



To: Planning Committee
From: Wayne Craig
Director, Development

Date: April 24, 2018
File: HA18-818536

Re: Application by the Richmond Hospital/Healthcare Auxiliary for a Heritage
Alteration Permit at 3711 and 3731 Chatham Street

Staff Recommendation

That a Heritage Alteration Permit which would permit the construction of a new concrete foundation for the protected heritage building at 3711 and 3731 Chatham Street be issued.

Wayne Craig
Director, Development

WC:mp
Att. 9

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

Staff Report

Origin

The Richmond Hospital/Healthcare Auxiliary has applied for a Heritage Alteration Permit to construct a new concrete foundation for the protected heritage building, known as the Steveston Methodist Church or Steveston Bicycle Shop, located at 3711 and 3731 Chatham Street. The existing building straddles the shared property line of the two parcels. A location map and an aerial photo are included in Attachment 1.

The property is one of the 17 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

Originally built in 1894, the building located on the subject properties is one of the oldest surviving church buildings in Richmond. The primary heritage value of the building is its historical association with the First Nations and culturally diverse populations of the Steveston community. The character-defining elements include the architectural style and elements that reflect its original use as a church. The Statement of Significance of the property is included in Attachment 2, and historic photos of the building are included in Attachment 3.

Surrounding Development

The subject property is surrounded by the following sites.

- To the North: The Steveston Congregation of the United Church of Canada at 3720 Broadway Street on a site zoned "Assembly (ASY)"
- To the South: Across Chatham Street, a multi-unit commercial strata building governed by Land Use Contract 070.
- To the East: A site zoned "Commercial Mixed Use (ZMU32) – Steveston Village" at 3755 Chatham Street with issued DP16-740024 and HA16-744661 for a new three-storey, mixed-use development. The Building Permit application is under review, and the site is being prepared for the development.
- To the West: Across 2nd Avenue, a single detached dwelling at 3695 Chatham Street on a site zoned "Steveston Commercial (CS3)".

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. In the HCA, 17 sites are identified as protected heritage resources. The subject site is one of the 17 identified heritage resources.

The Steveston Area Plan specifies that Heritage Alteration Permits issued for identified 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 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 heritage resources. 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 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 April 18, 2018 and was unanimously supported. An excerpt from the Commission meeting minutes is included in Attachment 4.

Analysis

Details of Proposed Work

The current owner, Richmond Hospital/Healthcare Auxiliary, has been operating a thrift shop in the building since 2008, and purchased the property in 2017. The owner would like to continue to use the building as a thrift shop and work towards restoration of the building in phases. The proposed foundation work is the first step undertaken by the owner.

The applicant has provided a report prepared by a structural engineer assessing the condition of the existing foundation. The building currently sits on undersized pad footings and the surface organic material around the perimeter. In order to structurally stabilize the building, the recommendation from the engineer is to add a new concrete foundation to the perimeter as well as upgrade the internal pad footings to support loading in accordance with the British Columbia Building Code. The applicant has indicated that the overall height of the building will remain unchanged.

The applicant has proposed new panel-and-batten skirting around the foundation to match the design and material of the existing skirting. The project heritage consultant has indicated that the existing skirting is not original, and appears to be relatively recent cladding: a limited portion of the skirting is currently painted. Photos of the existing skirting are included in Attachment 5. The applicant has proposed to paint the proposed skirting with Point Grey (VC-24), one of the colours from the Vancouver Heritage Foundation's True Colour Palette, which contains 35 historic paint colours used in the Lower Mainland (Attachment 6).

The owner plans to submit additional Heritage Alteration Permits in the near future to rehabilitate and restore the building, which may include the removal of stucco and the restoration of the original siding, and consolidate the two subject parcels in order to facilitate the rehabilitation (e.g., addition to the building). At that time, a comprehensive conservation plan prepared by a qualified heritage consultant will be submitted based on a thorough research, including research on the original building materials and colours, as well as the rationales for the proposed consolidation. The proposed skirting is an interim measure to match the existing building colour and material (i.e., grey stucco), and the best conservation method for the skirting will be determined as part of the overall restoration plan for the building.

The owner intends to seek a grant funding for the future restoration work under the Steveston Village Heritage Conservation Grant Program. The maximum available grant amount is \$50,000 per identified heritage building with private matching funds, with an additional \$25,000 with private matching funds to achieve exceptional heritage conservation, as determined by Council.

National Standards

The following are excerpts from the S&G standards that are most relevant to the proposed foundation work (Attachment 7).

- | | |
|-------------|--|
| Standard #1 | 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. |
| Standard #6 | Protect and, if necessary, stabilize an historic place until any subsequent intervention is undertaken. |

The proposed foundation work is to stabilize the historic place to prevent any further deterioration until further conservation work is undertaken in the future. The proposed work would not alter any character-defining elements of the building.

National Guidelines

The following are excerpts from the S&G guidelines that are most relevant to the proposed work (Attachment 8).

Section 4.3.4. Exterior Walls

- Guideline #4 Assessing the condition of wall assemblies and their materials early in the planning process so that the scope of work is based on current conditions.
- Guideline #9 Repairing parts of exterior walls by patching, piecing-in, consolidating, or otherwise reinforcing, using recognized conservation methods. Repair may also include the limited replacement in kind, or with a compatible substitute material, of extensively deteriorated or missing parts of the exterior wall assembly. Repairs should match the existing work as closely as possible, both physically and visually.

There will be little change to the overall appearance of the building as the design and material of the proposed skirting matches those of the existing skirting, and the proposed colour of the skirting would complement the existing building.

Steveston Village Conservation Strategy

The following are the standards and guidelines that are most relevant to the proposed work from the Steveston Village Conservation Strategy (Attachment 9).

- 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 proposal is consistent with the standards and guidelines in the Steveston Village Conservation Strategy, and the owner has identified long-term resource management goals prior to undertaking any intervention.

Financial Impact or Economic Impact

None.

Conclusion

The proposed foundation work is to stabilize the heritage building, and protect the building from any further structural deterioration. The application is consistent with the Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada and Steveston Village Conservation Strategy.

