

REINFORCEMENT OF 'PLACE' THROUGH COMMUNITY PLANNING

A Multi-Goal Evaluation of City of Richmond Bylaw 7100, Schedule 2.4:
A Case Study of Steveston B.C.

by

Gregory D. Steves

B.A. (Geography), Simon Fraser University, 1998

A PRACTICUM SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF CITY PLANNING

In the

Department of City Planning

© Gregory D. Steves

UNIVERSITY OF MANITOBA

March 2001

All rights reserved. This work may not be reproduced in whole or in part by photocopy or other means, without the written permission of the author.



National Library
of Canada

Acquisitions and
Bibliographic Services

395 Wellington Street
Ottawa ON K1A 0N4
Canada

Bibliothèque nationale
du Canada

Acquisitions et
services bibliographiques

395, rue Wellington
Ottawa ON K1A 0N4
Canada

Your file Votre référence

Our file Notre référence

The author has granted a non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of this thesis in microform, paper or electronic formats.

The author retains ownership of the copyright in this thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without the author's permission.

L'auteur a accordé une licence non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de cette thèse sous la forme de microfiche/film, de reproduction sur papier ou sur format électronique.

L'auteur conserve la propriété du droit d'auteur qui protège cette thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

0-612-80043-1

Canada

THE UNIVERSITY OF MANITOBA

FACULTY OF GRADUATE STUDIES

COPYRIGHT PERMISSION

REINFORCEMENT OF 'PLACE' THROUGH COMMUNITY PLANNING

**A MULTI-GOAL EVALUATION OF CITY OF RICHMOND BYLAW 7100, SCHEDULE 2.4: A
CASE STUDY OF STEVESTON B.C.**

BY

GREGORY D. STEVES

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University of
Manitoba in partial fulfillment of the requirement of the degree**

of

MASTER OF CITY PLANNING

GREGORY D. STEVES © 2001

Permission has been granted to the Library of the University of Manitoba to lend or sell copies of this thesis/practicum, to the National Library of Canada to microfilm this thesis and to lend or sell copies of the film, and to University Microfilms Inc. to publish an abstract of this thesis/practicum.

This reproduction or copy of this thesis has been made available by authority of the copyright owner solely for the purpose of private study and research, and may only be reproduced and copied as permitted by copyright laws or with express written authorization from the copyright owner.

REINFORCEMENT OF 'PLACE' THROUGH COMMUNITY PLANNING

A Multi-Goal Evaluation of City of Richmond Bylaw 7100, Schedule 2.4:
A Case Study of Steveston B.C.

by

Gregory D. Steves

In the post war era planners, architects, developers and civic administrators have contributed to creating neighbourhoods that are heavily auto dependent, rely on new municipal infrastructure and consume natural land reserves. These urban development problems often create places that lack the vitality and character that is attributed to creating a sense of community and making people want to remain in place. The subject of this practicum is the evaluation of community planning in Steveston BC. The central research question within this study is to determine if Steveston residents are being well-served by planning efforts in the area.

Evaluation research provides the primary framework for this practicum. Within this evaluation a Sense of Community Survey and Photographic Survey were used to provide the data and information required for answering the research questions. This evaluative study addresses the multiple goals established through official community planning efforts, to determine the effectiveness of neighbourhood planning initiatives in re-enforcing a sense of place and enhancing a local sense of community.

This practicum demonstrates that senses of place and community are intrinsically linked concepts. Moreover, the research results indicate that Steveston residents are well-served by the "official" planning efforts, which are re-enforcing a local sense of place and enhancing sense of community at the neighbourhood level.

ACKNOWLEDGEMENTS

First and foremost, I want to acknowledge Nora. Your love, support, patience and perseverance gave me the ability to complete this project; thank you. You deserve credit for this practicum and I dedicate it to you.

I would also like to thank my mom and dad, I have learned my community values from your example, and I am a better person because of it. To Jennifer and Dave, and the rest of my family, thank you for your support over the years, you have all helped in too many ways to list and I am grateful to you. I would like to thank my great-great-grandfather Manoah and my great-uncle William Herbert Steves for the vision they had so long ago, without them Steveston would not be the place it is today.

Appreciation also needs to be given to the residents of Steveston for graciously giving their time to participate in this study. They also deserve recognition for the role that they have played in making Steveston the unique and special place it is has become.

Thank you to my supervisor, David van Vliet, and my other committee members, Ian Wight and Jino Distasio, for their help and direction, and for being so accommodating, especially with last-minute reviews and editing suggestions.

TABLE OF CONTENTS

| | |
|--|------------|
| ACKNOWLEDGEMENTS | IV |
| ABSTRACT | III |
| TABLE OF CONTENTS | V |
| LIST OF TABLES | VI |
| LIST OF FIGURES AND MAPS..... | VI |
| | |
| 1. COMMUNITY IDENTITY AND URBAN FORM: AN EXPLORATION INTO NEIGHBOURHOOD PLANNING..... | 7 |
| 1.1 INTRODUCTION..... | 7 |
| 1.2 PROBLEM STATEMENT | 10 |
| 1.3 RESEARCH OBJECTIVES..... | 11 |
| 1.4 RESEARCH STRATEGY | 13 |
| 2. SENSE OF COMMUNITY: CONCEPTS OF NEIGHBOURING AND COMMUNITY IDENTITY | 16 |
| 2.1 DEFINING COMMUNITY | 16 |
| 2.2 MEASURING COMMUNITY IN NEIGHBOURHOOD RESEARCH..... | 21 |
| 2.3 REINFORCEMENT OF PLACE THROUGH COMMUNITY PLANNING..... | 22 |
| 3. SENSE OF PLACE: PLANNING AND 'PLACE' | 25 |
| 3.1 EXPERIENCING GOOD PLACES..... | 25 |
| 3.2 THE 'SOCIAL LIBIDO' OF PLACE..... | 28 |
| 3.3 THE URBAN FORM AND CIVIC COMMUNITY OF PLACE..... | 32 |
| 3.4 APPLYING 'PLACE' TO COMMUNITY PLANNING..... | 37 |
| 4. RESEARCH FRAMEWORK | 40 |
| 4.1 INTRODUCTION..... | 40 |
| 4.2 RESEARCH FRAMEWORK | 40 |
| 4.3 RESEARCH METHODS AND TECHNIQUES | 45 |
| 4.4 SAMPLING APPROACH..... | 46 |
| 5. HISTORY AND GEOGRAPHY OF STEVESTON | 50 |
| 5.1 INTRODUCTION..... | 50 |
| 5.2 NEIGHBOURHOOD PROFILE | 52 |
| 5.3 HISTORY OF SETTLEMENT AND DEVELOPMENT | 58 |
| 5.4 BEYOND 2000 | 67 |
| 6. SENSE OF COMMUNITY: RESIDENTS' PERCEPTION | 69 |
| 6.1 MEASUREMENT OF SENSE OF COMMUNITY AT THE NEIGHBOURHOOD LEVEL..... | 70 |
| 6.2 SURVEY FINDINGS..... | 72 |
| 6.3 DISCUSSION..... | 84 |
| 6.4 SUMMARY | 85 |
| 7. URBAN FORM IN STEVESTON | 87 |
| 7.1 DETERMINING THE VISUAL PREFERENCES OF STEVESTON RESIDENTS..... | 88 |
| 7.2 SURVEY FINDINGS..... | 90 |
| 7.3 DISCUSSION..... | 97 |
| 7.4 SUMMARY | 101 |
| 8. SENSE OF PLACE | 103 |
| 8.1 INTRODUCTION..... | 103 |
| 8.2 DISCUSSION..... | 104 |
| 8.3 SUMMARY | 111 |
| 9. SUMMARY AND CONCLUSIONS | 115 |
| 9.1 PLANNING GOALS AND OBJECTIVES..... | 115 |
| 9.2 REFLECTIONS ON RESEARCH DESIGN | 117 |
| 9.3 RECOMMENDATIONS | 119 |
| 9.4 SUMMARY | 120 |

| | |
|--|-----|
| BIBLIOGRAPHY | 124 |
| APPENDIX 1: SURVEY QUESTIONNAIRE | 127 |
| APPENDIX 2: RESPONSE SHEET | 133 |
| APPENDIX 3: PHOTOGRAPHIC SURVEY PICTURE CARDS | 138 |
| APPENDIX 4: CITY OF RICHMOND NEIGHBOURHOOD MAPS | 141 |
| APPENDIX 5: STEVESTON AREA PLAN – SELECTED EXCERPTS | 145 |

LIST OF TABLES

| | |
|--|----|
| TABLE 1: COMPARATIVE MATRIX OF THE CHARACTERISTICS OF 'PLACE' | 39 |
| TABLE 2: RESEARCH EVALUATION MATRIX | 44 |
| TABLE 3: DEMOGRAPHIC PROFILE: STEVESTON AND RICHMOND | 54 |
| TABLE 4: SENSE OF COMMUNITY SURVEY RESULTS | 74 |
| TABLE 5: RESPONDENTS BY DURATION OF RESIDENCY | 81 |
| TABLE 6: PHOTOGRAPHIC SURVEY FINDINGS | 90 |

LIST OF FIGURES AND MAPS

| | |
|--|-----|
| FIGURE 1: RESEARCH KIOSK | 49 |
| FIGURE 2: 1889 MAP PROMOTING STEVESTON | 51 |
| FIGURE 3: 1889 DEVELOPMENT PLAN FOR STEVESTON | 60 |
| FIGURE 4: STEVESTON TOWN-SITE (CIRCA 1898) | 61 |
| FIGURE 5: THE FIRE OF 1918 | 63 |
| FIGURE 6: STEVESTON CHARACTER AREA MAP | 91 |
| FIGURE 7: THE STEVESTON HOTEL | 107 |

1. COMMUNITY IDENTITY AND URBAN FORM: AN EXPLORATION INTO NEIGHBOURHOOD PLANNING

1.1 Introduction

This work explores certain questions regarding community identity and urban form: Can “official” community planning by a local government be a way of reinforcing or creating a sense of community within an area? Is planning at the neighbourhood level an effective means of developing policies that are appropriate in an inherently local manner? Can the creation of good places to live lead to a stronger commitment to the community, and to neighbourhoods that have more social cohesion? Is it the case that good places to live are both social and spatial in nature? Can neighbourhood plans and policies promote a ‘sense of community’ and a ‘sense of place’? And, can formal or “official” plans be created that truly reflect the values and preferences of the residents who live there?

The focus of this practicum is the reinforcement of place through community planning in the Steveston area plan, *Steveston: An Official Community Plan: Bylaw 7100 Schedule 2.4* (City of Richmond 1999b). The study area for this practicum is the community of Steveston, located within the City of Richmond in British Columbia. Steveston was selected by this author due to its unique character and to the transition that has been occurring in the area due to population growth and a changing economic base. Moreover, Steveston proves to be a good case study due to the City of Richmond’s commitment to

neighbourhood planning. The City of Richmond has shown its commitment to Steveston with policy statements such as the pledge to "create a vibrant Steveston Village" (City of Richmond 1999b, p7).

Concepts of 'community' and 'place' are important factors for many urban areas and several researchers have examined what it is that makes for good places and strong communities. The term community is used by the City of Richmond to define the entire municipal area. The City defines the term neighbourhood as:

the physical area for which a resident feels socially connected... For some it is their street where they know their neighbours, for others it is the quarter section in which the school is and for others it can include a larger area where they live and shop, for example Steveston" (City of Richmond 1999b, p.30).

The OCP also defines several planning areas (See Map #1 Appendix 4) and also refers to these as 'city' neighbourhoods. However, it recognises that these planning areas also contain distinct neighbourhoods. In other words, Steveston is a neighbourhood within Richmond, and within Steveston there are several other distinct neighbourhoods (See Map #2 Appendix 4).

Additionally, the author has a personal attachment to the community of Steveston through a family history. While living in Steveston the author realised that the area is at an important crossroads in its evolution. Steveston has long had an important role in the BC Salmon Fishing Industry; both as home of the Pacific Fleet and as a salmon canning centre (Stacey and Stacey 1995, Yesaki et al 1999). By 1997 there were no operating fish canneries remaining on the Steveston waterfront and the community was in a period of transition that began

in the early 1990s. This transition from a fishing resource centre could be critical for future community cohesion within Steveston. Effective neighbourhood planning, that embodies the values and preferences of the residents living there, will be important to maintain and enhance the sense of community and sense of place that exists in Steveston.

It is important to note that other communities and neighbourhoods in the Greater Vancouver Area could be the subject of this study. Although this practicum does not involve a comparative study, similar studies could be made in other areas, such as: White Rock; Tsawwassen; Burkeville; or Port Moody. Richmond, in particular, is an important area to focus on due to the local government's commitment, through its OCP, to enhance the character of its neighbourhoods. Within Richmond the neighbourhoods of Seafair or South Arm could also offer valuable insight into aspects of community planning (See Appendix 4, Map 1). The City of Richmond (1999a) in its OCP suggests that Steveston is an example of the type of development it would like to see within all the City's planning areas. Since Steveston is felt to be an example of how neighbourhoods in Richmond should develop indicates that the findings of this study will be of interest to other neighbourhoods and communities. Specifically, the processes used within this study to evaluate neighbourhood-planning efforts could be used to highlight areas that are deficient, either in the development of a sense of place or in creating a sense of community, and enable future interventions that better reflect the vision of local residents.

1.2 Problem Statement

Many authors have cited problems with urban development patterns in North America, especially since World War II. In the post-war era planners, architects, developers and civic administrators have contributed to creating neighbourhoods that are heavily auto-dependent. They rely on the construction of new municipal infrastructure, are highly consumptive of land resources, and could generally be described as lacking a grounding in an area's history (Beatley & Manning 1999 & Kunstler 1996). They lack the vitality and atmosphere that is typical of places that have a strong community identity and unique character. The failure to create places where people want to live has contributed to the mobility that is currently being experienced in North American culture, with approximately one in every five households changing residences annually (Pindell 1995). Additionally, in North America there has been a pattern of urban development, which consumes approximately 1 million acres of undeveloped land every year often through unchecked spatial expansion (Langdon 1994).

The predominant trends in urban development have led to the exploitation of a landscape, which is not valued by residents, and to local planning that does not represent a community vision (Kunstler 1994 & 1996, Pindell 1995, Hiss 1990). Additionally, if local planning is to be effective, it needs to make "a concentrated effort to direct the land development process to community goals" (Hodge 1998). If North Americans want to alter the urban development patterns that have existed since World War II and create better human living

environments, then we must strive towards building valued communities and making places, not lifeless and placeless 'cookie cutter' suburbs. There already exist enough "anywheres" and "nowheres!" (Kunstler 1994 & 1996, Pindell 1995).

1.3 Research Objectives

This study examines the dynamics of community and place, which occur within a defined "official" neighbourhood planning area. Specifically, this practicum evaluates the goals of the City of Richmond's Steveston Area Plan: Bylaw 7100, Schedule 2.4. Of particular interest is the emphasis that this plan places on cultivating and maintaining a sense of community through neighbourhood design. At the heart of any practicum project is the assumption that there is a 'client' involved. This study will evaluate planning efforts within the community of Steveston, from the perspective of a planning consultant, under contract to the City of Richmond. In this study the consultant's terms of reference would be to evaluate the vision or goals of neighbourhood planning in Steveston, with a specific focus on how the goals contribute to, or reinforce, community cohesiveness and an overall sense of place.

The evaluation framework for this study is provided in Table 2 of Chapter 4 (page 44). This case study addresses the stated primary goals of the Steveston Area Plan (SAP) within the City of Richmond OCP, which are as follows:

The goal of the Steveston Area Plan is to create a vibrant Steveston community by managing residential, commercial, industrial and community uses, in a way that will:

- Enhance the home-port and fishing village character;
- Be sensitive to the area's history; and
- Balance the unique needs and character of the waterfront, upland residential community and Steveston Business Centre. (City of Richmond 1999b, Pg. 7)

The guiding principles for the SAP are set out in the OCP, which states that planning objectives and policies within the City of Richmond's neighbourhood planning areas should be based on:

- Strengthening the **sense of community** in Richmond Neighbourhoods;
- Maintaining and enhancing the **unique character** of individual neighbourhoods;
- Improving the **choices for housing** within the neighbourhoods as residents' needs change;
- Improving the choices for **meeting daily needs** within the neighbourhood; and
- Improving the **walkability and access** to community amenities, facilities and services (*Richmond Official Community Plan, 1999 p.29; emphasis in original document*)

Based on the above priorities and objectives, of the City of Richmond, this plan evaluation focuses on three primary research objectives reflected in the following research questions:

1. Based on the literature and evaluative scales available, is there a strong 'sense of community' present amongst the residents of Steveston?
2. Do the design guidelines for Steveston contribute to the unique character of Steveston as reflected in the preferences of the residents of the area?

3. Is Steveston a distinct 'place' and can it be considered a good 'place'?

Collectively, these questions will determine if the official neighbourhood planning in Steveston by the City of Richmond is representative of the values and preferences of the residents who live there.

1.4 Research Strategy

The main research strategy employed can best be described as a multi-goal evaluative case study of the City of Richmond Bylaw 7100, schedule 2.4 (Vining and Broadman 2001). Non-probability data collection relied upon a convenience sample collected during the July 1, 2000 Steveston Salmon Festival. The research objectives were pursued through a combination of measures that addressed the question of how sense of place and sense of community are influenced by the sub-area plan for Steveston.

The first question is addressed using a combination of survey scales drawn from literature on 'sense of community' (Glynn 1981 & 1986, Nasar and Julien 1995). Finally, the design components of the plan were evaluated by using photographic survey on design preferences (Kaplan, Kaplan and Ryan 1998; Nasar 1990 and 1994; Brower 1996; and Nellesen 1994). The final question is addressed through a review of salient literature, field observation, personal interaction within the community and targeted survey questions. A more detailed examination of the research methods employed is provided in Chapter 4.

Chapter OutlineThe study begins with an intensive review of the literature that focuses on the concept of "place". As the review progressed, it became apparent that "sense of place" and "sense of community" are intrinsically-linked concepts. Chapter 2 of this report, on Sense of Community and Chapter 3, on Sense of Place offer a review of the salient literature available on these two topics in the context of the present study.

Chapter 4 reviews the research methods used within the case study portion of this project. Chapter 5 provides some important background on the Steveston area, including a précis of the history of the development of the village. It also includes an examination of the demographics of Steveston, providing a brief profile of who lives there and a comparison to other residents of Richmond.

Chapters 6 is an analysis of the research findings from the sense of community study within this evaluation. This chapter addresses the first research objective dealing with the social aspects of community. Chapter 7 provides an analysis of the results from the photographic survey and addresses the second research objective of the study on the physical or spatial factors influencing communities. Chapter 8 examines the social and spatial aspects of the neighbourhood and provides an overall evaluation of Steveston as a place. The final chapter offers general discussion and reflections on the project, and the study results, as well as providing some suggestions for further research.

Appendix 1 and 2 contain the survey instrument and response card respectively. The photo cards that were used during the research are included as Appendix 3. Appendix 4 contains an assortment of maps of the area, including a

neighbourhood map for Richmond, a detailed map of Steveston and a Development Area map, also for Steveston. Finally, Appendix 5 contains a selection of excerpts from the Steveston Area Plan, specifically the ones that were considered during the course of this study.

