proposed. Most of the windows will have clear glazing but the eight bathroom windows will have fogged glass.

Members discussed the proposed window patterns and noted that the proposed pattern with the T-shaped divider is supportable as it would help achieve the historic look.

It was moved and seconded:

***That the Richmond Heritage Commission support the proposed windows and removal of existing shutters as presented.***

*Carried*

## Steveston Village Conservation Program

### Moncton Street resources



### 22. 12111 3rd Avenue Steveston Hotel/Sockeye Hotel

#### Description

The Steveston Hotel (Sockeye Hotel) takes up the west side of a full block along Third Avenue. The historic place is a two-storey, utilitarian structure with a flat, unarticulated façade and a flat roof. It directly fronts the street, without transition or landscaping.

#### Values

The Steveston Hotel is valued for its historic association with the development of the Steveston townsite and its social and cultural value as a community gathering place and local business. Constructed in 1894, the hotel represents the economic infrastructure which supported the local fishing and canning industries historically, and the tourism industry today. As an historic and longstanding fixture in the community, it is significant that this historic place has had continuing use as a gathering place for the town's citizens, and continues to operate in its original function today.

Architecturally, the Steveston Hotel is an excellent example of a building which predates the fire of 1918. A significant landmark building in the commercial downtown of the village, it represents the growth of Steveston as a prosperous frontier town in the late nineteenth and early twentieth centuries. It is also important to note the role of this building as a refuge for many after the fire, and its contribution to rebuilding the town seen in its temporary housing of the Steveston Post Office for a time.

#### Character-Defining Elements

The character-defining elements of the Steveston Hotel include:

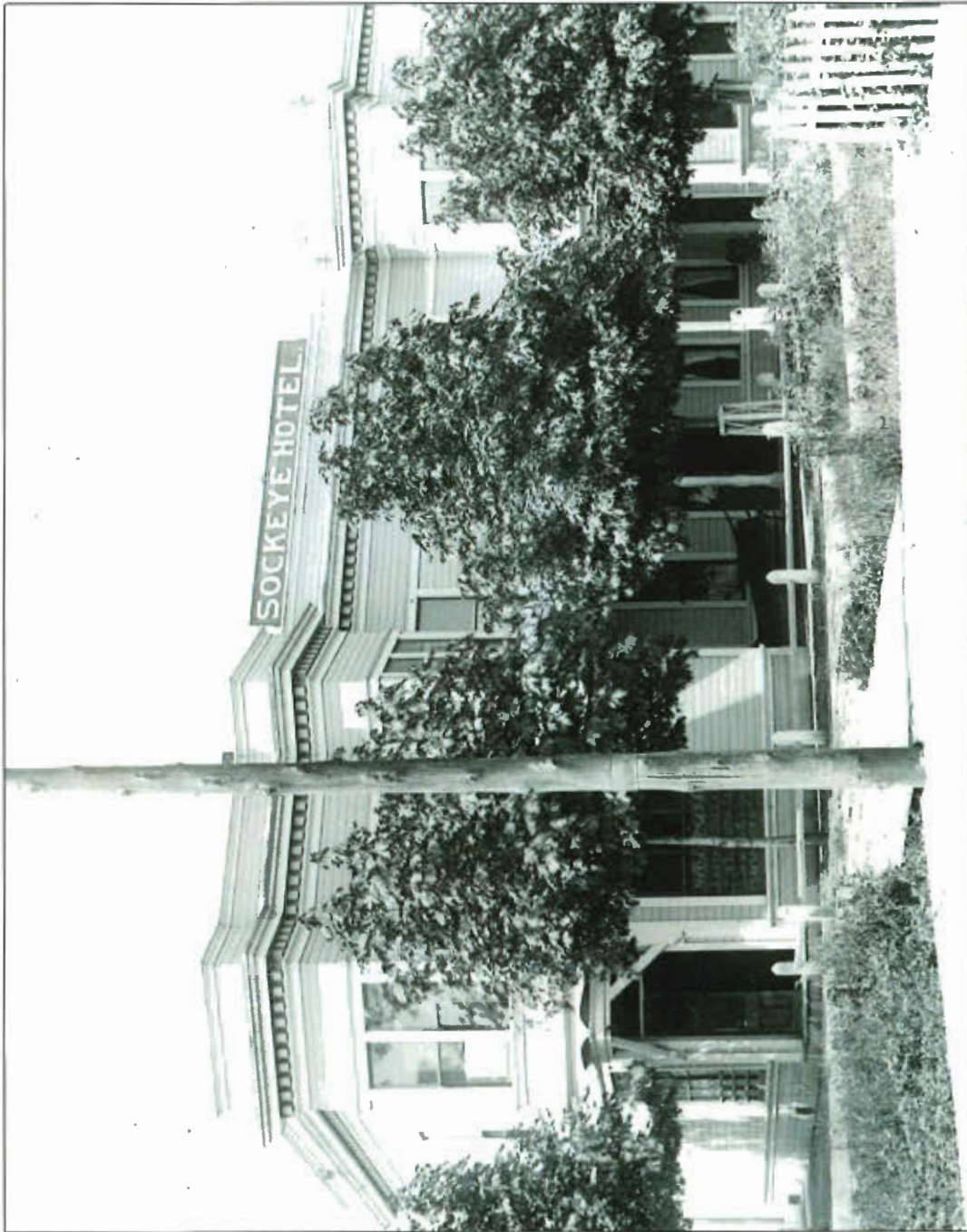
- The hotel's landmark status at the terminus of Steveston's main street
- Its prominent location at the corner of Moncton Street and 3rd Avenue
- The liveliness and diversity the establishment lends to the street edge along 3rd Avenue
- Surviving elements of its two stages of construction, seen in such elements as its flat-roofed form and simple lines