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



Minhee Park
Planner 2

MP:cas

Attachment 1: Location Maps

Attachment 2: Statement of Significance

Attachment 3: Historic Photo

Attachment 4: Excerpt from the April 18, 2018 Richmond Heritage Commission Minutes

Attachment 5: Photos of the Existing Building

Attachment 6: Vancouver Heritage Foundation's True Colour Palette

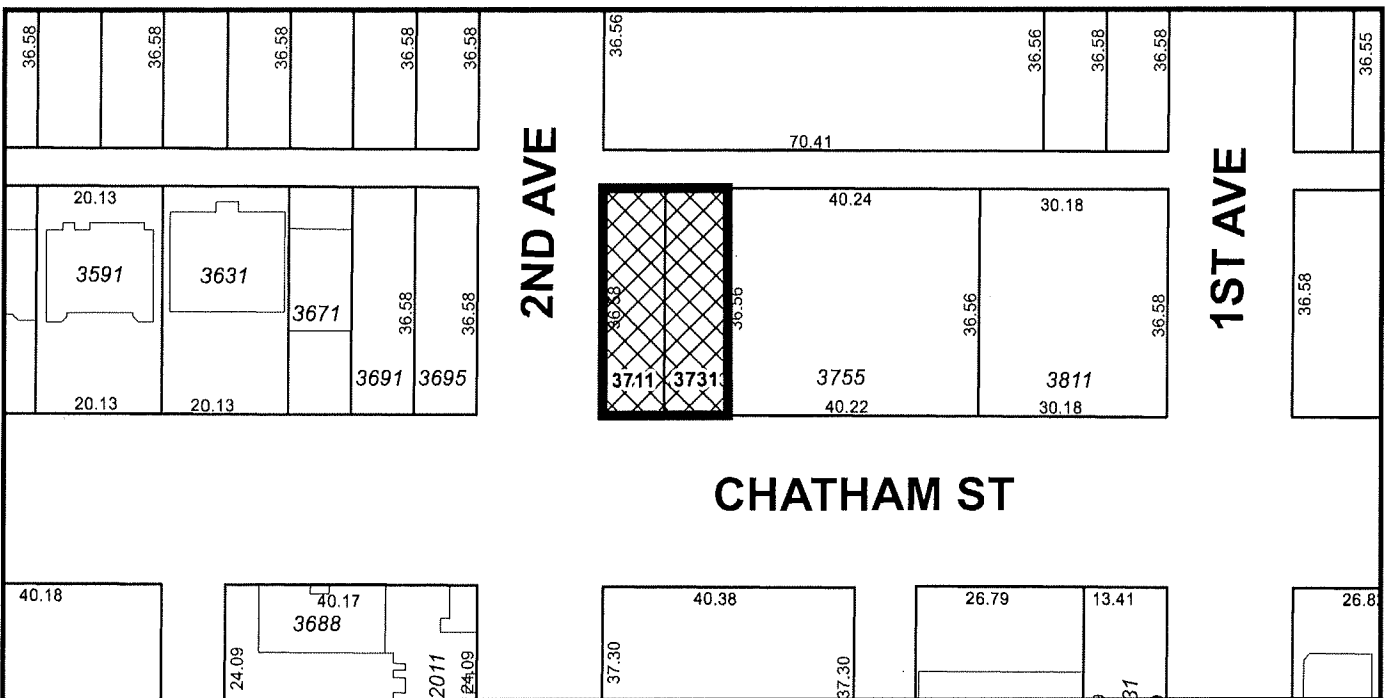
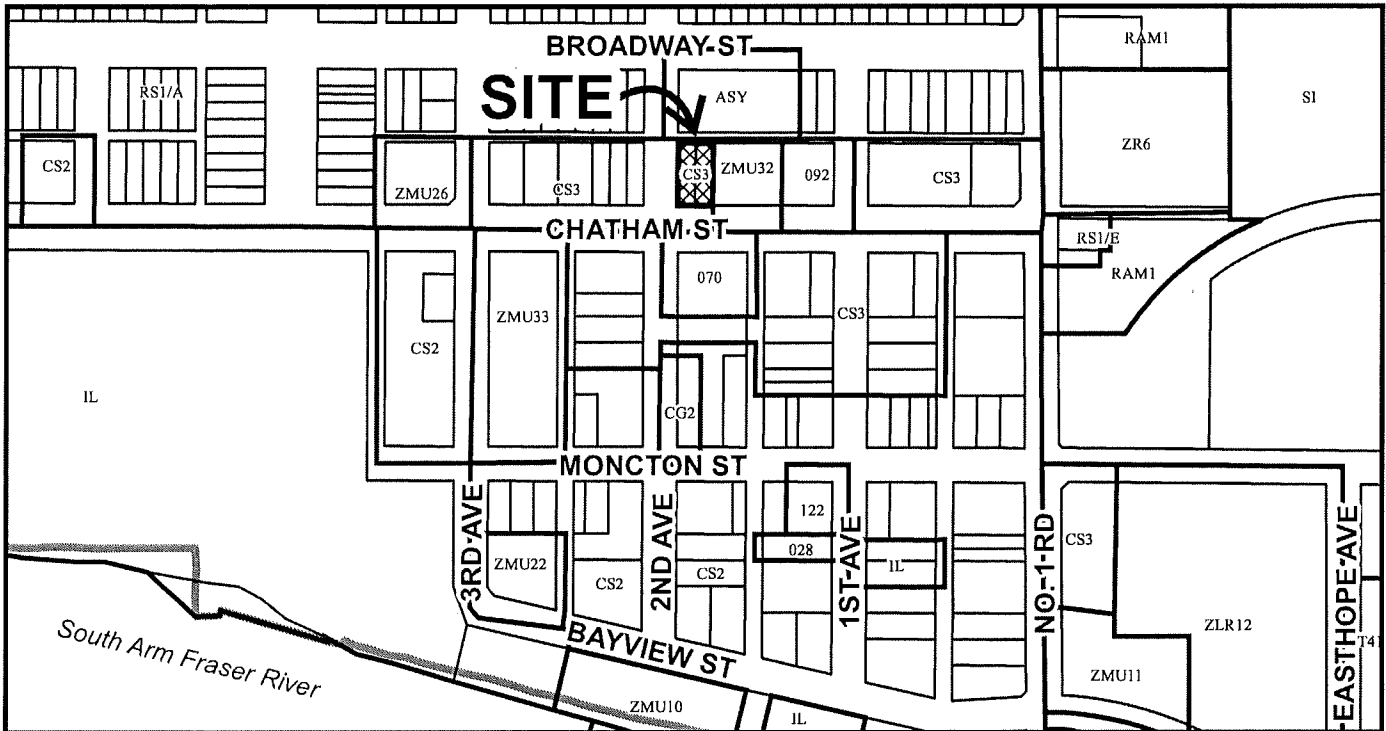
Attachment 7: Excerpt from the National Standards

