

# **Report to Committee**

To:

Re:

Planning Committee

Date:

August 24, 2017

From:

Wayne Craig,

File:

HA 16-723477

Director, Development

Application by Kanaris Demetre Lazos for a Heritage Alteration Permit at

12011 3<sup>rd</sup> Avenue (Steveston Courthouse) and 12111 3<sup>rd</sup> Avenue (Steveston

Hotel)

# **Staff Recommendation**

That a Heritage Alteration Permit be issued which would:

1. Permit a reconfiguration of lot lines, and alterations to parking layouts and landscaping, of the properties at 12011 3<sup>rd</sup> Avenue and 12111 3<sup>rd</sup> Avenue on a site zoned "Steveston Commercial (CS2)"; and:

2. Vary the provisions of Richmond Zoning Bylaw 8500 to reduce the minimum amount of landscape area around surface parking areas abutting a road from 3.0 m, to 1.0 m along Moncton Street, and to 1.0 m along 3<sup>rd</sup> Avenue.

Wayne Craig

Director, Development

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# **Staff Report**

# Origin

Kanaris Demetre Lazos has applied for a Heritage Alteration Permit (HAP) for the heritage-protected properties at 12011 3<sup>rd</sup> Avenue ("Steveston Courthouse") and 12111 3<sup>rd</sup> Avenue ("Steveston Hotel") (Attachment 1) in order to adjust the existing lot lines as shown in the applicant's plans in Attachment 2. The purpose of the proposed subdivision is to create two lots that can function independently of each other in terms of access and parking.

The Steveston Hotel and Steveston Courthouse sites have undergone significant alterations since the original lot pattern was established in the 1890s. Existing lot boundaries are the result of subdivision in the 1980s. As a result, the proposed subdivision will not remove any significant features of the Steveston Village settlement pattern and will add a historic lot line that was lost.

# **Surrounding Development**

The properties at 12011 3<sup>rd</sup> Avenue and 12111 3<sup>rd</sup> Avenue are located within the boundaries of Steveston Village Heritage Conservation Area (HCA).

- To the North: The vacant property at 3471 Chatham Street, which has an approved DP 14-672823 and HA 14-672825 for a mixed-use building on a site zoned "Commercial Mixed Use (ZMU26) Steveston Village".
- To the East: The former Rod's Lumber site, at 12088 3<sup>rd</sup> Avenue, which has an approved DP 16-753377 and HA 17-763809 to allow the construction of a mixed-use building on a site zoned "Commercial Mixed Use (ZMU33) Steveston Village".
- To the West and South: The Gulf of Georgia Cannery federal historic site zoned "Light Industrial (IL)".

# **Development Information**

The proposal is to re-configure the lot boundaries between the Steveston Courthouse site (12011 3<sup>rd</sup> Avenue) and the Steveston Hotel site (12111 3<sup>rd</sup> Avenue). The proposed new lot line will reestablish a historic lot line, from the 1892 original land survey (Attachment 3), and will also enable on-site parking provision for two existing buildings on the Steveston Courthouse site.

The attached Development Application Data Sheet (Attachment 4) provides a comparison of the proposed alterations to the land with relevant Bylaw requirements.

# Related Policies & Studies

Steveston Area Plan and Steveston Village Heritage Conservation Strategy

Under the Local Government Act, a municipality can grant a property the status of "protected heritage property" in one of two ways. First, it can be protected though an individual heritage

designation bylaw ("designated" heritage property) or, second, it can be protected through its inclusion in a "schedule" that is part of the designation of a Heritage Conservation Area ("scheduled" heritage property).

In 2009, Steveston Area Plan (SAP) was amended to include the designation of Steveston Village Heritage Conservation Area (HCA). As part of the HCA, 17 sites are identified (i.e. "scheduled") and therefore are protected heritage properties. HAPs for the 17 protected heritage properties are subject to review and consideration in relation to all the policies and documents referenced in the SAP, including the Parks Canada National Standards and Guidelines for the Conservation of Historic Places in Canada ("S&Gs).

The S&Gs are applied to assess the impact of proposed interventions (i.e. alterations) on the heritage values and character-defining elements of a historic place, as identified in Statements of Significance (SOSs). Steveston Village Heritage Conservation Strategy includes SOSs for both the Steveston Hotel and Steveston Courthouse sites, which are provided in Attachment 5.

Additionally, the SAP includes policy direction (Policy 9.3.2.2.a. "Steveston Village Core Area – Settlement Patterns" as shown in Attachment 6 to retain, or re-establish, the fine grain of historic lot lines within the Village Core.

# Heritage Procedures Bylaw 8400

Under the City's Heritage Procedures Bylaw 8400 s.4.1.2, Council must issue an HAP for any exterior alterations to a building, or structure, or alterations to land, for a property identified in an HCA Schedule. An HAP is required for the proposed lot line adjustment, as well as alterations to parking layouts and landscape, on the properties at 12011 3<sup>rd</sup> Avenue and 12111 3<sup>rd</sup> Avenue.

Steveston Area Plan has an HCA and a Development Permit Area (DPA) for Steveston Village. Under the DPA, a Development Permit (DP) is required for exterior changes that exceed \$50,000. As the proposed work does not include exterior alterations, a DP is not required.

# **Zoning Compliance/Variances**

The proposal to adjust the lot lines, and alterations to the parking layouts and landscaping, are generally consistent with the applicable sections of the Official Community Plan (OCP) Bylaw 9000 and Schedule 2.4 "Steveston Area Plan" in the OCP Bylaw 7100 including heritage policies and guidelines for the subject site. One variance is required as discussed below.

The applicant requests to vary the provisions of Richmond Zoning Bylaw 8500 to:

• Reduce the minimum amount of landscape area around surface parking areas abutting a road from 3.0 m, to 1.0 m along Moncton Street, and to 1.0 m along 3<sup>rd</sup> Avenue.

Staff support the proposal because this variance will have no negative impact on the heritage values and heritage character of the Steveston Hotel site. As there is no existing landscaping on the site, the introduction of grass and plantings will define the edges of the surface parking lot in relation to adjacent sidewalk and overall interface with the public realm. The applicant has committed to provide security for the provision of landscaping in the amount of \$20,556.

# **Richmond Heritage Commission**

Richmond Heritage Commission reviewed and discussed the HAP application at a special meeting on August 16, 2017. A motion was passed unanimously to recommend that Council endorse the proposal as presented by the applicant with no changes.

