

Summary

Steveston Village Conservation Strategy & Implementation Program

1) Purpose

The purpose of this report is to highlight the Steveston Village Conservation Strategy & Implementation Program.

2) Components

The components of the Steveston Village Conservation Strategy and Implementation Program include:

- A final Steveston Village Conservation Strategy (**Attachment 2**), and
- An Implementation Program which includes:
 - A Generic Heritage Conservation Tool Kit For BC Municipalities (**Attachment 3**),
 - A Steveston Village Heritage Conservation Tool Kit (**Attachment 4**), which includes short and long term model “Shelf Ready” tools including:
 - A model new “Steveston Village Conservation (SC) District,”
 - A model Heritage Revitalization Agreement (HRA),
 - A model Heritage Conservation Covenant (for buildings and land),
 - A model Heritage Conservation Covenant (for landscaping),
 - A model Resolution Authorizing Heritage Inspection,
 - A model Heritage Permissive Tax Exemptions Bylaw,
 - A model Revitalization Permissive Tax Exemption Bylaw,
 - “Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada (**Attachment 5**),
 - The “Steveston Village Heritage Conservation Grant Program” (**Attachment 6**);
 - Bylaws for immediate approval and heritage control (**Attachment 7**):
 - Heritage Procedures Bylaw 8400 (a long term bylaw),
 - Heritage Control Period Bylaw 8401 (lasts for up to one year)
 - Building Regulation Bylaw 7230, Amendment Bylaw 8402 (a long term bylaw),
 - Official Community Plan Bylaw 7100 Amendment Bylaw 8403 (**Attachment 8**): Steveston Area Plan Amendments to include a new heritage conservation section and policies including a Heritage Conservation Area (HCA), new heritage conservation Development Permit Guidelines and updated non-heritage (e.g., Sakamoto Development Permit Guidelines),
 - Zoning & Development Bylaw 5300 Amendment Bylaw 8404 (**Attachment 9**), which amends the “Steveston Commercial (Two-Storey) District (C4)” (e.g., to limit new setbacks), and
 - Zoning & Development Bylaw 5300 Amendment Bylaw 8405 (**Attachment 10**), which amends the “Steveston Commercial (Three-Storey) District (C5)” (e.g., to limit new setbacks).

3) Background

a) Steveston Village Conservation Strategy (Strategy) (Attachment 2)

- The purpose of the Strategy is to identify what heritage resources are to be protected, in Steveston Village. The Strategy has been prepared with assistance from the Richmond Heritage Commission and the heritage Birmingham & Wood Consultants. On July 23rd, 2007, Council approved-in-principle the *Steveston Village Conservation Strategy*.
- The information sources for the Steveston Village Conservation Strategy include the: Surveyor General's office in Victoria, BC (for maps and plans); British Columbia Archives (for historical photographs); City of Richmond: the Richmond Heritage Commission, Richmond Archives (for historical photos), Heritage Register (two heritage buildings), Heritage Inventory, official Council and committee meeting minutes, Steveston files, oral history transcripts, waterworks atlas and fire insurance plans, Steveston Museum and website, oral histories, interviews (e.g., Councillor Harold Steves); UBC (primary and secondary sources from special collections); secondary sources (e.g., "*Richmond, Child of the Fraser*", Richmond Centennial Society, Richmond, B.C., 1979. Ross, Leslie J.), and previous studies on Steveston including "*Salmonopolis: The Steveston Story*", by Duncan Stacey and Susan Stacey and "*Steveston Cannery Row: an Illustrated History*", by Harold Steves, Kathy Steves and Mitsuo Yesaki.
- Steveston is a historic site of prime importance in Canadian history, for its ability to convey the complex threads of its history with original resources. The integration of its natural landscape and resources, with human activity, has determined its form and character. Steveston is significant as a Fraser River settlement which is representative of British Columbia's natural resource-based development since the 1880s. It is valued as Richmond's earliest example of city planning. It is also valued for the extent of its historic character and intrinsic heritage resources which are seen less in individual buildings than in the cumulative effect. The Village site is 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.

Strategy Highlights:

- Addresses heritage conservation and is not a new land use plan, as the existing Area Plan land use policies remain with enhanced heritage conservation policies and guidelines,
- Emphasizes the heritage conservation of the exterior of private and City owned identified heritage buildings,
- Identifies:
 - Specific heritage resources (e.g., heritage buildings, structures, the modified 1892 Village Survey lot pattern, streetscapes) which are to be protected according to federal heritage conservation guidelines, and
 - Non-heritage buildings and structures which may be retained over time, modified or demolished and redeveloped according to the Sakamoto design guidelines.

- Recognizes with some modifications, that the 1892 Village Survey pattern, itself is a valued heritage resource. This valued lot pattern is identified in the Steveston Area Plan, as the “Steveston Village 1892 Historic Lot Lines Map” which is a modification of the original 1892 Village Survey Plan. Owners of sites with and without heritage resources on them are encouraged to retain them and develop according to the “Steveston Village 1892 Historic Lot Lines Map”. The consolidation of smaller lots into larger sites is discouraged.
- Identifies the following Village site characteristics:

Overview of Village Heritage Building and Lots		
Buildings – Lots	Heritage Aspects	Non Heritage Aspects
93 Buildings	18 buildings have heritage value (20%)	75 buildings do not have heritage value (80%)
104 Lots	20 lots have a heritage building (20%)	84 lots do not have a heritage building (81%)
104 Lots	90 of the lots are zoned either C4 or C5 (87%)	14 lots have other zoning (13%)
C4 & C5 Zoned Lots (90)	15 of them have a heritage building (17%)	75 do not (83%)
Average Village Lot Size	41 ft X 120 ft = 4,920 sq. ft	
Note: Some heritage buildings straddle several lots and some lots have several heritage buildings on them		

Implementing The Strategy:

While the Conservation Strategy specifies “what” heritage resources and elements are valued and need to be conserved in Steveston Village, there are several uncertainties including:

- For the Identified Heritage Buildings: As the properties have not been individually inspected (e.g., inside, outside, structural, the foundations), the condition of each heritage building, the maintenance and fix-up costs, the cost of conserving each building as per the Conservation Guidelines, are not known.
- Regarding The Owners Of Identified Heritage Buildings: At this time, it is not known what each owner intends to do with their heritage building (e.g., to demolish, leave as is, or conserve the heritage elements; when they will act, or their ability to pay for conservation or any modifications).

It is with these challenges that the Steveston Conservation Strategy will be implemented and for these reasons that the Strategy emphasizes financial incentives. It is known that the City will not purchase the heritage buildings, nor can it afford to pay for their conservation.

b) Steveston Village Conservation Implementation Program (Attachments 3-10)

The proposed Implementation Program has been prepared with assistance from consultants: heritage conservation advice from the firm of Birmingham & Wood and legal advice from the firm of Young, Anderson.

i) A Generic Heritage Conservation Tool Kit For BC Municipalities (Generic Tool Kit) (Attachment 3)

A primary reason for undertaking the Steveston Village Conservation Program is to identify and analyse the current range of heritage conservation regulatory and financial incentive tools, which the BC Local Government Act and Community Charter enable municipalities and stakeholders to have. This analysis is a main reason why the Real Estate Foundation of BC, the BC Ministry of Tourism, Culture and The Arts, Heritage Branch, and the BC Ministry of Community Services, Smart Development Partnerships Program, provided project funding.

The Generic Heritage Conservation Tools were identified and analysed, and their purpose, scope, pros and cons are described to provide the foundation for the Implementation Program. The Generic Tool Kit contains model:

- Bylaws for immediate approval and heritage control:
- Bylaws to manage for the long term,
- “Shelf-Ready” Templates - short and long term generic model tools including, bylaws, covenants, agreements, for site specific application, for actual development proposals, as required,
- Financial Incentives - short and long term tools, to be considered, when necessary.

It is intended that the Generic Tool Kit will be a beneficial and practical tool for other BC municipalities and heritage stakeholders as it can be applied, subject to their own additional planning and legal advice, and tailoring. In this manner, it is anticipated that The Generic Tool Kit will assist in advancing and building heritage conservation capacity in BC.