Attachment 8: Excerpt from the National Guidelines

Attachment 9: Excerpt from the Steveston Village Conservation Strategy



City of
Richmond



HA 18-818536

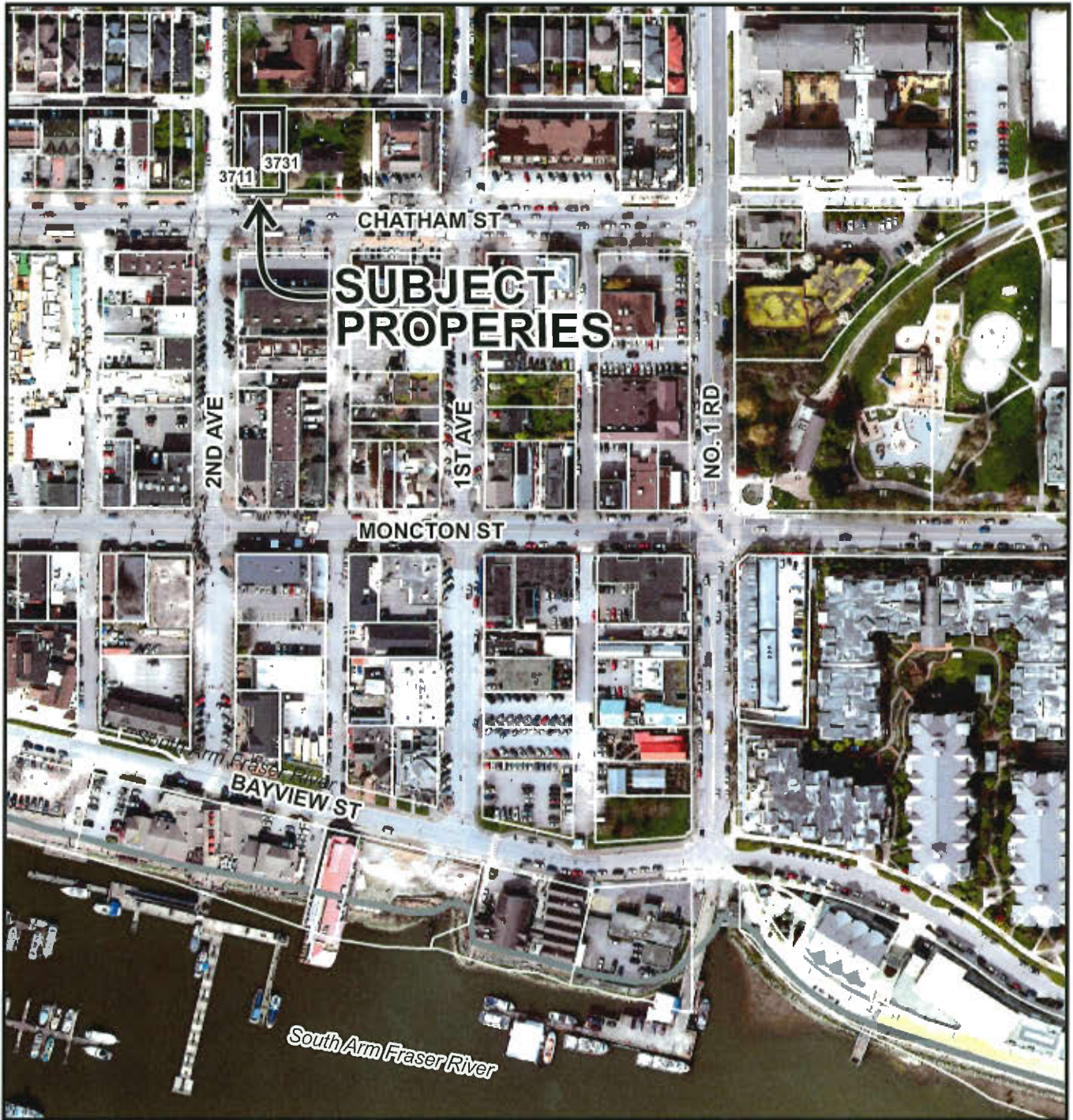
Original Date: 04/11/18

Revision Date: 04/25/18

Note: Dimensions are in METRES



City of
Richmond



HA 18-818536

Original Date: 04/11/18

Revision Date: 04/25/18

Note: Dimensions are in METRES

Steveston Village Conservation Program

Chatham Street resources

36. 3731 Chatham Street
Steveston Bicycle Shop



Description

The Steveston Bicycle Shop is situated on a prominent corner lot on Chatham Street and Second Avenue. The building is T-shaped with a front gable facing the street and a side gable behind. It has a steeple and an entry porch with a gable roof.

Values

Built by volunteer labour in 1894, this is the oldest extant church building on its original site in Richmond. Its architectural style reflects the modest early church structures which serviced the populations of Steveston, particularly those working in the canning and fishing industries.

This historic place is also valued for its connections with the First Nations and culturally diverse populations of the Steveston community, seen in its historic associations with the Methodist Indian Mission and Steveston Methodist Church, and its later function as the first United Church in Canada to amalgamate Japanese and Caucasian congregations after WW II.

The location of this building on Chatham Street is important, as it reflects the need to accommodate what was once a primarily residential area, yet has a reasonably close proximity to the commercial core and waterfront of the village.

