City of Richmond

A Guide to Development in the Steveston Village Heritage Conservation Area

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

This Guide provides information on the type of permit required for new construction and development in the Steveston Village Heritage Conservation Area (SVHCA) and application processes. This includes the enhanced development review and submission requirements for major development applications to ensure compliance with the Steveston Village Conservation Strategy and with the policies and design guidelines in the City's Official Community Plan to support conservation of the heritage character of the SVHCA.

Steveston Village Heritage Conservation Area

Under the *Local Government Act*, a municipality may designate an area as a heritage conservation area to provide long-term protection to the heritage character of the area in its entirety. All properties located within the heritage conservation area are subject to the City's heritage conservation requirements, policies and design guidelines.

In 2009, Council designated Steveston Village as a heritage conservation area and adopted the Steveston Village Conservation Strategy and updated Steveston Area Plan. The Strategy identified a heritage conservation vision and features contributing to Steveston Village's heritage character, and established policies to manage change while enabling the conservation of the heritage values and character.

The Steveston Area Plan identifies significant heritage resources that are to be protected heritage properties within the Steveston Village Heritage Conservation Area (see Map 1). These heritage resources must be conserved and integrated into any new development proposals.

Any new construction or exterior changes on non-heritage properties in the Steveston Village Heritage Conservation Area (SVHCA) should also respect and enhance the unique character of the area.

Required Permits

Depending on the heritage status of your property, either a **Heritage Alteration Permit** (HAP) or a **Development Permit** (DP) is required prior to undertaking exterior alterations and/or new construction. Please refer to the attached map (Map 1) to see if your property is a protected heritage property.

For protected heritage properties, an HAP is required for exterior alterations and/or new construction. For non-heritage properties, a DP is required for any exterior alterations and/or new construction. However, some elements of non-heritage properties are subject to the HAP process including signs, awnings and exterior painting.

Council approval is required for issuance of an HAP or a DP; however, in some cases, issuance of an HAP or a DP for a minor project is delegated to City staff. Please see the Bulletin PLANNING-10, for more information regarding HAP and DP exemptions and delegated authority, and the elements that are regulated by an HAP or a DP. The HAP or DP is required in conjunction with other applicable permits, including but not limited to, a Sign Permit or Building Permit. Interior renovations that do not affect the exterior of the property would not require an HAP or DP.

Note: If your proposal involves a change in use or density, a Rezoning Application (or a Heritage Revitalization Agreement (HRA) Application for a protected heritage property) is required. Please refer to the handout titled A Guide to Rezoning Property in Richmond. An HRA Application is required where additional development is proposed for a protected heritage property.

Anyone who would like to make changes to a property within the Steveston Village Heritage Conservation Area should consult with City staff to determine the types of permits required for the proposed changes.