While not every tool in the Generic Tool Kit is needed at this time for Steveston Village, any tool in it may be used by Council, as required.

ii) The Steveston Village Heritage Conservation Tool Kit (Steveston Tool Kit) (Attachment 4)

The Generic Tool Kit was analyzed to prepare the Steveston Village Heritage Conservation Tool Kit which identifies the tools needed to achieve heritage conservation in Steveston Village. The tools have been selected and analysed, and their purpose, scope, implications described to provide the foundation for the Steveston Village Conservation Implementation Program.

In summary, The Steveston Tool Kit proposes the following tools:

- Three Bylaws for Immediate Approval,
- Proposed Area Plan and Zoning Bylaw Changes,
- “Shelf-Ready” Model Template and
- Financial Incentives

These tools are described below.

(1) Three Bylaws for Immediate Approval (Attachment 7):

Effective Village heritage conservation requires the immediate protection of identified heritage resources in the Conservation Strategy from demolition and redevelopment. It is recommended that the following three bylaws be adopted in a short time of being introduced, to enable Council to manage and avoid losing heritage resources through demolition and redevelopment.

(2) Heritage Procedures Bylaw No. 8400 (Long Term)

General

Staff recommend that Council approve a Heritage Procedures Bylaw to enable Council and staff, to manage the issuance of permits (e.g., a Heritage Alteration Permit). While the Local Government Act enables Council to fully delegate this power to a municipal official or other employee, City staff recommend that this not be done, to enable Council to manage what occurs in the Steveston Village. However, for practical reasons, to avoid Council needing to address minor maintenance and City work matters, staff recommend that the proposed Heritage Procedures Bylaw establish the following decision making responsibilities:

Heritage Alteration Permits That May Be Issued By Staff:

- Renovations to interiors that do not affect the exteriors;
- Maintenance activities of existing buildings and structures that do not alter their form, character, material or colour. This includes changes which involve “same for same” changes and are to be regarded as “maintenance”; and
- Construction and maintenance activities carried out by, or on behalf of, the City in a manner which respects the intent of the HCA designation

Staff recommend that the authority to make the above decisions under this Bylaw be delegated to the Director of Development, as this position is responsible for managing and coordinating rezonings, Development Permits, DP variances.

It is to be noted that the issuance of a Heritage Alteration Permit (HAP), does not replace rezoning, or development, development variance, building, or demolition permits, as they are to be used in combination. HAPs issued for non-heritage buildings will follow the applicable Steveston Area Plan Sakamoto Development Permit Guidelines.

One Implication Of Withholding A Demolition or Building Permit

Where the Director of Building Approvals receives a demolition permit application or a building permit application, and it is withheld, until an identified Village heritage resource can be conserved, the Director of Building Approvals must notify (1) Council of the withholding, at the next Council meeting and (2) the applicant that he/she may discuss the decision, at the next Council meeting. Council may uphold or modify staff’s initial decision. This would be a long-term arrangement.

- (3) Heritage Control Period (HCP) Bylaw No. 8401 (Lasts For Up to One Year):
Staff recommend that Council approve a *Heritage Control Period (HCP) Bylaw*. The purpose of the HCP Bylaw is to enable Council to protect identified Village heritage and to manage the redevelopment of non-heritage resources for a one year period, overlapping with temporary protection provided by first reading of the Steveston Area Plan Amendments Bylaw No. 8403 which expires after 120 days. Staff recommend this approach to ensure that, if Bylaw No. 8403 is not adopted within the 120 day period, whether or not the reason relates to the proposed heritage conservation area designation, temporary protection of heritage resources will continue in order that the City may revise the Area Plan, for example in response to comments at the public hearing or of referral agencies, and reintroduce the Area Plan and HCA designation within the overall one year period.

The Heritage Control Period Bylaw enables Council to control demolitions, permits and alterations by requiring a Heritage Alteration Permit (HAP). Heritage Alteration Permits (HAPs) will be required for both (1) City and private development activities and (2) heritage and non heritage buildings and resources).

Once established, no demolition or development may occur, unless Council or staff issue a Heritage Alteration Permit (HAP). The Heritage Alteration Permit is to be used in conjunction with other rezoning, development, development variance, building and demolition permit requirements.

In the interim period, when issuing HAPs, Council and staff will be guided by the: existing Area Plan and design guidelines, Conservation Strategy, Steveston Village Heritage Conservation Tool Kit, “Standards and Guidelines for the Conservation of Historic Places in Canada”, Parks Canada and Area Plan Sakamoto Guidelines for non-heritage buildings.

It is recommended that the Heritage Control Period continue, until it runs out after one year. Before the one year term ends, it is envisioned that Council will adopt the proposed Steveston Area Plan (e.g., in April 2009) which includes new heritage conservation policies and guidelines, a Heritage Conservation Area (HCA) and the Sakamoto guidelines for non-heritage buildings. It is acceptable that the updated Area Plan and the HCP Bylaw run concurrently.

Note: Council can control development from when it gives the Heritage Control Period (HCP) Bylaw first reading, if at the same meeting, it also gives first reading to the proposed Steveston Area Plan Bylaw, specifically because it contains the proposed Heritage Conservation Area (HCA). Staff recommend this approach as unprotected time between third reading and Area Plan amendment bylaw adoption may jeopardize identified heritage resources.

(4) Building Regulation Bylaw No. 7230 Amendment Bylaw No. 8402 (Long Term)

Staff recommend that Council amend the existing Building Regulation Bylaw to enable Council, for the first time, in Steveston Village only, to require that a demolition permit application be withheld, until a building permit and any applicable development permits are ready to be issued. This approach is recommended because it will give Council the ability to better manage change by first knowing what will replace an existing building, prior to its demolition or redevelopment.

iii) Proposed Area Plan and Zoning Bylaw Changes:

In addition to the above immediate controls, the following long-term tools are proposed to ensure that:

- The identified heritage resources in the Conservation Strategy and Area Plan Heritage Conservation Area are protected and enhanced according to the “Standards and Guidelines for the Conservation of Historic Places in Canada”, Parks Canada (**Attachment 5**), and
- The non-heritage resources in the Area Plan (**Attachment 8**) are redeveloped according to the proposed Steveston Area Plan policies and the Sakamoto design guidelines.

(1) Richmond OCP Bylaw 7100, Amendment Bylaw No. 8403, Steveston Area Plan Amendment (**Attachment 8**)

City staff recommend an amendment to the Steveston Area Plan, to consolidate heritage policies in a new heritage section and enhance identified Village heritage policies and design guidelines. These proposed changes are highlighted below:

- The Establishment of a Heritage Conservation Area (HCA):
The purpose of the Heritage Conservation Area (HCA) is to establish, an area in which Council can effectively apply heritage controls. Once the Bylaw is given first reading, all subdivisions, demolitions, buildings and modifications (including altering landscape features) will require a Heritage Alteration Permit (HAP). A Heritage Alteration Permit (HAP) is issued to manage both the identified heritage resources and non-heritage resources in the Village.

In deciding whether or not to issue a Heritage Alteration Permit (HAP), Council and staff will be guided by the approved Strategy, the Steveston Heritage Conservation Tool Kit, the “Standards and Guidelines for the Conservation of Historic Places in Canada, by Parks Canada”, the Steveston Area Plan heritage conservation policies, Heritage Conservation Area and the Sakamoto guidelines.

- Guidelines For Identified Heritage Resources: Staff recommend that the identified heritage resources be conserved and maintained in accordance with the “Standards and Guidelines for the Conservation of Historic Places in Canada”, prepared by Parks Canada. The Canadian standards were

prepared in consultation with federal, provincial, territorial and municipal governments and heritage conservation professionals. They establish the basis for quality conservation and provide sound, practical guidance to achieve heritage conservation flexibly. Approval of the package will enable Council to apply this guideline.

- Updated Flood Protection Policies: Consistent with the City's approved new flood protection requirements, to protect the low topographical character of the Steveston Village (an important heritage element), it is proposed that:
 - the existing grade in the Steveston Village be kept low, generally as it is now,
 - non-residential uses be at grade, or at the level of the adjacent existing city sidewalk (or, if not sidewalk, the road) and
 - residential uses may be built no lower than elevation 2.9 geodetic (GSC). For residential spaces, this does not include the street entrance area which should be no more than 25 mm (1 inch) above the public street or sidewalk level at the entrance.