2. SENSE OF COMMUNITY: CONCEPTS OF NEIGHBOURING AND COMMUNITY IDENTITY

There is considerable literature on the importance of a sense of community in the creation of distinct and cohesive neighbourhoods. Planning literature has looked at the importance of community in terms of neighbourhood planning and neighbourhood organising. One article stands out as achieving a good comprehensive analysis of what is meant by “sense of community”. In 1986, for a theme issue of the *Journal of Community Psychology*, McMillan and Chavis took an in-depth look at psychological sense of community. This literature review will closely examine McMillan and Chavis’ work and provide a summary of some of the developments that have occurred in the field since it was first published.

2.1 Defining Community

McMillan and Chavis (1986) identified two essential definitions for the term ‘community’¹. The first is the geography-based notion of community as defined in the territorial concept of neighbourhood, town, or city. Secondly, there is the relational concept of community based on a real or perceived commonality (i.e. a community of interest). Furthermore, it has been recognised that the two concepts are not mutually exclusive and that the elements of community apply equally well to either geographic communities or relational communities

(McMillan and Chavis 1986, Chavis et al 1986, Gusfield 1975). McMillan and Chavis (1986) suggest that cohesive and distinct communities offer members the opportunity to interact, share events, resolve problems positively, honour their members, give members a chance to invest in the community, and to gain opportunities to experience spiritual bonding.

Accordingly, there are four major elements to their definition of community, including: **membership; influence; integration; and emotional connection.**

Their definition is as follows:

“sense of community is a feeling members have of belonging, a feeling that members matter to one another and to the group, and a shared faith in that member’s needs will be met through their commitment to be together” (McMillan & Chavis 1986: 9).

To gain a better understanding of McMillan and Chavis’ definition it is important to look more closely at the individual components.

Membership

Membership is the feeling that an individual achieves when they perceive that they belong to the community or the collective. It is defined as having boundaries: “there are people who belong and people who do not” (McMillan and Chavis 1986: 9). Most often membership in a community is delineated by a geographical means, set out through civic boundaries at the neighbourhood or community level. Early research by Park and Burgess suggested that boundaries define who is geographically within the community; they are often loosely defined by the residents, or members, of the community (Park and Burgess cited in

¹ The concept is also examined by J.R. Gusfield (1975) in *The Community: A Critical Response*.

Legates and Stouts 1996). Additionally, boundaries may be so informal as to be only identifiable by the residents themselves (McMillan and Chavis 1986).

The need to create boundaries and to identify membership in the community arises out of several concerns. Collectively, boundaries form “barriers {to} separate *us* from *them* and allay anxiety by delimiting who can be trusted” (McMillan and Chavis 1986: 10, emphasis in original). Emotional safety is one of the needs that have been identified in the desire for membership in a community. The boundaries can help create a sense of intimacy in an area, and promote a feeling of security. Local boundaries can be promoted through a common symbol system. Symbols can delineate boundaries of an area letting people know when they have arrived in, or departed from the community. Further, sense of belonging and identification is reinforced through a feeling of membership in the community that includes “the feeling, belief and expectation” that one belongs to the group and has a significant place there (McMillan and Chavis 1986: 10).

Personal investment is another key criterion for identifying membership in the community. McMillan and Chavis (1986) expanded on McMillan’s earlier work, which suggested that working towards membership in the community engenders one with the feeling of entering the group. Due to this investment, membership in the community becomes more meaningful. Additionally, personal investment in the community plays an important role in creating an emotional connection to the community and contributes to the social infrastructure that exists in an area.

To summarise, membership in the community is dependent upon boundaries, emotional safety, a sense of belonging, personal investment, and a common symbol system. Collectively, these attributes contribute to identifying who belongs to the community, or to whom the community belongs.

Influence.

Influence is considered to be an interactive and dynamic process; the more an individual allows the community to influence them, then the more influence they may gain within the community. Additionally, individuals who resist the influence of the community are less likely to have any influence within the community. It is important to note that influence in the community does not represent a loss of individualism. Rather, it is the feeling that, as an individual group member, s/he can either directly or indirectly exerts some control over the community (McMillan & Chavis 1986).

Integration and Fulfilment of Needs

Integration and the fulfilment of needs are a continual reinforcement of the sense of togetherness that is desired in strong communities. Fundamental to this component is the need for the individual/group relations to be rewarding for its members (McMillan & Chavis 1986). People will do what fits their needs and there has to be a personal need being fulfilled in order for an individual to be associated with a larger group (e.g. the need to belong to the community, a sense of attachment to the community, or a desire to be affiliated with the community).

According to McMillan and Chavis (1986) the role of integration and fulfilment in sense of community can be summarised as the ability for a

community to fit people's needs together so that people meet the needs of others while meeting their own needs. Primary to this is the reinforcement of need fulfilment within a strong community through the person-environment fit.² The rewards of need fulfilment and integration includes the status of membership and sharing in the success and capabilities of others within the community.

Shared Emotional Connection

Emotional connection to a community is often created, in part, through a shared history. According to McMillan and Chavis, "the interaction of members in shared events and the specific attributes of the events can facilitate or inhibit the strength of the community" (1986: 13). The following are important features for the principle of shared emotional connection:

1. *Contact Hypothesis*: The more people interact the more likely they are to become close (also called neighbouring, Talen 1999).
2. *Quality of Interaction*: The more positive the experience and the relationship the greater the bond.
3. *Closure to events*: if the interaction is ambiguous and the community tasks are left unresolved, group cohesiveness will be inhibited.
4. *Shared valent event hypothesis*: the more important the shared event is to those involved, the greatest the community bond.
5. *Investment*: ...persons who donate more time and energy to an association will be more emotionally involved.
6. *Effect of honour and humiliation on community members*: reward or humiliation in the presence of community has a significant impact on attractiveness (or adversiveness) of the community to the person.
7. *Spiritual bond*: ... often the spiritual connection of a community experience is the primary purpose of religious and quasi-religious communities and cults. (p. 13/14)

² Chavis et al, (1986) define this concept as having places that suit the needs of the people who

Emotional connection to the community can be portrayed in several different ways. It can be achieved through a shared history, through involvement in community groups, or through institutions such as a church. It can be exemplified by a common crisis; the greater the magnitude of the event then the greater the resulting cohesiveness will be. When a group of people is faced with hardship they will often rally around a common focal point, often the community, to collectively solve their problem. In doing this they increase the connection felt among members and the interaction creates a sense of community.

2.2 Measuring Community in Neighbourhood Research

Chavis et al (1986) empirically tested McMillan and Chavis' early research methods and assumptions. Their research showed that McMillan and Chavis' (1986) theory for understanding sense community could be adequately supported through empirical testing. Further, they suggested that understanding sense of community is an important "theoretical stepping stone" for community-based research and intervention (1986: 38).

While Chavis et al (1986) tested for both a relational sense of community and for a geographically based community of place, Glynn (1981 and 1986) chose to focus specifically on a place-based sense of community. Further, he was able to develop a valid and reliable tool that adequately expressed sense of

live there, and that these needs will vary depending upon the people who live there.

community in place (Glynn 1986: 350). Glynn's Psychological Sense of Community Scale (PSCS) served as a model and guide for the community research undertaken within the parameters of this practicum.

For city or neighbourhood planners Nasar and Julien suggest that using the PSCS to assess community in different neighbourhoods can assist in evaluating the impacts of various programs, plans and designs on the sense of community and upon the character of the community (1995). Talen (1999) suggests that assessing sense of community could be used in evaluating neo-traditional design and related claims that such designs create a sense of place.

Additionally, Cochrun (1994) concludes that if planners can better understand sense of community and the impacts that their plans can have on it, then "perhaps they can help create neighbourhoods that embody the qualities of safety, harmony, and vitality" (1994: 90). Enns and Wilson (1999), with their "White Picket Fences" project, confirmed that sense of community exists in planned suburban developments. However, they caution that a better understanding (by planners, designers, and residents) of sense of community is needed, if it is to be facilitated or enhanced through official neighbourhood planning and design.

2.3 Reinforcement of Place Through Community Planning

McMillan and Chavis concluded that strong communities exhibit many of the above traits. Further, they suggest that strong communities are those that allow ample ways for interaction, the sharing of events, recognition of

membership, investment in the community and a chance for spiritual bonding. Additionally, they recognise that there is a dynamic occurring within and between the elements.

They identified that the five factors of membership are self-reinforcing, particularly notions of personal investment, sense of belonging, and common symbols. Further, boundaries have a direct influence on emotional safety. For integration and needs fulfilment they identified that communities organise around needs and “people associate with communities in which their needs can be met” (1986: 16). At the neighbourhood level they noted that elements are intertwined and mutually perpetuating in nature. Those events that build one element will trigger responses, which collectively build upon all of the elements in sense of community.

For the purpose of this study of sense of community can be seen as a baseline for evaluating ongoing planning interventions within the community. It is through a better knowledge or understanding of sense of community that neighbourhood planners and designers can better understand the impacts of their work on the people in the areas within which they work. Chapter 6 of this study provides a practical investigation into sense of community based on the work done by Naser and Julien (1995), Cochrun (1994), Glynn (1986) and Enns and Wilson (2000). The findings from this investigation will be analysed within the theoretical framework provided by McMillan and Chavis (1986). The following chapter will review salient literature on the importance of ‘place’ in community.

3. SENSE OF PLACE: PLANNING AND 'PLACE'

There is considerable literature available today on the dynamics of 'place'. One of the seminal pieces is Jane Jacobs' *Death and Life of Great American Cities* (1961). Jacobs' work deserves mention not only for the contribution it makes to the literature on the dynamics of urban places, but also because it is a common piece of literature that all of the following authors cite as having had an influence on their work. The following review examines some of the extensive literature on what makes good places. The scale of place ranges from the neighbourhood to large urban centres and regions, but what is of importance to note are some of the similar characteristics that good places demonstrate.

3.1 Experiencing Good Places

Terry Pindell reports on his experience of 16 North American cities. His journey is a personal quest for community and place; two factors that he suggests as lacking in many of America's cities. He states that Americans have "not resolved the problem(s) of place" (1995: xiii). Further, he says that this is because we do not stay in places long enough to understand the connections between "place and community" (1995: xiii). Pindell's quest to experience certain cities is an investigation to determine what is important in places and why these are good places to live. He concludes by suggesting ways in which communities can improve, or save, their sense of place and community.

Pindell identified six factors that he felt were important as features of great places and as contributing to a sense of place. These factors guided Pindell in evaluating each place that he visited. He began by looking at cities that were already considered to be good places (guided by the Places Rated Almanac). The factors for evaluation purposes included: "Cheers", "Foot", "Cake", "Someplace", "Comfort", and "Fudge" (Pindell 1995: 15).

"Cheers"

The Cheers factor was identified as being the "social libido" of a place and was established partially through the presence or abundance of good "third places" (Pindell 1995: 15). The concept of Third Places is explored extensively by Ray Oldenburg in his book, *The Great Good Place*, and is examined in more detail later. Pindell also equated Cheers to a feeling of community openness and friendliness.

"Foot"

The Foot Factor evaluated the suitability of a place to be negotiated without the use of an automobile. It was "where one could come and go without having to crawl into a private automobile" (Pindell 1995: 15). Pindell recognised that one of the primary reasons that post-war suburbs failed as good places to live was the existence of an urban form based on the motor car. The net effect of this poor design was the creation of neighbourhoods, and in fact cities, that lacked walkability.

"Cake"

The Cake Factor was the ability to "have one's cake and eat it too" (Pindell, 1995: 15). Simply, this was the abundance or presence of cultural and

natural amenities in a place. The combination of natural elements and natural beauty with urban elements such as cultural amenities was a desirable factor in good places.

"Someplace"

The uniqueness and character that a good place can have is the criteria that Pindell calls the Someplace Factor. He suggests that there needs to be something that sets a place apart from another place; something that prevents it from becoming "Anyplace, U.S.A.". Knowledge of an area's history and a strong connection to that history, often through the character or architectural style, contribute to the Someplace Factor.

"Comfort"

The Comfort Factor of a place reflects Pindell's desire for favourable climates. By this criteria most of Canada would have been categorically dismissed as not having the potential to be good places. This shortcoming is recognised by Pindell who agrees that categorising a place with climate as a criterion is problematic. The problem is that while most of the criteria for making a good place can be created, exterior climates cannot be controlled or produced.

"Fudge"

The final factor that Pindell identifies is the Fudge Factor. Fudge is the unanticipated surprises that one can experience in a place. Here he recognised that there could be plusses or minuses influencing the Fudge Factor. Fudge could be adversely affected, for example, by the presence of interstate highways or extensive rural sprawl (Pindell 1995).

Pindell also summarised that there were inherent traits of bad places. These traits were characteristics evident in many American places that fail to create a strong resident attachment to them and have little appeal in making people want to stay there. The first trait he suggests is a lack of community places. The types of places that he is referring to are informal public places where neighbouring and socialising occurs (Pindell 1995, Oldenburg 1989). The lack of such third places is seen as an affront to democratic pluralism.

3.2 The 'Social Libido' of Place

The failure of most communities today, as Oldenburg sees it, is that they were designed in a way that ignored one of the basic human necessities of interaction and socialising. Like Pindell, he observed that in the post-war subdivision there is "nothing to walk to and no place to gather" (Oldenburg 1997: *xiv*). The design of suburbs prohibits any chance to create a community. He suggests more places for "informal public life" are needed (Oldenburg 1997: 9). This he sees being accomplished through the presence of "third places" within a community (Oldenburg 1997: *xvii*).

The third place is a place after the home (first place) and the workplace (second place). It is a place that serves the community in providing a place for informal public life and contributes to the community by being "inclusive and local" (1997: *xvii*). In early communities the post office or the drug store served as a valuable third place in uniting the neighbourhood. They offered a place that

served virtually everybody in the neighbourhood and created an environment where it seems like everybody knows everyone (Oldenburg 1997). Most importantly, the third place is a neighbourhood “mixer” (Oldenburg 1997: xviii). It is a place for integration, sharing and contributing to the public identity of community. The third place offers a focal point for gathering during times of crisis and it allows people a chance to help themselves and to help each other. Strict zoning codes in many communities have contributed to the decline of neighbourhood third places.

Strict zoning codes that separate land uses have forced third places to become auto destinations. In many cases zoning has destroyed the local character that is required for a third place to contribute significantly to the community. Oldenburg contends that “nothing contributes as much to one’s sense of belonging to a community as ‘membership’ in a third place” (Oldenburg 1997: xxiii). Another factor that Oldenburg suggests is that good places also allow for people who do not belong, nor wish to belong, to the community to co-exist within it. He notes that the personal traits of public life and civicism are lost on some individuals. Membership in a good community should not be one of necessity or be forced onto a person. Rather, membership in the community is a conscious choice and a personal “yearning for public life” (Oldenburg 1997: xxvii).

Oldenburg suggests that the solution to the problems associated with some places could be solved through the creation of more places for informal

public life. He suggests three prerogatives that favour the development or re-discovery of an informal public life within communities and neighbourhoods. Oldenburg suggests such change is required to re/create vital neighbourhoods and communities. The prerogatives include a return to convenience, realising the limits to self-help, and recognising the power of place (Oldenburg 1997: 286). The following paragraphs give further consideration to these three prerogatives of change.

For Oldenburg, a necessary step in creating good places is a return to convenience. First, it is necessary to realise that our current way of life is not convenient. The argument is that in an effort to create an efficient society we have ignored important social rituals that previously lent themselves to creating communities. In general, Oldenburg claims that society has been trained by the media to embrace “time-saving” convenience items and in doing so we have convinced ourselves that we do not have the time or energy to devote to an informal public life (Oldenburg 1997).

Oldenburg notes that in a truly convenient society we would not have to rely upon the automobile; that “the necessities of life are close by one’s dwelling. They are within easy walking distance” (1997: 287). He goes further to state that a walking distance scale is a common denominator in “vital neighbourhoods” (1997: 288). The convenience of a walking scale neighbourhood or community is that it allows for casual, unplanned, and unscheduled interaction among community members.

A second imperative for Oldenburg is the necessity to create neighbourhoods with a strong community bond entailing a realisation of the "limits of self-help" (1997: 291). He contends that the excessive and enduring promotion of the ideal that achieving the good life is an individual accomplishment "discourages collective effort", and obscures the fact that good things can come from collective action (1997: 292). Oldenburg argues that it is naïve to believe that one's personal contentment is independent from the contentment of one's neighbours or co-workers. In order to re-create vital and vibrant neighbourhoods he concludes that the concept of "private citizen", which he sees to be a contradiction in terms, will have to give way to civic-minded, publicly concerned individuals.

Finally, Oldenburg suggests that people need to recognise the importance of the "power of place" (1997: 294). He cites the frequency with which people in today's society change residences as a factor for why people fail to create bonds with a place. He argues that "experiences occur in places that are conducive to them" (1997: 295). If we want neighbourhoods that are vital and cohesive, then we need to provide the social and physical structures, which facilitate these qualities. Oldenburg draws attention to the need for more informal public life in society. He concludes by saying that the environment within which we live directly influences the experiences that we can enjoy there.

3.3 The Urban Form and Civic Community of Place

Timothy Beatley and Kristy Manning offer literature that provides an alternative vision for a “new planning agenda” (1997: 1). They ask the reader to imagine a different future, one where undeveloped land and cherished landscapes are protected, and where cities and towns are compact and vibrant. They suggest places need to offer considerable social, physical, and recreational activities; and that there should be a strong feeling of community, an active civic sense and a concern for social justice (Beatley and Manning 1997).

To achieve such a goal they argue that America will need to rethink its approach to planning, designing and managing place. They summarise that “current approaches to planning and place-making are unsuccessful at meeting human needs and desires” (1997: 3). The primary objective of their book is to explore the alternatives for place and community. While their analysis is comprehensive in nature the focus here is on aspects of community relating to improving the quality of life in place.

Beatley and Manning suggest that “sense of place” is important and agree with Oldenburg by suggesting that sustainable places offer a built environment that is conducive to human interaction. They note that locations for informal gathering can become a focal point for community involvement and attachment to place.

According to Beatley and Manning we need places that encourage social and cultural diversity, which embrace the concept of community as a central

vision. Further, these places must be open to all and accessible to every age, culture, and income level. They note that typical patterns of development are “antithetical to the creation of places where people can share a true connection with each other” (1997: 37). Sustainable places will need to renew a commitment and connection to the community. They suggest that the neighbourhood may be the appropriate scale for which integrative and holistic approaches towards the health of a larger community can be realised. Finally, they call for places that recognise the true social and environmental cost of public and private decisions. The remaining portion of this literature review looks more closely at the importance of community and sense of place as provided by Beatley and Manning.

Urban Form

Beatley and Manning note that a strong sense of place can be created in areas with a compact urban form. Further, higher densities do not have to preclude the presence of natural landscapes. They cite Portland Oregon as a community that “sought to protect their unique and important natural features – places where residents have easy exposure to nature and whose features serve as important ingredients in nurturing a sense of place” (1997: 43). Echoing the sentiments of Pindell, Beatley and Manning draw attention to the importance of preserving and integrating the natural landscape into the everyday environment of places.