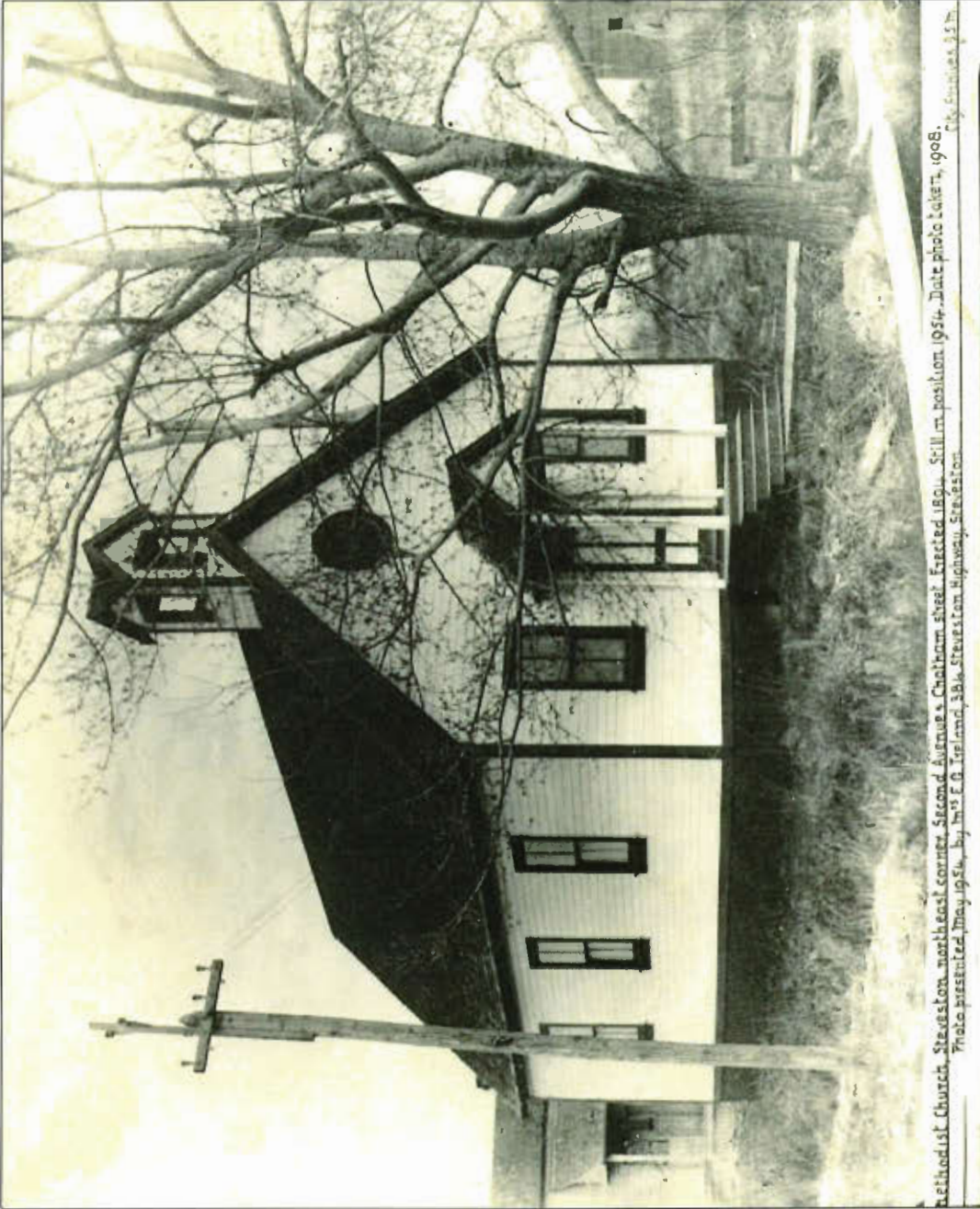
Character-Defining Elements

The character-defining elements of the Steveston Bicycle Shop include:

- Its location on Chatham Street, and its relationship to the commercial core and waterfront
- Its historic associations with the Steveston Methodist Church, the Methodist Indian Mission, and the Steveston United Church, and any surviving evidence thereof
- Its simple wooden construction and church form, including its cross-gable form, its cupola, and historic arched windows and window openings.
- Its architectural style that reflects its original use as a church, including its T-shaped plan, front gable roof and façade, arched windows, steeple, and gable-roofed entry porch

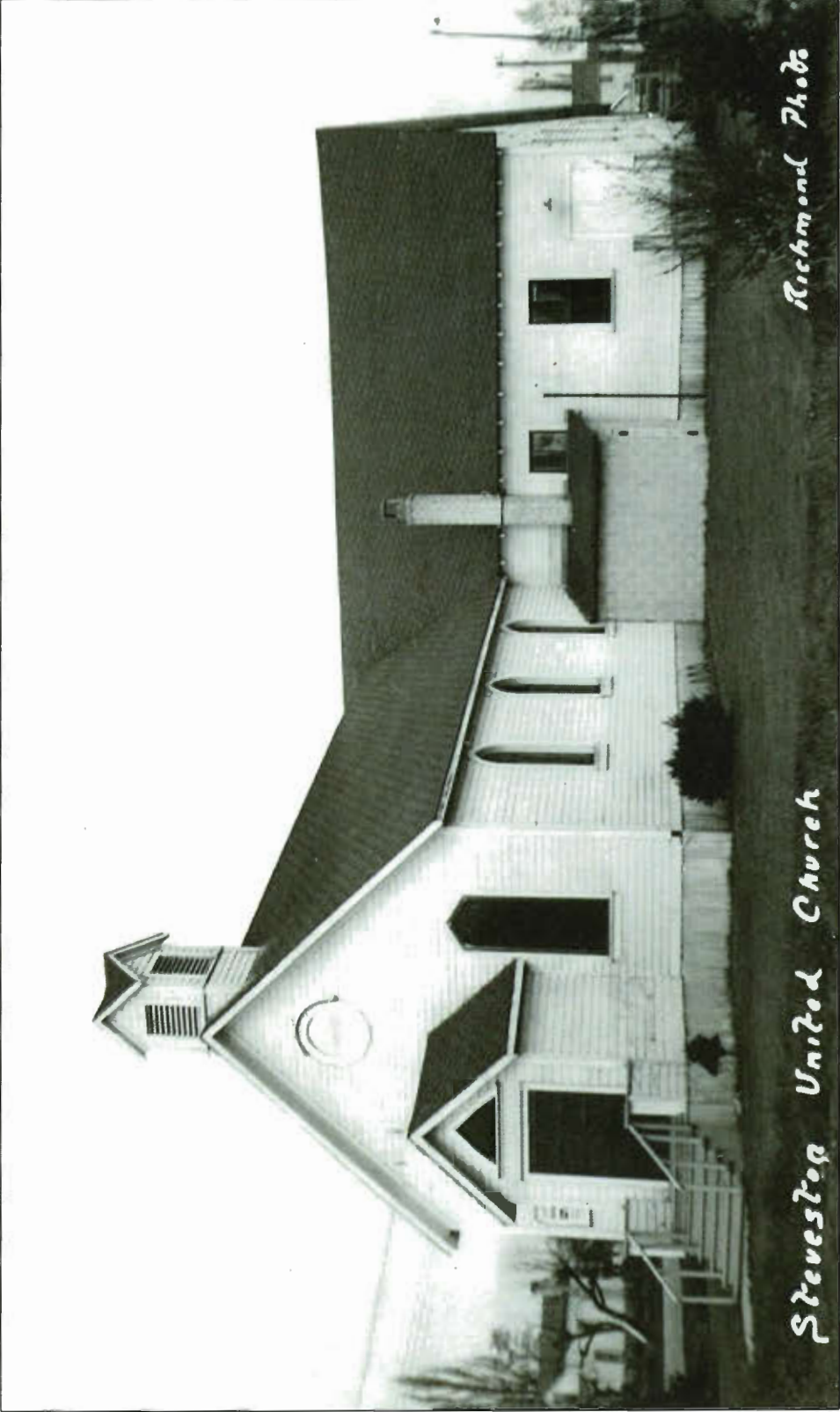
This resource met the following criteria:

- 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 and function
- Criterion 3: The level of importance of associations with an era important in Steveston's history and development
- Criterion 4: The intactness, scale, form and materials



Methodist Church, Stevenson, northeast corner, Second Avenue & Chestnut street, Erected 1891. Still in position 1954. Date photo taken, 1908.
Photo presented May 1954 by Mrs E. O. Ireland, 384 Stevenson Highway, Stevenson, Md. 21158.