# **Analysis**

The guidelines that apply to HAPs for protected heritage properties in Steveston Village HCA are the Parks Canada National Standards and Guidelines for the Conservation of Historic Places in Canada ("S&Gs"). The standards are principles that apply to all types of historic places and features, whereas the guidelines are specific to each type of historic place (e.g. heritage district) or materials (e.g. wood, metal). Together they are used to assess the impact of alterations on the heritage value and character-defining elements of historic places.

# Heritage Impact Assessment

# National Standards

The following are excerpts from the S&G "standards" (Attachment 7) most relevant to the proposed alterations to the land on the Steveston Hotel and Steveston Courthouse sites.

- Standard #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 part of an historic place if its current location is a character-defining element.
- Standard #2 Conserve changes to an 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.

These standards are applicable because the issues to be assessed include: loss of any character-defining elements; extent of changes; and whether changes over time to the lot area, shape and boundaries are significant. The proposal is supportable because no character-defining elements, as identified in the Statement of Significance for Steveston Town Site (Attachment 8), will be lost, and a missing lot line in the land pattern of the original 1892 survey will be re-established.

# Guidelines for Cultural Landscapes including Heritage Districts – Land Patterns

The following are excerpts from the S&G "guidelines" (Attachment 9), which are most relevant to proposed alterations to the land pattern of the subject site, as well as Steveston Village overall.

# Recommended

Understanding the land patterns and how they contribute to the heritage value of the cultural landscape.

Recreating a missing feature important to the land patterns that existed during the restoration period, based on physical, documentary and oral evidence.

Designing a new feature when required by a new use that does not obscure, damage or destroy character-defining land patterns, such as locating a new road along the edge of a forest.

# Not Recommended

Installing a feature that was part of the original land pattern, but was never actually built, or constructing a feature of the land pattern that was thought to have existed during the restoration period, but for which there is insufficient documentation.

Introducing a new feature that is incompatible in size, scale or design with the land pattern.

Based on the National Standards and Guidelines for the Conservation of Historic Places in Canada, the re-configuration of the boundaries between the Steveston Hotel and Steveston Courthouse site is supportable because a missing feature (historic lot line) will be re-established. The proposed new parking layouts and landscape areas will not negatively impact any character-defining elements and, in particular, will not obscure and/or damage the land patterns.

# Parking and Loading

The proposed reconfiguration of the lot boundaries of 12011 3<sup>rd</sup> Avenue (Steveston Courthouse site) and 12111 3<sup>rd</sup> Avenue (Steveston Hotel site) includes new parking layouts for the subject site. There are currently no vehicle or bicycle parking spaces on the Steveston Courthouse site. The proposal will provide a total of 16 on-site vehicle parking spaces, including one handicapped parking space, and a bicycle rack along the 3<sup>rd</sup> Avenue frontage, in compliance with the requirements of the Richmond Zoning Bylaw 8500.

On-site parking for the Steveston Hotel site is based on allowance in the zoning bylaw for a reduction of up to 10% with the provision of Transportation Demand Management (TDM) measures. A total of 61 vehicle parking spaces will be provided, including two handicapped spaces, which represents a 9% reduction from the bylaw parking requirement of 66 parking stalls.

The applicant has provided a parking study prepared by a professional traffic engineer to support the parking reduction and a contribution of \$25,000 towards a bus shelter in the vicinity of the

subject site is a condition of the application as a TDM measure. There is also an existing enclosed bicycle area in front of the main entry along the 3<sup>rd</sup> Avenue frontage.

Lastly, the applicant will provide new landscape areas with grass and plantings along the Moncton Street and 3<sup>rd</sup> Avenue frontages of the surface parking area of the Steveston Hotel site. While the proposed improvements are less than the minimum of 3.0 m for landscaping area that is required in the zoning regulations, as detailed above, they will provide definition of the edges of the parking area, and soften the interface with the adjacent sidewalk and overall public realm.

# Conclusion

Staff supports the proposal to readjust the lot lines because this will not negatively impact any character-defining elements of the protected heritage properties, and will reinstate the missing feature of a historic lot on the subject site. Additionally, the proposed landscape area around the surface parking will also provide an adequate edge definition and interface with the public realm.

Helen Cain

Planner 2, Heritage, Policy Planning

HC:cas

Attachment 1: Location Maps for Subject Site at 12011 and 12111 3<sup>rd</sup> Avenue

Attachment 2: Plans for HA 16-723477

Attachment 3: Map of 1892 Original Land Survey Attachment 4: Development Application Data Sheet

Attachment 5: Statements of Significance for the Steveston Hotel and Steveston Courthouse

Attachment 6: Steveston Area Plan policies on historic lot line pattern

Attachment 7: Excerpt from the National Standards

Attachment 8: Statement of Significance for the Steveston Town Site

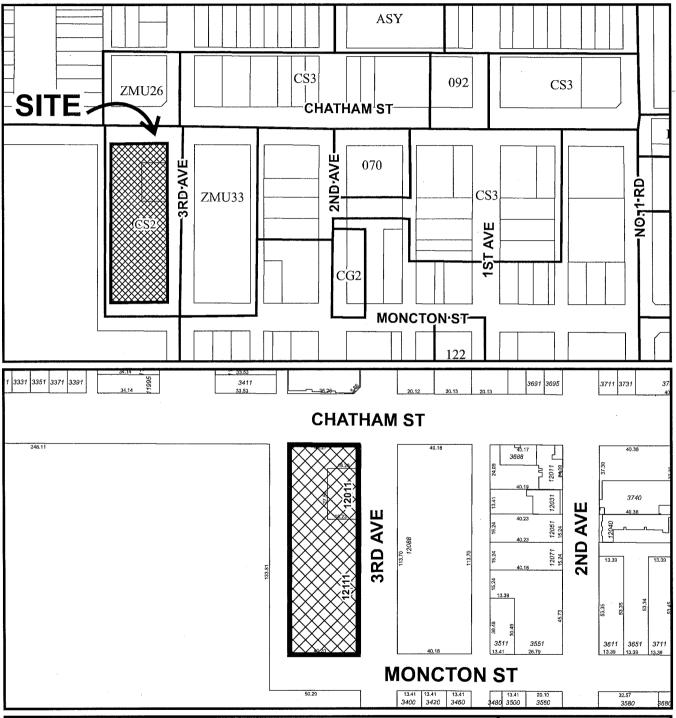
Attachment 9: Excerpt from the National Guidelines

The following are to be met prior to forwarding this Heritage Alteration Permit application to Council for approval:

- 1. Provision of a monetary contribution of \$25,000 towards a bus shelter in the vicinity of the properties at 12011 3<sup>rd</sup> Avenue and 12111 3<sup>rd</sup> Avenue, which must be provided to the City prior to referral of the HAP application to a Council meeting for its approval and issuance.
- 2. Provision of security for landscaping on the subject site in the amount of \$20.556, prior to referral of the HAP application to a Council meeting for its approval and issuance.