- Retention of Steveston Village 1892 Historic Lot Lines:

Background

A main Village Heritage Conservation Strategy objective is to encourage sites, with and without identified heritage resources on them, to develop and redevelop on the small sites identified on the Area Plan "Steveston Village 1892 Historic Lot Lines Map". This is to be achieved where possible by:

 - Retaining these lots where they exist,
 - Encouraging current larger lots to subdivide to the smaller Map sizes, and
 - Generally, discouraging the consolidation of lots into sites larger than those on the Map.

Generally, lot consolidations can occur by:

- A Subdivision Plan, which requires approval of the Approving Officer; in such cases the Approving Officer may consider the regulation of lot sizes at the time of proposed consolidation. Consolidation by way of subdivision plan is not the usual method of consolidation.
- Without A Subdivision Plan, where approval of the Approving Officer is not required and the City is not generally involved in the consolidation process.

However, with the Strategy and Implementation Program which clearly establish that the small lots are a desired heritage resource and that where a developer requests a discretionary approval (e.g., a rezoning, a Heritage

Alteration Permit), the City can require the consolidated lot to be re-subdivided back to the small lots.

- For Existing and Future Consolidated Smaller Lots
Currently, some of the original 1892 Village Survey lots have been consolidated. As well, it is possible that, in the future, developers may consolidate the smaller lots within a single plan of subdivision by applying directly to the Land Titles Office to cancel interior lot lines. Currently, the City generally does not prohibit or manage property consolidation throughout the City. The existing prevalent zoning districts in the Village, C4 & C5 do not regulate maximum lot sizes.

Staff recommend that lot consolidation may be permitted in cases, with incentives (e.g., in the Core Sub Area, for no more than two historic lots, to provide rear lane Avenue access to mid-block Street lots; and in the Riverfront Sub Area). Development on these larger lots is required to comply with the Area Plan policies, Heritage Alteration Permit and Development Permit guidelines.

- For consolidated lots
For consolidated lots, the heritage conservation incentives provided in the Steveston Village Conservation Strategy, Implementation Program, Steveston Toolkit and Area Plan may be made available, when there is a substantial public benefit that could only reasonably be accommodated with the consolidation.

- (a) Enhanced Sakamoto Heritage Conservation Development Permit Guidelines:
City staff have fully implemented Planning Committee's May 6, 2008 directive to incorporate the Sakamoto guidelines, into the proposed update of the Steveston Area Plan Development Permit Guidelines, for non-heritage development and sites.

The highlights of the proposed revised Sakamoto Guidelines include:

- a greater degree of prescription to achieve the Sakamoto Guidelines including:
 - buildings are pulled to the street,
 - the use of horizontal or vertical wood siding (wood or metal),
 - heritage colours are to be coordinated with adjacent buildings,
 - signage is to be integral to the façade,
 - doors are to be glass panel and framed with solid wood, wood panel, or aluminum,
 - upper floor windows are to be framed and in a historic rhythm, different from ground floor picture windows and proportional to the elevation,
 - canopies or awnings (fabric, not vinyl),

- the use of modern materials,
- promoting the return of small scale development in the Village Core Area,
- promoting the return to larger scale development on the Riverfront Area, with simple large forms that are reminiscent of the historical buildings along the water,

c) The Zoning and Development Bylaw 5300, Amendment Bylaws 8404 & 8405

The two main zones in Steveston Village are the C4 and the C5 Zone. There are also some CD Zones. To ensure that the Conservation Strategy and the Sakamoto guidelines are followed, City staff propose the following C4 and C 5 Zone amendments:

i) For the C4 District (**Attachment 9**)

The C4 Zone emphasizes two storeys. To achieve the Conservation Strategy and Sakamoto Guidelines, staff recommend that the C4 Zone be amended so that buildings will not be set back from the street, in order to create a solid continuous streetwall at the street. The width of ground floor public passages through the building from the street to the lane will be limited to a maximum of 2.4 metres wide.

On non-ground floors, the openings for recessed balconies will be no more than 2.4 metres wide and the total aggregate of these recessed openings will not exceed 25% of the lot width. All other requirements of the C4 will remain unchanged.

ii) For the C5 District (**Attachment 10**)

The C5 Zone emphasizes three storeys. To achieve the Conservation Strategy and Sakamoto Guidelines (similar to the proposed changes to the C4 Zone), City staff recommend that the C5 Zone be amended to pull buildings to the street and add the same requirements for ground floor openings and on non-ground floor stories for recessed balconies, as proposed for the new C4 Zone requirements.

d) Steveston Toolkit “Shelf-ready” Model Templates (**Attachment 4**)

In Steveston Village, the conservation of identified heritage resources and the redevelopment of non heritage buildings will occur on a site by site basis, as owners apply for approvals to conserve, demolish or enhance their properties. These owner actions will trigger a heritage conservation and/or redevelopment review process and the need for a Heritage Alteration Permit and other approvals (e.g., rezonings, Development Permit, Heritage Revitalization Agreements, Building Permits).

When this occurs, the City will need an effective range of short and long term Village heritage conservation and redevelopment policy, regulatory and financial incentive tools. The Steveston Tool Kit provides an effective range of tools. It contains tailored and model tools which can be applied, as needed. Not every site will require all the tools. They will enable staff and developers to explore, collaborate and seek effective solutions, and to secure their heritage conservation and/or redevelopment interests with financial incentives. Depending on the situation, specific tools will be applied. The City will be

able to take full advantage of all the tools, seek financially based developer solutions and be sensitive to the needs of owners.

i) Heritage Revitalization Agreement Bylaw

A Heritage Revitalization Agreement Bylaw authorizes a site specific agreement with a property owner for heritage conservation purposes and to provide long term heritage protection. It allows the City to specify terms and vary or supplement bylaw and permit conditions including land use, density, siting and lot size, DCC recovery, subdivision and development requirements, development permit, development variance permit and Heritage Alteration Permits. The agreement controls the extent of heritage conservation to be carried out by the owner. The agreement can stipulate minimum maintenance and repair standards and requirements. If land use or density are varied, a HRA requires a Public Hearing. If land use or density are not varied, an HRA requires Council adoption, once the City and the property owner negotiate the terms of the HRA. If land use or density are varied, an HRA requires a public hearing.

ii) Heritage Conservation Covenants (HCC)

There are two kinds of heritage covenants: (1) one for buildings and land, and (2) one for landscaping).

A Heritage Conservation Covenant (under Section 219 of the Land Title Act) is a contractual agreement with a property owner to protect heritage resources (buildings and land, and landscaping) on a site. They can be used for site specific issues such as providing for the protection of specific features such as building façades, and landscaping features. The model covenants outline the range of terms and obligations between the City and the property owner. Council must adopt a resolution authorizing the covenant. The covenant is registered on the Land Title. It also allows a third party (e.g. a heritage organization) to be included in the agreement to ensure that the protection remains on title.

iii) A Resolution Authorizing Heritage Inspections

Section 956 of the Local Government Act, gives Council the authority to order a heritage inspection of a protected heritage property, to assess the heritage value, heritage character or need for conservation. This tool may be used as needed by Council. It is not anticipated that it will be used very often, as co-operative solutions are to be encouraged.

e) Financial Incentives

i) Senior Government Grants

Senior government grant funding for heritage conservation remains very limited. Staff will continue to monitor for grants and report as necessary. As well, staff will continue to explore alternative funding options.

ii) Existing City Heritage Account

The City has an existing Heritage Trust Account No. 2207 which can be used for both capital and non capital heritage conservation purposes. Currently, there is approximately \$32,000 in the Account. As the City has limited resources to fund heritage conservation, the Strategy enables developers to provide cash contributions by density bonusing (see below). If necessary, additional heritage accounts will be established.

iii) Density Bonusing

(1) General:

Density bonusing is a key tool to enable Council to protect the public interest in Village heritage conservation and redevelopment without penalty to the owner. The consultants explored what FAR is possible on the various sized lots commonly found in Steveston Village. For heritage conservation purposes, it is desirable to:

- retain the small lots,
- minimize the consolidation of the small lots, and
- enable heritage conservation on the small lots.