One trend they examine is the move towards infill, reurbanisation and brownfield development. These initiatives represent an attempt to use the

existing urban fabric more efficiently and become less dependent upon consuming natural landscapes. They state that:

... the emphasis on creating places of enduring value, and on restoring and reusing buildings and other existing elements of the built environment, creates positive common ground between sustainability and historic preservation efforts. The result is often places with rich architectural, historical and neighbourhood texture to them (1997: 53).

In creating such places not only is the natural environment being preserved but also, as McMillan and Chavis (1986) point out, a shared history is being protected for the residents of the area. The benefit is a contribution to the construct of sense of place and sense of community. Integral to the re-use and reurbanisation of places is the importance of "unsorted" places. Drawing from the influential work of Jane Jacobs (1961), Beatley and Manning caution against "Euclidean Zoning" (Friedmann 1987, 1993). They suggest that places will need a new zoning regime that encourages an interspersion of residential and commercial land uses. They call for the mixing of different housing types and densities and a measure to determine the suitability of commercial or industrial uses compatible with residential living (Beatley and Manning 1997).

Additionally, they call for an urban form that de-emphasises the automobile. They stress that we "must begin to re-emphasise the importance of streets as more than a medium to move cars and start to restore vibrancy to them" (1997:65). Further, transforming our streets will make them more visually enjoyable, will enhance street life, and contribute to the human scale of our neighbourhoods (Beatley and Manning 1997).

The Civic Community

Beatley and Manning summarise that, regardless of our historic development patterns, North American society has cherished community life. They observe that “we have always valued a flourishing community life involving face-to-face interaction with our fellow citizens” (1997: 171). However, as has been noted by other authors (Pindell 1995, Oldenburg 1997), our transient lifestyle and sprawling suburban developments have subtly eroded any opportunities for significant community life. They note that “there are many approaches that communities can take to encourage civic involvement and to foster that undefinable but important feeling of *community*” (1997: 173). The remainder of this review review examines ways which Beatley and Manning suggest foster a “new civic spirit” within our communities (*Ibid.*).

First, they suggest that communities wishing to foster a sense of place must begin by inventorying their natural, cultural and physical qualities that are distinctive of that place. They note that people are more likely to stay rooted in place if the place is worth caring about. Places with distinctive qualities lend themselves to recognition and can assist in creating a “strong local identity, an ambience and a sense of place” (1997: 175).

Secondly, they suggest that communities be designed to encourage human interaction. They argue that pedestrian-oriented communities encourage face-to-face interaction and thereby a greater sense of responsibility to place, security and public safety. Beatley and Manning stress the importance of public parks and the presence of ‘third places’.

Thirdly, they caution against the privatisation of the public realm. As Oldenburg (1997) pointed out with the need for informal public places, there is also the need for private investment in public places. For example, gated communities offer an example of how the public space has been privatised. Beatley and Manning also suggest that most New Urbanist developments, while claiming to be re-creating community, are often “physically disconnected from the public realm” (1997: 183).

Beatley and Manning suggest that a sense of community and a sense of place can be fostered and enhanced by increasing the participation of individuals in the dynamics of community. They stress the importance of community events which offer a chance for spontaneous and informal human interaction. The extent to which community events and rituals enliven community life and a sense of a place cannot be underestimated (1997: 186). In addition to contributing to a community’s sense of itself major events can be a major contributor to an area’s economy.

Face-to-face interaction can spontaneously occur at several different scales within a community. Opportunities exist without the need for a formal event or the infrastructure of a ‘third place’. Activities such as visiting the “dog park” are an example of ritual that is common in urban areas. It provides a valuable platform for community interaction and contributes to fostering community relations (Beatley and Manning 1997: 187).

Local institutions play a significant role in contributing to an area’s sense of community and are essential to the vitality of place. They provide a variety of

civic groups with an area to meet, host local events, and “generally foster an open exchange and opportunities for partnerships” (1997: 188). Finally, Beatley and Manning suggest that the importance of getting youth participation within the community cannot be ignored; social, recreational, and support services that are tailored toward youth allow for intergenerational commitment both to place and community.

Beatley and Manning conclude that there is a real need to “strengthen feelings of community” and to enhance opportunities for face-to-face interaction (1997: 193). They suggest that this can be done by enhancing the distinctive qualities of the built environment (geographic sense of place) or by offering greater opportunities for community participation (sense of community). Creating sustainable places is dependent upon creating a stronger sense of place and a greater sense of community.

3.4 Applying ‘Place’ to Community Planning

Terry Pindell’s work was driven by the desire to find the links between ‘place and community’ and it is this premise that also influences the present work. The objectives of this research also involve a desire to examine the links between place and communities, for these are two of the goals identified within the Steveston Area Plan (City of Richmond Bylaw 7100, schedule 2.4).

For this reason the evaluation of ‘place’ used within this study loosely observes criteria established by Pindell, Oldenburg, and Beatley and Manning (See Table 1). However, as Pindell’s criteria are highly subjective and

experiential, this study will not seek to 'rank' Steveston as a place. Factors such as cheers, foot, cake, someplace, comfort, and fudge are used to describe and evaluate Steveston as a place, and that description is based on an understanding of the characteristics of place as provided by the other authors reviewed within this section.

Table 1: Comparative Matrix of the Characteristics of 'Place'

| Pindell (1995) | Oldenburg (1997) | Beatley & Manning (1997) |
|--|---|--|
| Cheers: social libido" of a place and is established partially through the presence or abundance of good "third places" (1995: 15). | Third Place: is a place after the home (first place) and the workplace (second place). ..serves the community in providing a place for informal public life ...it is inclusive and local... a focal point for gathering ...allows people a chance to help themselves and to help each other. | Sustainable places: offer a built environment that is conducive to human interaction... informal gathering locations . |
| Fudge: the unanticipated surprises that one can experience in a place. | | Face to Face interaction: community events and rituals enliven community life and a sense of a place cannot be underestimated. |
| Foot: suitability of a place to be negotiated without the use of an automobile. | Convenience: the necessities of life should be close by one's dwelling within easy walking distance. Walking distance scale is a common denominator in "vital neighborhoods". | Street Life: re-emphasizes the importance of streets as more than a medium to move cars and start to restore vibrancy to them". |
| Cake: the abundance and presence of cultural and natural amenities in a place. | Human-Environment Fit: if we want to have neighborhoods that are vital and cohesive then we need to provide the social and physical structures that will facilitate them. | Urban form: higher densities do not have to preclude the presence of natural landscapes. |
| | | Unsorted places: intersperses residential and commercial land uses. |
| Someplace: something that sets a place apart from another place. | Civil Society: to re-create vital neighborhoods the concept of "private citizen", will give way to a civic minded, publicly concerned individual. | Identity: create places of enduring value, by restoring and reusing buildings, ...leading to places with rich architectural, historical and neighborhood texture. |
| Comfort: places with favorable climates. | | |

4. RESEARCH FRAMEWORK

4.1 Introduction

Evaluation research provides the primary framework for this practicum. For this evaluation specific methods were used to generate the data and information required for answering the research questions. At their heart, all evaluative studies are case studies and as such this research utilises a case study approach to organise the data from the study area (Stake 1995). A literature search was undertaken as an essential step in establishing the relevant history and background and to provide context for the results from this study. Established survey techniques and protocols were used in developing the survey methods applied within the study area and during the established time period for the study. Analysis of the survey results produced information and knowledge to support the objectives of the case study and to form the basis of the ensuing evaluation. This knowledge, literature-based and survey-based, will be explored throughout the case study and applied to the evaluation to gain an understanding of the dynamics of community and place.

4.2 Research Framework

Evaluation is an activity that is closely tied to the monitoring of performance for a wide range of policy, programs, or projects. Unlike

monitoring, which seeks to describe conditions and relationships, evaluation often involves an assessment of effectiveness and goal achievement (Stake 1995). In essence, evaluation is "a search for merit or short coming" within the case study parameters (ibid. p.96). In conducting evaluation research the aim is to detect strengths and weakness in the program being studied through the systematic collection and analysis of pertinent data.

The guiding principle of evaluation research is that it is applied research intended for practical application. In that it seeks to assess existing policies, programs, or projects, the purpose of the research can be stated as "to contribute to knowledge that will help people to understand the nature of a problem," so that we may be able to better interact with our environment (Patton, 1990). For a planner or a local government, evaluative research forms the framework within which existing programs and policies are maintained and new policies and programs are developed. As applied research there is the presupposition that there is a real world practical problem to be confronted. This being so, evaluative research needs to establish the current state of affairs in order to bridge the gap between evaluation and applied research. The evaluative study within this practicum addresses the multiple goals established in the SAP to determine the effectiveness of neighbourhood planning initiatives within the study area.

While the definition and role of evaluation research has been determined, it is important to consider its significance within the broader policy framework of a local government. The principal outcome of evaluative

research of this nature should be to improve ongoing planning interventions at the neighbourhood level, and to improve decision-making on the part of the local government as it pertains to the case study area. One risk that has been identified with case study research, and therefore evaluation research, is the generalisability of the findings. In this sense the conclusions and findings of this evaluation have clear applicability only to this study area or policy issue. However, the process used for this evaluation is one that could possibly be duplicated in other case studies.

The connection of evaluation research to the policy-making process is based on a number of important assumptions. First among these is the assumption that reforming current policies and programs will result in better government performance and therefore better governance (Vining and Boardman, 2001). Secondly, there is the inherent conflict within evaluative studies that requires decision-makers to acknowledge potentially critical studies and to respond with improved programs (Patton 1990). Typically, research of this type has the potential to fail to make the link between evaluation and the policy-making process.

Within this evaluation of neighbourhood planning the specific case study is the area of Steveston. Case studies are often used within the realm of social science research as they offer a significant degree of flexibility and are adaptable to a number of research processes (Stake 1995, Patton 1990). As with this study, case studies may involve one or more specific techniques to accomplish their objectives. Case studies can be used to provide detailed

information that can be particularly useful for researchers, planners, managers, policy makers and decision makers with an interest or a focus on the research topic (Patton 1990). The information can also be an invaluable asset in bridging the gap between public perception and public policy.

Unlike traditional quantitative research that relies on large sample sizes in order to make generalisations about a population, a case study involves a much more targeted approach. Evaluations of ongoing planning efforts, such as a community or area plan, require attention to a delicate balance of public policy issues and the personal beliefs of residents within the case study area. Further, evaluative studies that include public consultations allow for public debate to potentially influence future policy directives. The City of Richmond has identified neighbourhood planning as a priority of its OCP (see Chapter 1). Steveston, as one of the more established neighbourhoods within

Table 2: Research Evaluation Matrix

| Research Evaluation Matrix | | | |
|-----------------------------------|---|---|--|
| Planning Goals: OCP | <p>⇒ Strengthening the sense of community in Richmond Neighbourhoods;</p> <p>⇒ Maintaining and enhancing the unique character of individual neighbourhoods;</p> <p>⇒ Improving the choices for housing within the neighbourhoods as residents' needs change;</p> <p>⇒ Improving the choices for meeting daily needs within the neighbourhood; and</p> <p>⇒ Improving the walkability and access to community amenities, facilities and services</p> <p><i>(Richmond Official Community Plan, 1999 p.29; emphasis in original document)</i></p> | | |
| Planning Goals: Area Plan | <p>Create a Vibrant Steveston Community by managing residential, commercial, industrial and community uses in a way that will:</p> <p>⇒ Enhance the Home Port and Fishing Village Character</p> <p>⇒ Be sensitive to the areas history, and</p> <p>⇒ Balance the unique needs and character of the waterfront upland residential community and the Steveston Business Centre</p> <p><i>(Steveston Area Plan: Bylaw 7100 Schedule 2.4, 1999 p. 7)</i></p> | | |
| Central Research Goal | <p>Are planning efforts in Steveston representative vision based on the values and preferences of the people who live there?</p> | | |
| Research Goals | <p>Is there a strong sense of community present among the residents of Steveston?</p> | <p>Do the design guidelines for Steveston contribute the character of the area and are they preferred by the residents of the area?</p> | <p>Can Steveston be considered a distinct place within Richmond and is it considered to be a good place?</p> |
| Criteria | <ul style="list-style-type: none"> ✓ Membership ✓ Influence ✓ Integration ✓ Emotional connection | <ul style="list-style-type: none"> ✓ Streetscapes ✓ Architectural Elements ✓ Landscape Elements | <ul style="list-style-type: none"> ✓ Cheers ✓ Foot ✓ Cake ✓ Someplace ✓ Fudge |

Richmond, and one of the first neighbourhoods to have an area plan, is a good starting point in evaluating neighbourhood planning (See Table 2).

The adoption of neighbourhood plans is an evolution of the community planning process. While some have argued that community planning should first and foremost be focused on the physical attributes of a community, others indicate that there is an evolution towards plans that include socio-spatial components (Graham and Healey 1999, Hodge 1998). In essence, the City of Richmond's efforts to develop neighbourhood plans with strong social goals such as strengthening the *sense of community* represents "the changing relationship between planning action and the dynamics of place" (Graham and Healey 1999, 23). In order to ensure that the evaluation is justified the three identified objectives reflect the conjunction of these theories; strictly social objectives (community), strictly spatial (design), as well as the socio-spatial (place).

4.3 Research Methods and Techniques

This evaluative study employed two specific research techniques to collect data for use in meeting the study objectives. First, a Sense of Community Scale (SCS) was used to assess the level of community cohesion and commitment. The second technique was a Photographic Survey designed to evaluate the design criteria as contained within City of Richmond Bylaw 7100 Schedule 2.4. More details on the specifics of the techniques can be found in sections 6.1 and 7.1 respectively, and a copy of the survey

can be found as Appendix 1. Additionally, data collected through the SCS is used in conjunction with the results of the photographic survey and general observations of the researcher, informed by the salient literature, to discuss the socio-spatial dynamics of Steveston as a place.

4.4 Sampling Approach

This survey was conducted on July 1st, 2000 at the Steveston Salmon Festival. The festival is a significant event within the community, attracting thousands of people from within the neighbourhood and the rest of the region. It employed non-probability sampling, typically referred to as convenience sampling (Nachmais and Nachmais 1992). According to criteria established by the Kuder Bell curve a sample size of 650 (based on 1 person per household replying) would be required for quantitative research, as calculated from a total of approximately 7000 households (Christensen 1994).

In contrast Nachmias and Nachmias (1992) indicated that quantitative studies in the social sciences often strive to achieve a 5% sample of the total population. Both authors acknowledge that the primary limitation to sample size is money and time. As the sample size increases so will the costs and time required for administering and analysing the survey.

A 5% sample for the area of the households in Steveston would have required collecting approximately 350 household responses (6980 households) and a 5% sample of the neighbourhood residents would have required approximately 1050 individual responses (20950 residents), both

which were not considered probable within the parameters of this study. Similar research conducted by Enns and Wilson (1999) during the "White Picket Fence Project" achieved valid results with much smaller sample sizes. They solicited 359 responses from five different areas within the township of Langley (pop. 80,000) and 286 responses from four areas within the Ridge-Meadows community (pop. 70,000). As has previously been noted, case studies and evaluations will often rely on smaller sample sizes (Stake 1995, Patton 1990). Based on timing established during the pre-testing of the survey it was expected that a maximum of approximately 125 – 150 responses could be collected during the Steveston Salmon Festival.

A number of factors combined to limit the number of responses that the research team was able to gather. Failing to reach the established targets, a total of 84 resident responses were gathered for the Sense of Community Survey and 116 responses were gathered for the Photographic Survey. The space provided for respondents was an open sided tent with two tables and several chairs to accommodate respondents (See Figure 1). Participants in the festival were asked by the researchers if they were willing to participate in the study. Additionally, fliers were prepared and handed out at different areas of the festival site and circulated at the community centre in the days preceding the event.

Along with this researcher, two assistants were trained to assist participants in filling out the survey and to encourage people to participate in the study. Both assistants had roots in the area, which was of benefit in

recruiting people to participate. Several interest groups were situated in the same area as this study, including others conducting surveys. This study was located adjacent to a group from the City of Richmond (promoting neighbourhood block parties) and likely benefited from a clustering of interest groups (this may have also biased the sample).

During the course of the day potential survey respondents tended to become interested in the study in bunches and groups; rather than having a steady flow of people to the kiosk there tended to be an ebb and flow of people. In the rush periods the research team was pushed to their limits to accommodate respondents. At these times some potential respondents were unable to answer the survey due to overcrowding, from a lack of space and materials to accommodate them.

Financial and time restraints limited the data collection for this study to the single day of the festival. The number of responses gathered in comparison to the size of the neighbourhood is similar to that of other research projects (Enns and Wilson 1999, Nasar 1994). While it would have been preferred to survey a larger sample of residents, it is considered that the responses were sufficient to establish the effectiveness of the survey tool, the method of data collection and to answer the research questions. The results from the study are reviewed and analysed in chapters 6, 7 and 8. In preparation for this Chapter 5 provides a review of the relevant history of the area and elaborates on the context for this study.

Figure 1: Research Kiosk at the Steveston Salmon Festival



Residents and visitors participating in the Steveston Community Study on July 1, 2000.
(Source, Greg Steves)

5. HISTORY AND GEOGRAPHY OF STEVESTON

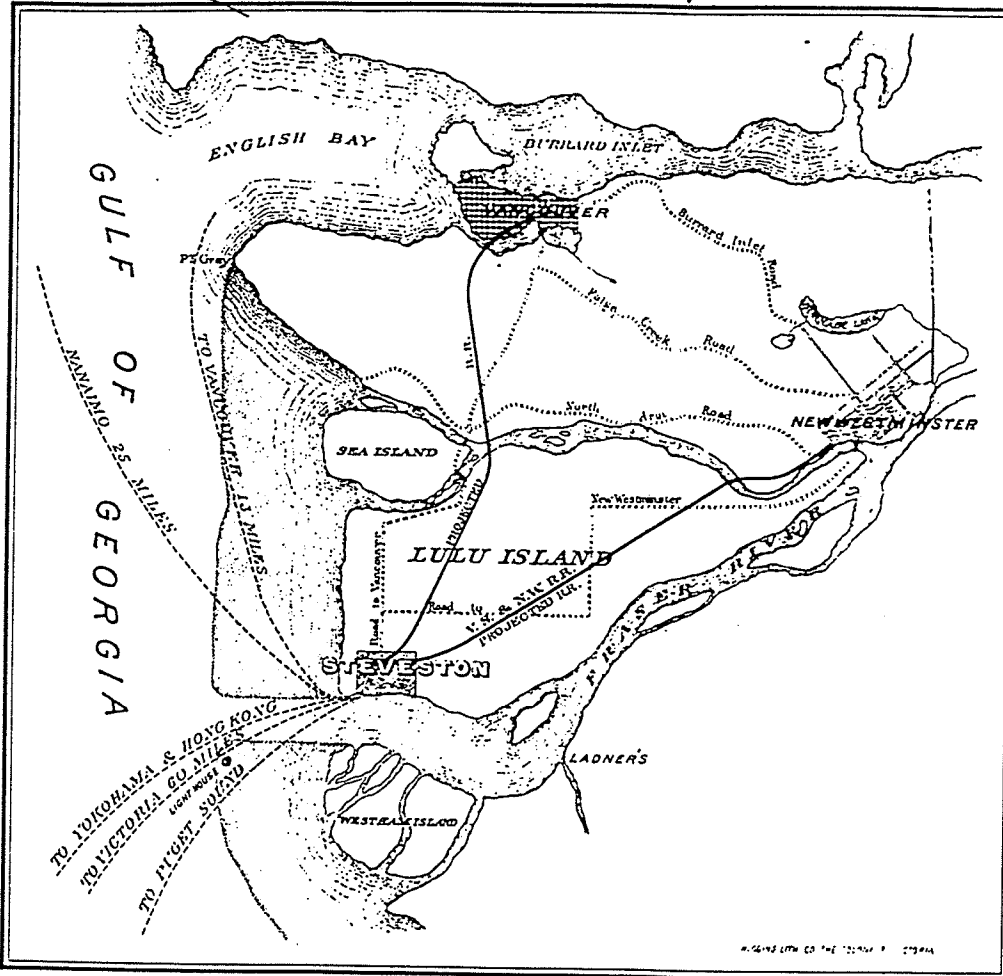
If you stand outside on the prairie-like land of Lulu Island and look at Steveston there is little to attract you. You will see no trace of the myriad of things that make Steveston one of the strange pictures painted by nameless waifs and tucked away in the odd corners of the world (Garnett Weston, British Columbia Magazine, 1911)

5.1 Introduction

Steveston is a small community located at the south-west corner of Lulu Island at the mouth of the Fraser River. The first settlers to the area were farmers attracted by the fertile soil, flat treeless land, and the cooperative climate provided by the coastal climatic region. The abundant runs of sockeye salmon on the Fraser River soon caught the attention of fishermen and other entrepreneurs looking to capitalise on the bounty of the sea. Steveston thus began its early growth as a farming and fishing village in the late 1870s to become the largest fishing town on the British Columbia Coast with the largest cannery in the British Empire (Yesaki et al, 1998).

