



# City of Richmond

## Report to Committee


**To:** Planning Committee  
**From:** Wayne Craig,  
Director, Development

**Date:** June 29, 2017  
**File:** HA 17-776233

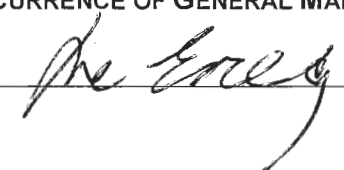
**Re:** Application by the City of Richmond for a Heritage Alteration Permit at 12111 3<sup>rd</sup> Avenue (Steveston Hotel)

### Staff Recommendation

That a Heritage Alteration Permit to authorize the painting of a wall mural on the side (south) elevation of the property at 12111 3<sup>rd</sup> Avenue, be issued.

  
Wayne Craig  
Director, Development

WC: hc  
Att. 4

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Policy Planning Arts, Culture & Heritage Services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	

## Staff Report

### Origin

The City of Richmond has applied to paint a mural on the side (south) elevation of a commercial building at 12111 3<sup>rd</sup> Avenue (Attachment 1), known as “Steveston Hotel”. Council endorsed the John Horton painting and mural, “S.V. Titania in Steveston”, on January 9, 2017, as a Canada 150 project, and the applicant has provided renderings of the mural (Attachment 2). The specific Council resolution that was passed at the Council meeting on January 9, 2017 is provided below.

- (1) *That the staff report titled “Canada 150 Commemorative Painting and Mural”, dated November 28, 2016, from the Director of Arts, Culture and Heritage Services, be endorsed in support of Canada 150 celebrations and major event programming in 2017;*
- (2) *That \$50,000 be allocated to commission a John M. Horton painting from the Council provision; and*
- (3) *That the \$50,000 expenditure for the cost of the artwork proposed to be funded from the Council Provision be included in the 5 Year Final Plan (2017-2021).*

The property owner has committed to enter into a five (5) year legal agreement with the City to retain the mural, exactly as installed, and the City will maintain it for this initial period. After five (5) years, it will be the owner’s discretion to retain, alter or remove the Canada 150 mural. This agreement will be secured prior to the painting of the mural and is separate from the City application for the Heritage Alteration Permit (HAP).

The Steveston Hotel has undergone significant and extensive exterior alterations since the time of its construction in the 1890s (Attachment 3). The existing side (south) elevation to be painted was added at a later date and is utilitarian. As a result, the proposed painting of the mural would not alter any original or otherwise significant features of the Steveston Hotel.

### Surrounding Development

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

- To the North: One property in the “Commercial Mixed Use (ZMU26) – Steveston Village” zone.
- To the East: The former Rod’s Lumber site at 12088 3<sup>rd</sup> Avenue has been rezoned to the “Commercial Mixed Use (ZMU33) – Steveston Village” zone, on one consolidated lot, and associated DP 16-753377 and HA 17-763809 have been issued.
- To the West and South: The Gulf of Georgia Cannery federal historic site in the “Light Industrial (IL)” zone.

## **Richmond Heritage Commission**

This HAP for the painting of a mural will be provided to the Richmond Heritage Commission as an information item at the next regular meeting on July 19, 2017.

## **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 through 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 a Statement of Significance (SOS). Steveston Village Heritage Conservation Strategy includes SOSs for the significant historic sites and features in Steveston Village, including the SOS for Steveston Hotel, which is provided in Attachment 4.

### **Heritage Procedures Bylaw 8400**

Under the City’s Heritage Procedures Bylaw 8400 s.4.1.2, Council must issue a HAP for any exterior alterations to a building, or structure, or alterations to land, for a property identified in an HCA Schedule. A HAP is required for the proposed exterior alterations to the property at 12111 3<sup>rd</sup> Avenue because the property is included in the Steveston Village HCA Schedule.

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 exterior alterations are less than \$50,000, a DP is not required.

## **Analysis**

### **National Standards and Guidelines for Historic Places in Canada**

In Steveston Village HCA, the guidelines that apply to HAPs for protected heritage properties are the Parks Canada National Standards and Guidelines for the Conservation of Historic Places in Canada (“S&Gs”).

The following are excerpts from the S&G “standards” that are most relevant to the proposed exterior alterations to the Steveston Hotel.

***Standards for Historic Places***

- 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 #3 Conserve heritage value by adopting an approach calling for minimal intervention.