The consultants examined what sort of bonus density might be required for the existing small lots to be competitive with amalgamated lots. They determined that:

- with density bonusing, it is possible to provide a meaningful increase in density to financially assist owners in undertaking heritage conservation.
- a new Steveston Conservation Zone can provide a meaningful increase in density. To achieve this, it is proposed that the new SC Zone have a base density of 1.2 FAR, an automatic bonus of 0.2 FAR over existing Village zones, to provide an incentive to owners not to consolidate their properties in Steveston Village. This is to encourage development as per the Area Plan “Steveston Village 1892 Historic Lot Lines Map”. As well, larger sites are encouraged to revert to the 1892 Map size.
- a density of as much as 1.6 FAR is possible on the existing small sites with a 33% parking reduction. Their view is that, because 1.6 FAR is possible to achieve on Steveston's small lots, there will likely not be a need for a large density bonus to retain the small lots. This leaves more potential density on the small sites, as an incentive for other heritage conservation measures.

However, upon review, the following general maximum FAR, storey and building heights are recommended to maintain an appropriate scale of development in the Village (see Area Plan for details):

Village Area	Average Existing Village FAR	Maximum FAR	Maximum Storeys	Maximum Building Height
Core Area	0.75	1.6	3	12 m
Moncton Street		1.2	2	9 m
11990 No 1 Rd		1.75	5	21m
Riverfront Area		1.6	3	20 GSC

The New Steveston Conservation (SC) Zone:

To enable the City to address the above concerns, a new model Steveston Conservation Zone (SC). It is to be applied on a site by site basis and tailored to each site, like a CD zone. Owners will be encouraged to rezone to the new Steveston Conservation Zone for its heritage conservation, redevelopment and financial incentive advantages.

The proposed Steveston Conservation (SC) Zone provides incentives as follows:

- Increased density, with a base of 1.2 under existing C4 & C5 zoning, only 1.0 is achievable now. Currently, the average Village FAR is 0.75 FAR.
- To provide an incentive (1) to retain the small lots, (2) for developers to pay for conserving their heritage resource and (3) to provide the City with a developer cash contribution, staff recommend between 1.2 to 1.6 FAR.
- Parking requirement relaxation.
- enables a possible additional density bonus, up to 1.6 FAR, if earned (see below),
- enables a possible density transfer (see below),
- reduces parking (e.g., 1 stall per residential unit, see below),
- accommodates the new Sakamoto design guidelines to ensure that buildings are pulled to the street.

Highlights Of The New Steveston Conservation Zone:

- enables heritage conservation to be more financially viable and supported,
- can accommodate a range of Village land uses, per site, as needed,
- enables a maximum lot size (e.g., as per the “Steveston Village 1892 Historic Lot Lines Map”),

How Density Bonusing Can Work

The base density of the Steveston Conservation (SC) Zone is 1.2 FAR, to encourage the retention of the small lots identified on the Area Plan “Steveston Village 1892 Historic Lot Lines Map”, and to encourage the C4 and C5 Zones to be rezoned to it.

Also, the Strategy and Area Plan enable owners, in certain places in the Village (see Area Plan) to earn additional density bonuses, generally, up to between of +1.2 to 1.6 FAR.

Summary Benefits

For sites with or without identified heritage resources, the proposed FAR range encourages small lot retention, and where the FAR is above 1.2 FAR, developers are to provide to the City, a cash contribution for capital heritage conservation purposes.

Generally, Moncton Street development is to be kept low at 2 storeys. In some special cases, to address unique heritage opportunities, Council may consider 3

storeys on a limited basis (e.g., one 3 storey building per streetwall per block). This FAR approach balances the need to maintain an appropriate Village heritage conservation scale, a general desire for low 2 storey streetwall with some height variety. It may be reviewed in the future, if necessary.

Rationale For Cash Contributions For Heritage Conservation

The urban economic (Coriolis) and heritage (Birmingham & Wood) consultants advise that, the City should consider where practical, allowing developers of heritage and non-heritage properties, to obtain bonus density by amenity zoning under the Local Government Act section 904, or by making a cash contribution for heritage conservation purposes as a condition of a phased development agreement.

This approach is anticipated to facilitate and generate City revenue, for heritage conservation initiatives, including where needed, the possible provision of 50/50 cost sharing assistance to heritage property owners that are willing to retain small sites and conserve identified heritage buildings.

Any cash-in-lieu contribution should be equal to the land value of the bonus density measured in terms of dollars per buildable square foot (BSF) with adjustment for heritage conservation costs and other costs associated with City rezoning and development requirements. Based on current market conditions in Steveston, and on analysis of the financial performance of residential development projects in the area, it is estimated that bonus residential development rights in Steveston should be currently valued at \$47.00 per BSF. Other uses would be similarly valued at their adjusted current market conditions in Steveston, however, since bonus square footage can be residential, it will be valued at \$47.00 per BSF. City staff agree that the per BSF rate should be reviewed annually and, if necessary, adjusted. For Village affordable housing financial or built contributions, the \$47.00 per BSF rate could be reduced accordingly on a case by case basis.

For Sites With A Heritage Resource On Them:

An owner may earn additional SC density from 1.2 FAR to 1.6 FAR, for undertaking the conservation of identified heritage resources on a site. When used, additional density can be granted, to address the owner's cost of undertaking and maintaining heritage conservation work. This approach is possible for many sites with a heritage resource on it, as additional non-heritage space can often be added at the back of the site.

In some cases, where it is not desirable to add additional density on a site with a heritage resource (e.g., the heritage building covers most of the site and it is not desirable to add another storey, the City may arrange to either:

- Pay the owner, with developer contributions, not to fully develop the site, or
- Transfer the unused density to another site by simultaneous rezonings.

For Sites With No Heritage Resource On Them:

An owner may earn additional SC density from generally 1.2 FAR to 1.6 FAR for supporting heritage conservation off site (e.g., enabling a cash contribution to the City for heritage conservation purposes, for FARs above 1.2 FAR).

Summary

- For increases in density up to 1.2 FAR, no developer cash contribution is required, as the added value goes to the developer to retain or subdivide to the small lots.
- For FARs above 1.2 FAR, developer cash contributions are required to assist with heritage conservation.

(2) Density Transfer

(a) What Is It?

Density transfer is the transfer of floor area that would otherwise compromise the heritage values of a Donor Site, to a Receiver Site, that can absorb the extra floor area without compromising the heritage values. The overall (or cumulative) density for both sites combined would remain the same, if the Donor and Receiver Sites are on equally valuable land. Density transfer enables a solution, instead of the City otherwise financially compensating the owner to not use existing potential density in order to protect heritage resources.

(b) The Need For:

The consultants were asked to analyze the need for density transfer, in Steveston Village. Their findings reveal that, for Steveston Village, it is not anticipated that density transfer will be required very often, as the new Steveston Conservation Zone enables owners to conserve the heritage resource and be bonused for doing so on site. The consultant and staff consider that, for most properties, it will not be necessary to use a density transfer.

There are few sites and circumstances in the Steveston Village where it may be desirable to transfer density. One possible example is where a site is already developed, the existing building already covers most of the site and it is not desirable, for heritage conservation purposes, to increase the density (e.g., to keep the building a one storey). In this case, a density transfer may be desirable.

(c) To Where Would the Density Be Transferred?

If needed, density may be transferred, either within the Steveston Village (e.g., to along Bayview Street), or elsewhere in the City, subject to the OCP policies and amendment process.

(d) Two Density Transfer Options

Option 1 - Simultaneous Density Transfer (Recommended)

This option may occur when there are two simultaneous rezonings, and co-operative developers and the City agree. This may occur:

- From a Donor Site (e.g., a heritage site), where the owner agrees to transfer density from a site to protect heritage,
- To a Receiver Site, a different (non-heritage site), where the Receiver Site owner agrees to pay the Donor (heritage) Site to receive the extra density.