Lulu Island, and the smaller Sea Island, separates the Fraser River into three channels: the North Arm, Middle Arm and the larger South Arm (See Figure 2, next page). In the late 1880s the typical vegetation was; wild rose, pacific crab apple, bitter cherry and Indian plum on the west-side of the island. The south side was flat and prairie-like with a mixed forest of: spruce, cedar, hemlock, alder and yew, covering the upstream half of the island (Yesaki et al 1998).

Figure 2: 1889 Map Promoting Steveston



Map Of Lulu Island included in W.H. Steves' 1889 pamphlet promoting his land development plans for Steveston (Source; Harold Steves)

Steveston was characterised as having a small stable permanent population that was augmented annually with a large and rambunctious transient population during the peak of the fishing season (Stacey & Stacey 1994). Steveston faced a number of challenges during its formative years, that have shaped the present village.

From the struggles of a pioneer existence, the turbulence and excitement of a boomtown, and the noire side of racism and multiculturalism

so typical of the period, has emerged a hardy and vigorous community (Stacey and Stacey 1994, Yesaki et al 1998). This chapter surveys the history of development within Steveston. It offers a glimpse of who the typical resident of Steveston is and how they differ from residents of the larger community of Richmond

5.2 Neighbourhood Profile

An essential component of any neighbourhood study or plan is determining who the residents of the area are. Demographic and statistical analysis is important for it can show trends and variations in a population that can be subtle in nature, or occurring over a significant period of time and are therefore difficult to otherwise detect. Additionally, demographic and economic statistics for an area are an important component for establishing a baseline with which neighbourhood change can be evaluated.

A basic demographic profile of Steveston and Richmond follows. There has been no attempt to undertake a longitudinal study of trends within the neighbourhood; rather, a comparative demographic profile for Steveston and Richmond is provided, which should be updated as part of an ongoing planning process. The data in this section are from a custom tabulation of Statistics Canada 1996 census made available by the City of Richmond and the Housing Policy Branch of the provincial Ministry of Social Development and Economic Security.

The City of Richmond estimates that the 1999 population of Steveston, based on housing starts, is 22,472 residents; an increase of 7.36% since 1996, or approximately 15% of Richmond's 148,867 residents.³ Next to the Thompson neighbourhood (commonly known as Terra Nova), Steveston has been Richmond's second fastest growing neighbourhood. A majority of the dwellings in Steveston were constructed after 1970, with 46% being constructed from 1971 and 1980, and another 34% between 1981 and 1990 (City of Richmond 2001). Recently construction has slowed and Steveston is approaching its capacity to accommodate new growth. Only 9% of dwellings in Steveston were constructed from 1990 to 1996 (City of Richmond 2001).

Like Steveston, many of the residences in Richmond were constructed after 1971. However, Richmond as a whole has experienced higher rates of growth than Steveston since 1990. From 1991 to 1996 Richmond as a whole saw its housing stock increase by 18%, approximately twice the growth experienced in Steveston (City of Richmond 2001). It is also during

³ Population estimates based on housing starts typically lead to an overestimate in population counts due to the time differential between permits being obtained and occupation.

Table 3: Demographic Profile: Steveston and Richmond

| Indicator | Steveston | Richmond |
|--|---------------------------------|--|
| Population (1996) | 20,930 | 148,867 |
| Change over 1991 | | 15% |
| Average Household Size (persons per household) | 3.0 | 3.10 |
| Housing Types - Single dwelling units | 61% | 50% |
| Townhouse units | 25% | 16% |
| Low-rise units | 14% | 25% |
| High-rise units | 0% | 3% |
| Period of Construction | Before 1970 | 12% |
| | 1971 – 1980 | 46% |
| | 1981 – 1990 | 34% |
| | 1991 – 1996 | 9% |
| Housing Starts | July 1998 – June 1999 | 93 |
| Tenure Type | Own | 74% |
| | Rent | 26% |
| Home Language (top 4) | English - 77% | English - 64% |
| | Chinese - 17% | Chinese - 27% |
| | Japanese - 1% | Punjabi – 2% |
| | Tagalog - 1% | Tagalog – 1% |
| Ethnic Origin (Single & multiple origin) | Unavailable | Chinese (50,210) English (30,720) Canadian (20,045) Scottish (20,010) Irish (13,140) |
| Ethnic Origin (Single origin) | Unavailable | Chinese (46,945) English (8,445) East Indian (7,490) Canadian (7,405) Filipino (3,715) |
| Mobility Status | - Moved within the last 5 years | 47% |
| Immigration (as % of total population) | | 58% |
| Method of commuting | | |
| Drive | 80% | 71% |
| Car/Van Pool | 6% | 7% |
| Transit | 9% | 14% |
| Walk/Cycle | 5% | 8% |

Source: City of Richmond 2001 and, Statistics Canada 1996.

this time that the population of Richmond grew from 62,120 residents in 1971 to 148,867, in 1996.

As of 1996, 61% of all dwellings in Steveston were single dwelling units. Townhouses comprised 25% of Steveston's housing stock, while low-rise apartments accounted for 14%. In comparison, 50% of dwellings in Richmond are single dwelling units, 16% are townhouses, 25% are low-rises and 3% are high-rise units. Approximately 75% of all dwellings in Steveston are owner-occupied households and 25% are renter households (City of Richmond 2001). Approximately 70% of households in Richmond are owner-occupied and 30% tenant-occupied. According to the City of Richmond, Richmond has the third highest rate of homeownership in the greater Vancouver area, after the District of North Vancouver and the District of West Vancouver.

Though residential development and population growth have slowed in Steveston and Richmond in the past few years, Steveston remains an attractive area for new development. From July of 1998 to June of 1999 housing starts in Steveston represented approximately one-third of all residential construction in Richmond. It is important to note that much of Steveston is already built out and most new development has been through in-fill projects and redevelopment made possible through changes in zoning. The pending re-development of the BC Packers, properties from industrial use to mixed used residential, could well mean more such change for Steveston.

At first glance Steveston, and indeed Richmond, appears to be culturally diverse. This is confirmed by the statistics available on the area. According to Statistics Canada 37% of Steveston residents identify themselves as being a visible minority⁴. Individuals of Chinese origin accounted for 24% of Steveston's population, while 5% identified themselves as Japanese and 3% as Filipino. In comparison, for the entire City of Richmond 49% of all residents identified themselves as being a visible minority with 33% being Chinese, 7% are South Asian and 3% Filipino. Steveston can be differentiated from Richmond in that a smaller portion of the population is of Chinese origin and a greater segment is of Japanese descent. One apparent explanation of this phenomenon is the historical significance of the Steveston area for Japanese residents, and the cultural amenities that exist in the area.

On average family size in Steveston is somewhat smaller to families of Richmond. In Steveston there was an average of 3.0 persons per census family, whereas in Richmond the average was 3.10.⁵ Steveston residents are more likely to have been living in the area longer than other residents of

⁴ Statistics Canada 1996 Census – Custom Tab No. G00334

Figures are rounded; numbers less than 10 are reported as 0 to protect confidentiality

⁵ According to Statistics Canada a census family includes: a couple who was married at the time of the Census, a common law couple, a lone-parent family of any marital status, and any corresponding dependants.

Richmond. Forty-seven percent of Steveston's population moved between 1991 and 1996. Of those that moved 53% moved to Steveston from other parts of Richmond, 24% moved from outside the country, 13% from within the province and 9% from another province. By comparison, 59% of Richmond residents moved from 1991 – 1996. Of those that moved 41% moved within Richmond, 35% moved from outside of the country, 15% moved from within the province of BC, and 9% moved to Richmond from another province. These statistics suggest that Steveston is a desirable location for residents of Richmond, while other parts of Richmond have a strong attraction for new immigrants.

Sales and service jobs top the list of occupations held by residents of Steveston and of Richmond. In fact, the only difference among the top five occupations held by residents of Steveston and Richmond is the fifth position, which is held by social science, education and governmental occupation in Steveston, as opposed to natural and applied sciences in Richmond. Eighty percent of Steveston residents indicate that they drive to work, 6% carpool and 9% take public contrast. Additionally, 5% walk, cycle or take other methods to commute to work. The commuting methods for Richmond in general are similar to those for Steveston with the exception that 14% take public transit and 9% either walk, cycle or commute by other means. These numbers indicate that the employed residents of Steveston are typically not working within Steveston, nor possibly within Richmond.

The 'typical' Steveston household profile is: on average they have a smaller family, are likely to own their own home and probably moved to Steveston from somewhere else in Richmond. When the 2001 statistics become available it will be important for planners to update neighbourhood profiles to discover the subtle, and sometimes not so subtle, changes that may be occurring.

5.3 History of Settlement and Development

This section examines the settlement and development of Steveston. Local historians have extensively documented this history; here follows only a précis.

Duncan and Susan Stacey, both residents of Richmond, have vast knowledge of the fishing industry and are active historians both for the industry and the area. Their book *Salmonopolis: The Steveston Story* blends extensive oral accounts of living in Steveston with scholarly research. It offers a colourful glimpse of early life in Steveston.

Mitsuo Yesaki, along with Harold and Kathy Steves offer *Steveston Cannery Row: An Illustrated History*. All are long-time Steveston residents, with Mitsuo and Harold being alumni of the "Mosquito Fleet" a type of fishing vessel that plied the mouth of the Fraser River during the 1950s. Their book, developed after much consultation with members of the community, represents a comprehensive look at the development of the fishing industry, and Steveston, until the present time.

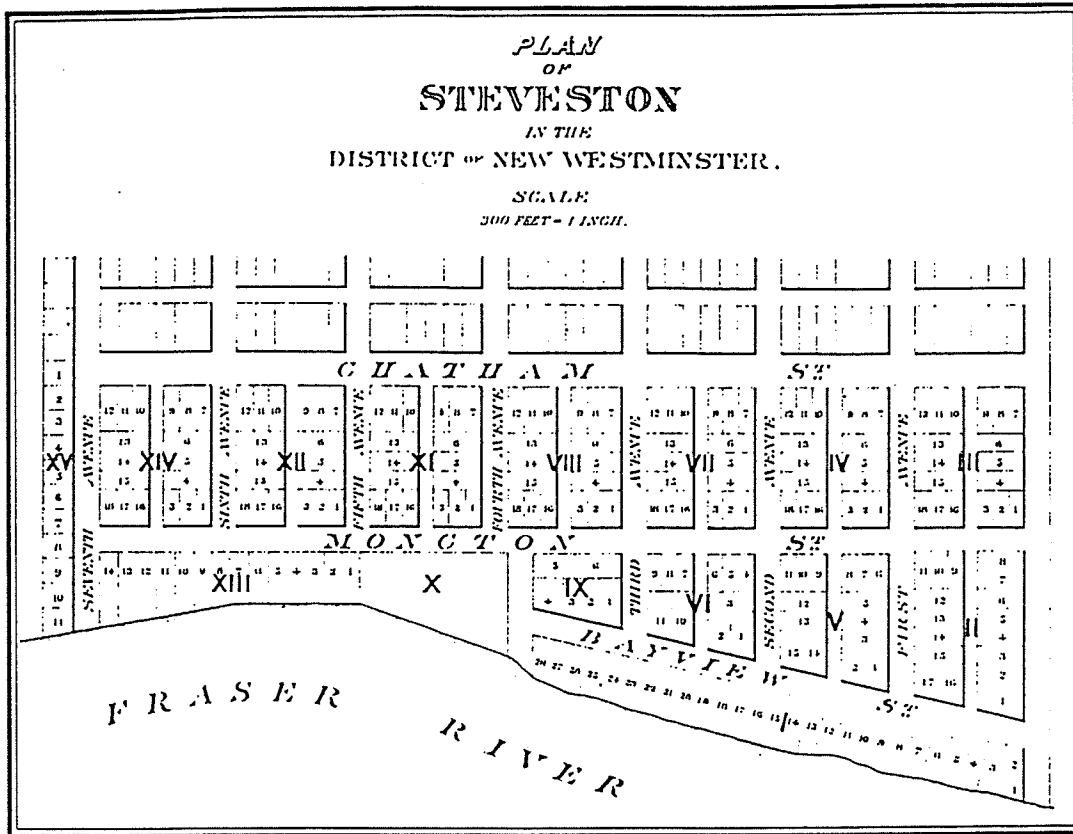
Discovery and Development: Steveston to 1899

The first residents of Lulu Island were likely Coast Salish First Nation people (Yesaki et al 1998). Whether they made the island a permanent home or just a summer camp for fishing and collecting berries is unknown. However, by the late 1800s there were two native villages at the south-west corner of Lulu Island and early Caucasian settlers referred to the area as "the place where the Indians lived" (Yesaki et al 1998, p.9).

From 1860 to 1880 the Island slowly filled with farming families, many from Ireland, Scotland and England (Yesaki et al 1998). The boggy and low-lying landscape prevented the creation of permanent transportation networks. As a result, several small cohesive communities were created rather than one large one; one of these communities was Steveston (Stacey and Stacey 1994).

One of the earliest permanent Caucasian settlers to the area was Manoah Steves who arrived on Lulu Island in 1877 (Stacey and Stacey 1994, Yesaki et al 1998). He was immediately attracted to the rich delta soil and purchased 700 acres of land (Yesaki et al 1998). In 1879 the island officially became known as the Corporation of Richmond and later the Corporation of the Township of Richmond (Ibid.). Other families had begun purchasing land in the vicinity and agricultural enterprises were well under way in Steveston (Ibid.).

Figure 3: 1889 Development Plan for Steveston



Plan of Steveston included in the 1889 pamphlets promoting the development of the town-site. The town-site was laid out according to a modified military grid with the east-west streets named after New Brunswick towns to reflect Steves' maritime roots. The numbered north-south streets are unique to the old Steveston core (Source; Yesaki et al, 1998).

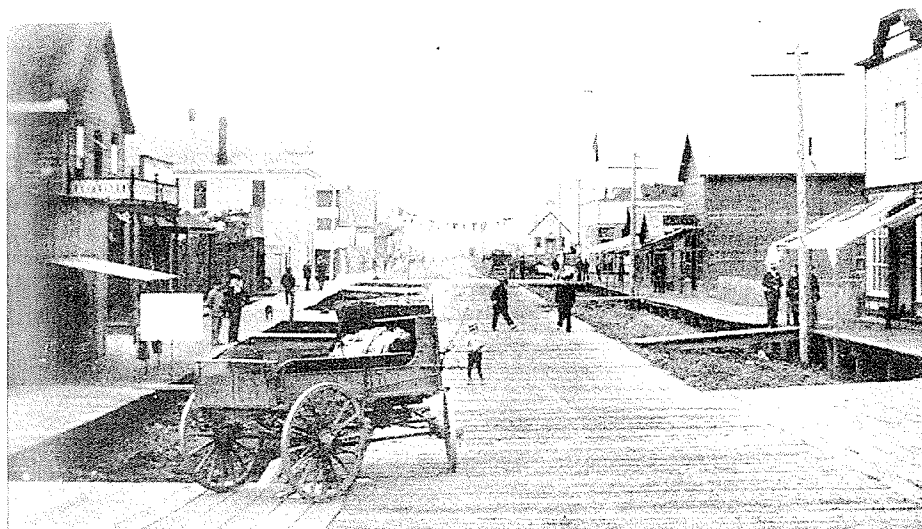
In the 1880s the Municipality of Richmond had begun construction of roads and in 1883 No. 2 Road, known then as the "Trunk Road", was completed (Yesaki et al 1998). However, the principal mode of transportation was still by water routes (Ibid.).

William Herbert Steves, Manoah's oldest son, is known to be Richmond's first major developer and land speculator (Stacey and Stacey 1994, Yesaki et al 1998). In 1886 he bought a total of 215 acres in the area that is now known as Steveston (Yesaki et al 1998). Steves' vision

create a great port on the Fraser, he advertised Steveston as having "the deepest water and best harbour on the Fraser River"; maps from the Steveston advertisement is included as Figures 2 and 3 (Ibid., p. 15). To meet this vision he improved the town-site with the construction of wharves, an opera house and the Richmond Hotel, and the subdivision of the town-site into lots 30 ft wide (See Figure 4).

During the 1890's rapid expansion occurred with many new businesses and fifteen new canneries constructed (Yesaki et al 1998). In 1890 the Steveston Post Office opened and in 1891 the New Westminster and Burrard Telephone Co. established a line to Steveston (Yesaki et al 1998). Also during this time, churches from many denominations, catering to the diverse ethnicity of people in Steveston, were established (Stacey ad Stacey 1994).

Figure 4: Steveston Town-site (Circa 1898)



Second Avenue, looking north from the waterfront. (Source: City of Richmond Archives)

Growth and Uncertainty: 1900-1940

A severe flood in 1905 forced the Municipality of Richmond to build a new dyke around the island to protect it from future floods. Also around this time the CPR completed a spur line into Steveston and in 1905 the British Columbia Electric Railway began regular service to Steveston (Stacey and Stacey 1994, Yesaki et al 1998). The electric tram signalled the first time that businesses and residents in Steveston had electricity. The tram, dubbed the "Sockeye Special", offered service to Vancouver in one hour (Stacey and Stacey 1994, Yesaki et al 1998). After many failed attempts to establish a source for fresh water in Richmond, a water main was constructed from Coquitlam Lake in 1909 and extended to Steveston in 1912 (Yesaki et al 1998).