These standards are applicable to the proposal because the issues to be assessed include: loss of any character-defining elements; and extent of changes. The proposal is supportable because no character-defining elements would be lost or damaged, and because the mural is reversible, (i.e. could be easily removed in the future), which is the most minimal approach to any intervention.

***Guidelines for Buildings – Exterior Walls***

The following is the excerpt from the S&G “guidelines” that is most relevant to the proposed exterior alteration to the Steveston Hotel.

**Recommended:**

Modifying exterior walls to accommodate an expanded program, a new use, or applicable codes and regulations, in a manner that respects the building’s heritage value.

Based on the National Standards and Guidelines for the Conservation of Historic Places in Canada, the mural is supportable because the proposed modification to the exterior wall will not harm character-defining elements and, as such, will respect the heritage value of Steveston Hotel.

**Conclusion**

Staff supports the proposed façade improvements because they will not negatively impact any character-defining elements of the protected heritage property.



Helen Cain

Planner 2, Heritage, Policy Planning

HC:lce

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

Attachment 2: Renderings for the Mural

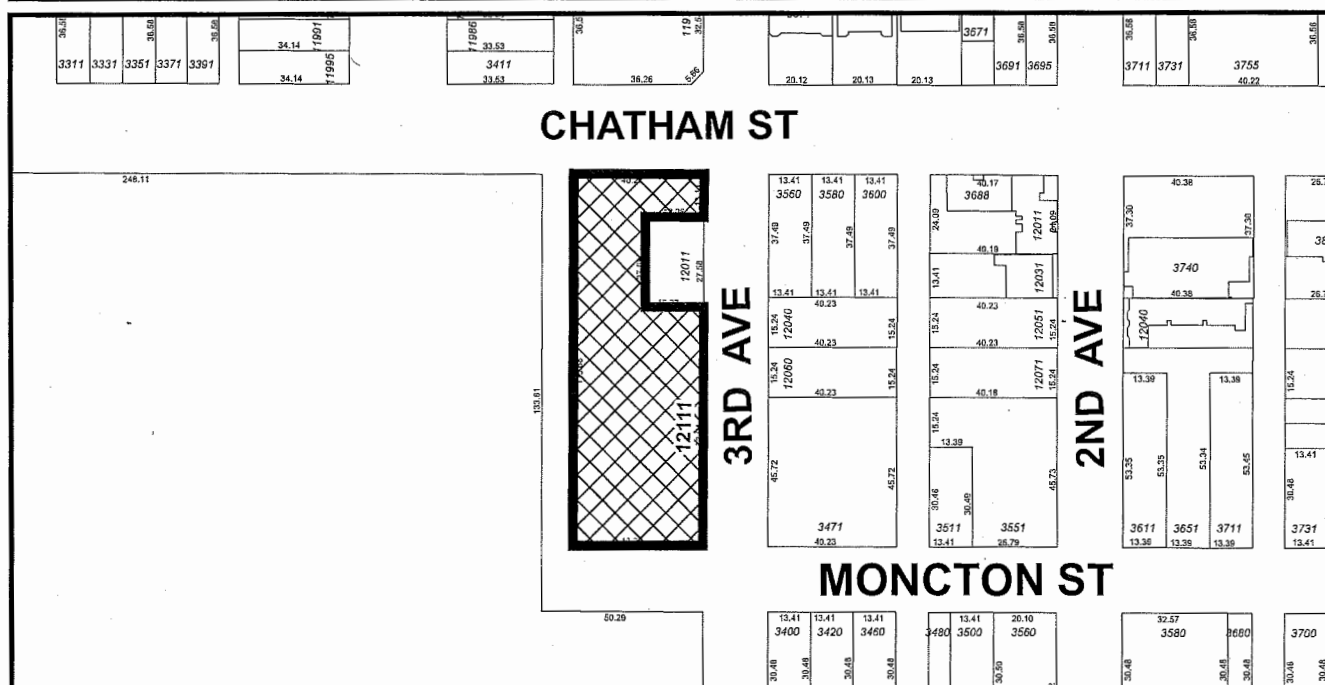
Attachment 3: Photographs (City of Richmond Archives Reference Item No. 1777 19 1925 and Reference Item No. 1978 5 10)

Attachment 4: Statement of Significance for the Steveston Hotel

The map displays the Fraser Valley Regional District with various land parcels and their designations. The map includes major roads like Broadway St, Chatham St, Moncton St, Bayview St, and No. 1 Rd. A large area on the left is labeled 'SITE' with an arrow pointing to a specific parcel. The map also shows the South Arm Fraser River and various land use designations such as CS2, RS1/A, ZMU26, ZMU22, ZMU10, ZR6, ZLR12, and IL. The map is divided into several sections, each with its own set of parcels and designations.