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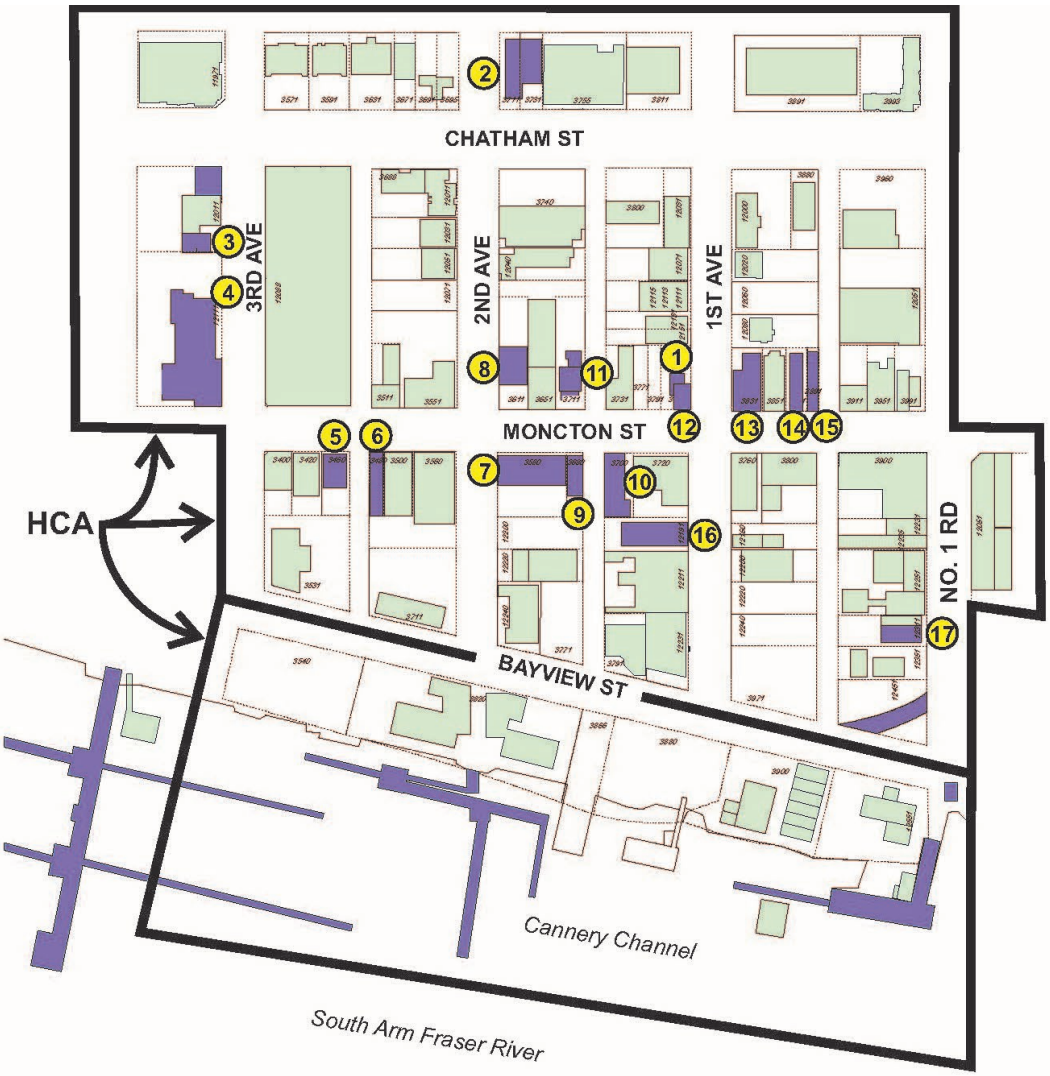
Map 1 – Steveston Village Heritage Conservation Area



LEGEND

Non Heritage Building

Identified Heritage Resource

1. 3811 Moncton St.: "Japanese Doctors'/Hospital Office" relocated from 4091 Chatham St.
2. 3711/3731 Chatham Street "Steveston Methodist Church"
3. 12011 3RD Avenue "Steveston Courthouse"
4. 12111 3RD Avenue "Sockeye/Steveston Hotel"
5. 3460 Moncton Street "Dave's Fish & Chips"
6. 3480 Moncton Street "Watsida Building/ Riverside Art Gallery"
7. 3580 Moncton Street "Hepworth Block"
8. 3611 Moncton Street "Marine Garage"
9. 3680 Moncton Street " Wakita Grocery"
10. 3700 Moncton Street "Redden Net/ Atagi Building"
11. 3711 Moncton Street "Cannery Café"
12. 3811 Moncton Street "Steveston Museum/Northern Bank"
13. 3831 Moncton Street "Ray's Drygoods/Budget Appliance"
14. 3871 Moncton Street "Bare Basics"
15. 3891 Moncton Street "Tasaka Barbershop
16. 12191 1st Avenue "Japanese Buddhist Temple"
17. 12311 No 1 Road "Prickly Pear Garden Center"

September 15, 2021

Heritage Alteration Permits

The purpose of a Heritage Alteration Permit (HAP) is to manage changes to protected heritage properties and other elements in the Heritage Conservation Area to help ensure they are compatible with the conservation of the heritage values and heritage character of Steveston Village. If the subject site is one of the identified heritage resources (i.e., protected heritage properties) (see Map 1) within the SVHCA, any proposed alterations and construction must be consistent with the Steveston Village Conservation Strategy and the *Standards and Guidelines for the Conservation of Historic Places in Canada*, (Parks Canada, 2nd ed., 2010). Any new construction or addition on a site where a protected heritage property is located should also be consistent with the applicable Development Permit Guidelines that form a part of the Steveston Area Plan.