The City would manage the rezoning process and City dollars would not be used. An example is where:

- Two C4 or C5 zoned sites are currently allowed 1.0 FAR.
- The Donor Site (heritage building on site) is 0.7, and the City would like to see the entire building and site conserved without building additions.
- The City and owner agree that, in return for the owner conserving the building and site, the property would also be rezoned to the Steveston Conservation Zone (say 1.3 FAR)
- The owner of the Donor Site would be made financially whole by having the ability to transfer the unrealized square footage (the difference between 1.3 FAR and the current 1.0 FAR currently allowed on site), to a Receiver site concurrently under rezoning consideration and receiving market value for that donation of the footage from the owner of the Receiver Site (who may be able to develop their property up to 1.6 FAR by rezoning to the Steveston Conservation Zone).
- The two parties would enter into an agreement and approach the City.
- The City would require the owners to submit a rezoning application for each site.
- Appropriate OCP and area plan amendments will likely be required with public consultation.
- The rezoning applications would be reviewed by the City and a final decision would be made by City Council following a public hearing.

Option 2 – A Density Transfer Bank (Not Recommended)

This option is more complicated and would allow density to be transferred in a phased manner, where the City would first set up a City density bank, where the excess density from a Donor Site could be listed in a City “Density Bank” and later, an owner of a Receiver Site could use the listed density. The City would manage the process. A Receiver site owner would buy the listed excess density from a Donor Site owner. City dollars would not be involved in this process. There may be exceptional circumstances where the City would be involved financially but this Option is not recommended at this time.

iv) Proposed Parking Reductions For Steveston Village Core

The proposed parking reductions are based on the assumptions that:

- (1) The Village is and will continue to be a “complete community” where fewer vehicle trips are generated.

- (2) The Village is and will continue to be a key transit hub, which will enable residents, workers and visitors in and to Steveston Village, to rely less on private automobiles and more on walking, cycling, rolling and transit in short trips to obtain their services.
- (3) The proposed smaller lots (e.g., as per the “Steveston Village 1892 Historic Lot Lines Map”) enable more goods and service to be offered in one place and hence fewer vehicle trips will be required; and thus
- (4) The demand for resident and employee parking in the Village, due to redevelopment can reasonably be expected to require less parking.

Generally, a 33% reduction from the current parking requirement is proposed in the Village Core. A comparison of existing and proposed parking requirements, where the proposed Steveston Conservation (SC) Zone is used, is identified in the table below.

Land Use	Existing Off-Street Parking Requirements Zoning and Development Bylaw 5300 (Division 400)	Steveston Village Core Sub Area Proposed Off-Street Parking Requirements Steveston Conservation (SC) Zone	
Non-residential	Varies. Required as per Division 400 of Zoning & Development Bylaw 5300	A 33% reduction from Division 400 requirements	<u>For sites with a heritage resource</u> On a site specific basis, if there is undue hardship in accommodating all the required parking on site, Council may consider: (a) cash-in lieu in accordance with the Zoning and Development Bylaw 5300; or (b) an off-site parking arrangement that is secured nearby (e.g., 150 metres). <u>For sites with no heritage resource</u> Off-street parking requirements are to be met on site
Mixed-Use: (Residential component)	1.5 spaces per dwelling unit	1.0 space per dwelling unit (a 33% reduction from Division 400 requirement)	<u>For all sites, (non-heritage and heritage),</u> it is intended that off-street requirements are to be met on site.
Mixed Use: (Visitors to residential component)	0.2 spaces per dwelling unit	No change, but instead of providing both off-street parking for visitors and the non-residential uses onsite, the greater of the two may be provided instead.	<u>For sites with a heritage resource</u> On a site specific basis, if there is undue hardship in accommodating all the required parking on site, Council may consider: (a) cash-in lieu in accordance with the Zoning and Development Bylaw 5300; or (b) an off-site parking arrangement that is secured nearby (e.g., 150 metres) <u>For sites with no heritage resource</u> Off-street parking requirements are to be met on site.
Steveston Village Riverfront Sub Area			
Off-Street Parking Requirements as per Zoning and Development Bylaw 5300 (Division 400), except that, (a) Required parking spaces may be located on or off site. (b) If located on-site, no parking spaces should be provided at grade, but should be located within the upper level of the building. (c) For off-site parking spaces, (i) must be secured in perpetuity, (ii) residential parking spaces must be located nearby (e.g., 150 metres), (iii) non-residential parking spaces must be located nearby (e.g., 150 metres), (d) Cash-in-lieu for a portion of required parking spaces may be permitted.			

- v) **Proposed Loading and Unloading Reductions For Steveston Village**
In June 2008, Transportation proposed City wide amendments to off-street loading requirements for smaller non-residential developments of up to 500 m², such as those in Steveston Village. The report went to Public Hearing on July 21, 2008. Staff recommended that, for Steveston Village, future proposed heritage and non-heritage related developments be exempted from the off-street loading requirements provided that on-street loading is provided nearby. This recommendation was consistent with the proposed Zoning and Development Bylaw 5300 amendments in the June 2008 staff report. The proposed amendments were supported by Council at Public Hearing.

vi) **Steveston Village Heritage Conservation Grant Program**

(1) General:

Staff recommend that Council establish a developer funded Steveston Village Heritage Conservation Grant Program (**Attachment 6**), to assist in conserving the exteriors of private and City owned identified heritage buildings. It is not proposed that the City purchase the heritage buildings, nor pay for their conservation. The developer contributions are to come from density bonusing, for example to the proposed new Steveston Conservation Zone. The City is not required to contribute dollars to the Program. Additional funds may be received from senior governments and stakeholders for heritage conservation.

Upon Village build out (a long time) and subject to market conditions, it is estimated that \$7 million may be collected for the grant program from developer density bonusing contributions over 1.2 FAR. A maximum City grant of \$75,000 per identified heritage property may be issued. All grants must be developer justified and 50/50 cost shared.

(2) Contributions:

The program can be used to receive a wide range of heritage conservation dollars from developers, senior governments and NGOs.

When rezoning (e.g., to the Steveson Conservation Zone), developers will be required to provide to the City \$47.00 per buildable square foot (BSF) for all FAR over 1.2 FAR. Where developers are also required to meet the City's affordable housing policies by providing either a cash contribution or build affordable housing, the \$47.00 is to be reduced accordingly on a case by case basis.

(3) Allocating Grants To Developers:

Council approval is required for all grants. Developers must first provide estimates of the work, receive Council approval and grants are to be on a 50/50 cost shared basis by actual developer matching contributions. Before City grants are provided, the heritage work must be completed and actual costs submitted to the City. Grants are for developer capital projects for the exterior of identified heritage resources.

If no City program funds are available when a developer request is made, no City grant or IOUs will be provided and there will be no retroactive City program funding.

(4) Allocating Grants To City Projects:

For conserving the exteriors of City owned identified heritage buildings, the affected City department must also submit proposals and estimates for which Council approval is required. For City grants, 50/50 cost sharing may be provided.

(5) Administration:

The Program will be administered by the Policy Planning Division in consultation with Finance and the Development Applications Division.

vii) Property Tax Incentives:

Tax exemptions are not proposed at this time. The Community Charter enables two ways by which a municipality may exempt properties from property tax for heritage conservation purposes:

(1) Heritage Permissive Tax Exemptions:

Under Section 225 of the Community Charter, Council may by bylaw, exempt eligible heritage properties from taxation in accordance with the terms contained in the bylaw and in an exemption agreement. A property owner may receive partial or total tax exemption of their property taxes for heritage purposes for up to 10 years, to offset rehabilitation costs that meet heritage conservation standards. These costs include the restoration and/or rehabilitation of heritage features and elements, and full building upgrades. This type of tax exemption must be part of:

- A Council approved tax exemption policy and program which addresses the level of exemption and the period of time, and
- The City's annual financial plan.

At this time, the City does not have such a tax exemption policy and program for heritage conservation.