City of Richmond Archives
1977 - 13 - 1 Ca. 1908



Richmond Photo

Stevestop United Church

City of Richmond Archives
1977-13-10 ca. 1950

Excerpt of Minutes
Richmond Heritage Commission
Held Wednesday, April 18, 2018 (7:00 pm)
M.2.004
Richmond City Hall

a. Development Proposal – Heritage Alteration Permit (HA18-818536)

The project consultant joined the Commission to present on the modifications being made to the building located at 3711 and 3731 Chatham Street. The building is one of the identified heritage resources in the Steveston Village. The current owner, the Richmond Hospital/Healthcare Auxiliary, has retained the consultant as part of the restoration work. It was noted that the first phase will be consolidating the foundation since the building currently sits on poor footing.

After an inspection of the foundation, it has been determined that a new concrete foundation will need to be installed as well as new skirting that spans the space between the ground level and main floor level. It was noted that there may be wood siding under the stucco, which they will be looking into as part of future restoration work.

The replacement skirting will be matched to the current skirting until they can find more information about the original detail. It was noted that a structural engineer will be overlooking this process.

It was further noted that this application will be a straight-forward upgrade, with next steps being looking at conserving the exterior envelope.

Commission members noted that this is a commendable effort and a good prerequisite to other potential restoration works in the future.

It was moved and seconded:

That the Richmond Heritage Commission support the Heritage Alteration Permit application to construct a new concrete foundation at 3711 and 3731 Chatham Street as presented.

Carried





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HISTORICAL TRUE COLOURS

				
VC-1 Oxford Ivory	VC-2 Craftsman Cream	VC-3 Pendrell Cream	VC-4 Harris Cream	VC-5 Dunbar Buff
				
VC-6 Edwardian Buff	VC-7 Edwardian Cream	VC-8 Mount Pleasant Buff	VC-9 Strathcona Gold	VC-10 Comox Gold
				
VC-11 Kitsilano Gold	VC-12 Mount Pleasant Tan	VC-13 Bute Taupe	VC-14 Dunbar Grey	VC-15 Haddington Grey
				
VC-16 Comox Sage	VC-17 Victorian Peridot	VC-18 Pendrell Green	VC-19 Comox Green*	VC-20 Vancouver Green*
				
VC-21 Harris Green	VC-22 Pendrell Verdigris	VC-23 Edwardian Pewter	VC-24 Point Grey	VC-25 Harris Grey*
				
VC-26 Edwardian Porch Grey	VC-27 Strathcona Red	VC-28 Mellish Rust*	VC-29 Pendrell Red*	VC-30 Hastings Red*
				
VC-31 Mellish Mahogany*	VC-32 Craftsman Brown*	VC-33 Harris Brown*	VC-34 Strathcona Mahogany*	VC-35 Gloss Black**

PLN - 53

* These colours are shown in Benjamin Moore Collection® Soft Gloss finish, due to the extreme depth in colour. When tinted in Benjamin Moore Collection® Low Lustre, a slight variation may be observed.
 ** Black is available in low lustre or soft gloss finishes. For true authenticity, the Vancouver Heritage Foundation recommends the Benjamin Moore Collection® Impervex High Gloss product.

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.

GENERAL GUIDELINES FOR PRESERVATION, REHABILITATION AND RESTORATION

	Recommended	Not Recommended
1	Understanding the exterior walls and how they contribute to the heritage value of the historic building.	
2	Understanding the properties and characteristics of the exterior walls as well as changes and previous maintenance practices.	Failing to consider the impact of previous changes to the exterior wall assembly, such as the addition of insulation and vapour barriers, or new heating or cooling systems.
3	Documenting the composition, form, materials, details, dimensions and condition of exterior wall assemblies before undertaking an intervention. This includes geometry, scale, proportions, openings, form and supporting frames or structures.	Undertaking an intervention that affects exterior wall assemblies without first documenting their existing character and condition.
4	Assessing the condition of wall assemblies and their materials early in the planning process so that the scope of work is based on current conditions.	
5	Determining the cause of distress, damage or deterioration of exterior walls through investigation, monitoring and minimally invasive or non-destructive testing techniques.	
6	Protecting and maintaining exterior walls by cleaning and repairing damaged materials, and checking exterior wall assemblies for moisture penetration and insect infestation, taking corrective action, as necessary and as soon as possible.	Failing to maintain exterior walls on a cyclical basis. Failing to correct causes of deterioration of the exterior wall assembly, such as failed sealants.
7	Retaining sound or deteriorated exterior wall assemblies that can be repaired.	
8	Stabilizing deteriorated exterior walls by using structural reinforcement, weather protection, or correcting unsafe conditions, as required, until repair work is undertaken.	Removing deteriorated exterior wall elements that could be stabilized or repaired.
9	Repairing parts of exterior walls by patching, piecing-in, consolidating, or otherwise reinforcing, using recognized conservation methods. Repair may also include the limited replacement in kind, or with a compatible substitute material, of extensively deteriorated or missing parts of the exterior wall assembly. Repairs should match the existing work as closely as possible, both physically and visually.	
10	Protecting adjacent character-defining elements from accidental damage or exposure to damaging materials during maintenance or repair work.	