Signed	Date	







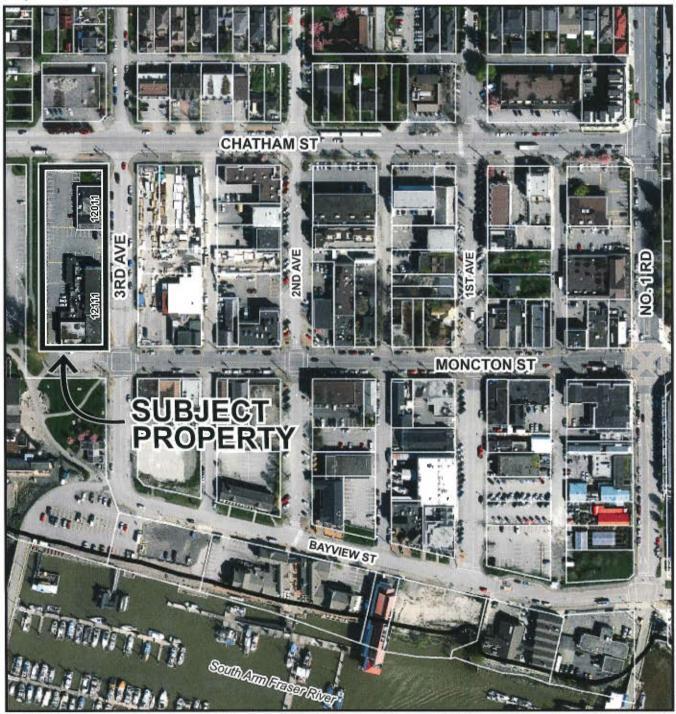
HA 16-723477

Original Date: 02/10/16

Revision Date: 08/24/17

Note: Dimensions are in METRES





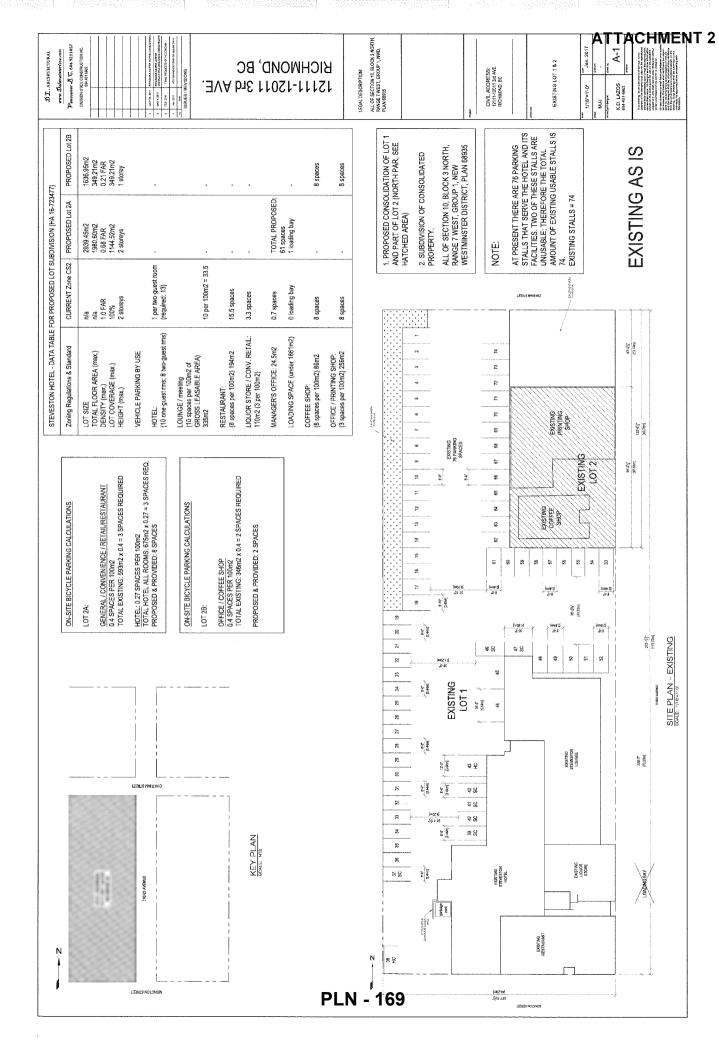


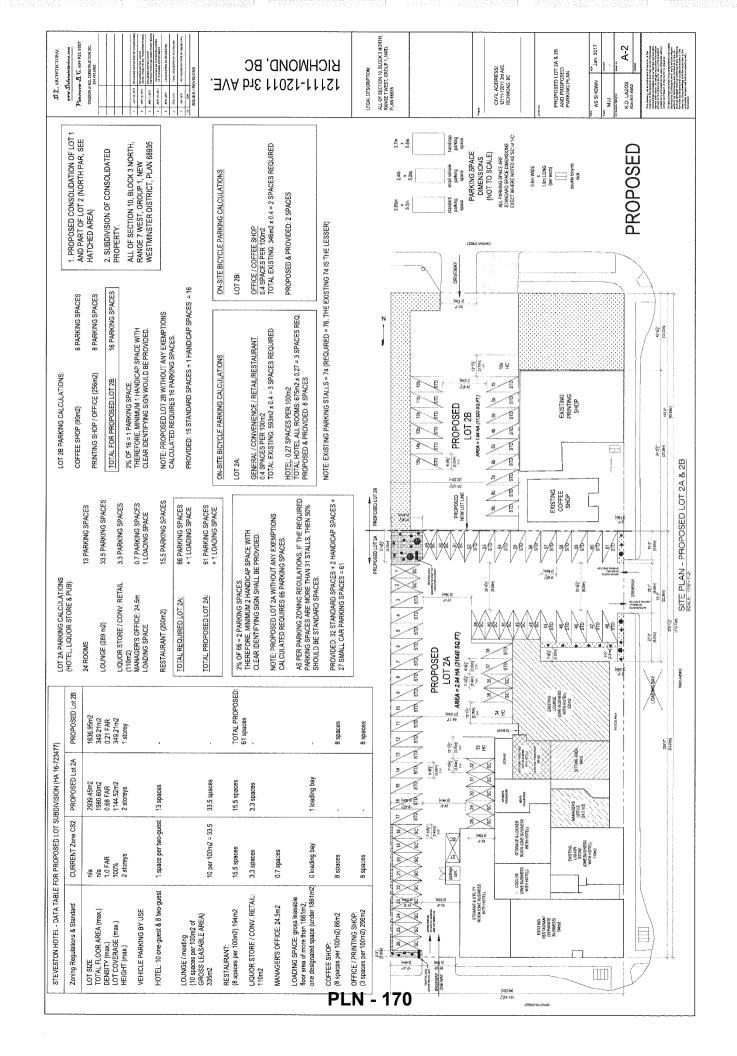
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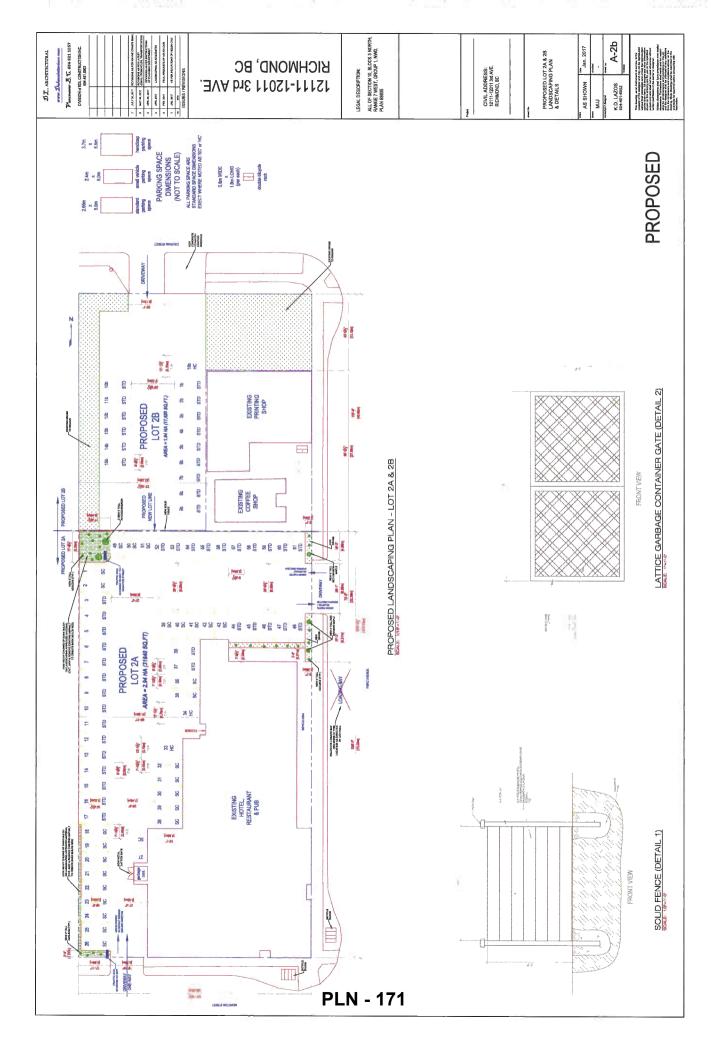
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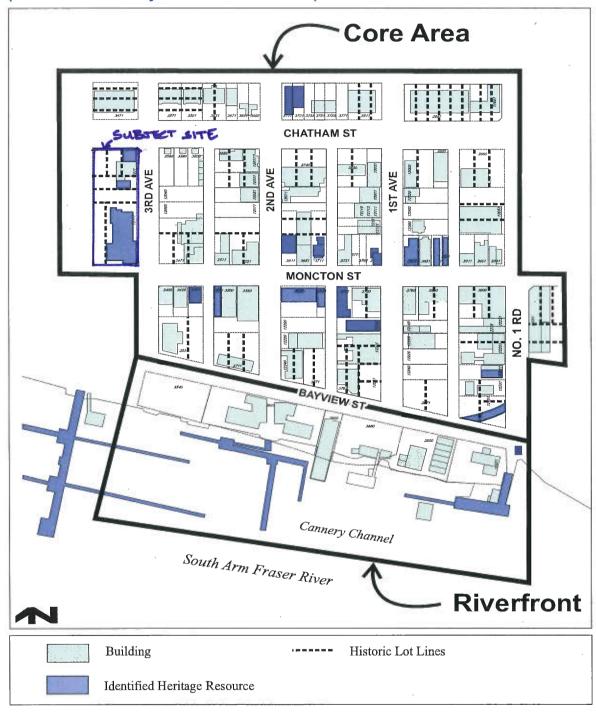
Note: Dimensions are in METRES







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





# **Development Application Data Sheet**

**Development Applications Department** 

DP 15-708397

**Attachment 4** 

Address:

12011 3<sup>rd</sup> Avenue and 12111 3<sup>rd</sup> Avenue

Sadhu Ramji (12111 3<sup>rd</sup> Ave)

12011 3<sup>rd</sup> Avenue Holdings Ltd.

Gross:

Applicant: Kanaris Demetre Lazos

Owner: (12011 3<sup>rd</sup> Ave)

Planning Area(s): Steveston Village

Floor Area

Lot A (12111 3<sup>rd</sup> Ave): 1980.60 m<sup>2</sup> Lot B (12011 3<sup>rd</sup> Ave): 349.21 m<sup>2</sup> Floor Area Net: n/a

	Existing	Proposed
Site Area:	Lot A (12111 3 <sup>rd</sup> Ave): 4066 m <sup>2</sup> Lot B (12011 3 <sup>rd</sup> Avenue): 511 m <sup>2</sup>	Lot A (12111 3 <sup>rd</sup> Ave): 2940 m <sup>2</sup>
Land Uses:	Commercial	Commercial
OCP Designation:	Neighbourhood Service Centre	Neighbourhood Service Centre
Zoning:	"Steveston Commercial (CS2)"	"Steveston Commercial (CS2)"
Number of Units:	n/a	n/a
	Bylaw Requirement	Proposed Variance