(2) Revitalization Permissive Tax Exemptions:

Also, Council may, by bylaw, provide for a "revitalization permissive tax exemption" scheme, under Section 226 of the Community Charter. Council may give property owners exemption from municipal property tax, in a designated revitalization area (e.g., Steveston Village), for a period of up to a maximum of ten years. It can be applied to a type of heritage property or a particular activity. The revitalization permissive tax exemption bylaw must include a:

- Description of the reasons for and the objectives of the program,
- Description of the kinds of property or circumstances eligible for permissive tax exemptions, and
- A maximum term, up to ten years.

If such a program were to be established, a property owner may apply for an exemption and would be required to enter into an agreement with the City which would include requirements and other conditions.

The Community Charter enables Council the option of providing tax exemptions. It is a serious matter as care needs to be given to why, when and where a tax exemption might be used, and how the uncollected dollars are alternatively to be paid (including school taxes to which heritage permissive tax exemptions automatically apply). Tax exemptions may be considered when it is determined that other heritage tools do not provide adequate incentives to offset the costs of conserving heritage resources. As these tools may be needed at some point, staff will monitor progress and advise Council, as necessary.

5. Implications

a.) Implications for the City's Heritage Inventory

Currently, the City of Richmond has a Heritage Inventory which is (only) a heritage data base inventory, on which heritage resources are listed and their heritage merit identified. Many of the heritage resources identified in the Conservation Strategy are already listed in the Heritage Inventory. Once the Conservation Strategy is approved, staff will update the Heritage Inventory to be consistent with the Conservation Strategy.

b.) Implications for the City's Heritage Register

Council also has a community Heritage Register. The purpose of the Heritage Register is to identify valued heritage resources and establish legal and official heritage status. The Heritage Register enables a basic level of heritage protection. For example, Council, by bylaw, may direct or authorize employees to withhold approval of a demolition permit, until a building permit or any other necessary approvals have been issued with respect to the alteration or redevelopment of the site. In Steveston Village, there are two heritage buildings on the City's Heritage Register (the Steveston Court House & the Moncton Northern Bank/Museum). These buildings are included in the Conservation Strategy. In approving the Conservation Strategy and Implementation Program tools, it will not be necessary to also list the identified heritage resources in the Conservation Strategy in the Heritage Registry, as they will be sufficiently protected, by Steveston Area Plan policies and the proposed establishment in the Steveston Area Plan, of the Village "Heritage Conservation Area" (HCA), which will require a Heritage Alteration Permit (HAP) for all conservation and design proposed activities.

c.) Steveston Parking Study

In July 2007, a Transportation Division report summarizing the findings of the Steveston Parking Study presented to the Public Works and Transportation Committee, indicated that there is excess parking spaces in the general area of Steveston Village and an excess of designated on-street commercial loading bays at this time. There are a number of proposed parking improvements suggested in the Steveston Parking Study. The highlights of the proposals include:

- Undertake selected parking improvements such as:
 - Establish a tour bus loading zone for pick up and drop off only within the Village core with the staging area to be outside the Village core
 - Retain the existing traffic control at No. 1 Road and Moncton Street intersection but investigate the use of a traffic control person to direct vehicle and pedestrian traffic at this location during peak periods only
 - Work with Steveston Village business owners and employers to promote and encourage the use of the existing designated long-term public parking lot at the east end of Chatham Street for employee parking.
- Construct angle parking on the north side of Bayview Street when sufficient funds are available in the Steveston Off-Street Parking Reserve Fund.

This matter will be addressed in a separate report to committee.

d.) Types Of Decisions And Application Processing

The legal consultant advises that the proposed heritage tools are to be used in conjunction with existing Area Plan, zoning, and development and building permit requirements. Staff and the heritage and legal consultants analysed how the tools can best be co-ordinated.

Schedule 1 summarizes the results as follows:

- Chart 1 - An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods
- Chart 2 - An Overview Of The Types Of Decisions - For Identified Heritage Resources and Sites
- Chart 3 - An Overview Of The Types Of Decisions - For Non Heritage Resources and Sites

The Strategy recommendations enable two development application review processes:

- a shorter process for applications which meet the policies and guidelines (e.g., where applications would not need to be referred to the Heritage Commission for comments), and
- a longer one for those applications which propose a different design from the policies and guidelines (e.g., where applications would likely be referred to the Heritage Commission for comment).

e.) Strategy Implications For Development Applicants Currently in Stream

Once the Strategy and Implementation Program are approved, it is anticipated that there will be little impact on any existing development applications in stream. For those applications which are well along the process and are acceptable, they can be approved with the issuance of a Heritage Alteration Permit. For those applications which do not meet the proposed recommendations in this report, they can be required to meet the proposed recommendations in this report. Staff recommend a flexible approach, which balances the City and developer's interests, and which avoids undue hardship.

f.) Administrative Implications

The approval of the Strategy and Implementation Program will provide more clarity and certainty regarding what and how to manage both heritage and non-heritage proposals in Steveston Village. This improvement suggests that the processing of development and permit applications may occur quickly. Staff will endeavour to do so. On the other hand, experience has shown that redevelopment in the Village must receive due attention to ensure that the public interest in heritage and non-heritage redevelopment is achieved.

Staff will continue to process Village applications as quickly as possible, monitor the situation and report progress, as needed. As well, staff will monitor the workload implications of implementing the Village Conservation Strategy and Implementation Program, and if needed, propose additional resources, (e.g., in annual budgets), for Council's consideration.

Like affordable housing, heritage conservation requires additional legal advice and documentation by Law staff and legal consultants. Staff will monitor impact of implementing the Strategy and advise Council, as needed. Some legal advice may be paid for by developers.

g.) Support

The proposed Steveston Village Conservation Strategy is based on a high level of public support. The proposed Strategy and Implementation Program are supported by the Richmond Heritage Commission, consultants and City staff.

In December 2008, at the request of Councillors, City staff invited all owners of the identified heritage properties (18) to meet and discuss the proposed Strategy and Implementation Program and their benefits and implications. The meeting was not well attended, as only representatives from five properties attended. The feedback summary is as follows:

- Total Number of Heritage Properties in Village is 18.
- Properties represented at meeting = 6 (33%) includes the City as it owns 2 heritage buildings.
- Agreeing: Private Owners - 2 private identified heritage resources:
 - 3731 Chatham Street (former Steveston Methodist Church)
 - 3871 Moncton Street (Bare Basics)
- Private Owners disagreeing - 6 identified heritage resources
 - 3611 Moncton Street (Marine Garage)
 - 3480 Moncton Street (Riverside Art Gallery/Watsida Building)
 - 12191 1st Avenue (Steva Theatre)
 - 12111 3rd Avenue (Steveston Hotel)
 - Southwest Corner of 3rd Avenue & Chatham Street
 - 3831 Moncton Street (Budget Appliance Store/Ray's Drygoods)
- Steveston Harbour Authority (SHA) – Board comments pending
- Those not attending = 12 (67%).

- City Owned: Note that the City owns 2 identified heritage buildings at 3811 Moncton St (Museum & 4091 Chatham St. building).

The feedback indicates the following:

- Support: 4 (22%):
 - 2 private – see above,
 - 2 City (3811 Moncton St - Museum & 4091 Chatham St. Building,)
- Disagree: 6 private (33%)
- No response: 8 (45%).

Analysis Of Feedback

For a long time people have admired the uniqueness of Steveston Village and wanted to preserve it, but did not know what exactly it is or how to do it. The proposed Steveston Village Conservation Strategy & Implementation Program now identify what makes the Village unique, and how this can be conserved for future generations. The Richmond Heritage Commission, heritage consultants and City staff have identified that 18 of the Village's 90 buildings have heritage value. These 18 heritage buildings are the essence of the Village's unique character. If Steveston Village is to remain unique, each of these 18 heritage buildings needs to be protected and conserved. The Richmond Heritage Commission, heritage consultants and City staff recommend that all 18 buildings be conserved, otherwise Village conservation will not be effective and valuable heritage resources will be lost for future generations.