Steveston Village Conservation Program

Conservation Strategy – Managing Change



3. Standards and Guidelines:
 - (a) Formally adopt the Standards and Guidelines for the Conservation of Historic Places in Canada to guide all heritage conservation activities
 - (b) All heritage conservation work should be based upon research, site analysis, and documentation to identify and safeguard fully the heritage values to be conserved
 - (c) The evolution of the resource should be respected. The contributions of all periods are important to the historical development and may merit retention
 - (d) 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
 - (e) The approach to all heritage conservation projects should be one of minimal intervention to ensure the maximum preservation of the existing and authentic physical fabric and the retention of the signs of age
 - (f) Conjecture and the falsification of building elements should be avoided in all heritage conservation projects
 - (g) A well-defined maintenance plan should be clearly established in order to ensure an appropriate level of maintenance and care upon completion

4. Database including Heritage Register:
 - (a) Include identified Steveston heritage buildings and places and list them on the appropriate registered inventories:
 1. Richmond Community Heritage Register
 2. BC Register of Historic Places
 3. Canadian Register of Historic Places
 - (b) Update as necessary the Heritage Register listing of any building or place following a major alteration or relocation
 - (c) Facilitate future heritage conservation efforts by documenting information on all new construction in Steveston Village
 - (d) Develop a pro-active heritage review and evaluation process which will identify City-owned heritage property at a time when the structure is still in use

5. Bylaws:
 - (a) Consider implementing a Heritage Conservation By-law to protect its listed heritage buildings and places



City of Richmond

Heritage Alteration Permit

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

File No.: HA 18-818536

To the Holder: The Richmond Hospital/Healthcare Auxiliary, Inc. No. S0018630
Property Address: 3711 and 3731 Chatham Street
Legal Description: LOT 8 & 9 BLOCK 22 SECTION 3 BLOCK 3 NORTH RANGE 7 WEST NEW WESTMINSTER DISTRICT PLAN 249

(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 proposed foundation work as shown in Schedule A, Plan #1 to Plan #5.
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.