This resource met the following criteria:

- Criterion 1: The overall contribution of the resource to the heritage value and character of Steveston
- Criterion 2: The ability of the resource to represent a certain historical process, function and style
- Criterion 3: The level of importance of associations with an era in Steveston's history and development
- Criterion 4: The intactness and evocative qualities



City of Richmond Archives 1977-19-25  
Ca. 1905



City of Richmond Archives 1978-5-10

Ca. 1920

City of Richmond Archives  
1977-42-1-200  
Undated

**TELTON**  
HOTEL

LOBBY  
BUC-CASANOVA  
ROOM

CNCL - 144



East (Front) elevation



CNCL - 145



CNGL - 146



South elevation



CNCL - 147

# THE STANDARDS

The Standards are not presented in a hierarchical order. All standards for any given type of treatment must be considered, and applied where appropriate, to any conservation project.

## General Standards for Preservation, Rehabilitation and Restoration

1. Conserve the *heritage value* of an *historic place*. Do not remove, replace or substantially alter its intact or repairable *character-defining elements*. Do not move a part of an historic place if its current location is a character-defining element.
2. Conserve changes to an *historic place* that, over time, have become *character-defining elements* in their own right.
3. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
4. Recognize each *historic place* as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.
5. Find a use for an *historic place* that requires minimal or no change to its *character-defining elements*.
6. Protect and, if necessary, stabilize an *historic place* until any subsequent *intervention* is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbing archaeological resources, take mitigation measures to limit damage and loss of information.
7. Evaluate the existing condition of *character-defining elements* to determine the appropriate *intervention* needed. Use the gentlest means possible for any intervention. Respect *heritage value* when undertaking an intervention.
8. Maintain *character-defining elements* on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving *prototypes*.
9. Make any *intervention* needed to preserve *character-defining elements* physically and visually compatible with the *historic place* and identifiable on close inspection. Document any intervention for future reference.

### **Additional Standards Relating to Rehabilitation**

- 10.** Repair rather than replace *character-defining elements*. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the *historic place*.
- 11.** Conserve the *heritage value* and *character-defining elements* when creating any new additions to an *historic place* or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.
- 12.** Create any new additions or related new construction so that the essential form and integrity of an *historic place* will not be impaired if the new work is removed in the future.

### **Additional Standards Relating to Restoration**

- 13.** Repair rather than replace *character-defining elements* from the *restoration* period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.
- 14.** Replace missing features from the *restoration* period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.