A ruling by the Richmond School Board, to limit enrolment in schools to the children of property owners, essentially barred Japanese children from attending school (Yesaki et al 1998). In response, in 1909 the Japanese community built their own four-room school (Ibid.). In 1923 the Richmond School board agreed to accept the responsibility for educating Japanese children, and the Japanese community rallied to raise funds to contribute to the construction of the original Lord Byng School (Ibid.). By 1930 the school was already over-crowded and, with financial contributions from the Japanese community, a new 14-classroom facility was constructed (Ibid.). The financial contributions from the Japanese community were for 50% of the capital cost

of construction in exchange for the ability to teach Japanese classes in the evenings (Ibid.).

Four fires swept through Steveston from 1901 to 1908, causing widespread devastation and leaving hundreds of people homeless. However, the most devastating fire occurred in 1918 (See Figure 5). The fire, which started in the Star Cannery Chinese mess-house, gutted every building from the waterfront to Moncton Street from Third Avenue to No. 1 Road (See Figure 3, on page 59).

Figure 5: The Fire of 1918



The 1918 fire razed the waterfront, including three canneries and much of the downtown part of the town-site (City of Richmond Archives)

By the 1920s Steveston had reconstructed itself and was becoming a bustling coastal community and fishing village (Stacey and Stacey 1994, Yesaki et al 1998). The local economy was dominated by salmon fishing, and

to a much smaller extent by small businesses and farming (Stacey and Stacey 1994). Fire struck again in 1924 devastating two wharves, forty houses and eight fish boats (Yesaki et al, 1998).

Successive waves of fire in Steveston took their toll on the canning industry; after the Richmond Cannery burnt in 1924 there were only four other canneries operating (Yesaki et al 1998). Amalgamation of canneries and automation of canning led to a wholesale consolidation of the industry (Ibid.). As a result fewer cannery workers were required and Japanese women replaced Native women on the cannery lines (Ibid.). Additionally, the Chinese Exclusion Act of 1923 limited Chinese immigration to Canada and reduced the role of Chinese workers in the canning industry (Ibid.).

Transformation: 1941-1974

By 1941 Steveston was the largest settlement in Richmond with a permanent population of 4000 people (Yesaki et al 1998). There were 43 Japanese and 28 Caucasian businesses; only two Chinese stores remained (Ibid.). However, 1941 was a tumultuous time in Steveston, capped off with the declaration of war by Canada against Japan on December 8 (Ibid.). The ensuing evacuation of 2600 Japanese residents to internment camps made Steveston a virtual ghost town (Ibid.).

By 1948, newcomers to Steveston during the war had rebuilt the community to a town of 37 businesses, approximately equivalent to what had existed prior to the war (Yesaki et al 1998). People of Japanese descent were not allowed to return to the coast until 1949, and by 1951 only 250 had

returned (Ibid.). Fishing companies actively recruited fishermen to relocate in Steveston, but the number of new people never equalled that of the displaced Japanese.

After the Second World War the population of the lower mainland increased substantially, helped by immigration from war-ravaged European countries (Stacey and Stacey 1994, Yesaki et al 1998). Richmond changed from a farming and agricultural community into a quiet bedroom community for Vancouver. Road systems in Richmond were generally improved and expanded, and the connection to the lower mainland was improved with the Oak Street bridge, and in 1959, the Deas Island Tunnel (now the George Massey Tunnel) connected Richmond with Delta to the south (Yesaki et al 1998).

In 1955 two jetties were constructed to better protect the Steveston waterfront, and move that ensured allowable conditions for future development along the waterfront (Yesaki et al 1998). Future expansion of Shady Island (also known as Steveston Island, a sandbar naturally forming in the mouth of the harbour), as a result of the rock jetty, prevented boats from crossing the sandbar and more clearly defined the Steveston Channel (See Map #3, Appendix 4).

At the same time, there were few changes within the town-site of Steveston. The creation of large department stores at Bridgeport and Seafair attracted some Steveston residents but many still preferred to purchase goods in their home-town (Yesaki et al 1998). The Steveston Community

Society constructed the Steveston Community Centre in 1957 and the Japanese Martial Arts Building in 1971, both still remain (Stacey and Stacey 1994). Richmond's first multi-family housing units were built in Steveston, with the construction of Mariner's Village along Seventh Avenue in 1970 (Yesaki et al 1998).

Transition: 1975-2000

In 1977 the Municipality of Richmond decreed that all properties in Steveston had to be connected to the sewage system, almost all of the remaining cannery houses on the waterfront were demolished after this ruling (Yesaki et al 1998). Also, during this time Richmond was evolving from a bedroom community for Vancouver, into a regional centre with shopping malls and considerable commercial development (Ibid.).

Property values escalated during this time and construction shifted from predominantly single dwelling units to primarily multi-dwelling townhouses and apartment buildings (Yesaki et al 1998). During the 1980s several apartment buildings were constructed along the Steveston waterfront. Also at this time, Steveston residents rallied in court to successfully fight high-rise development in the area (Ibid.). By 1995, the multi-dwelling units, in the form of townhouses and apartments, outnumbered single dwelling units in a one-half mile radius from the Steveston Business District (roughly equivalent to the original Steveston town-site - City of Richmond 2001). At this time significant development occurred along the eastern boundary of the

Steveston Neighbourhood Planning Area, including several large condominium complexes and some single-family housing.

During the 1980s and through the 1990s the local economy underwent considerable transition (Yesaki et al 1998). While fishing was still an important contributor, it was now sharing the limelight with tourism (Ibid.). The working waterfront, the Gulf of Georgia National Historic Site and the Britannia Shipyard proved to be a strong attraction for tourists. The number of businesses slowly began to increase in the 1980s and gained momentum in the 1990s (Ibid.). Many of the new businesses have been established to provide consumer goods and services to the burgeoning number of visitors to Steveston.

5.4 Beyond 2000

There are several factors that will influence the future of Steveston. The attractiveness of Steveston as a place to live will continue to draw residents to the area. New residents will place an increasing demand on existing infrastructure. When there is a change in population, such as occurs when there are relatively high rates of growth and economic transition, the character of a place will also be under pressure to change.

At the same time, growth of Steveston as a tourism destination within the lower mainland is both beneficial to the area and a potential threat. It is a benefit in that tourists are attracted to the unique character of the area. In light of the importance of tourism for the local economy it is unlikely that the

community will distance itself from its history, and therefore the character of the area. While the fishery plays less of a role in the local economy, it has effectively been replaced by tourism. To the extent that the tourists often come to Steveston to experience the fishing village character of the area it will be important for Steveston to maintain a firm grasp on the area's connection to the fishing industry. Local residents, old and new, will need to balance the needs of having a community that offers a high quality of life while still meeting the needs of tourists and the fishing industry. Chapter 6 is an exploration into sense of community with a focus on the residents' sense of commitment to the area and cohesion within the Steveston community.

6. SENSE OF COMMUNITY: RESIDENTS' PERCEPTION

What a cosmopolitan town Steveston is; and yet in its peculiar features there is but one Steveston in the world.

(Rev. William J. Stone, *Missionary Bulletin*, 1905)

The City of Richmond in its OCP identifies strengthening *Sense of Community* as one of the broad objectives of neighbourhood planning within the municipality (City of Richmond 1999a, p7). Consequently, determining what levels of community exist within Steveston is a primary objective in this study, and is essential for both evaluating existing planning efforts within Steveston and establishing a baseline for future planning evaluation. This chapter will analyse the findings of the sense of community study and answer the following research question:

Based on the literature and evaluative scales available, is there a strong 'sense of community' present amongst the residents of Steveston?

The research will show what levels of commitment and cohesion exist within the Steveston Community, which will reflect the sense of community that exist within the neighbourhood. The research findings will be analysed within the established criteria for sense of community, including: membership, influence, integration and emotional connection.

6.1 Measurement of Sense of Community at the Neighbourhood Level

Glynn (1981 and 1986) developed and tested a measure to assess place-based notions of sense of community⁶. The measure included a series of open-ended questions, 60 forced choice questions on the actual sense of community, and 60 forced choice questions of ideal sense of community. Glynn tested his survey extensively to suggest that it had validity. He used the judgment of peer experts in the field to evaluate the survey and conducted the research in three separate communities. Additionally, he found that his measure agreed with other research findings in the area.

Nasar and Julien (1995) recognised the validity of Glynn's research, but noted two shortcomings of the measure. First, they felt that at 120 questions it would be too time-consuming and costly to use effectively. Second, they felt that the focus of the measure was incorrect. Glynn's measure asked about sense of community, at the community scale, while Nasar and Julien suggested residents of a community experience sense of community at the neighbourhood or block level. Nasar and Julien developed a modified scale to test for social and physical conditions of the immediate neighbourhood. Additionally, they compared results across different

⁶Psychological sense of community can exist in two basic contexts. It can be both geographically defined like a neighbourhood, or about an aspatially-defined community, such as a church, work place, or a group committed to a certain lifestyle. They are referred to respectively as a community of place and a community of interest (Glynn 1986, McMillan and Chavis 1986, Cochrun 1994, and Nasar and Julien 1995).

neighbourhoods and housing conditions. Their study concluded that the 11-item scale "yield (s) reliable and valid measures of the psychological sense of community" (1995: 180). They found that at the neighbourhood level it differentiated amongst demographic characteristics and among different land-use types. They caution however, that the instrument has not been tested in dense urban centres and further research would be required to assess its suitability in such situations.

Additionally, based on the work of McMillan and Chavis (1986) and influenced by Glynn (1981) and Cochrun (1994), Enns and Wilson (1999) conducted surveys measuring levels of interaction and involvement at the neighbourhood and the community levels. They discovered, similar to Nasar, that sense of community was most closely associated with neighbourhood level interactions. They also discovered that association with 'place' was most evident at the neighbourhood level. Their research indicated that most interaction within the community occurred at a level that could best be described as neighbouring, but that place was most closely associated with a larger more communal setting comprised of several neighbourhoods (Enns and Wilson 1999). While sense of community is most clearly displayed at the neighbourhood level it is most often related to association with a place.

Based on studies of sense of community at the neighbourhood level, a survey instrument was designed to assess the current level of commitment and involvement in Steveston. For the purposes of this study, sense of community at the neighbourhood level is based on the definition provided by

McMillan and Chavis (1986), and can be characterised as having the following characteristics: membership, influence, integration, and shared emotional connection. Also of importance is that the four characteristics do not exist in isolation (i.e. a strong emotional connection to the community will cause an increased sense of membership in the area, and so on) and are mutually reinforcing.

It needs to be recognised that the community boundaries used within the report are constructed by the City of Richmond and may not be the same as those perceived by residents of the area. Based on the research of Glynn and Nasar, a short scale was developed to try to ascertain residents' perceptions of their sense of community. A list of the survey questions and results can be found in Table 4 and the entire survey instrument can be found in Appendix 1.

6.2 Survey Findings

The City of Richmond was chosen as the general, municipal area of this study due the City's stated commitment to neighbourhood planning. Further, Steveston was identified as the targeted neighbourhood for a combination of reasons. First, this author has lived in the neighbourhood and has a personal connection to the area. Secondly, the neighbourhood has been in a state of transition for the past decade; it has evolved from a fishing service community into a well-established tourist centre, based on its fishing tradition. It is the author's premise that there exists a strong sense of

community in this neighbourhood and that conducting research into sense of community would allow for a baseline to be established which can be used to evaluate future planning interventions in the area.

Trying to assess current levels of commitment and involvement in the community is considered one way to evaluate the effectiveness of planning efforts in areas where a strong sense of community has been promoted as a civic goal. The OCP identifies “building sense of community” and “enhancing the unique character of individual neighbourhoods” as guiding principles for planning objectives and policy within Richmond neighbourhoods ⁷ (City of Richmond, 1998; p29). The sense of community study within this survey consisted of 16 questions about neighbourhood familiarity, interaction, sociability, community involvement, and commitment to the neighbourhood (See Table 4). In-depth background and demographic data was not collected in this survey.

⁷ Creating neighbourhoods with a sense of community is listed as a community vision in the City of Richmond's *Official Community Plan* as identified through consultation with community members (City of Richmond 1999, p.1)

Table 4: Sense of Community Survey Results

| 1 = strongly agree, 2 = agree, 3 = neutral, 4 = disagree, 5 = strongly disagree (n = 86) | | | | | |
|--|---------|---------|---------|---------|--|
| 1. I am quite similar to most people who live in Steveston. | | | | | |
| 1 = 20% | 2 = 56% | 3 = 16% | 4 = 5% | 5 = 2% | |
| 2. If I feel like talking, I can generally find someone in my neighborhood to talk to right away. | | | | | |
| 1 = 26% | 2 = 51% | 3 = 14% | 4 = 7% | 5 = 2% | |
| 3. I do not care if Steveston does well. | | | | | |
| 1 = 2% | 2 = 2% | 3 = 0 | 4 = 12% | 5 = 84% | |
| 4. The police in Steveston are generally friendly. | | | | | |
| 1 = 19% | 2 = 56% | 3 = 26% | 4 = 0 | 5 = 0 | |
| 5. People here know they can get help from others in Steveston if they are in trouble. | | | | | |
| 1 = 23% | 2 = 44% | 3 = 33% | 4 = 0 | 5 = 0 | |
| 6. My friends in Steveston are part of my everyday activities. | | | | | |
| 1 = 26% | 2 = 40% | 3 = 21% | 4 = 12% | 5 = 2% | |
| 7. If I am upset about something personal there is no one in Steveston to whom I can turn. | | | | | |
| 1 = 7% | 2 = 12% | 3 = 22% | 4 = 56% | 5 = 23% | |
| 8. If there were a serious problem in Steveston, the people living here could get together to solve it. | | | | | |
| 1 = 26% | 2 = 53% | 3 = 14% | 4 = 7% | 5 = 0% | |
| 9. If someone does something good for Steveston; that makes me feel good. | | | | | |
| 1 = 40% | 2 = 44% | 3 = 12% | 4 = 2% | 5 = 0% | |
| 10. If I had an emergency even people I do not know in Steveston would be willing to help me. | | | | | |
| 1 = 19% | 2 = 49% | 3 = 28% | 4 = 5% | 5 = 0% | |
| 11. I have no friends in Steveston on whom I can depend. | | | | | |
| 1 = 7% | 2 = 5% | 3 = 21% | 4 = 21% | 5 = 44% | |
| 12. I am aware of the history of Steveston. | | | | | |
| 1 = 37% | 2 = 53% | 3 = 5% | 4 = 2% | 5 = 0% | |
| 13. The history of Steveston is important to me. | | | | | |
| 1 = 47% | 2 = 44% | 3 = 7% | 4 = 0% | 5 = 0% | |
| 14. I often frequent the businesses within Steveston. | | | | | |
| 1 = 56% | 2 = 35% | 3 = 5% | 4 = 2% | 5 = 2% | |
| 15. I meet friends at businesses within Steveston to socialise. | | | | | |
| 1 = 28% | 2 = 42% | 3 = 21% | 4 = 5% | 5 = 5% | |
| 16. Public areas and parks within Steveston are important to me. | | | | | |
| 1 = 67% | 2 = 26% | 3 = 7% | 4 = 0% | 5 = 0% | |

Source: adapted from Nasar and Julien (1995)

It was realised early in the study that this research would be competing with several other attractions at the venue and that a cumbersome and time-consuming survey would prove deleterious to the project. To indicate the spatial distribution of respondents a map was provided and all participants were asked to indicate the approximate placement of their house on the map. No efforts were made to align individual responses with their geographic distribution, but future studies could make efforts to do this.

Membership

Membership is defined as the feeling of belonging and emotional safety that one associates with belonging to a place (McMillan & Chavis 1986). Individually, a person could recognise the boundaries set by the City of Richmond and associate their membership in Steveston as being resident within those boundaries. Additionally, an individual could associate their membership in the neighbourhood through association with the neighbourhood as a "place". Boundaries of a neighbourhood or community can be reinforced and enhanced by the physical design of a community's infrastructure. For example, the original town-site for Steveston is characterised by numbered avenues and streets named after areas in New Brunswick. Residents within this area have always considered themselves to be from Steveston, first and foremost, and many considered individuals outside of the numbered avenues (See Figure 3) to be Richmond residents. Additionally, the street grid pattern found within the Steveston core reinforces membership within the neighbourhood. Unfortunately this street patter was

not carried forward into subsequent development. The physical design of an area can enhance or inhibit one's sense of belonging to an area, this concept is examined in more detail later in this study.

Respondents were asked to indicate their membership in the neighbourhood by first identifying if they were residents of Steveston. Other studies examining membership in neighbourhoods have asked respondents to indicate the boundaries of their neighbourhood. For the purposes of this study it was considered relevant to engage people who were physically residents of the neighbourhood (i.e. those living within the municipal boundary prescribed for neighbourhood) and individuals who perceptually associate themselves as being residents (i.e. people who indicate that they are residents, but live outside the prescribed boundaries of the area).

Information gleaned from the map where respondents were asked to indicate their home, showed that most residents of Steveston do closely associate with the municipally prescribed boundaries. However, 12% of the respondents did not live within the boundaries, suggesting that membership in the community of Steveston spans the official boundaries.

It is interesting to note the role that boundaries, both real and perceived, can have in setting membership criteria in a community. For instance, the municipal boundary for the Steveston area ends at Williams Road in the North, between No. 1 Road and the Dyke; however, many elementary students on the other side of Williams Road will attend Manoh Steves School. Further, Steveston High is located outside of the official

boundaries of the Steveston area, as defined by the City of Richmond (See Appendix 4).

It is of some importance to note another factor that neighbourhood planners need to be aware of when considering the phenomena of membership in a neighbourhood or community. McMillan and Chavis noted that membership provides a sense of security and intimacy. It can also contribute to a collective bias against change within the area. This bias is commonly known as Not In My Back Yard (NIMBY) syndrome and its influence can inhibit ongoing planning or development efforts due to the perceived or real negative impacts that a development could pose.

This research suggests that many people who claim membership in Steveston reside within the municipal boundaries for the Steveston neighbourhood planning area. However, members of the community also live outside of the municipally prescribed boundaries. Neighbourhood planners need to be aware of the real and perceived boundaries that may exist in their area. They also need to be cognisant that other boundaries may exist. Membership in the neighbourhood could be through place association that spans official boundaries. For instance, a neighbourhood with a strong sense of place, or a unique history could see its name used as a "brand" to capitalise on the recognition of an area. For example recent commercial development at the far east end of Steveston Highway has marketed itself as being located in Historic Steveston, when in fact it is located in Shellmont and is several kilometres away from the Steveston town-site. Furthermore,

neighbourhood boundaries might change over time (as prescribed by the local government) while residents' association with place might not. This research shows that membership in Steveston can be attributed both to living within the prescribed boundaries of the area or by having close association or a conscious connection with Steveston as a place.

Influence

For the purpose of this research, influence is defined as, residents' perceived control over activities within the Steveston area. Perceptions of control can result from involvement in the community and from working together with neighbours to solve local problems. A majority of the respondents felt that residents of Steveston were able to control local activities. Approximately 79% felt that if there were a serious problem in Steveston then members of the community could get together and solve it. Additionally, 84% of respondents indicated that when individuals within the community do things that benefit the community as a whole that they feel good.