Number of Units:	n/a	n/a			
MARKET SELECTION AND LOCAL SECTION	Bylaw Requirement	Proposed	Variance		
Floor Area Ratio:	1.0	Lot A: 0.68 Lot B: 0.21	none permitted		
Lot Coverage:	Max. 100%	Lot A: 38.94% Lot B: 21.33%	n/a ´		
Setback – Front Yard (west):	n/a	n/a	n/a		
Setback – Rear Yard (east):	n/a	n/a	n/a		
Setback – Side Yard (north):	n/a	n/a	n/a		
Setback – Side Yard (south):	n/a	n/a	n/a		
Height (m):	2 storeys	Lot A: 2 storeys Lot B:1 storey	n/a		
Lot Size:	n/a	Lot A: 2939.45 m <sup>2</sup> Lot B: 1636.95 m <sup>2</sup>	n/a		
Off-street Parking Spaces – Regular/Commercial:	Lot A: 64 (no reduction) Lot A: 59 (<10% reduction) Lot B: 15 (no reduction)	Lot A: 59 Lot B:15	n/a		
Off-street Parking Spaces – Accessible:	Lot A: 2 Lot B: 1	Lot A: 2 Lot B: 1	n/a		
Total off-street Spaces:	Lot A: 66 (no reduction) Lot A: 61 (<10% reduction) Lot B: 16	Lot A: 61 Lot B:16	n/a		
Bicycle Parking Spaces	Lot A: 8 Lot B: 2	Lot A: 8 Lot B:2	n/a		

Landscaping – surface parking	Min.: 3.0 m	Lot A: 1.0 m (Moncton)* 1.0 m (3 <sup>rd</sup> Ave)* Lot B: > 3.0 m	*variance
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# 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

# 3rd Avenue resources

# 48. 12011 3rd Avenue Steveston Courthouse



# Description

The Steveston Courthouse is a simple, rectangular, utilitarian structure with Craftsman influences such as a front gable roof and gable pediment over the entry door. Its entry directly fronts the sidewalk of Third Avenue.

# **Values**

The Steveston Courthouse is an important monument to the social well-being of the village since the 1890s. It is valued for its historic uses as a judicial and community facility; the building housed court sessions in the 1920s and '30s, the Red Cross during World War II, and became a meeting place and community hall after World War II. As a symbol of early community building and development, the courthouse also possesses important associative values representative of political relationships between the early Richmond Township and the various villages within its jurisdiction.

The association of this site with an earlier courthouse jail, and firehouse originally located next door makes it a monument to civic protection and safety.

Steveston Courthouse is also valued as a fair example of a utilitarian community structure with Craftsman style influences. It is significant that this simple wooden building survived the fire of 1918.

### **Character-Defining Elements**

The character-defining elements of the Steveston Courthouse include:

- Its location on this site, and its relationship to the street
- The utilitarian structure of the courthouse consisting of a simple rectangular plan, lapped wood and shingle siding, wooden sash casement windows, and an entry directly off the street
- Craftsman details such as exposed, painted rafter ends, decorative brackets supporting the eaves of the gabled entry roof, and wood cladding
- The location of the two front doors in the right and left hand walls of the recessed entry
- Its symbolic importance as a courthouse and community hall serving the residents of Steveston

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 design

and style

Criterion 3: The level of importance of associations with an era

important in Steveston's history and development

Criterion 4: The scale, form and materials

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

# 9.3.2.2 Area B: Steveston Village Sub-Area Guidelines

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

# 9.3.2.2.a Steveston Village Core Area

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

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

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

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

# **Settlement Patterns**

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

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

- b) Limit significant interruptions in the street wall to those places where it will enable conservation of a valued historic structure or tree(s), or provide public open space opportunities identified as contributing to the heritage character of the Village, such as a pedestrian pathway between street and lane behind;
- c) Retain or re-establish the small historic lots, as shown in the Steveston Village 1892 Historic Lot Lines Map, and incorporate independent lease spaces with frontages that do not span the historic lot lines;
- d) Create a network of narrow, open-air, pedestrian arcades and courtyards linking public streets and lanes, as well as providing access to residential and non-residential uses situated above grade;
- e) Where possible, incorporate pathways between street and lane that are public rights-of-passage;
- f) Provide continuity of retail, commercial, restaurant, and other uses of public interest at grade along all street frontages by encouraging their floor level to be generally at the level of the adjacent sidewalk within 10 m (32.8 ft.) of a street. Private residential uses however should be raised to an appropriate flood construction level;
- g) Discourage business and service uses at grade along street frontages which do not contribute to the animation of the streetscape.
- h) Within the Steveston Village Core Area, no portion of the first storey of a building to a depth of 12 m (39.37 ft.) from the front wall of the building and extending across its full width shall be used for residential purposes except for entrances (e.g., 2 m (6.56 ft.)) to the residential use / parking.

# Massing and Height

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

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

# 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 detenorated 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.

# **Conservation Strategy – Managing Change**

### of Fisheries and Oceans

2. Area-wide Statement of Significance:

# Steveston Townsite

# **Description of Historic Place**

The area currently under study is located within the Steveston town site, a small commercial and residential village located near the mouth of the Fraser River at the southwest corner of Lulu Island.

This specific area of the town comprises approximately nine blocks with commercial streets and service lanes, strong landscape features, and an immediate physical and economic relationship to the Fraser River.

## **Values**

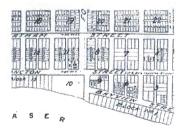
The heritage value of Steveston lies in the complex threads of its history which, combined with the integration of its natural landscape and resources with human activity, have determined its form, character and cultural associations. This history is embodied in Steveston's historic, aesthetic, social, associative, and natural values.

Steveston is significant as a Fraser River settlement which is representative of British Columbia's natural resource-based development since the 1880s. Its heritage values lie in the evidence it retains of the influences of the agriculture and fishing industries on its growth over time, which enabled it to become one of the most important early West Coast towns. True to William Herbert Steves's vision to make this settlement a major economic centre, destination, and terminus when he pre-empted the land in 1880, Steveston's history and intrinsic heritage resonate across the province and beyond.

Steveston is valued as Richmond's earliest example of city planning. Its grid pattern layout, characterized by small blocks, narrow lots, and rear service lanes, dates to 1888 and reflects the original survey which focused the town site on the river and ensured that the local infrastructure accommodated the needs of both fishing fleets and canneries which were abundant here at the time and continued to thrive until the mid twentieth century. The location of the commercial core of the village is also significant, as it reflects the importance of the interrelationship between water, rail, and road which played a crucial role in the economic and physical development of the town in the late nineteenth and early twentieth centuries.

Steveston is valued for the extent of its historic character and intrinsic heritage values, seen less in individual buildings than in the cumulative effect its physical and intangible elements have had on its heritage significance since 1880. Its unpretentious working environment and aesthetic character provide an important counterpoint







# **Conservation Strategy – Managing Change**



to its traces of urban complexity, diverse commercial service and retail uses, and range of building types which embody the complexity and vitality of its economic and social history. It evokes a sense of a bygone era, and most significantly retains the character of an early twentieth century small town in an area that is surrounded by major urban development.