**Map Labels:**

- Streets:** BROADWAY ST, CHATHAM ST, MONCTON ST, BAYVIEW ST, NO. 1 RD, 3RD AVE, 2ND AVE, 1ST AVE.
- Water:** South Arm Fraser River.
- Designations:** CS2, RS1/A, ZMU26, CS3, 092, ZR6, RS1/E, RAM1, 070, CG2, 122, 028, IL, ZMU22, ZMU10, ZLR12, ZMU11.
- Other:** SITE (indicated by an arrow pointing to a cross-hatched parcel).

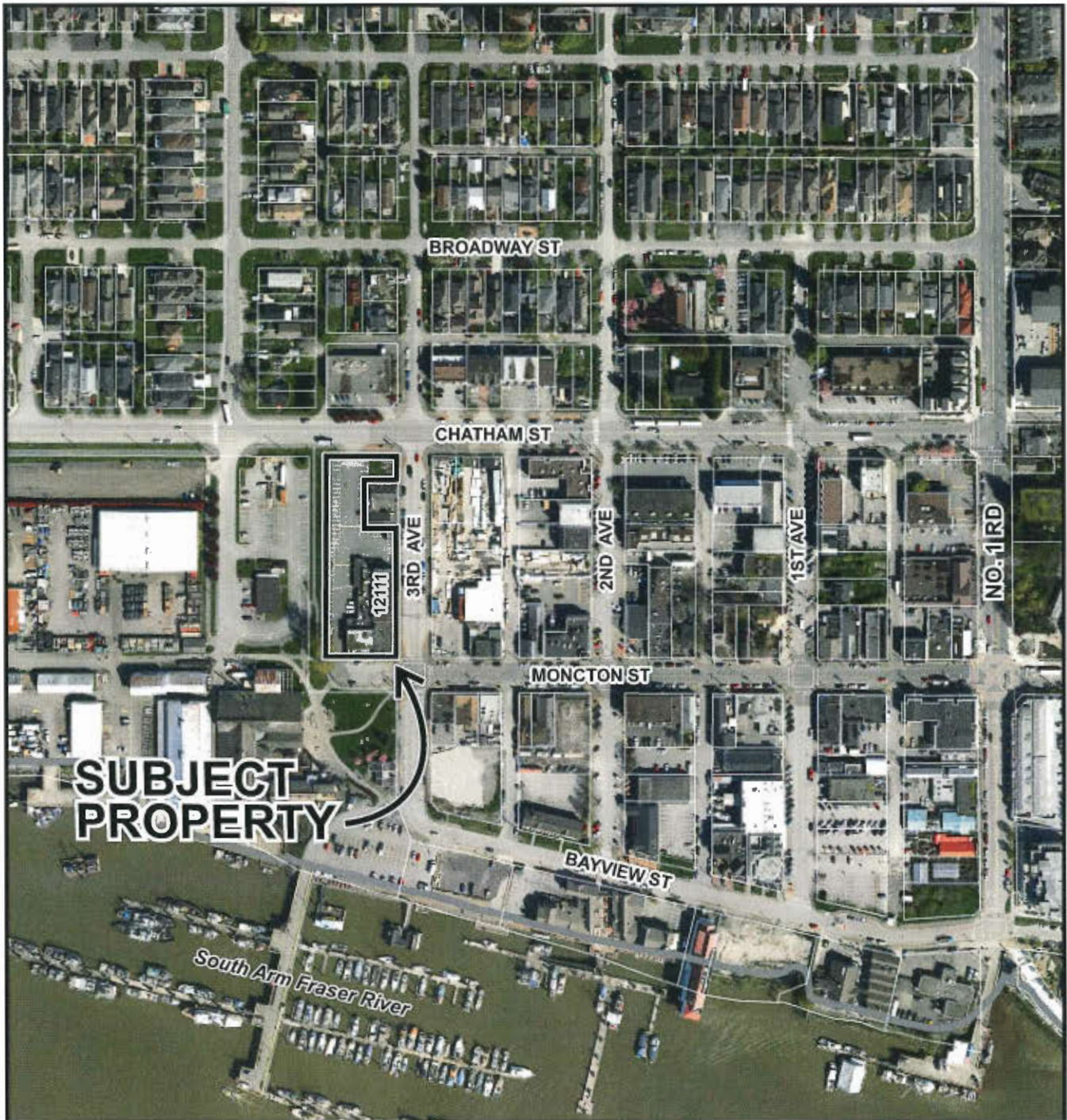


Note: Dimensions are in METRES





City of  
Richmond



HA 17-776233

Original Date: 03/23/17

Revision Date:

Note: Dimensions are in METRES



Steveston Hotel - 12111 3rd Avenue - South Facing Moncton Street - Direct



Steveston Hotel - 12111 3rd Avenue - South Facing Moncton Street - East



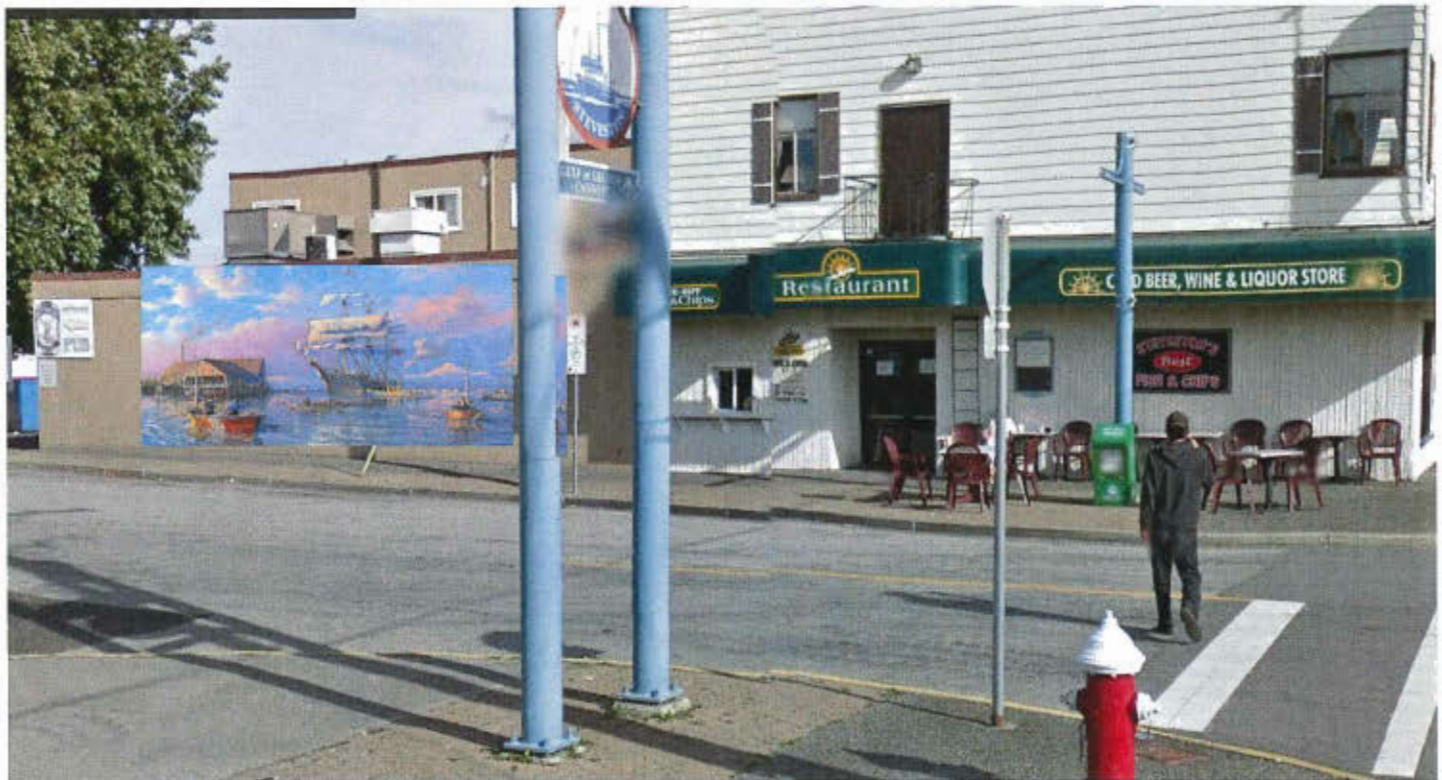


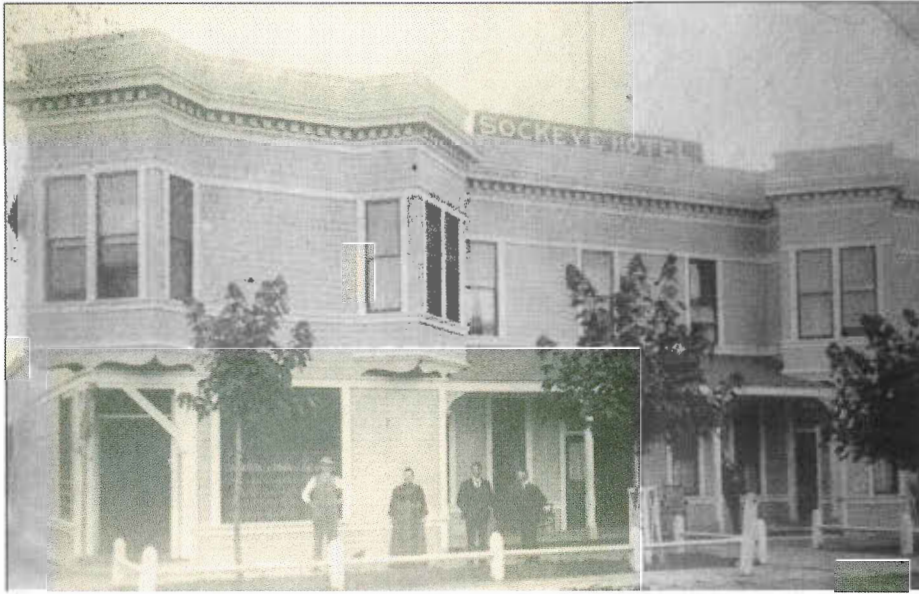


**Steveston Hotel - 12111 3rd Avenue - South Facing Moncton Street - Direct**



**Steveston Hotel - 12111 3rd Avenue - South Facing Moncton Street - West**





Sockeye Hotel, [ca. 1905]  
City of Richmond Archives  
Photography 31977 19 25



Sockeye Hotel, [ca. 1920]  
City of Richmond Archives  
Photography #1978 5 10



## 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

## Heritage Alteration Permit

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

File No.: HA 17-776233

To the Holder: Arts, Culture and Heritage Services, City of Richmond

Property Address: 12111 3<sup>rd</sup> Avenue, Richmond, BC V7E 3K1

Legal Description: LOT 2 SECTION 10 BLOCK 3 NORTH RANGE 7 WEST NEW WESTMINSTER  
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 the painting of a mural on the side (south) elevation of the building, as shown in the rendering in Attachment 1.
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 , 2017