Regarding the meeting with the affected property owners, staff anticipated that not all owners would be able to attend, a low response rate may occur and more meetings would be needed to collaboratively find tailored solutions with each owner. The feedback is not a scientific survey. Some owners support the Strategy, many did not respond and a small number disagreed. Those who have raised concerns are not yet sure about the details as to how the Strategy will affect them and want to know more about the financial benefits. This was anticipated, as the Strategy is a long term conservation management framework which calls for City staff to continue to collaborate with each affected owner over the long term. The goal is to explore specific options and find the financially viable conservation solutions for each property, with each property owner. As individual solutions cannot be found in one meeting, a co-operative and collaborative approach over the long term is recommended to find tailored solutions.

As well, it is important to note that there is wide community support for the Strategy and to keep Steveston unique. The Strategy is anticipated to result in long term social and economic benefits and will be an important legacy for the City. It is for these reason, the staff recommend that all the 18 heritage buildings be protected and conserved. As well, for affected heritage property owners, a flexible heritage conservation review approach is proposed, particularly when evidence is presented of possible hardship.

h.) Options

Option 1 – Retain All Identified Properties in Strategy (Recommended)

Discussion: As the identified Village heritage resources are unique, important and have long term value to the Village and community, staff recommend that they be retained in the Strategy and more discussions and collaboration occur with the owners to identify the opportunities and benefits.

In summary, the benefits of the Strategy to owners of identified heritage resources include:

- Land Use Is Not affected;
- Only the exteriors of identified heritage buildings are affected;
- Increased Density, as the new Steveson Conservation (SC) Zone enables a density increase from the existing 1 to 1.2 FAR and possibly up to 1.6 FAR in places (e.g., Chatham St);
- Increased Building Height, as the existing C4 Zone only allows two stories and the new SC Zone enables opportunities for three stories;
- Reduced Parking Requirements, as up to a 33% reduction in parking may be allowed;
- Heritage Grants, as a new heritage conservation cost sharing grant program is established whereby owners may receive up to \$75,000 per identified heritage resource, on a cost sharing basis and as funds are available, to assist in conserving the exteriors of identified heritage buildings;
- Density Transfer: Where density is allowed on a site, but not used in order to conserve an identified heritage resource, the unused density may be transferred to another site where the other owner agrees to compensate the heritage property owner for the transferred density. City funds would not be used;
- Tailored, financially viable solutions through City - owner collaboration;
- Property values retained and may increase (see below); and
- Contributes to the Village's Unique Heritage Legacy for future generations.

There is evidence that heritage conservation has value. For example, a 2005 Vancouver heritage study (Source: Study of Comparative Value of Heritage and Non - heritage Houses in Vancouver, compiled by the Vancouver Heritage Foundation, 2005), which used BC Assessment Authority data:

- Indicated that overall, designated heritage properties in Hastings Sunrise increased in value by 35%; in Strathcona 12%; and in Mt. Pleasant by at least 31%;
- Concluded that “the designation of heritage homes does not negatively affect assessed property value” and that “designated heritage homes increased at rate similar to or above growth rates of non designated heritage and non heritage homes. Overall, both designated and non-designated heritage homes outperformed non - heritage homes. We feel that it is both socially and economically worthwhile to protect these narrative (heritage) structures....”.
- Referenced a 2005 study by Donovan D. Rypekma entitled: *The Economics of Heritage Preservation*, which shows that, while heritage conservation carries an enormous social value, its also is a highly beneficial local economic activity (e.g.,

benefits local construction trades, cultural tourism, small business incubation and revitalization),

- Referenced a 1998 study by Robert Shipley entitled: *Report on Research Concerning Trends in Property Values of Designated Heritage Properties in Several Ontario Communities*, which indicated that the majority (74%) of individually designated heritage properties performed as well as, or better than the average market trend properties and that it does not matter whether these properties are expensive, up scale houses or more modest buildings – they still do well in the market when sold. As well, the study found that individually designated heritage properties sold more often than the average and most importantly, that the prices of heritage properties seem to resist down turns in the real estate market.

Option 2 – Delete From Strategy

Discussion: This option would involve deleting the 6 properties from the Strategy. This option is not recommended because significant Village heritage resource would be lost based on incomplete information and unexplored solutions.

Staff recommend Option 1 which involves finding collaborative solutions with owners over the long term beyond the public hearing. Staff will be holding a public open house on or around May 12, 2009, prior to the public hearing on May 19, 2009. Staff will advise Council of the feedback, prior to the public hearing.

6. Next Steps

The following steps are proposed to approve the proposed Steveston Village Conservation Strategy and Implementation Program:

Date	Comment
Monday, April 27, 2009	Council discusses and starts the approval process, as follows: <ul style="list-style-type: none"> - Approve the Steveston Village Conservation Strategy, - Approve the Steveston Village Heritage Conservation Grant Program - Introduce and give three readings to the following Heritage Control Bylaws: <ul style="list-style-type: none"> - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402, - Introduce and give 1st reading to: <ul style="list-style-type: none"> - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments, - Refer Bylaw 8403 (Area Plan amendments [e.g., establish a Heritage Conservation Area]), and related Strategy documents to the MIB, SB, UDI, GVHBA, SHA, - Direct staff to hold a public open house regarding Bylaw 8403 and related Strategy documents, on or around May 12, 2009 and report findings to Council prior to the Public Hearing on May 19, 2009,
Monday May 4, 2009	Special Council Meeting (same day as the General Purposes Committee meeting) to adopt the three Heritage Control Bylaws: <ul style="list-style-type: none"> - Bylaw 8400, - Bylaw 8401 & - Bylaw 8402.
Tuesday May 12, 2009	Open house

Date	Comment
Monday May 19, 2009	Public Hearing and to Adopt : - Bylaw 8403 (Area Plan amendments (e.g., establish a Heritage Conservation Area), - Bylaw 8404 (C4) Zone amendments, and - Bylaw 8405 (C5) Zone amendments,

Financial Impact

The two financial principles of the Strategy which have been met are “Incentives” and “Cost effectiveness”. A Heritage Conservation Grant Program which is developer funded through density bonusing is proposed to enable the City, on a cost sharing basis and as funds are available, to assist the owners conserving the exteriors of the identified heritage buildings.

Approval of the Strategy does not create expenditures for Council. Staff will monitor the Strategy’s effectiveness. Staff have already forwarded the Strategy and Implementation Program package to the funding stakeholders (i.e., the Real Estate Foundation of BC, BC Ministry of Tourism, Culture and The Arts, Heritage Branch and BC Ministry of Community Services, Smart Development Partnerships) to receive their final funding for preparing the program. Upon final approval, all final documents will be forwarded to the stakeholders with thanks.

Conclusion

Steveston Village is unique and should be protected and its heritage conserved. Led by the Richmond Heritage Commission, the proposed Steveston Village Conservation Strategy and Implementation Program have been prepared with stakeholder funding, public and heritage property owner consultation and legal advice. On September 26, 2005 Council approved the allocation of \$50,000 to undertake the Steveston Village Conservation Program and on July 23, 2007 approved the Strategy in principle and authorized the preparation of an implementation program. The Strategy principles are: (1) Conservation, (2) Incentives, (3) Partnerships, (4) Cost-effectiveness, and (5) Balance. The Implementation Program addresses the Strategy principles. From May 2008 to April 2009, Council and Planning Committee have been updated of progress. Staff recommend the Steveston Village Conservation Strategy and Implementation Program be approved.

Prepared by Richmond Policy Planning Staff

ATTACHMENTS

Schedule 1	<ul style="list-style-type: none"> - <u>Chart 1</u> - An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods - <u>Chart 2</u> - An Overview Of The Types Of Decisions - <u>For Identified Heritage</u> Resources and Sites - <u>Chart 3</u> - An Overview Of The Types Of Decisions - For <u>Non Heritage</u> Resources and Sites
Attachment 2	Steveston Village Conservation Program: Conservation Strategy
Attachment 3	Generic Heritage Conservation Tool Kit For BC Municipalities
Attachment 4	The Steveston Heritage Conservation Tool Kit"
Attachment 5	"Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada,
Attachment 6	The "Steveston Village Heritage Conservation Grant Program".