Steveston's social values are reflected through its use over almost a century as a community gathering place for residents and business people from the surrounding area. Moncton Street in particular is a testament to the importance of the commercial core of small-town British Columbia; it continues to evolve as the economic and social heart of the village and the primary local source for goods and services, much as it was historically.

Steveston's associative values make it an excellent representative example of the effects of boom-and-bust cycles in British Columbia's economic and cultural development since the late nineteenth century. A significant contributor to the social value of the town site is the multi-cultural nature of the residential community and the work force, brought into existence because of the early canneries and fishing fleets. It is significant that Steveston resonates throughout British Columbia, both for its role as an inter-racial community and as a central place of prosperity and promise.

Steveston exists in its current form in part because of the physical and natural environment found in its location at the mouth of the Fraser River. The town site reflects significant natural heritage values; these values are embodied in the ecology of the Fraser River, traces of surviving indigenous vegetation, riverine and terrestrial habitat values, and open spaces such as nearby Garry Point Park. It is also important that the town site is visually connected to its surrounding natural landscapes, with views of Shady Island in the Fraser River and the North Shore Mountains.



## **Character-Defining Elements**

The character-defining elements of the study area include:

# **Built/Planned Environment**

- Small commercial buildings with wood framed facades and false fronts
- Building details including cornices, brackets
- Strong street wall edges created by the buildings at Moncton Street
- Pedestrian scale
- Commercial streets parallel to the water
- Cross-grid of north/south streets
- North/south streets with visual access to the dyke
- Associative gathering places (Net Shed, hotel)

# **Conservation Strategy – Managing Change**



- Historical patterns and buildings on the north side of Chatham
- Proximity of the residential area to the commercial area
- Residential components of the streets:
- Varying street widths
- Original grid layout
- Exposed drainage ditches
- Lack of street curbs in lanes
- · Way in which the site reflects original development
- Archetypal main street pattern of Moncton Street:
- Multi-use utilitarian lanes and alleyways
- Variety of building styles and construction types
- Evidence of multi-culturalism in the town
- Industrial traces such as the railway tracks

# Landscape

- Landscape elements including ditches, bridges, fences, lawn areas and planted areas
- Mature trees which differentiate the residential area north of Chatham
- Containment of the place by the physical landscape feature of the ocean to the west and river to the south
- Slope of the land down from the dyke
- Location of the site 5 kilometres from the mouth of the South Arm of the Fraser River
- Traces of residential gardens
- Significant open spaces that frame the townsite such as Steveston Park,
- Garry Point Park
- Views from the townsite to the Gulf of Georgia to the south and west, and to the north shore mountains to the north
- Roughness and unfinished nature of parts of the site



# Waterfront

- Direct connection to the waterfront
- Small scale elements including pilings and wharves, rip-rap river edges, fences, signs
- Presence of marine industrial heritage boats, masts, rigging, wharves, fish sales, fish store
- Sounds, smells of the waterfront
- Relationship of the site to the waterfront
- Evidence of the use of the waterfront
- Clean water and the natural landscape of the river

### Uses

- Diverse business activity you can get most everything you need
- Working nature of the town reflected by commercial and industrial businesses and businesses related to the fishing

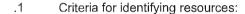
# **Conservation Strategy – Managing Change**





- Informal pedestrian use of the streets (eg. jaywalking)
  - Ability to access the waterfront and the wharves on foot
- Sense of being in a small town, characterized by such elements as diagonal parking on the street, informal lane parking, shortcuts through properties, small scale building, limited area overall.

# 3 (6) Summary of Individual Resources





- 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, philosophy, design, function, technique, or style The level of importance of associations
- Criterion 3: The level of importance of associations with an era, event or person important in
  - Steveston's history and development
- Criterion 4: The intactness, evocative qualities and
  - unity in scale, form, materials, texture
  - and colour.



- .2 Statements of Significance have been written for individual resources that are identified as worthy of conservation.
  - Village-wide resources
  - Moncton Street resources
  - Chatham Street resources
  - Bayview Street resources
  - No.1 Road resources
  - 1st Avenue resources
  - 2nd Avenue resources
  - 3rd Avenue resources
  - East Lane resources
  - Centre lane resources
  - West Lane resources

# 3 (7) Location Maps for Identified Heritage Resources

The following maps identifies 54 individual heritage resources in the Village.



# GENERAL GUIDELINES FOR PRESERVATION, REHABILITATION AND RESTORATION

	Recommended	Not Recommended
1	<b>Understanding</b> the land patterns and how they contribute to the heritage value of the cultural landscape.	
2	<b>Understanding</b> the local environmental context, including climate, prevailing winds, geology, underlying topography and ecological processes.	
3	<b>Documenting</b> the overall pattern of the landscape: the size, configuration, proportion and relationship of its larger components, such as forests, fields or subdivisions, and its evolution and condition before beginning project work. This can include identifying the values that contribute to the meaning of land patterns, such as associations from Aboriginal oral traditions, or the expression of cultural traditions that originated from other countries.	Undertaking interventions that will affect land patterns without first documenting and understanding their characteristics, relationships, evolution, conditions, intangible values and environmental context.
4	<b>Assessing</b> the overall condition of the land patterns early in the planning process so that the scope of work is based on current conditions.	
5	<b>Protecting</b> and maintaining features that define land patterns by using non-destructive methods in daily, seasonal and cyclical tasks. This could include limiting the impact of ecological processes, such as erosion, and monitoring sensitive areas.	Allowing land patterns to be altered or lost by incompatible development or neglect.
6	<b>Retaining</b> sound land patterns or deteriorated land patterns that can be repaired or rejuvenated.	
7	<b>Repairing</b> or rejuvenating deteriorated parts of a feature of the land pattern, using recognized conservation methods. Repair may also include the limited replacement in kind of those extensively deteriorated or missing parts of land pattern elements. Repairs should be physically and visually compatible.	Replacing a feature of the land pattern when that feature can be repaired or rejuvenated.
8	<b>Replacing</b> in kind extensively deteriorated or missing parts of land patterns where there are surviving prototypes.	Replacing an entire feature of the land patterns when limited replacement of deteriorated and missing parts is possible.
9	<b>Documenting</b> all interventions that affect the land pattern, and ensuring that this documentation will be available to those responsible for future interventions.	