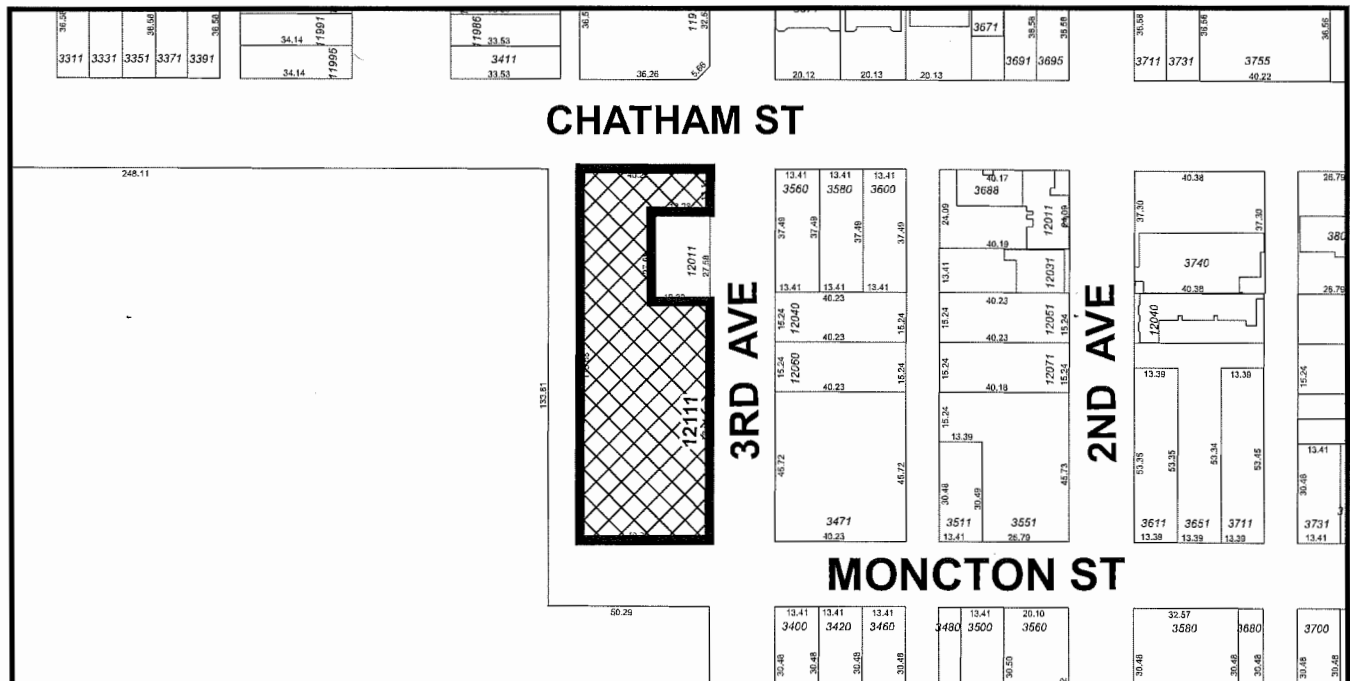
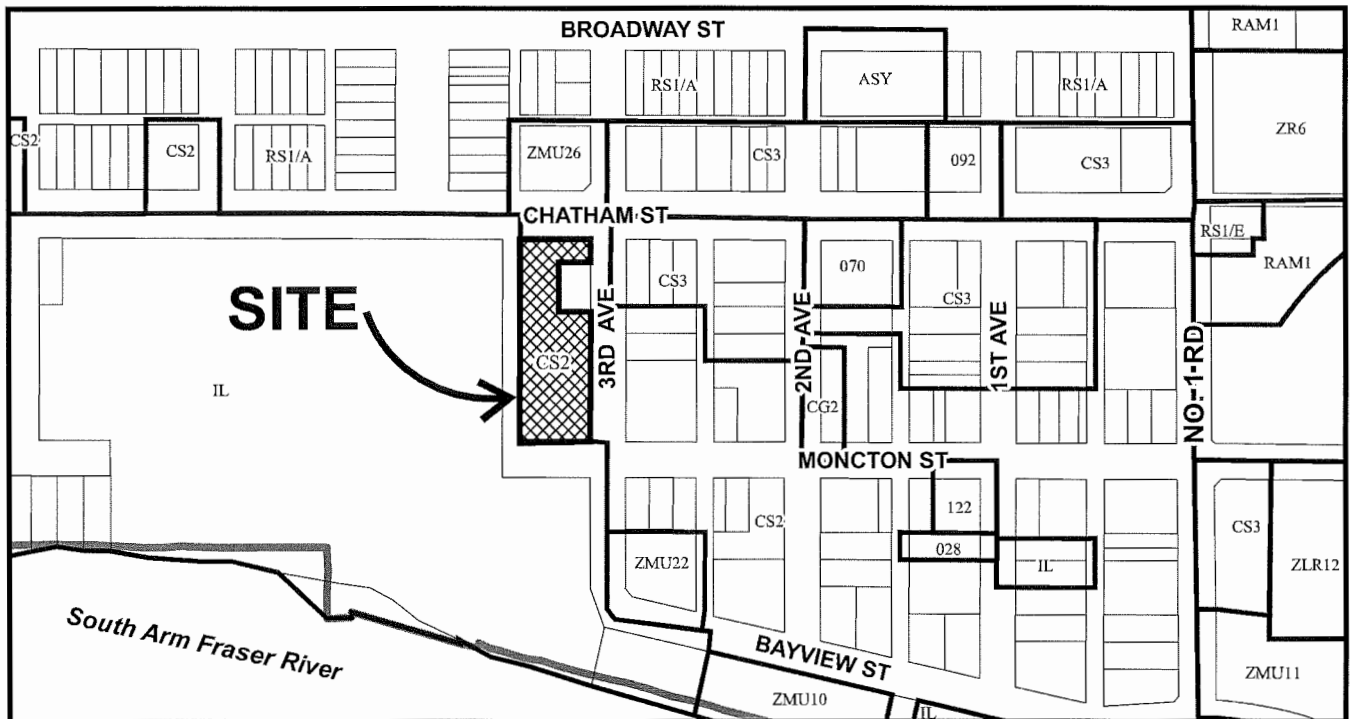
\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
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.



# City of Richmond



HA 17-776233

Original Date: 03/23/17

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Note: Dimensions are in METRES