BYLAWS

Attachment 7:	Heritage Bylaws for Immediate Approval
▪ Bylaw 8400	Heritage Procedures Bylaw 8400
▪ Bylaw 8401	Heritage Control Period Bylaw 8401
▪ Bylaw 8402	Building Regulation Bylaw 8402
Attachment 8:	Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8403 (Steveston Area Plan)
▪ Bylaw 8403	
Attachment 9:	Zoning & Development Amendment Bylaw 5300, Amendment Bylaw 8404 "Steveston Commercial"
▪ Bylaw 8404	(C4 District modifications)
Attachment 10:	Zoning & Development Amendment Bylaw 5300, Amendment Bylaw 8405 "Steveston Commercial"
▪ Bylaw 8405	(C5 District modifications)

Chart 1 An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods				
Activity	Interim Period [e.g., Feb to May 2009]		Long Term Period	
	For Heritage Resources & Sites	For Non-Heritage Resources & Sites	For Heritage Resources & Sites	For Non-Heritage Resources & Sites
Heritage Procedures	Yes	N/A	Yes	N/A
Area Plan Policies	- Yes - Heritage policies	- Yes - Non heritage policies	- Yes - Heritage policies	- Yes - Non heritage policies
Heritage Conservation Area (HCA)	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring federal guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring DP Guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring federal guidelines	Yes, as it is in the proposed Area Plan. The HCA affects development by: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Requiring DP Guidelines
Heritage Alteration Permits [HAPs]	Yes	Yes	Yes	Yes
Designate more properties Heritage?	No	N/A	Possibly (e.g., area plan amendment)	N/A
New SC Zone	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Encouraging heritage conservation - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Encouraging heritage conservation - Enabling density bonusing and transfer	Yes: - Encouraging small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer
Existing C4, C5 and other zones	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone	- Yes - Encourage rezoning to SC Zone
Heritage Inventory	- Yes - Add Strategy identified heritage resources to Heritage to Inventory to ensure a complete Village heritage data base	N/A	- Yes - Add Strategy identified heritage resources to Heritage to Inventory to ensure a complete Village heritage data base	N/A
Heritage Register	No need to add identified heritage resources to Heritage Register	N/A	No need to add identified heritage resources to Heritage Register	N/A
Bonus Density	Yes	Yes	Yes	Yes
Residual Density	Yes	Yes	Yes	Yes
Density Transfer	Yes	Yes	Yes	Yes
A Phased Development Agreement (PDA) LGA section 905.1	Yes with a covenant	Yes	Yes with a covenant	Yes

Chart 1 An Overview of Applying Heritage and Non Heritage Tools - For The Interim and Long Term Periods				
Activity	Interim Period [e.g., Feb to May 2009]		Long Term Period	
	For Heritage Resources & Sites	For Non-Heritage Resources & Sites	For Heritage Resources & Sites	For Non-Heritage Resources & Sites
A Heritage Revitalization Agreement (HRA)	Yes	Possibly	Yes	Possibly
Heritage Guidelines: - The Steveston Conservation Strategy and - "Standards and Guidelines for the Conservation of Historic Places in Canada, Parks Canada,	Yes with a covenant	No	Yes with a covenant	No
Heritage Maintenance Standards And Requirements	Yes with either a Heritage Alteration Permit, Heritage Revitalization Agreement, Heritage Covenant, or Phased Development Agreement	N/A	Yes with either a Heritage Alteration Permit, Heritage Revitalization Agreement, Heritage Covenant, or Phased Development Agreement	N/A
Heritage Conservation Covenant	Yes with a HRA or PDA	Possibly	Yes with a HRA or PDA	Possibly
Development Permits	Yes	Yes	Yes	Yes
Building Permits	Yes	Yes	Yes	Yes
Area Plan Sakamoto Guidelines	Yes, for any non-heritage elements	Yes	Yes, for any non-heritage elements	Yes
A Revitalization Tax Exemption Bylaw	- Not at this time - Need research	N/A	- Not at this time - Need research	N/A
A Permissive Tax Exemption Bylaw	- Not at this time - Need research	N/A	- Not at this time - Need research	N/A

Chart 2 An Overview Of The Types Of Decisions - For Identified Heritage Resources and Sites		
Decision	Who Makes The Decision / Type of Decision	Public Hearing Required?
Maintain The Existing C4, and C5 Zones	<ul style="list-style-type: none"> - Encourage rezoning to SC Zone - Council decides - Council issues HAPs, DPs - Staff issue some HAPs - Staff issue Building Permits 	No
Apply the new Steveston Conservation (SC) Zone	<ul style="list-style-type: none"> - Encourage - Council by rezoning 	Yes
In the SC Zone - Bonus Density	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
In the SC Zone - Residual Density	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
In the SC Zone - Density Transfer	<ul style="list-style-type: none"> - Enable it - Council by rezoning 	Yes
Heritage Alteration Permits (HAP)	<ul style="list-style-type: none"> - Council issues a Heritage Alteration Permit (HAP) by resolution - Staff issues some HAPs, 	No
1. An Initial Staff HAP Refusal <ul style="list-style-type: none"> - To protect heritage resources, staff may not to issue a demolition permit and/or building permit 	<ul style="list-style-type: none"> - Staff decision 	No
<ul style="list-style-type: none"> - When this occurs, at the next Council meeting Council may by resolution direct staff to issue a demolition permit and/or building permit 	<ul style="list-style-type: none"> - Council resolution 	No
2. Issuing Major - Heritage Alteration Permits	Council by resolution	No
3. Issuing Minor - Heritage Alteration Permits	Staff decision	No
Heritage Revitalization Agreement	<ul style="list-style-type: none"> - If land use or density are varied - Council by bylaw 	Yes
	<ul style="list-style-type: none"> - If land use or density are not varied - Council by bylaw 	No
Heritage Maintenance Standards & Requirements	<ul style="list-style-type: none"> - Council by a covenant, or - A Phased Development Agreement, or - A Heritage Revitalization Agreement 	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
Heritage Conservation Covenant	Council / Staff - Yes	No
Phased Development Agreement	Council by bylaw	<ul style="list-style-type: none"> - Public hearing required - Staff must issue a statutory notice to inform the public
Development Permits	Council resolution	No
Building Permit	Director of Building Approvals - a decision	No
A Revitalization Permissive Tax Exemption Policy and Program	Council approval of Policy and Program - by bylaw	<ul style="list-style-type: none"> - No public hearing required - Staff must issue a statutory notice to inform the public
A Site Specific Revitalization Permissive Tax Exemption Decision	<ul style="list-style-type: none"> - Council enters into an agreement with owner - Approves agreement by resolution - Staff issues a tax exemption certificate under the bylaw 	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
A Heritage Permissive Tax Exemption Policy and Program	Council approval by resolution	<ul style="list-style-type: none"> - No public hearing required - Staff should issue a statutory notice to inform the public
A Site Specific Heritage Permissive Tax Exemption Decision	<ul style="list-style-type: none"> - Council by bylaw exempts property and enters into an agreement with owner 	<ul style="list-style-type: none"> - No public hearing required - Staff must issue a statutory notice to inform the public

Chart 3 An Overview Of The Types Of Decisions - For <u>Non Heritage</u> Resources and Sites		
Decision	Who Makes It / Type	Public Hearing Required?
Use the existing C4, and C5 Zones	<ul style="list-style-type: none"> - Encourage rezoning to SC Zone - Council decides - Council issues DPs - Staff issue some HAPs - Staff issue Building Permits 	No
Apply the new Steveston Conservation (SC) Zone	<ul style="list-style-type: none"> - Encourage - Encourage small lots as per the 1892 Village Survey, and - Enabling density bonusing and transfer - Council by rezoning 	Yes
In the SC Zone - Bonus Density	Council by rezoning	Yes
In the SC Zone - Residual Density	Council by rezoning	Yes
In the SC Zone - Density Transfer	Council by rezoning	Yes
Major - Heritage Alteration Permits	Council by resolution	No
Minor - Heritage Alteration Permits	Staff decision	No
Non Heritage Maintenance Standards & Requirements	A maintenance covenant by a: <ul style="list-style-type: none"> - Phased Development Agreement with a rezoning – Council - Right Of Way (ROW) Covenant with a rezoning - Council, or - Director of Development - a decision 	No
Development Permits	Council resolution	No
Building Permit	Director of Building Approvals - a decision	No

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