# ADDITIONAL GUIDELINES FOR REHABILITATION PROJECTS

	Recommended	Not Recommended
10	<b>Repairing</b> or rejuvenating an extensively deteriorated or missing feature that defines a land pattern, by using non-destructive methods and materials, such as regenerating a deteriorated meadow.	Replacing an entire feature that defines a land pattern when repair or limited replacement of deteriorated or missing parts is possible.
11	<b>Replacing</b> in kind an entire feature that defines a land pattern when that feature is too deteriorated to repair, such as replanting a clear-cut woodlot. The replacement feature should be as similar as possible to the original, both visually and functionally.	Replacing an irreperable feature with a new feature that does not respect the land pattern.
12	<b>Replacing</b> a missing historic feature by designing a new feature that is compatible with the land patterns of the cultural landscape, and is based on physical, documentary and oral evidence.	Creating a false historical appearance because the new feature is incompatible with the land pattern, or based on insufficient physical and documentary evidence.

# ADDITIONS OR ALTERATIONS TO A CULTURAL LANDSCAPE

13 **Designing** a new feature when required by a new use that does Introducing a new feature that is incompatible in size, not obscure, damage or destroy character-defining land patterns, scale or design with the land pattern. such as locating a new road along the edge of a forest.

# ADDITIONAL GUIDELINES FOR RESTORATION PROJECTS

	Recommended	Not Recommended
14	<b>Repairing</b> or rejuvenating a declining feature that defines a land pattern from the restoration period using a minimal intervention approach.	Replacing an entire feature that defines a land pattern from the restoration period, when repair or rejuvenation is possible.
15	<b>Replacing</b> in kind an entire feature that defines a land pattern from the restoration period that is too deteriorated to repair, using the same configuration and design details. The new work should be well documented and unobtrusively dated to guide future research and treatment.	Removing an irreparable feature that defines a land pattern from the restoration period and not replacing it, or replacing it with an inappropriate new feature.

## REMOVING EXISTING FEATURES FROM OTHER PERIODS

**16 Removing** or altering non character-defining features from periods other than the chosen restoration period, which intrude on the land patterns.

Failing to remove non character-defining features from another period that confuse the depiction of the land patterns during the chosen restoration period.

# RECREATING MISSING FEATURES FROM THE RESTORATION PERIOD

17 Recreating a missing feature important to the land patterns that existed during the restoration period, based on physical, documentary and oral evidence.

Installing a feature that was part of the original land pattern, but was never actually built, or constructing a feature of the land pattern that was thought to have existed during the restoration period, but for which there is insufficient documentation.



# **Heritage Alteration Permit**

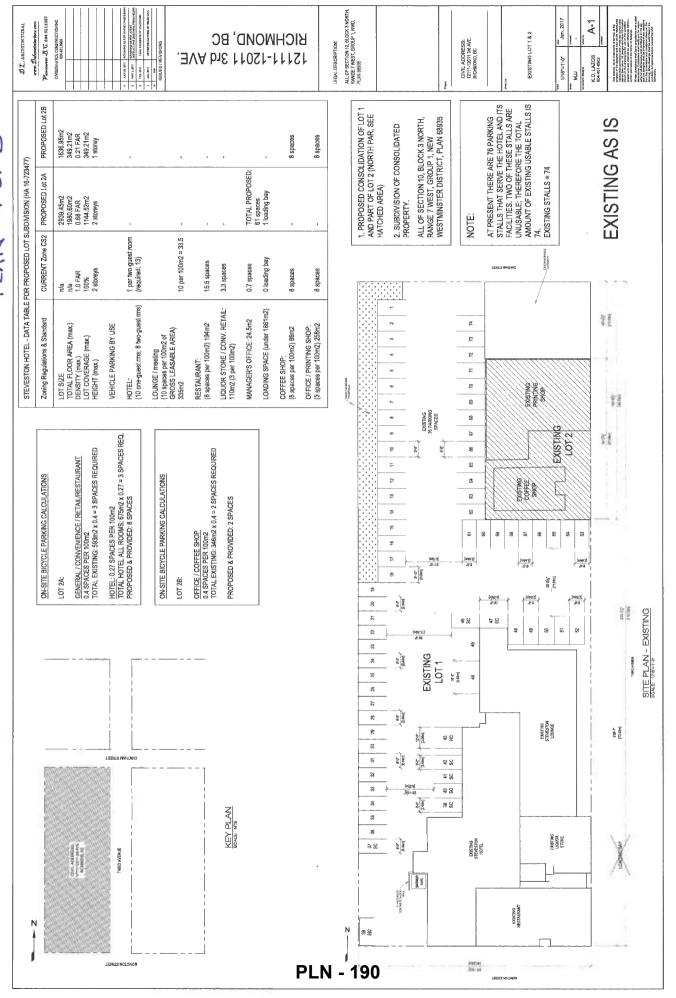
Development Applications Division 6911 No. 3 Road, Richmond, BC V6Y 2C1

File No.:	HA	16-723477

	File No.: HA 16-723477
To the Holder:	Kanaris Demetre Lazos
Property Address:	12011 3 <sup>rd</sup> Avenue, Richmond, BC V7E 3K1 12111 3 <sup>rd</sup> Avenue, Richmond, BC V7E 3K1
Legal Description:	LOT 1 AND LOT 2 SECTION 10 BLOCK 3 NORTH RANGE 7 WEST NEW WESTMINSTER DISTRICT PLAN 68935
(s.617, Local Governm	nent Act)
1. (Reason for Permi	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)
	teration Permit is issued to authorize all works related to the reconfiguration ing layouts, landscaping and installation of a bicycle rack in Attachment 1 3.
3. The "Richmond	Zoning Bylaw 8500" is hereby varied to:
around surface	erty at 12111 3 <sup>rd</sup> Avenue, reduce the minimum amount of landscape area be parking areas abutting a road from 3.0 m, to 1.0 m along Moncton Street, along 3 <sup>rd</sup> Avenue.
	teration Permit is issued subject to compliance with all of the Bylaws of the hereto, except as specifically varied or supplemented by this Permit.
	authorized by this Heritage Alteration Permit are not completed within 24 te of this Permit, this Permit lapses.
AUTHORIZING RE	ESOLUTION NO. ISSUED BY THE COUNCIL THE DAY OF
DELIVERED THIS	DAY OF , 2017
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.