Alterations to these properties will be reviewed and considered on the merits of their conservation of heritage values. At the time of making an application, the owner of the identified heritage resource is to submit historic research, a survey of heritage material on site, and appropriate archival material. A Heritage Conservation Plan prepared by a qualified heritage professional may be required, depending on the scope of the proposed work.

Council has established the **Steveston Village Heritage Conservation Grant Program** to provide financial assistance to property owners to assist in conserving and restoring the exterior of the protected heritage buildings. See Bulletin PLANNING-03 for more information.

Development Permits

For new construction and/or alterations affecting the exterior of buildings that are not identified heritage resources within the SVHCA (Map 1), a Development Permit is required. Please refer to A Guide to Obtaining a Development Permit in Richmond. A series of DP guidelines in Richmond's Official Community Plan (OCP) apply, specifically:

- The DP Guidelines for all DP areas in the City contained in Schedule 1 to OCP Bylaw No. 9000;
- The DP Guidelines contained in the Steveston Area Plan, Schedule 2.4 to OCP Bylaw 7100, including:
  - General DP Guidelines for Steveston;
  - DP Guidelines for the Steveston Village Character Area;
  - DP Guidelines for the Steveston Village Core and Riverfront Sub-Areas; and
  - Sakamoto Guidelines (particularly the portion titled Design Criteria for the Steveston Revitalization Area).

Application Review Process

Enhanced Development Review Process

On June 28, 2021, Richmond City Council endorsed enhancements to the development review process in the SVHCA. The submission requirements and review process described below apply to applications (i.e., Rezoning, HRA, DP and HAP applications) for new construction and/or major exterior alterations on properties in the SVHCA:

- A mandatory pre-application meeting with senior City planning and design staff is required. This will provide assistance in determining the feasibility, process, timelines and any other requirements or challenges associated with the proposal at a preliminary level before submitting a formal application.
- Involvement of a project architect with demonstrated experience in heritage conservation planning or a certified heritage professional (to the satisfaction of the Director of Policy Planning and/or Director of Development). This requirement can be met by providing a list of projects the architect has completed in other heritage areas or by engaging a qualified heritage professional, in good standing with the BC Association of Heritage Professionals/Canadian Association of Heritage Professionals, to produce the design rationale and collaborate on design development and significant revisions.

- The submission of an expanded design rationale by the project architect/heritage professional, which describes the contribution that the proposal makes:
    - To express the subject site's significance (e.g., why is the site important from a heritage, urban design, and social perspective? what does archival information tell us about the site or how it evolved that can inform the proposed development?);
    - To ensure variety in the building design and rooflines in the context of the entire streetscape on which the site is located;
    - To conserve heritage character in Steveston Village consistent with the relevant DP Guidelines, the *Steveston Village Conservation Strategy*, and the *Standards and Guidelines for the Conservation of Historic Places in Canada* if applicable.

Note: To prepare the expanded design rationale, please see the attached ***Terms of Reference – Design Rationale for Development in the Steveston Village Heritage Conservation Area***.

Richmond Heritage Commission

Once the staff review is complete, all applications (i.e., Rezoning, HRA, DP and HAP applications) within the Steveston Village Heritage Conservation Area are referred to the Richmond Heritage Commission (RHC) for review and comment. At the appropriate stage in the review process, staff will provide the requirements and deadlines for the RHC meeting. A formal presentation of the proposal by the architect, landscape architect and/or heritage consultant is required.

The RHC is a body of six members of the public appointed by Council to advise Council on heritage conservation and promotion matters and to undertake and provide support for activities that benefit heritage in Richmond.