## ADDITIONAL GUIDELINES FOR REHABILITATION PROJECTS

	Recommended	Not Recommended
18	<b>Designing</b> and constructing a new window, door or storefront when it is completely missing, with a new design that is compatible with the style, era and character of the historic place, or a replica based on documentary evidence.	Changing the number, location, size, or configuration of windows, doors and storefronts, by cutting new openings, blocking in existing openings, or installing replacement units that do not fit the opening.
19	<b>Using</b> signs, awnings, canopies or marquees of a scale and design that is compatible with the historic building.	Introducing a new design that is incompatible in size, scale, material, style or colour.

### ADDITIONS OR ALTERATIONS TO WINDOWS, DOORS AND STOREFRONTS

20	<b>Designing</b> and installing new windows, doors or storefronts required by a new use on non-character-defining elevations in a manner that is compatible with the building's style, era and character.	Installing new windows, doors or storefronts that are incompatible with the building's style, era and character, or that obscure, damage or destroy character-defining elements.
21	<b>Providing</b> a setback in the design of drop ceilings, when required, to allow for full height window openings.	Inserting new floors or drop ceilings that cut across windows openings, changing the interior and exterior appearance of the building, and reducing access to daylight.

### HEALTH, SAFETY AND SECURITY CONSIDERATIONS

22	<b>Complying</b> with health, safety and security requirements in a manner that conserves the heritage value of the windows, doors and storefronts and minimizes impact on its character-defining elements.	Damaging or destroying elements while making modifications to comply with health, safety and security requirements.
23	<b>Working</b> with code specialists to determine the most appropriate solution to health, safety and security requirements with the least impact on the character-defining elements and overall heritage value of the historic building.	Making changes to windows, doors or storefronts without first exploring equivalent health, safety and security systems, methods or devices that may be less damaging to the character-defining elements of the historic building.
24	<b>Removing</b> or encapsulating hazardous materials, such as lead-based paint, using the least-invasive abatement methods possible, and only after thorough testing has been conducted.	
25	<b>Protecting</b> windows, doors or storefronts against loss or damage by identifying and assessing specific risks, and by implementing an appropriate fire protection strategy that addresses those risks. For example, replacing a character-defining wood door with a compatible fire-rated door, only after carefully considering other options.	Implementing a generic fire-protection strategy, or one that does not appropriately address the specific fire risks of the historic building.  Covering flammable, character-defining elements with fire-resistant sheathing or coatings that alter their appearance.

- 7 -

STORE FRONT FACADE GUIDELINES (continued)3.5. Canopies (continued)

Fixed canopies are structurally integrated features of a building face and are either cantilevered, hung or supported on a post. Any post supporting a fixed canopy is to be located on private property.

- Guidelines:
- (a) Fixed canopies may be flat or sloping roofs extending over walkways.
  - (b) Sloping canopies shall be covered with wood cedar shingles.
  - (c) Any supporting post shall be round or square wood with simple details or shaping and may be decorated with wooden brackets.

Unacceptable materials are metal, corrugated fibreglass and concrete (posts).

3.6. Windows

- Guidelines:
- (a) In the store front improvement, the display window should be designed to respect the historic rhythm and be part of the overall facade.
  - (b) The window on the upper floors should form a historic rhythm different from the picture windows and be within a proportion of the overall facade.
  - (c) The upper floor windows should be framed.

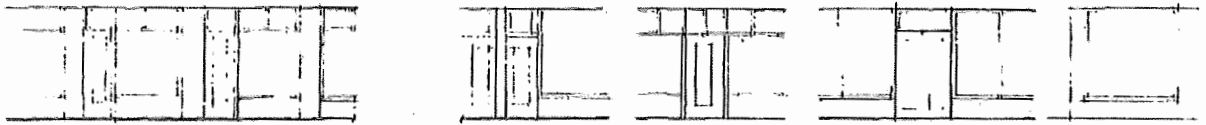
The store fronts are designed to display the business with the "picture" windows being an important feature. At street level, the windows of the store front shows the merchandise and allows visual access into the shop while at the same time forming the wall that separates the inside from the outside.

The design of the windows with transoms, mullions, opaque or translucent glass and multiple glass panes form important patterns in the overall store front facade. The lower portion usually referred to as the "bulkhead", is part of the designed window. The picture window creates store front rhythm and the streetscape.