SCHEDULE A

1 MAIN FLOOR PLAN
Scale: 3/8" = 1'-0"



A1.1

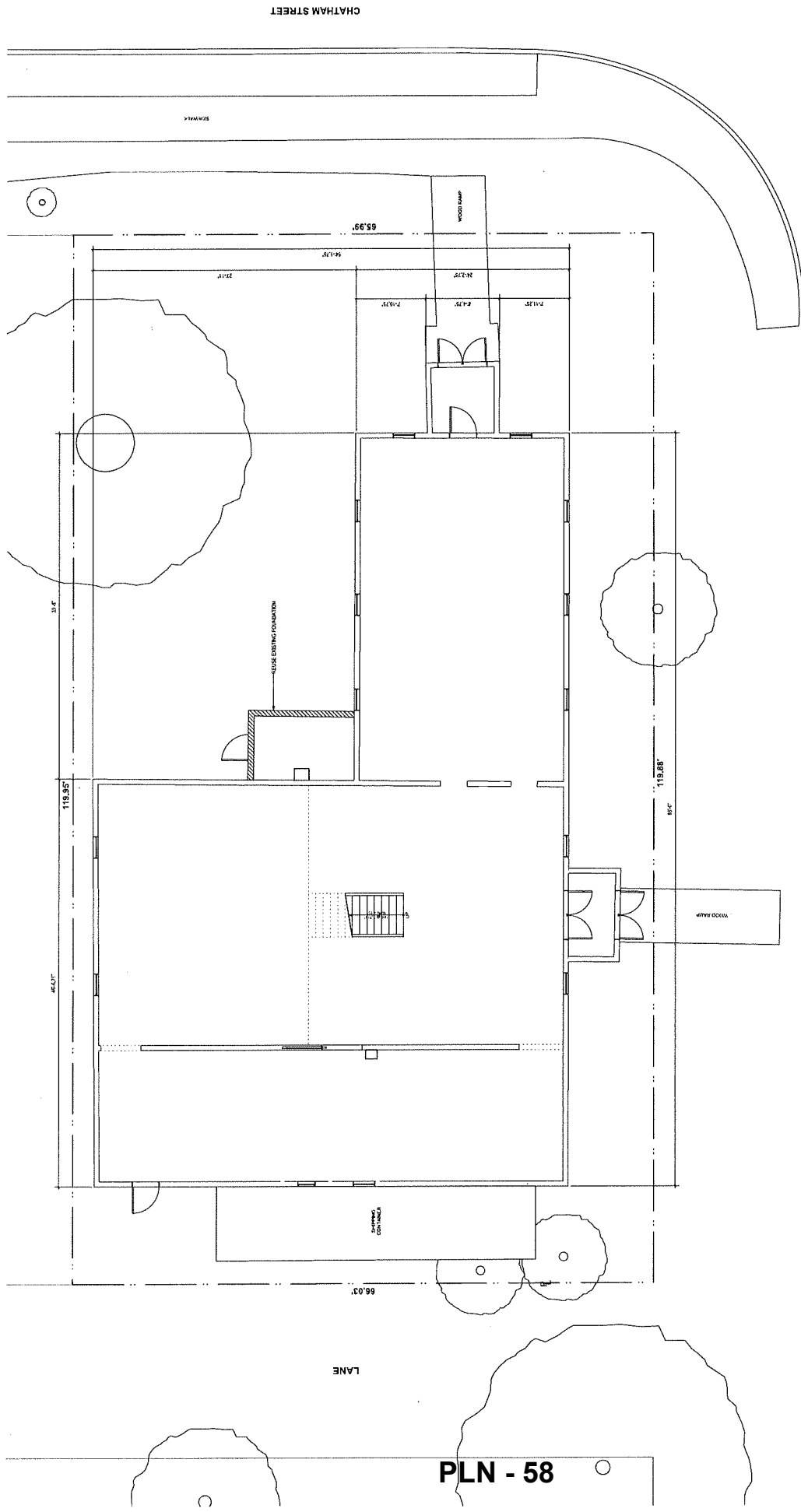
MAIN FLOOR PLAN

NO.	REVISION

2017-002 - 3711 Chatham St.
3711 Chatham Street
Shreveport, Louisiana, LA 70502

3711 Chatham Street
Shreveport, LA 70502
ARCHITECT: [Redacted]

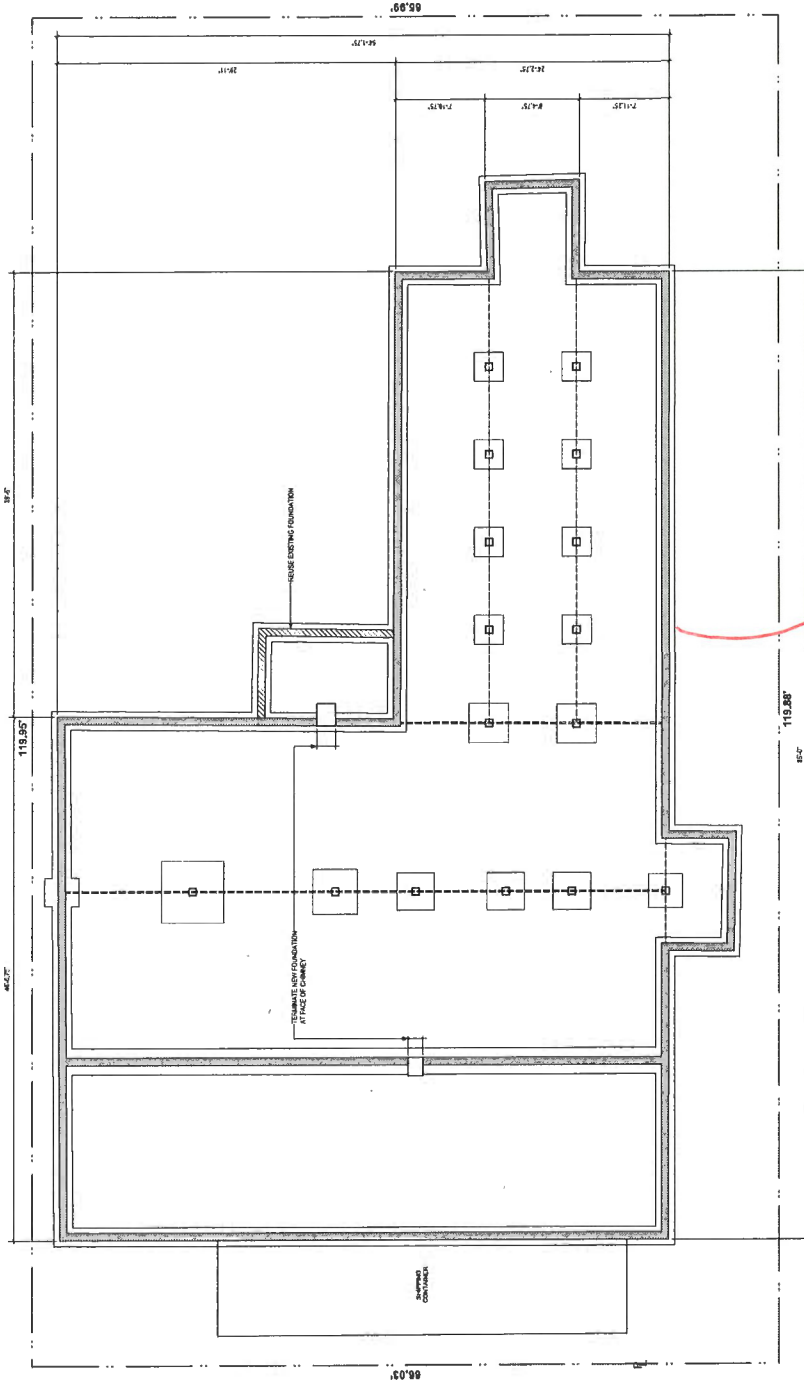
2ND AVENUE



plan #1
HA 18-81855

PLN - 58

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of the architect.



PLN - 59

2 FOUNDATION PLAN
SCALE: 3/16" = 1'-0"



CONTRACTOR TO VERIFY ALL DIMENSIONS AND CONDITIONS OF EXISTING FOUNDATION AND TO VERIFY ALL DIMENSIONS AND CONDITIONS OF EXISTING FOUNDATION AND TO VERIFY ALL DIMENSIONS AND CONDITIONS OF EXISTING FOUNDATION.

BIRMINGHAM
&
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3711 Cahoon Street
Wichita, KS 67222
www.bmw.com

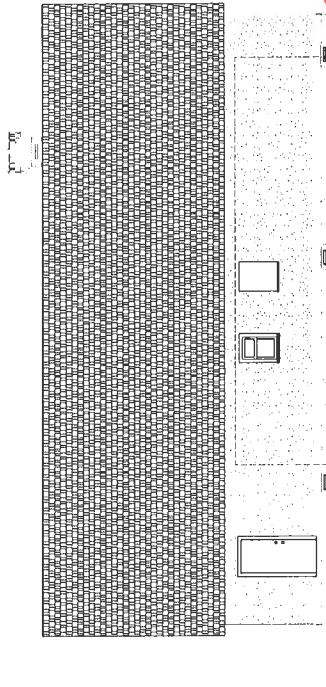
2017-022 - 3711 Cahoon St.
3711 Cahoon Street
Shawnee, Richmond, BC

NO.	DATE	DESCRIPTION

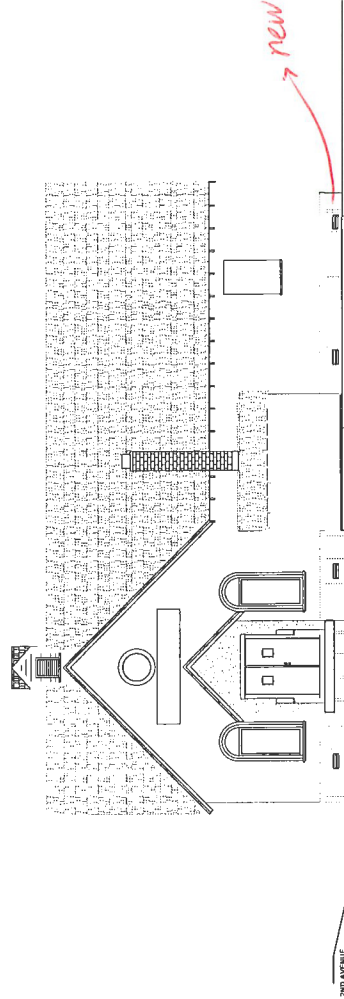
A1-1
FOUNDATION PLAN

HA 18-818536

plan #2



1 NORTH ELEVATION
SCALE 3/16" = 1'-0"



2 SOUTH ELEVATION
SCALE 3/16" = 1'-0"

PLN - 60

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www.woodarch.com | 250.683.1111