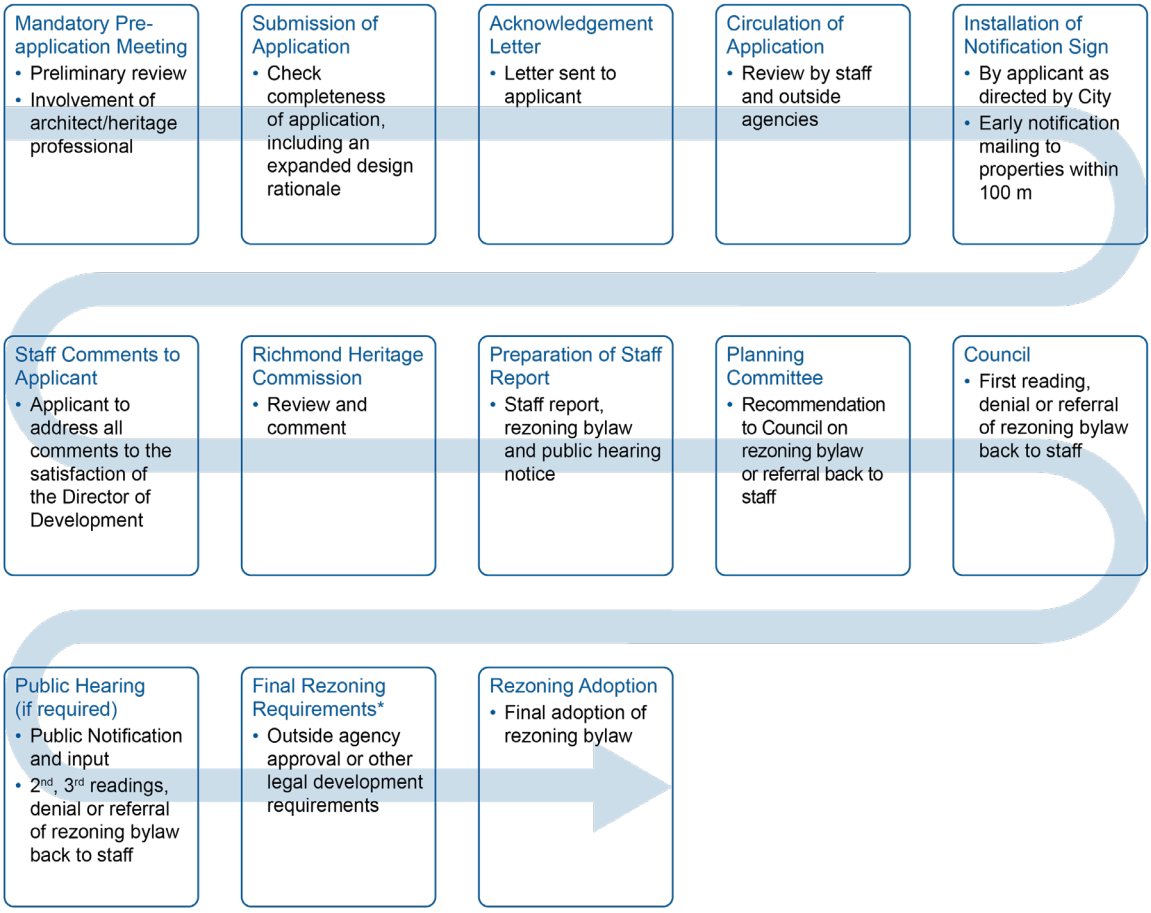
Planning Committee, Development Permit Panel and Council

All applications must go through the formal review process and be approved by City Council, unless they can be considered by staff under delegated authority. Depending on the type of application required for the proposal, the application will be considered either by the Planning Committee or the Development Permit Panel before it is forwarded to Council for consideration.