The survey results also indicate that residents of Steveston are able to live with a sense of personal safety. A majority of the respondents, 67%, agree that people in the community know they can get help from others in Steveston if they are in trouble.

The results seem to indicate that residents within Steveston feel they have a degree of control over the community and that the community is able to control its own future. The ability of the community to solve serious

problems shows that influence is a bilateral activity. At the same time, individuals are able to gain influence within the community through unselfish acts that benefit the community as a whole. While the above scenario is, at best, an oversimplification of a complex issue it does provide insight into the nature, influence, and dynamism of 'community'.

Integration

Integration includes a resident's involvement and satisfaction with their neighbourhood and community. In this study individuals were asked to indicate their feeling of similarity to others in Steveston. Asking respondents to identify with others in Steveston, as opposed to others in their municipal community (i.e. Richmond) or others in their neighbourhood (within Steveston), was intentional so residents who lived within the prescribed boundaries of the area, and others who associated with the perceptual boundaries of Steveston were included. Respondents were further questioned to determine how long they intend to live in the area and to indicate their concern for the success of the area as a whole. Finally, respondents were asked a series of questions to ascertain their level of interaction within the neighbourhoods of Steveston.

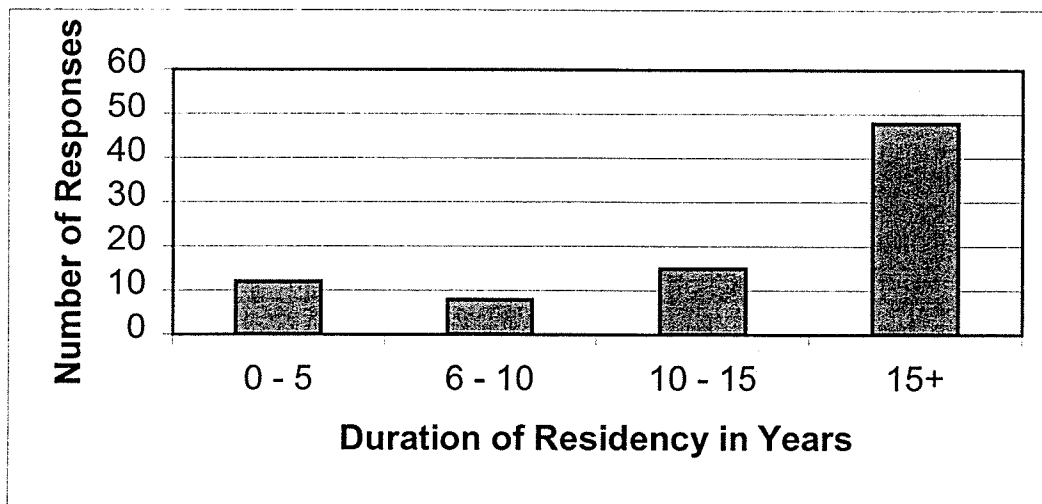
Seventy-six percent of respondents indicated that they perceive themselves to be similar to most of the people that live in Steveston, 7% perceived themselves to be different from others in the area and 17% indicated a neutral response.⁸ Residents who have lived in Steveston the longest or the shortest periods of time were more likely to indicate that they are not similar to others in their neighbourhood (See Table 5 for residency duration of all respondents). Six residents (7% of all respondents) who have lived in the neighbourhood more than fifteen years indicated that they are not similar to others in their neighbourhood. Similarly, six residents who have lived in the neighbourhood five or fewer years indicated a neutral response to this question. The majority of respondents (81%) indicated that they intend to remain living in the area for five or more years, while 65% indicated that they intend to remain living in Steveston for more than fifteen years. Additionally, 82% of respondents indicated that they plan to remain living within the community for six or more years. The commitment to remain living in the area is a manifestation of personal satisfaction with the area as a place to live.

Sixty-five percent of respondents indicated that their friends and neighbours in Steveston are part of their everyday life. Additionally, 70%

⁸ This question was left intentionally vague to allow for a wide range of interpretations by respondents. It was anticipated that respondents might feel any number of connections to other residents.

of all respondents indicated that they often socialise with their friends at businesses, including restaurants and pubs, within Steveston. Moreover, 91% of all respondents indicated that they shop or are otherwise involved in commercial activity with businesses in Steveston.

Table 5: Respondents by Duration of Residency



A majority of respondents also indicated their concern for the success of Steveston. Ninety-five percent of all respondents indicated that they care for the future well-being of Steveston. This finding, in conjunction with the other findings within this section, shows that the respondents are fully integrated into the fabric of Steveston and that this integration is present in both recent and long-time residents. The fact that many of the long-time residents do not feel the same as others in their community could be an indication that they have not yet fully accepted the growth and transition that has been occurring dramatically in recent years. Overall the survey showed a

high level of interaction, both at a personal level and a community level, and a high level of satisfaction with the community as a place to live.

Shared Emotional Connection

Shared emotional connection builds on many of the factors that are requisite for the concepts of influence and integration. For instance feelings of safety and support could manifest themselves through a greater sense of connection to the area. Furthermore, as shared emotional connection represents the interaction of aspects of sense of community, it also forms a link to the concepts of 'community' and the theories of 'place' (Pindell 1993; McMillan and Chavis 1986). Though a shared emotional connection is formed through the interaction of the various aspects of community (membership, influence and integration) it is also formed through several place-specific concepts.

Chavis and McMillan attributed shared emotional connection to, among other concepts, the contact hypothesis. This concept, they suggest, is that the more people interact the closer they will become, and therefore the greater the emotional connection to the community. Within Steveston, many of the factors indicate that a high level of neighbouring occurs in Steveston. In addition 70% of respondents indicated that they socialise with friends at businesses within Steveston, and a further 66% of respondents indicated that their friends within Steveston are a part of their everyday activities. Other factors reinforce the contact hypothesis, including the physical design of urban spaces and the density of the neighbourhood. Compared to Richmond,

Steveston has more small lot single dwelling lots and a higher number of town-houses, the higher number of dwelling units per acre promotes informal contact.

Another factor that can contribute to emotional connection of residents to the community, and to each other, is a common or shared history and the "valent event hypothesis" (McMillan and Chavis 1986, 14). In Steveston the valent event could be the character and history of the area. Ninety-one percent of the respondents indicated that they were familiar with the history of the neighbourhood and the same number indicated that this history was important to them. The Steveston Salmon Festival could be considered as a valent event within the community. The respondents' participation in the salmon festival was a prerequisite for participating in this study; respondents were not asked to indicate their satisfaction or preference for the event. McMillan and Chavis indicated that the more significant the event the stronger a corresponding emotional connection would be. The high response rates for the queries about the area's history indicate that this is a significant factor in an individual's connection to the area.

6.3 Discussion

Research such as that undertaken in this study has some unique limitations. Using convenience sampling, such as that undertaken at a neighbourhood festival or other event can have some beneficial effects, but it also has some serious drawbacks. One benefit is that this type of data collection is very public in nature. It allows the researcher to interact with a number of residents within the community and to get to know the area and its citizens better. The value of this for a neighbourhood planner is unquestionable. Part of being an effective planner, at any level, lies in knowing the audience with whom you are planning. Public activities such as this can help bridge the gap between the citizens of a neighbourhood and their public servants.

The drawback to conducting research in this manner is the challenge in attracting people's attention long enough to allow for meaningful interaction. If the intent is collecting valuable data, and not public relations, efforts will need to be made to ensure that the survey is trouble-free and makes efficient use of the individuals' time. People will be further enticed to participate if there is a reward or benefit for them in doing so. Other drawbacks to this kind of research include locational and climatic factors. A highly visible location is valuable, as is a space that is attractive and eye catching. Of less control to the researcher are climatic conditions. Adverse

weather can have a serious impact on any research that is conducted outside and this is a double threat when the study is restricted to a single day event.

Participation in a community event in itself reinforces a sense of community and enhances an emotional connection to the neighbourhood (McMillan and Chavis 1986). Insofar as this research occurred within the community event, it could be argued that individuals who do not have a strong sense of community, a sense of commitment to the neighbourhood or an emotional connection to the area would not be in attendance at the event. However, it is the opinion of this researcher that the Steveston Salmon Festival not only reinforces a sense of community, but also increases the capacity of the community to support an individual's need or desire, to exhibit their membership in the community.

6.4 Summary

One of the primary goals of this practicum, and essential in evaluating planning efforts within Steveston, was to determine if there was a strong 'sense of community' in the area. The City of Richmond's OCP identifies "Strengthening the sense of community in Richmond's neighbourhoods" as a guiding principle for its neighbourhood planning efforts. To this end the broad goals of the Steveston Area Plan include "enhancing the unique character of Steveston". It was the intention of this study to determine if there was a strong sense of community within Steveston and to identify how this is

manifested among the residents of the area. The research objective was as follows:

- Based on the literature and evaluative scales available, is there a strong 'sense of community' present amongst the residents of Steveston?

The results indicate that the respondents have a strong commitment to the area and there is a high level of neighbourhood cohesion. This is exhibited through a high degree of interaction and integration in the community. Additionally, residents seem to identify themselves as members of the community. The research also indicates that there are many opportunities for residents to show their membership in the community. Lastly, respondents to the survey responded in a manner indicating they have a strong emotional connection to the area. Cumulatively, the research findings suggest that there is a strong sense of community within Steveston. Chapter 7 will look at the built form of the area and how the design guidelines preserve and enhance the Steveston's valued physical elements (City of Richmond 1999b).

7. URBAN FORM IN STEVESTON

The photographic survey used within this portion of the practicum was designed with the intention of evaluating the design guidelines contained within the Section 6, of the City of Richmond's Bylaw 7100, Schedule 2.4 (See Appendix 5, section 6). The guidelines within this section represent the predominant architectural and urban design characteristics found within different character areas of Steveston. The guidelines within the plan prescribe the criteria to be applied to all new development within the neighbourhood. There are guidelines for built form and character standards for the entire area, along with more specific guidelines for development permit areas⁹ (City of Richmond 1999b, 73). The intent of the guidelines is to "build upon Steveston's recognised strengths, preserving and enhancing the valued elements of its built form" (Ibid. 55).

This part of the practicum research will address the second research goal of this report:

Do the design guidelines for Steveston contribute to the unique character of Steveston as reflected in the preferences of the residents of the area?

⁹ Areas that have been designated under the *Local Government Act* as requiring issuance of a development permit prior to the commencement of any development.

7.1 Determining the Visual Preferences of Steveston Residents

A photographic survey was used to evaluate the design guidelines contained within Section 6, of City of Richmond Bylaw 7100, Schedule 2.4. The use of photographic surveys as an evaluative tool is common in planning and design research and evaluation (Kaplan, Kaplan and Ryan 1998, Nasar 1990 & 1994, Brower 1996, Nellessen 1994, and Stamps 1996).

Respondents were asked to indicate their preference for a number of scenes depicting different design components found within Steveston as described by the bylaw. Their preference for the scene was indicated on a five-point Likert type scale ranging from "not at all" to "very much". To ensure that the design component of the scene is being evaluated a coloured dot was placed next to the structure (Stamps 1994).

The selection of photographs used within this survey followed a two-part process. In the first stage the researcher identified several different design components that could easily or readily be assessed using graphic depictions. The design components chosen were sorted into two categories used by the City of Richmond, including landscape elements and architectural elements (See Appendix 5, section 6). Within the category of architectural elements three sub-classifications were chosen, including streetscapes, roofscapes, and windows and doors. The images selected represented several areas within Steveston including development permit areas.

The second stage of selecting the photographs included sorting and ranking. Two individuals were presented with 96 images containing design elements from Steveston (one individual with a design background and one without). The individuals were asked to separate all of the images into the four previously-noted categories. Once sorted they were then instructed to rank the photographs as to how well they depicted the design element(s). The researcher made note of the rankings and selected the top images that were common to both individuals. Enough highly ranked common images were obtained through the two screenings that subsequent screening efforts were not considered. Some images were specifically inserted to depict particular designs that the City of Richmond hopes to avoid, such as the substantial building setbacks found on Chatham Street.

The images were mounted on poster sized placards and respondents were given an answer key to indicate their preference for the scene (Appendix 2). Instructions on the placard asked respondents to indicate how much they liked the scene (Appendix 3).¹⁰ Specific design components were highlighted by a coloured sticker, and participants were asked to indicate their preference for the component within the scene (Stamps and Naser 1997).

¹⁰ Kaplan, Kaplan and Ryan (1998) asked respondents to rank their preference as 1 = not at all, 2 = a little, 3 = somewhat, 4 = quite a bit, 5 = very much. In contrast, Stamps and Naser (1997) used the phrase pleasantness, and asked respondents to indicate how 'pleasant' the scenes were. Stamps and Naser also suggest that the two words, for the purpose of this type of research, are interchangeable.

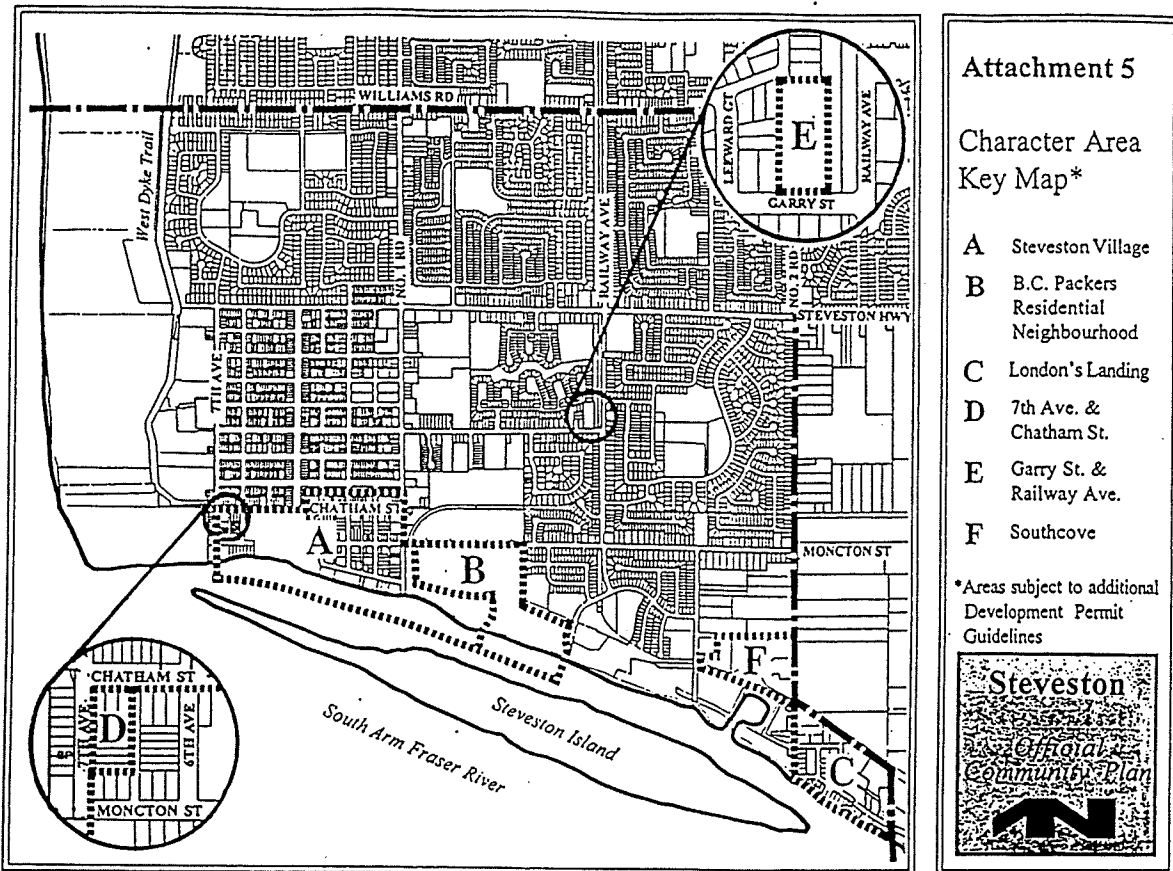
7.2 Survey Findings

A total of 117 respondents participated in the survey. Six respondents who participated in the first part of the survey either did not complete the photographic survey or their responses were discarded due to errors or omissions. The sample included 78 residents of the area and 32 non-residents. The composite results of the survey can be found in Table 6.

Table 6: Photographic Survey Findings

| | Composite Mean Score Preference | |
|--------------------------------------|--|----------------------|
| | 1 = not at all 2 = a little 3 = somewhat 4 = quite a bit 5 = very much | |
| | Residents (n=79) | Non-residents (n=32) |
| Card #1 – Streetscapes | | |
| Picture 1A | 3.6 | 3.4 |
| Picture 1B | 3.3 | 3.4 |
| Picture 1C | 2.7 | 3.5 |
| Picture 1D | 3.5 | 3.0 |
| Card #2 Roofscapes | | |
| Picture 2A | 2.0 | 2.5 |
| Picture 2B | 3.0 | 3.25 |
| Picture 2C | 3.7 | 3.6 |
| Picture 2D | 2.8 | 2.7 |
| Card #3 – Landscape | | |
| Picture 3A | 3.4 | 3.0 |
| Picture 3B | 4.0 | 4.0 |
| Picture 3C | 3.8 | 3.7 |
| Picture 3D | 4.4 | 4.1 |
| Card #4 – Windows & Doors | | |
| Picture 4A | 4.0 | 4.25 |
| Picture 4B | 4.1 | 4.1 |
| Picture 4C | 4.25 | 3.4 |
| Picture 4D | 3.1 | 3.1 |

Figure 6: Steveston Character Area Map



Original Adoption: March 15, 1999

Character Area Map - the areas indicated are subject to special development permit guidelines, an example of which can be found in Appendix 5, section 6 (Source: city of Richmond 1999b).

Streetscapes

The streetscape scenes, which participants were asked to evaluate were chosen for how well they depicted a number of design components within an area. In essence the street scenes represent the "special character" and "distinctive" quality that the city is trying to preserve and enhance (City of Richmond 1999b, 55). The development permit areas evaluated in this survey include the Steveston Village (A), Gary Street and Railway Avenue (E)

Avenue and Chatham Street (See Figure 6 – Character Area Map). In addition, two of the scenes represent residential streetscapes (multi-dwelling unit and single dwelling unit scenes) and two commercial streetscapes.

Overall, the composite mean score for each scene indicates that the participants “somewhat” prefer all of the scenes depicted. However, further analysis of each scene indicates some interesting discrepancies in this finding. For example, Picture 1A had almost equal composite scores for residents and non-residents. However, the most frequent response for residents indicated a preference of *quite a bit* (n=28) while non-residents indicated a preference of a *little* and *very much* with the same frequency. Overall the responses indicate a high level of preference for the scene with 56% of all respondents indicating a preference of *quite a bit* or *very much*.

Picture 1B, also showed comparable composite scores for residents and non-residents alike. The most frequent response for non-residents matched the composite preference of *somewhat* and the most frequent response for residents showed a higher level of preference with an indication of *quite a bit*. The median and average scores for both groups indicate *somewhat* of a preference for the scene, with only 49% indicating a high level of preference for the scene (*Quite a bit* or *very much*).