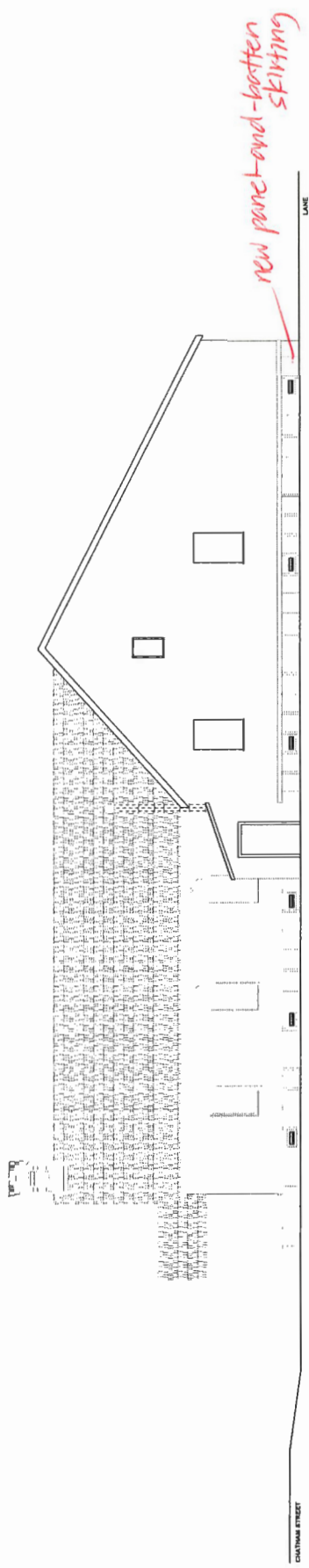
2017-022 - 3711 Chatham St.
3711 Chatham Street
Station, Richmond, BC

NO.	REVISION

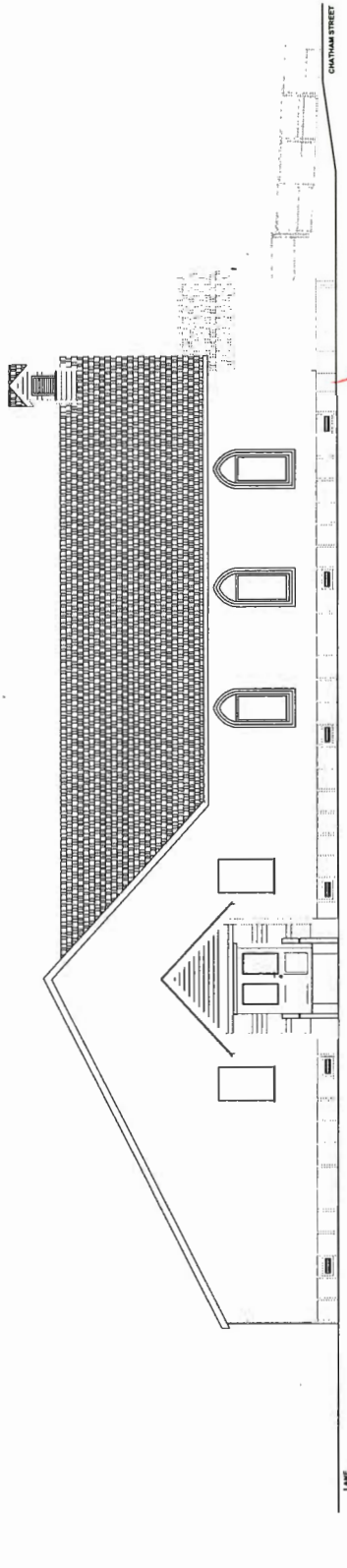
A2.0
NORTH & SOUTH
ELEVATIONS

HA 18-818530

plan #3



1 EAST ELEVATION
Scale: 3/16" = 1'-0"



2 WEST ELEVATION
Scale: 3/16" = 1'-0"

PLN - 61

A2.1
EAST & WEST ELEVATIONS

NO.	REVISION	DATE

2017-025 - 3711 Chatham St.
3711 Chatham Street
Simsboro, Richmond, BC

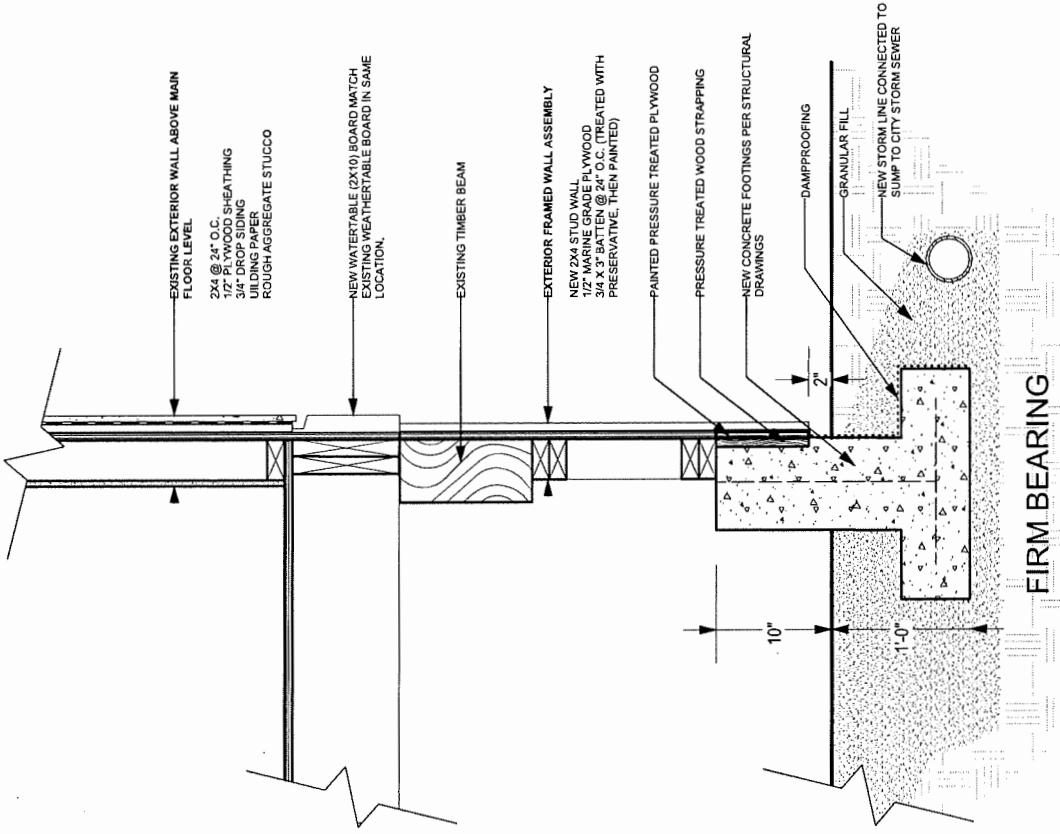
211-1000 Road
Windsor, E.C. W6B2
Architects | Interior

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&
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HA 18-818536

plan #4



1 FOUNDATION WALL DETAIL
Scale: 3/4" = 1'-0"

HA 18-818530 plan #5

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311 Canal Street
Vestavia Hills, AL 35243
Birmingham, AL 35202

2017-2022 - 3711 Chatham St.
Shirley, Richmond, VA

NO.	DATE	DESCRIPTION

A4.0
FOUNDATION DETAIL