The flowcharts below summarize typical application review processes discussed in this Guide:

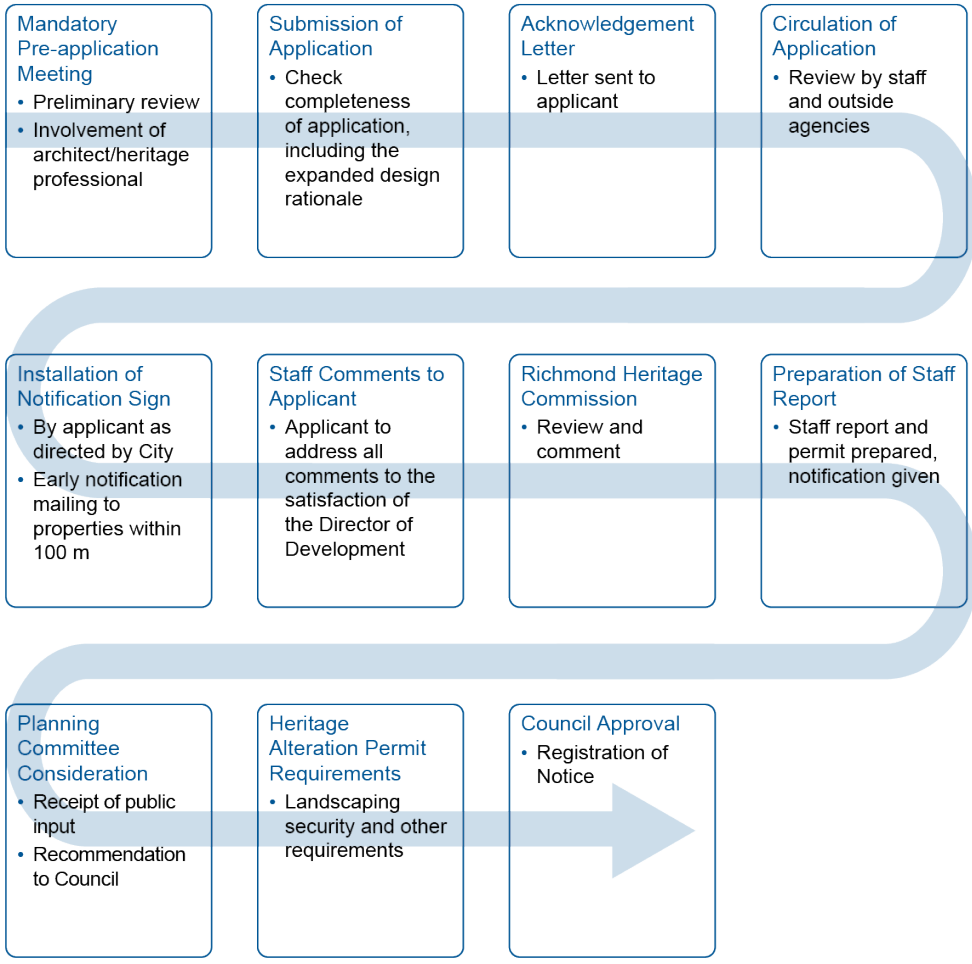
Rezoning

If your proposal involves a change in use or density, a rezoning application (or an HRA for protected heritage properties) is required.