Non-residents and residents also disagreed on their preference for Picture 1C. The composite scores for this scene indicated that residents had a lower preference for the scene depicted than that of non-residents. The highest frequency of responses indicated that there was *somewhat* of a preference for

the scene (from both groups). However, 23% of residents indicated that they did not prefer the scene and an additional 18% indicated only *a little* preference for the scene. By comparison, 44% of non-residents indicated a high level of preference with responses of *quite a bit* or *very much*.

Unlike Picture 1C, which had a higher preference by non-residents, Picture 1D was most preferred by residents of Steveston. The image of single-storey, non-descript retail buildings garnered the highest number of responses indicating *quite a bit* of preference for the scene. In addition a total of 56% of residents indicate a high level of preference for the scene. By contrast, the composite average of non-resident surveys indicated a lower level of preference for the scene and the most frequent responses were polarised between *not at all* and *very much*.

Roofscapes

The area plan for Steveston identifies roofscapes as having a significant impact on the visual impression of a development or area. The pictures in this set were selected for how they represent different roof styles specifically identified in the area plan, including false-fronted commercial buildings, steep-pitched and gabled roofs, as well as flat roofs. It is of importance to note that the guidelines for roof, including, pitch and material, vary depending upon the character of the development area.

Picture 2A, depicting a modern two-storey commercial building in the Chatham Street Development Permit Area received a relatively low composite score indicating a lower level of preference for the scene. Residents and non-

residents both responded with the greatest frequency that they did not prefer the scene. Additionally, only 2 respondents indicated that they liked the scene *very much*.

Another picture that deserves special mention when analysing the responses is Picture 2D. Similar to Picture 2A, this scene received a relatively low level of preference. While the most frequent overall response indicated *somewhat* of a preference for the scene, one quarter of all respondents indicated that they did not prefer the scene.

Both Pictures 2B and 2C in this group received comparable composite scores from residents and non-residents indicating that there was *somewhat* of a preference for the scene. The most frequent response indicated from all respondents for Picture 2B indicated *somewhat* of a preference and the most frequent response for Picture 2C indicated *quite a bit* of preference for the scene.

Landscape Elements

The intent of the area plan is to ensure that new developments in Steveston incorporate landscape elements that “reinforce the importance of Steveston’s public realm, and enhance it as a green and pedestrian-oriented environment reflective of both its riverfront setting and its garden traditions” (City of Richmond 1999b, p.67: emphasis in original). With this intent the plan identifies public open spaces, street edges, private open spaces and trees and vegetation with specific guidelines. The images chosen within this set represent the Steveston Village Character Area (including the waterfront area) and 7th

Avenue at Chatham Street. Specifically, they focus on public open spaces and street edges.

All of the images presented in this set received comparable composite mean scores from residents and non-residents. Additionally, each group showed a relatively high level of preference for Pictures 3B and 3D. The image that showed the most discrepancy was Picture 3A. This scene depicts a street edge scene showing a cobble stone sidewalk with two mooring piles used as bollards. This scene indicated a slightly lower composite score amongst non-residents, with 25% of residents indicating that they did not have a preference for the scene.

Picture 3B received composite scores indicating that respondents showed quite a bit of preference for the scene. More than three-quarters of all respondents indicated a high level of preference for the scene with 79% of residents and 68% of non-residents indicating that they liked the scene *quite a bit* or *very much*. No respondents indicated that they did not like the scene.

Similarly, Picture 3D showed a high level of preference from both residents and non-residents. The most frequent response indicated by all respondents showed that they liked the landscape element *very much* (n=60). Further, 90% of all respondents indicate a high level of preference for the landscape element by liking it *quite a bit* or *very much*.

Windows and Doors

The final architectural elements evaluated in this survey were windows and doors. The images chosen included two commercial buildings and two residential buildings. In addition to specific guidelines contained within the development permit, or character areas, there are general guidelines for all new developments in Steveston. Within the category of architectural elements, windows and doors fall into guidelines of Exterior Walls and Finishes. Windows and doors were chosen for evaluation as they were considered to be more identifiable than some of the other elements (i.e. materials and trim). Most of the features evaluated could best be classified as facades of buildings, with the exception of specific window treatments such as dormers and canopies.

Picture 4A, showing a bay window in a recently constructed single dwelling unit received a high level of preference from both groups, with non-residents indicating that they like the element slightly more than residents. Almost three-quarters of residents indicated that they liked the element *quite a bit* or *very much* while compared to 80% of non-residents. Very few negative responses were received for this window treatment; only two resident respondents, and no non-residents, indicated that they did not like the element.

Picture 4B received identical composite scores from residents and non-residents. The highest frequency of resident and non-resident responses indicated that they liked the scene *very much*. No non-residents indicated that

they did not like the element and only two residents indicated a negative response to the scene.

Picture 4C of this group received the only contentious results when comparing resident preferences to those of non-residences. Residents of Steveston indicated a high level of preference for the element shown. The most frequent response for residents indicated that they liked the element *very much* and 85% of residents indicated that they liked it *quite a bit* or *very much*. In comparison the majority of non-residents indicated that they only liked the scene *somewhat*.

Picture 4D, depicting the window covering treatment on a commercial building received identical composite scores from residents and non-residents. The most frequent responses received for this element were that of liking it *somewhat* and *quite a bit* from residents and non-residents respectively. However, a large number of respondents, including 20% of non-residents indicated that they did not like the element. In total, approximately one-third of all respondents indicated that they liked the scene only *a little* or *not at all*.

7.3 Discussion

The results of the photographic survey used within this study indicate that, overall, there is a preference for the actual design characteristics of Steveston. There was an exhibited level of preference indicated for both residential and commercial scenes and the results seem to indicate the scenes which residents

are familiar with (and therefore the design characteristics) are more likely to have a higher preference.

An example of this is Picture 4C; residents ranked this scene with a high level of preference while non-residents were indifferent. On its own the design component is somewhat non-descript, a brightly coloured dormer (actually a lift) on an older building. However, for a resident who is familiar with the scene, the component stands out as being part of the old post office which is currently a museum and a designated heritage building. So while on its own accord, there may be little preference for the component, when it is considered within the context of the entire scene it becomes more significant. For the resident the context is that of an important landmark within Steveston and a highly visible connection to the area's history. Though not grand in stature the small facility provides a permanent reminder to the area's roots and helps to reinforce membership in the community.

Familiarity likely also plays a factor in the preference of residents for Picture 2A. The modern commercial building seemingly does little to contribute to the character of Steveston, a fact which is reflected by its low level of preference by most of the respondents. The Steveston Area Plan recognises that this building does not contribute in a positive way to the neighbourhood. The plan indicates that the this area on Chatham Street "lacks a strong sense of character, and is made to feel almost highway-like by its broad building setbacks, parking lots, lack of trees and wide road right-of-way" (City of Richmond 1999b, 88). The design guidelines for this area try to ensure that new developments

“promote a stronger sense of place and to enhance the area as part of the *Steveston Village* and the gateway to *Garry Point Park*” (Ibid. emphasis in original).

On its own a building might do little to add to the character of an area. However, when viewed as part of its surroundings the composite image may become the character of the area. An example of this is depicted in Picture 1D. The relatively non-descript row of single story commercial buildings seems to hold little visual appeal. However, many respondents indicated a fondness for the scene. Some of the comments received for this image seem to offer an explanation for this phenomenon. For example, one respondent provided the following reasoning “I like the low buildings in Steveston. Although not appealing to the eye (it) has (a) special quality because of relationships with retailers; the building doesn’t hold as much importance”. This raises two very important issues when reviewing design guidelines and design preferences within Steveston. The relationship that an individual may have with an area or building will influence their preference. Additionally, the history of the character area will influence an individual’s preference for the scene. The scene depicted here is one that all residents are familiar with and probably have a personal relationship with people who operate the businesses located there. As a result the buildings, though not necessarily appealing, are highly liked because they are embedded in the social and physical fabric of the community.

In contrast, Picture 1C, which was relatively well liked by non-residents, showed less than favourable results among residents. This likely has less to do

with the actual design of the facility than it has to do with the location of the building. The residential building is located in an area that was previously not developed for residential purposes and is located in close proximity to the popular Garry Point Park. Many residents may consider the development of this building as an encroachment of residential land use in areas that were typically industry-focused in the past. Today, this development still stands out as a pocket of residential land in an area that is zoned as industrial, though most of the land is only being passively used (primarily off-season storage) to support the fishing industry.

When the results of the survey are examined on an area basis somewhat different results seem to emerge. Pictures 1C, 2D, and 3B are all from the 7th Avenue and Chatham Street Character Area. As a whole the image attracted relatively low levels of preference (1A) as did the roofline (2D) while the street edge treatment scored quite highly. As previously mentioned, this is likely biased by how the residents value this area within the community, as opposed to the preference for the actual building. In essence it is likely that the building does not fit the character of the area. Possibly, if this building were being considered in the context of a different area, it would have a higher preference rating.

7.4 Summary

It is apparent when reviewing the findings from the photographic survey that there is a factor of familiarity, on the part of the respondents, to the scenery and structures that form the urban texture of Steveston. The images indicate that there is no one style that is indicative of Steveston, or the clear preference of Steveston residents; this should not be surprising. The intent of this portion of the case study was to evaluate how well the design guidelines within the area plan are liked by the residents of Steveston. Also considered within this framework were the opinions of non-resident visitors to the area. The results suggest that there is a preference for most of the guidelines contained within the plan. One area that failed to get the endorsement of respondents was the guidelines for the 7th Avenue and Chatham Street area.

The images tested in this chapter represent the predominant architectural and urban design characteristics found within different character areas of Steveston, as stated in Section 6 of the City of Richmond's Bylaw 7400, Schedule 2.4 (Appendix 5). The research shows that these characteristics are generally well-received and well-liked by both residents and non-residents. The stated objective for this section was to determine:

Do the design guidelines for Steveston contribute to the unique character of Steveston as reflected in the preferences of the residents of the area?

The findings suggest that the design guidelines reflect the preferences of the residents of Steveston. Further, the findings also suggest that people recognise the built form of Steveston as being integral to preserving the character and nature of the neighbourhood. This leads to the suggestion that people value the physical components of 'historic' Steveston for their utility and their role in supporting the sense of community that exists in the larger municipally defined neighbourhood of Steveston. The guidelines will help to ensure that future development is built in accordance to the preferences of residents. The conjunction of social aspects of community and the physical components of a neighbourhood are examined in more detail in the following chapter.

8. SENSE OF PLACE

Steveston is a beautiful small township with a lot of history. Keeping the heritage and fishing village look is a must! This is one of the many locations I bring my friends from visiting countries to. It is a great tourist spot because of its history (non-resident survey respondent).

8.1 Introduction

Today Steveston is very much a 'place' of contrasts. It is home to the working and evolving fishing industry, and the emerging and dominating tourism industry. One industry has evolved out of the other; as the economic role of fishing declines the importance of tourism escalates. However, tourism within Steveston has led to a sort of schizophrenia, for Steveston now has two personalities: the home-town that the resident experiences, and the quaint fishing village that visitors are attracted to.

While the previous two chapters examined the social aspects of Steveston (sense of community) and the spatial aspects of community (neighbourhood design) this chapter brings those concepts together to examine the socio-spatial aspects of community (sense of place). It is an observation of Steveston, in its totality, as a place. The experience of place, such as that offered by Terry Pindell(1995), is highly subjective and will undoubtedly reflect an observer's own values and preferences. To balance this apparent bias, the evaluation of Steveston as a place will also be based

on the salient planning literature on place-theory (See Chapter 3) and the findings of the two surveys.

8.2 Discussion

It is likely that a sense of community can exist independently of a sense of place. However, based on the literature on place and community it is improbable that a true sense of place could exist without a sense of community¹¹. While sense of place will reinforce a local sense of community at the neighbourhood level. Sense of community is likely a prerequisite for a sense of place. The design of a neighbourhood will influence the nature of the “neighbouring” and contribute to sense of community, which in turn, through the broader community, influences a sense of place on a grand scale.

The following discussion is structured around the categories provided by Terry Pindell in his evaluation of different places throughout North America. Pindell rated the places he visited by giving each of his criteria a score out of five and then comparing the results (Pindell 1995). Such a comparison could only be subjective, and rating Steveston using these guidelines would offer little benefit. My evaluation of Steveston will

¹¹ Proponents of neo-traditional designs make claims of their ability to build a sense of place. However, in practice many have lacked a true sense of place due to their inability to create a sense of community. They often only provide the physical infrastructure that could promote a sense of place but fail to make the link between space and place thereby failing to create socio-spatial communities (Graham and Healey 1999).

use the same criteria as Pindell, but offer only three rankings; pass, fail or needs improvement. A passing grade indicates that the criteria for place have been met. A rating of "needs improvement" means that some of the criteria are met, but that minor improvements are needed, while a failing grade means that none of the criteria have been met or that significant steps need to be undertaken to meet the criteria. The categories include; **cheers**, **foot**, **cake**, **someplace** and **fudge**.

Cheers

Cheers is the "social libido" of a place and is described as being the presence or abundance of "third places" (Pindell 1995, 15). Oldenburg described third places as being areas that allow for informal social interaction and that are inclusive and local in nature. It is apparent upon first glimpse that there are several third-places within Steveston. The difficulty comes in finding gathering places that are both *inclusive* and *local*. It is likely that being inclusive and local means that it is inclusive to both locals and visitors, while being local in nature means that it serves as an important gathering place within the community or neighbourhood.

Many of the survey respondents indicated that they often meet friends at businesses within Steveston to socialise. Establishments where they are likely to do this, include; the Steveston Hotel, the Legion and O'Hare's Pub. However, until recently the Legion was not typically considered to be inclusive in nature. The importance of many of these places is that they have the

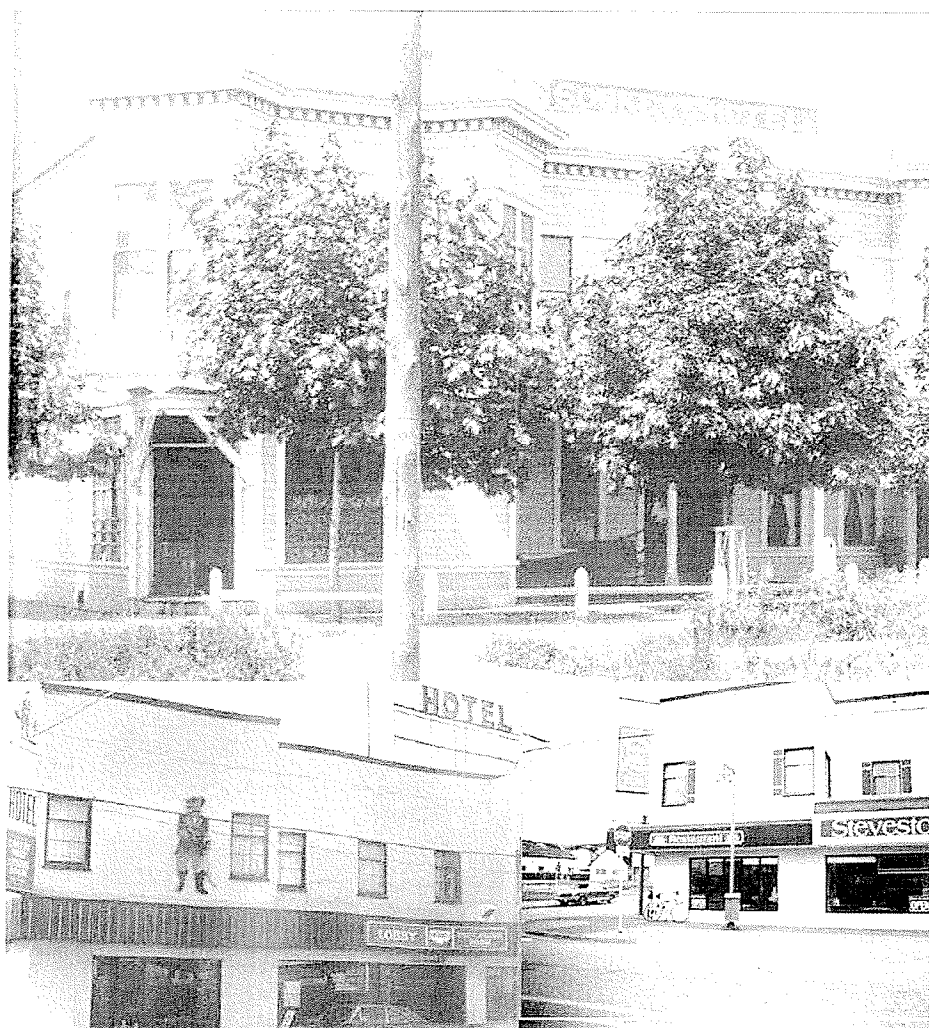
ability to bridge generations and appeal to a wide variety of people. It is not uncommon to be having a meal at the Steveston Hotel and to overhear snippets of conversation from local politicians, fishermen, tourists, families or any variety of other groups; the point being that the establishment is both *inclusive* and *local* in nature. While at different times different establishments may meet either of the requirements of inclusiveness or locality, the Steveston Hotel stands out as being both at all times.

The downtown area of the Steveston Village offers wide sidewalks that invite people to stroll. There are several areas where a person can sit on a public bench and people-watch. There are also a few cafes that offer sidewalk seating. The design characteristics evident in the downtown area of the village promote walkability (see Foot) but also allow for greater opportunity for casual face-to-face interaction among neighbourhood residents and visitors. The abundance of local businesses offers a great opportunity for casual interaction by residents. This is confirmed by the fact that 93% of study respondents indicated that they frequent local businesses.

Foot

One of the elements that all of the literature on place seems to have in common is an emphasis on the walkability of a place and therefore a reduced reliance on the automobile. Oldenburg advises that, to promote walkability, a place needs to be convenient, and the necessities of life need to be available nearby in a compact area.

Figure 7: The Steveston Hotel



The Steveston Hotel – 1910 – 1977 – 2000 (counter-clockwise from top). The Sockeye Hotel, now known as the Steveston Hotel. In an effort to improve its image the pub changed its name from the Buccaneer, to the Buck and Ear (it has also been known as the Third Avenue Pub). It is still commonly referred to as the "buck".

The relatively compact form of the Steveston Village would lead to the impression of walkability and a favourable rating for the *foot factor*. It quickly becomes apparent when navigating the core area of the village that walking is the most convenient and the quickest way of getting around. However, it may not necessarily be the safest way. The streets that cross No. 1 Road pose

the greatest challenge, as does Moncton Street in front of the community centre. During the survey the intersection at No. 1 Road and Moncton Street was mentioned as being an unsafe area within the neighbourhood. No responses were solicited on this topic, so it can be assumed that this is considered vital to some (many?) residents.

While the core area of the Steveston Village seems to be well designed, having wide sidewalks, street oriented buildings and plentiful crosswalks, the traffic activity around the edges of the village can make this option daunting. At the same time, the volume of traffic makes the option of walking all the more attractive. During the course of this study respondents suggested that Moncton Street, from No. 1 Road to Third Avenue, should be closed to traffic and transformed into a pedestrian boardwalk. This may improve the walkability of the area, but it overlooks the fact that the village is still a service centre for the commercial fishing fleet. Closing the main street in the Steveston business centre area could have a deleterious impact on these businesses, and should be approached cautiously.