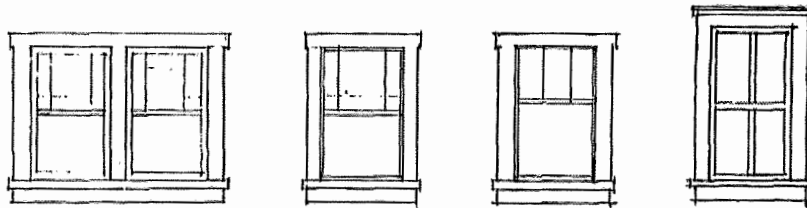
STORE FRONT FACADE GUIDELINES (continued)

3.6. Windows (continued)

Acceptable picture windows are as follows:



Historically, the pattern of the windows on the upper floor is different from the picture windows. They form a rhythm which is in keeping with the overall facade. Acceptable upper floor window patterns are as follows:

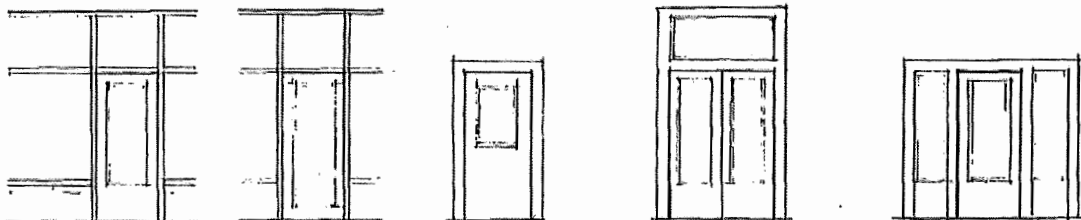


The window frames may be wood, white or coloured aluminum or steel and the glass may be clear or grey tinted. All other colored or mirror finish glass is unacceptable.

3.7. Doors

Guidelines: (a) Doors should be designed to be part of the overall store front character and should have glass panels.

(b) Acceptable doors are as follows:





# City of Richmond

## Heritage Alteration Permit

Development Applications Division  
6911 No. 3 Road, Richmond, BC V6Y 2C1

File No.: HA 18-804880

To the Holder: Kanaris Demetre Lazos

Property Address: 12111 3<sup>rd</sup> Avenue

Legal Description: LOT 2 SECTION 10 BLOCK 3 NORTH RANGE 7 WEST NEW WESTMISNTER DISTRICT PLAN 68935

(s.617, *Local Government Act*)

1. (Reason for Permit)
  - Designated Heritage Property (s.611)
  - Property Subject to Temporary Protection (s.609)
  - Property Subject to Heritage Revitalization Agreement (s.610)
  - Property in Heritage Conservation Area (s.615)
  - Property Subject to s.219 Heritage Covenant (Land Titles Act)
2. This Heritage Alteration Permit is issued to authorize all works related to exterior alterations in Attachment 1, Plan #1 to Plan #2.
3. This Heritage Alteration Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
4. If the alterations authorized by this Heritage Alteration Permit are not completed within 24 months of the date of this Permit, this Permit lapses.

AUTHORIZING RESOLUTION NO. ISSUED BY THE COUNCIL THE DAY OF

DELIVERED THIS DAY OF , 2018

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER

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

**DL ARCHITECTURAL**  
www.dlarchitectural.com  
Petersen, S. C. 604-921-0357  
DIVISION OF CONSTRUCTION INC.  
04-01-2007

NO.	DATE	ISSUES / REVISIONS
1	04-01-2007	ISSUES / REVISIONS

**LEGAL DESCRIPTION**  
ALL OF SECTION 10, BLOCK 3 NORTH, 12TH STREET, GROUP 1, WIND, PLAN 6935

**STR. SECTION: HOTEL & RESTAURANT**

**CIVIL ADDRESS:**  
12111 3rd AVE.  
RICHMOND, SC

**WINDOW REPLACEMENTS OF SECOND FLOOR ONLY.**

DATE: 18-1-13  
SCALE: 1/8"=1'-0"  
PROJECT NO.: 1111  
DATE: Feb. 2018  
DRAWN BY: MJJ  
CHECKED BY: K.D. LADD  
SCALE: A-1  
PROJECT NO.: 604-01-6932