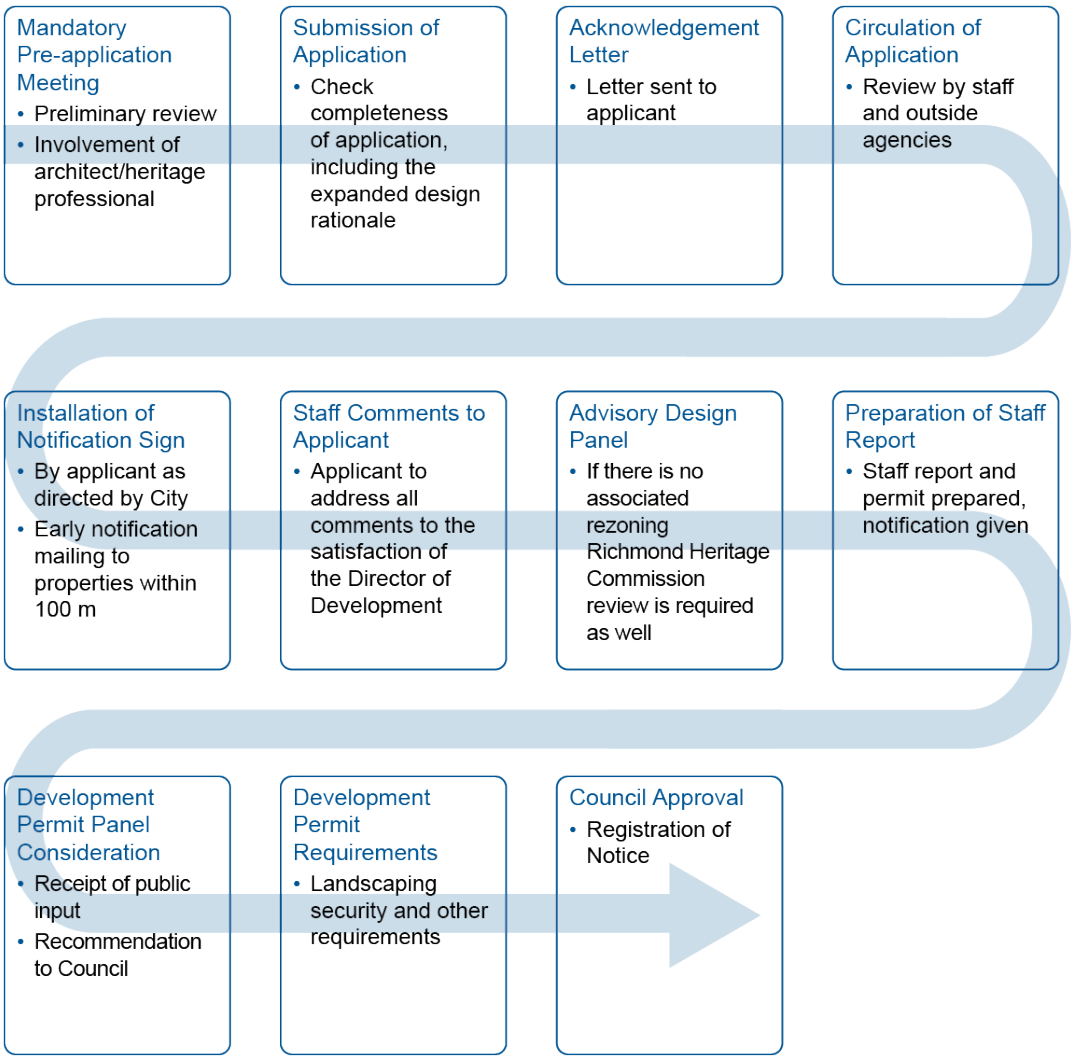
Heritage Alteration Permit Applications

For protected heritage properties, an HAP is required for exterior alterations and/or new construction.



Development Permit Applications

For non-heritage properties, a DP is required for any exterior alterations and/or new construction.



For more detailed information, please refer to *A Guide to Rezoning Property in Richmond*, and *A Guide to Obtaining a Development Permit in Richmond*.

Contact:

Please contact the Policy Planning Department at 604-276-4207 or communityplanning@richmond.ca if you have any questions or to arrange a mandatory pre-application meeting to discuss any proposal involving alterations or construction on properties within the Steveston Village Heritage Conservation Area.

This brochure is intended to be used in conjunction with our other informational brochures and helpful handouts such as: Subdivision; Development Permit; Rezoning; Advisory Design Panel; Tree Survey Guidelines Bulletin; Vegetation Survey Guidelines Bulletin; Landscaping Inspection Bulletin; Protection of Existing Trees During Construction Bulletin; Criteria for the Protection of Environmentally Sensitive Areas; Rezoning Sign Information; Development Permit Application Sign Information; Public Art Policy; etc.

This brochure is not a legal document. Any contradiction, dispute or difference between the contents of this brochure and applicable City bylaws, plans, policies or guidelines will be resolved by reference to the bylaws or other official documents. You should always refer to the official copies of the Official Community Plan, Zoning Bylaw and other formal municipal documents if you are unsure of any procedure or requirements.