# HA 16-723477



# PLAN #2 0F 3

DI. ARCHITECTURAL	8	Parameter J. C. 60+921 1057	DIVISION OF INC. CONSTRUCTION INC.	1 A. A. S.	1   12   301   12   12   12   13   13   13   13   1	·ΛΕ·	Srd A		I-II MH		LEGAL DESCRIPTION:	ALL OF SECTION 10, BLOCK 3 NORTH, RANGE 7 WEST, GROUP 1, NWD, PLAN 68935		CIVIL ADDRESS: 1211:-12015 at AVE. RICHMOND, BG	PROPOSED LOT 2A & 2B AND PROPOSED PARKING PLAN	AS SHOWN In Jun 2017  The Multiple Control of the C	The michaeline who has peached an electron and commence of contraction of contraction and an electron and contraction and an electron and contraction and an electron and contraction and also also also also also also also also
		1. PROPOSED CONSOLIDATION OF LOT 1 AND PART OF LOT 2 (NORTH PAR. SEE	HATCHED AREA) 2. SUBDIVISION OF CONSOLIDATED PROPERTY. ALL OF SECTION 10, BLOCK 3 NORTH.	RANGE 7 WEST, GROUP 1, NEW WESTMINSTER DISTRICT, PLAN 68935		ON-SITE BICYCLE PARKING CALCULATIONS	LOT 28: OFFICE / COFFEE SHOP 04 SPACES PER 100m2	TOTAL EXISTING: 346m2 x 0.4 = 2 SPACES REQUIRED PROPOSED & PROVIDED: 2 SPACES		4 IS THE LESSER)		2.4m	oceth d buyand aus proposes	PARKING SPACE DIMENSIONS (NOT TO SCALE) ALL PARGAGE SPACE ARE SYNDHOOD SPACE ARE SYNDHOOD SPACE ARE SYNDHOOD SPACE ARE SYNDHOOD SPACE ARE STANDARD DIREGIONE DESCRIPTION SPACE AND SPACE A	O Gam WDE  1.5m O WO E  1.5m O	PROPOSED	
	LOT 2B PARKING CALCULATIONS:	COFFEE SHOP (90m2) 8 PARKING SPACES	PRINTING SHOP / OFFICE (286m2) 8 PARKING SPACES  TOTAL FOR PROPOSED LOT 2B: 16 PARKING SPACES 2% OF 16 = 1 PARKING SPACE.	THEREFORE, MINIMUM I HANDICAP SPACE WITH CLEAR IDENTIFYING SIGN WOULD BE PROVIDED. NOTE: PROPOSED LOT 28 WITHOUT ANY EXEMPTIONS	CALCULATED REQUIRES 16 PARKING SPACES. PROVIDED: 15 STANDARD SPACES + 1 HANDICAP SPACES = 16	ON-SITE BICYCLE PARKING CALCULATIONS	LOT 28: LOT 28: CENVENIENCE / RETAIL/RESTAURANT OFFICE, 04 SPAC 04 SPA		TOTAL HOTEL ALL ROOMS: 675m2 x 0.27 = 3 SPACES REQ. PROPOSED & PROVIDED: 8 SPACES	NOTE: EXISTING PARKING STALLS = 74 (REQUIRED = 76. THE EXISTING 74 IS THE LESSER)		X -	186   440   550   220   110   100   550	STATE - 1.64 M. (17.69 SQ.FT)   7.57	EXISTING PRATTING SHOP	1/0 to 1/	28
	LOT 24 PARKING CALCULATIONS		TAIL	MANAGER'S OFFICE: 24.5m 0.7 PARKING SPACES LOADING SPACE 1 LOADING SPACE RESTAURANT (200m.2) 15.5 PARKING SPACES	2A;	+ 1 LOADING SPACE	2% OF 66 = 2 PARKING SPACES, THEREFORE, MINIMIM 2 HANDICAP SPACE WITH CLEAR IDENTIFYING SIGN SHALL BE PROVIDED.	NOTE: PROPOSED LOT 24 WITHOUT ANY EXEMPTIONS CALCULATED REQUIRES 66 PARKING SPACES.	AS PER PARKING ZONING REGULATIONS, IF THE REQUIRED PARKING SPACES ARE MORE THAN 31 STALLS, THEN 50% SHOULD BE STANDARD SPACES.	PROVIDED: 32 STANDARD SPACES + 2 HANDICAP SPACES + 27 SMALL CAR PARKING SPACES = 61	1 -		THE STATE OF THE S	4 (15 (15 (15 (15 (15 (15 (15 (15 (15 (15	EDSTING  SHOP  SHO	Section Sectio	10 TOT 2A & SDAE, 1784-1-15
23477)		A PROPOSED Lot 28	1636.95m2 349.21m2 0.21 FAR 349.21m2 1 storey				TOTAL PROPOSED: 61 spaces		1	8 spaces	8 spaces	13 712 711 710 79	S STR STR S STR STR S STR S STR STR S STR S STR S STR S STR STR S STR S STR STR S STR S STR S STR S STR STR S STR S STR STR STR STR STR STR STR STR STR STR	SO2 01	Page 19 March 19 Marc	AND DIMETRO	[TA.O.Sec]
7-91 KHA 16-7		PROPOSED Lot 2A	2939.45m2 1980.60m2 0.68 FAR 1144.52m2 2 storeys	13 spaces	3 66	opposed or con	15.5 spaces 3.3 spaces		1 loading bay		,	11 98 14	100 A	25 SC	RESERVENCES STATES OF THE SERVENCES STATES S		
OR PROPOSED LOT SI		CURRENT Zone CS2	n/a n/a 1.0 FAR 160% 2 storeys	1 space per two-guest	40 prost 400 m.O. 1	0 per 100/12 - 33:3	15.5 spaces 3.3 spaces	0.7 spaces	0 loading bay	8 spaces	8 spaces	81 61 02 12	S 205 205 205 205 205 205 205 205 205 205	976	SERVING ROSE STATE OF THE BLANK THE	SSSWERG MON TUDO HULM SSSWERG MON SSSWERG MON SSSWERG SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSWERG MON SSSW	
STEVESTON HOTEL - DATA TARI F FOR PROPOSED LOT SUBDIVISION HA 16-72/3471/		Zoning Regulations & Standard	LOT SIZE TOTAL FLOOR AREA (max.) DENSITY (max.) LOT COVERAGE (max.) HEIGHT (max.)	VEHICLE PARKING BY USE HOTEL: 10 one-guest & 8 two-guest	LOUNGE / meeting (10 spaces per 100m2 of 00SS LEASABLE AREA)	RESTAURANT:	(8 spaces per 100m2) 194m2 LIQUOR STORE / CONV. RETAIL: 110m2	MANAGER'S OFFICE: 24.5m2	LOADING SPACE: gross leasable floor area of more than 1861m2, one designated space (under 1861m2)	COFFEE SHOP:	OFFICE / PRINTING SHOP: (3 spaces per 100m2) 256m2		100 May 11 May 12 May 1	STORMER INT. TA  ROOK(ORE ISSUES)  MITHALIA  ROOK (ORE ISSUES)  A Thirty  CONTROL OR THE INT. TA  ROOK (ORE ISSUES)			

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