Terms of Reference – Design Rationale for Development in the Steveston Village Heritage Conservation Area

City of Richmond
Development Applications Department
6911 No. 3 Road, Richmond, BC V6Y 2C1

On June 28, 2021, Richmond City Council endorsed enhancements to the development review process in the Steveston Village Heritage Conservation Area. This includes the submission of an expanded design rationale that describes the contribution of the proposal in conserving the heritage character of Steveston Village, ensuring variety in building design and expressing the site's significance. This document provides the Terms of Reference for the expanded design rationale required for development in the Steveston Village Heritage Conservation Area and must be read in conjunction with Steveston Area Plan Bylaw 7100 Schedule 2.4. For a protected heritage property, a Heritage Conservation Plan can form part of the expanded design rationale.

Design Rationale

The design rationale is required for applications for new construction and/or major alterations affecting the exterior of buildings on properties in the Steveston Village Heritage Conservation Area. Relevant applications include (but are not limited to): Rezoning, Development Permit, Heritage Revitalization Agreement and/or Heritage Alteration Permit Applications.

A strong approach and design rationale is to be developed supporting the form and character of the proposed development. The design approach must be based on archival research and design studies with consideration of character, siting, form, scale, materials, colour, and detailing of the historic buildings and context in order to demonstrate how the proposed development supports conserving the heritage character of Steveston Village. The project architect or certified professional with demonstrated experience in heritage conservation must submit the design rationale as a report with text, photographs, illustrations, and precedents addressing the following considerations:

Character

Intent: To harmonize with the historic context and convey a sense of continuity.

Aspects:

- Underlying natural landform of site and context
- Street and historic subdivision patterns
- Distinctive landscape and streetscape elements
- Date and style of buildings
- Scale and form of buildings
- Figure-Ground relationship
- Uses
- Relation to the block (corner, mid-block)
- Views, vistas and skylines

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Siting

Intent: Location, orientation, and alignment to relate to the historic streetscape and be complementary to the existing setbacks.

Aspects:

- Established street frontage and pattern
- Predominant building orientation, setbacks, and alignment to the street frontage
- Preservation of key significant views and vistas to and from the building
- Quality of spaces created between existing and new
- Location and dimension of driveways and their visual and physical impact on streetscape
- Retention of natural features of significance

Form

Intent: The overall shape, volume, and arrangement of parts of the form to be sympathetic to the adjacent heritage and character buildings.

Aspects:

- Repetition vs. Variation
- Respond to rooflines, existing ridge and parapet lines
- Roof slopes
- Façade – proportion, material, number and size of openings
- Solid (wall) to void (openings) ratios
- Relationship between interior and exterior spaces

Scale

Intent: To respond to the modest scale (height, bulk, density, grain) of the existing historic buildings in a harmonious way.

Aspects:

- Pattern, size and arrangement of buildings
- Rhythm of buildings and landscape
- Proportions
- Floor-to-floor heights and relationship to street plane
- Transition between different heights on site and adjacent buildings
- Modulation of wall, openings, and roof planes in response to scale of buildings in the immediate context

Materials and Colour

Intent: Recognize and respond to the building materials, textures, and colour of historic buildings in a harmonious way.

Aspects:

- Respond to materials, colours, and textures of buildings in the immediate context
- Low glare roof materials
- Relationship between structure and envelope/façade
- Hierarchy of material use
- Responsive to light and shadows

Detailing

Intent: Identify and establish common details that establish resemblance and contribute to the distinct character of the heritage area.

Aspects:

- Reflect and respond to the workmanship of the building details
- Landscape elements (fences, garden walls, plantings) contribute to the existing local character
- Recognize and reinforce the height, form, and character of historic planting
- Design of mechanical and sustainable elements in consideration of the character and cohesiveness of the area
- Respond to the predominant details of the historic buildings

Contact:

Please contact the Policy Planning Department at 604-276-4207 or communityplanning@richmond.ca to arrange a mandatory pre-application meeting with senior City planning and design staff to discuss any proposal involving alterations or construction on properties within the Steveston Village Heritage Conservation Area or to obtain further information about the required permits, submission requirements and processes.

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