Cake

The combination of natural elements and natural beauty with urban elements such as cultural amenities is critical in creating good places to live. This is reinforced by Beatley and Manning (1997) who state that ecological places do not need to sacrifice natural areas for higher densities.

An important cultural amenity in the neighbourhood is the Steveston Community Centre. It could be argued that the Steveston Community Centre

plays an important role as a third-place; however, at most times of the year it would not likely be viewed as being *inclusive*. While not being a third-place, the Steveston Community Centre is one piece of the overall 'cake'. This is a place where individuals will go for any number of reasons. The Centre meets the needs of a number of residents: there is a fitness centre, a library, a day-care, a cultural centre, sports activities, and a community police office, all in one campus-like setting. The centre offers endless opportunities for the casual and informal interaction of members of the community. Participation in events at the Centre promotes membership in the community. The opportunity for unplanned social interaction, which can occur at the centre, contributes to the sense of place that residents feel for Steveston.

The abundance of parks in Steveston, including the park at the Steveston Community Centre and Garry Point, combined with the scenic vistas offered along the Steveston waterfront are 'the icing' on the cake when experiencing Steveston. In addition, the trail system along the dyke links the village area to many of the surrounding neighbourhoods and to the rest of Richmond (See Map 3 Appendix 4).

Someplace

This factor is the character and uniqueness that sets one place apart from another. This is the factor that gives an area its identity. It is the factor that allows a place to emerge from being a *nowhere* and establish itself as a *somewhere*. According to Pindell this is the factor that prevents a place from becoming an "anyplace". There is no shortage of character in Steveston. The

literature points to the architecture and history as being major criteria for establishing an area as a someplace. However, in Steveston a major contributor to the someplace factor is also the fishing activity indicative of the area.

While the eclectic architecture contributes to the character of the area, the function of the buildings is an important contributor to uniqueness and the diversity of the area. In the village there is: a lumberyard, on the main street; a machine shop, next to a dance gallery; and a hotel beside a net storage area. In other words, the village serves a wide variety of functions as an intermixture of land uses, rather than a series of segregated zones, and each land-use contributes to the character of the area.

Another criteria for a 'someplace' is the history of the area. Steveston has capitalised on its history and this has contributed to the special emotional connection that residents feel to the area. Additionally, the thematic reference to this history throughout the village allows for the creation of a someplace. The historic preservation of Steveston as a community and the marketing of that history to establish the area as a someplace began with residents of the area. Today the Steveston Historical Society operates the museum at the Steveston Post Office and the Gulf of Georgia Cannery is now a National Historic site operated by Parks Canada. These institutions have been a response to residents' perception that they have a 'someplace' and become a rallying point for increasing the community's capacity to enhance its own 'someplace' factors. The institutions strengthen the connection of the

place to its history and help to ensure that the place will continue to be a 'someplace' for future generations.

Fudge

Fudge is the unanticipated surprise that one can experience in a place.

In Steveston one needs only to stroll along the public dock on a Sunday morning, or to go to Garry Point on a lazy summer afternoon to experience the special surprises that Steveston can yield. The 'fudge' factor is unique to each individual, good places will set the stage in order to allow for the greatest variety of surprises. Residents and visitors are likely to find their own surprises. For some this could be encountering a friend from another street, or socialising with a neighbour while buying fresh fish from a local fisherman at the public dock. For others it could be enjoying a bon-fire while watching the sun set at Garry Point. The more time you spend in Steveston the more likely you are to find your own surprises.

8.3 Summary

Steveston appears to be an area with two identities – the Steveston that residents experience, and the one that visitors experience. There is a symbiotic relationship between the two phenomena. That Steveston has a strong sense of place is apparent; what is also evident is that the physical and social infrastructure of Steveston contributes to this sense of place. However, much of what makes Steveston a place is possible due to the revenue and

interest generated by visitors. On the other hand, much of what draws visitors to the area, at least initially, is the unique character of the area due to its strong sense of community.

Third-places, walkable streets and areas that promote casual interaction among residents also promote the sense of community among residents (For instance, meeting with friends at the Steveston Hotel, window shopping on Moncton Street, or having an ice cream at the boardwalk along the waterfront). McMillan and Chavis (1986) offered the *contact hypothesis* to suggest that the more opportunity residents have to interact informally, the greater the sense of community would be. Insofar as the built environment can provide opportunities for contact to happen, fostering the local sense of community creates sense of place.

Steveston's location, on the outer edge of the Fraser River delta, combined with the protection of and access to parks, allows residents to "have one's cake and eat it too" (Pindell 1995; 15). However, as Steveston is an attractive place to live for these reasons it will continue to experience the pressure of growth. Those advocating for development will need to be cognisant of the factors that make this place different and *Cake* is one of these factors. It will not be sufficient to simply protect existing cultural and natural amenities. Consideration needs to be given to ensuring that new

cultural amenities are developed to reflect the values of new residents and to exploring new opportunities to share the natural amenities.

Steveston is a someplace. The character of the area, which is rooted in the history of the area, is one of the factors which sets Steveston apart from other areas. In other words, the history of the area has been tangibly interwoven into the fabric of the neighbourhood. The result is the special and unique character that helps make Steveston a someplace. The character of the area arises out of the combination of, a working fishing service centre and a rich heritage site. Together, these factors make Steveston attractive to visitors and residents.

The final task of this case study was to consider Steveston as a place and to answer the following research question:

- Is Steveston a distinct 'place' and can it be considered a good 'place'?

The findings from this research indicate that Steveston is a distinct place and is considered to be a good place, by residents and visitors alike. The criteria

for making this determination are outlined above and based on the findings of this study, Steveston receives the following ratings:

| Factor | Criteria | | Overall Rating |
|---|---|-------------|---|
| | <ul style="list-style-type: none"> ✘ Major Improvements Required ✓ Pass* • Minor Improvements Required | | |
| Cheers | Third Places Face-to-face interaction Informal gathering places | ✓ ✓ ✓ | Pass* |
| Foot | Walkability Convenience Street Life | ✘ ✓ • | Needs improvement: The intersection of No. 1 Road and Moncton Street was specifically indicated by respondents as being problematic. |
| Cake | Natural landscapes Unsorted places Human environment fit | • ✓ ✓ | Pass: The linkages between the upland residential area and natural landscapes could be enhanced. Future developments, especially along the waterfront should increase access to natural lands. |
| Someplace | Identity Emotional Connection | ✓ ✓ | Pass: Future development in the neighborhood should be guided in a way that is sensitive to the history and identity of the area. |
| Fudge | Unanticipated surprises | ✓ | Pass* |
| *A pass rating means that the factor met the criteria as set out in the literature, however there is still room for improvement and a concentrated effort needs to be made to preserve what is already there. | | | |

9. SUMMARY AND CONCLUSIONS

9.1 Planning Goals and Objectives

This practicum began with a review of the stated goals for planning efforts within Steveston. These goals constituted the guiding framework for this evaluation. The goals of the Steveston Area Plan (Bylaw 7100, Schedule 2.4) are as follows:

The goal of the Steveston Area Plan is to create a vibrant Steveston community by managing residential, commercial, industrial and community uses, in a way that will:

- Enhance the home-port and fishing village character;
- Be sensitive to the area's history; and
- Balance the unique needs and character of the waterfront, upland residential community and Steveston Business Centre.

(City of Richmond 1999b, Pg. 7)

The City of Richmond developed the goals of the Area Plan with contributions from the Steveston Waterfront Working Committee, comprised of a small group of neighbourhood stakeholders. The Area Plan sets out an overall community vision for the area of Steveston, then identifies a number of policies to guide land use in the area. The plan also contains provisions for implementing and monitoring the policies. This practicum did not evaluate policies within the plan, nor monitor the implementation of them. Rather, this practicum focused on evaluating the goals of the plan and the representation of the neighbourhood's values. The goals of the plan are the vision that is

used as the plan evolves; the goals reflect the unique needs of the neighbourhood. As we learn from Hodge, the planning process must "make a concentrated effort to tie land development to community goals" (1998, p.306).

The Area Plan, most recently reviewed by Council in 1999, contains provisions for a major review every five years. Additionally, the plan calls for continual monitoring and an annual review, as necessary. The evaluation of the goals of the plan, such as was done in this study, should be a preliminary step in any major review of the plan. Moreover, the information gained from this study could assist in creating relevant policies. Determining the relevance of goals sets the stage for subsequent analysis, policy development and evaluation (Vining and Boardman 2001).

Finally, this evaluation considered the goals of the Official Community Plan and its focus on neighbourhood planning. According to the OCP, planning objectives and policies within Richmond's neighbourhoods should be based on:

- Strengthening the **sense of community** in Richmond Neighbourhoods;
- Maintaining and enhancing the **unique character** of individual neighbourhoods;
- Improving the **choices for housing** within the neighbourhoods as residents' needs change;
- Improving the choices for **meeting daily needs** within the neighbourhood; and
- Improving the **walkability and access** to community amenities, facilities and services (*Richmond Official Community Plan, 1999 p.29; emphasis in original document*).

Identifying the official goals for planning in the neighbourhood assisted in the development of research goals and objectives, including the evaluation criteria.

9.2 Reflections on Research Design

Sense of Community Survey

Recently several researchers have embraced the concepts of McMillan and Chavis (1986) and Glynn (1981, 1986) and have applied the theory of sense of community to planning practise (Cochrun 1994, Enns and Wilson 1999; Nasar and Julien 1995; and, Talen 1999). The results from the case study suggest that a strong sense of community exists in Steveston. Future studies could focus on the specific interactions that occur in the area, to try and discover the nature of the sense of community that exists there.

Specific questions could be developed to learn how individuals interact with others in their neighbourhood, and how important this is to them. Additionally, questions could be designed to learn about their personal involvement in the community, such as through volunteer efforts, and to look at the role that this involvement plays in the long-term viability of sense of community in this place.

One of the limitations that the survey method employed in this study may have is that it was conducted during a high profile community event. Among the participants of the survey were volunteers at the festival who may have a stronger than average sense of community. It is unknown how many

of the respondents were also volunteers; they were in the minority, but it does merit recognition when observing the composition of the sample. Additionally, the sample seems to be in favour of long-time Steveston residents. This study did not include multivariate analysis to compare the results based on duration or location of residency, but future studies should consider this.

Photographic Survey

Photo surveys have been used by several researchers who have established the validity of the research tool (Kaplan, Kaplan and Ryan 1998; Nasar 1990 and 1994; Brower 1996; Nelessen 1994; and Stamps 1996). However, during the course of this practicum several problems arose, which indicate limitations to this form of consultation. Among these is the time and resources necessary to conduct a photographic survey. The photo-survey took longer to conduct than had been anticipated or experienced during pre-testing, due to: not being able to accommodate enough respondents at one time given the limited space and resources. The final challenge to conducting research in this manner was the high winds which proved quite effective at dispersing surveys, pens, picture cards and anything else not firmly secured.

At the same time, respondents appeared to enjoy this portion of the research, often discussing the merits of different images and scenes. Additionally, the visual nature of the survey attracted attention and interest to participate. Some individuals chose to examine the picture cards and corresponding materials within the kiosk, while at the same time declining to participate in the study. Future use of photographic surveys would be

encouraged, given a means of broadcasting the images to a larger group of people, perhaps by using a slide show (possibly in a focus group setting).

9.3 Recommendations

Information from photo surveys done within the neighbourhood of Steveston could assist in development permit approval in Richmond. Specifically, information on residents' design preferences can be used to help streamline approval processes. Future consideration should be given to evaluate existing and potential designs to determine specific design trends that are preferred by residents. There exists a considerable amount of literature on different forms of review, be it administrative or discretionary. Recurring neighbourhood photographic surveys, as part of a monitoring and review process, could guide these reviews. Further monitoring within this neighbourhood could seek to evaluate recently approved projects and to see how closely they follow the design guidelines for their area.

This study focused on an evaluation of the goals of the Steveston Area Plan. As part of the plan-making process, the evaluation of goals is a necessary first step before any major review of land use policies. Future consideration should be given to analysing how the Sub Area Plan evolves, specifically this should include a review of any changes that have been necessary and to determine how these might reflect changing values and preferences within the neighbourhood. Investigating the nature of changes to

the Sub Area Plan will help to identify potential problems with the implementation of the planning vision.

Neighbourhood events like the Steveston Salmon Festival play a significant role in creating a sense of community and a sense of place. Similarly, associations such as the Steveston Community Society, responsible for organising the Salmon festival and operating the community centre, make un-measurable contributions to community organising and "unofficial" community planning. When these events grow beyond the neighbourhood level they can place a burden on the social structures that have provided for them. As a result there is a risk that the task of running such an event through a network of neighbourhood volunteers can be deemed as too daunting of a task. Local government infrastructure and support should continue to be provided to assist neighbourhood volunteers in organising and running these events and contribute to the "unofficial" community planning that is occurring.

9.4 Summary

Concepts of *community* and *place* are important factors in creating places where people want to live. This study evaluated efforts made by the City of Richmond in the Steveston Area Plan: Bylaw 7100, Schedule 2.4, in promoting these concepts. Many areas that have experienced significant population growth in the post-war era have been developed in a way that is heavily auto-dependent and generally lacking a solid grounding in the area's

history. The lack of character in many neighbourhoods in Richmond has prohibited the cultivation of community values and resulted in places without a sense of vitality and vibrancy (Pindell 1995, Kunstler 1996). As a result, this form of development has contributed to creating spaces, which fail to offer the social and physical infrastructure that makes people want to live there. The trend that has emerged is a North American population that is not rooted in place, and as a result, having mobility patterns that see one in five households moving annually (Pindell 1995). Additionally, the demand for new places to live is contributing to the consumption of approximately one million acres of undeveloped land annually in North America (Langdon 1994).

Cultivating and promoting neighbourhoods with a strong sense of community, and a strong sense of place, leads to stable and dynamic places to live. A cohesive community is one that is a liveable place, which entices residents to stay in place and allows people to enjoy a quality of life that meets their needs. Additionally, a community with a strong sense of itself is better able to overcome obstacles or crises that it may be challenged with. Neighbourhood planning efforts in Steveston, which are intended to strengthen the sense of community in the area and promote the area as a unique and special place, help to inoculate Steveston from becoming an 'anywhere' or 'nowhere' within the burgeoning Greater Vancouver metropolitan area.

This practicum was an evaluation of planning goals for Steveston, within the framework of the Steveston Area Plan and the OCP. The central

question of the study was to help determine the relevance of area plan-making to a neighbourhood vision representing the values and preferences of the people in the area. To accomplish this the guiding goals of both the OCP and the Steveston Area Plan were reviewed. As a result of this review three strategic objectives were identified to guide the evaluation in this case. These objectives were:

- Based on the literature and evaluative scales available, is there a strong 'sense of community' present amongst the residents of Steveston?
- Do the design guidelines for Steveston contribute to the unique character of Steveston as reflected in the preferences of the residents of the area?
- Is Steveston a distinct 'place' and is it considered to be a good 'place'?

The results of the research suggest that there is a strong sense of community within Steveston. Additionally, it indicates that the design guidelines for the area positively contribute to the unique character of the Steveston, and are aligned with the preferences of the residents. A strong sense of community in Steveston, and neighbourhood designs that are valued by residents and visitors, results in the creation of an area with a strong sense of place.

Community and neighbourhood planning can be a means to create liveable places that reflect local values and preferences. Further, the expression of values through social structures and the built environment can lead to a reinforcement of a sense of community and the creation of a sense of place. Social structures lead to the reinforcement of a community of

interest and assist in the socio-spatial construct of a place. The physical design of a neighbourhood can both inhibit and promote a sense of place, while both physical and social factors contribute to building a stronger sense of community. Accordingly, it can be concluded that Steveston has been well-served by a formal planning vision that responds to the unique needs of the area and reflects the values of the people who reside there.

BIBLIOGRAPHY

- Alexander, C, et al (1977) *A Pattern Language: Towns, Buildings, Construction* (New York: Oxford University Press)
- Beatley, T. and Kristy Manning (1997) *The Ecology of Place: Planning for Environment Economy, and Community* (Washington D.C.: Island Press)
- Bookchin, Murray (1987) *The Rise of Urbanization and the Decline of Citizenship* (San Francisco: Sierra Club Books)
- Brower, Sidney (1988) *Design in Familiar Places: What Makes Home Environments Look Good* (New York: Praeger Press,)
- Brower, Sidney (1996) *Good Neighbourhoods; A Study of In-Town and Suburban Residential Environments* (Westport, Connecticut: Praeger Press)
- Casella, Sam (1993) "A Quantum Response to Non-Euclidean Planning" in *Journal of the American Planning Association* (Vol. 59, No. 4, pg. 485)
- Chavis, David et al (1986) "Sense of Community Through a Brunswick's Lens: A first look" in *Journal of Community Psychology* (Vol. 14, No. 1, pp. 24-40)
- Christensen, Larry (1994) *Experimental Methodology* (Toronto: Allyn and Bacon)
- City of Richmond (1999a) Richmond Official City Plan
- City of Richmond (1999b) Steveston Sub Area Plan: Bylaw 7100 Schedule 2.4
- City of Richmond (2001) Steveston Planning Area Profile, online resource located at, <http://www.city.richmond.bc.ca/discover/facts/areas/steveston.htm>. Last accessed March 26, 2001
- Cochrun, Steven (1994) "Understanding and Enhancing Neighbourhood Sense of Community" in *Journal of the American Planning Association* (Vol. 9, no. 1 pp. 92-100)
- Distasio, Jino (1997) *Neighbourhood Evolution in Winnipeg: An Analysis of Riverview and Lord Roberts* Unpublished Master's Thesis (Winnipeg: University of Manitoba)
- Dube, Matthew and Russell Smith (1999) "Don't Dream It. See It: Desktop Simulation Comes to Main Street" in *Planning* (July 1999, pp. 20-22)
- Enns, Cherie and Jennifer Wilson (1999) "Sense of Community and Neighbourliness in Vancouver's Suburban Communities: The Picket Fence Project" in *Plan Canada* (Vol. 39, No. 4, pp. 12-15)
- Friedmann, John (1987) *Planning in the Public Domain: From Knowledge to Action* (Princeton NJ: Princeton University Press)
- Friedmann, John (1993) "Towards a Non-Euclidean Model of Planning" in *Journal of the American Planning Association* (Vol. 59, No. 4, pp. 482-485)
- Glynn, Thomas (1981) "Psychological Sense of Community: Measurement and Application" in *Human Relations* (Vol. 34, No. 7, pp. 789-818)
- Glynn, Thomas (1986) "Neighbourhood and Sense of Community" in *Journal of Community Psychology* (Vol. 14, No. 4, pp. 341-352)
- Graham, Stephen and Patsy Healey (1999) "Relational Concepts of Space and Place: Issues for Planning Theory and Practice" in *European Studies* (Vol. 7, No. 5)
- Gusfield, J.R. (1975) *The Community: A Critical Response* (New York: Saunders)
- Hall, Peter (1999) "The Future Planning of City Regions" in *City Visions: Imagining Place, Enfranchising People* edited by Frank Gaffkin and Mike Morissey (London: Pluto Press)
- Hiss, Tony (1990) *The Experience of Place: A new way of looking at and dealing with our radically changing cities and countryside* (New York: Vintage Books)
- Hodge, Gerald (1998) *Planning Canadian Communities: An Introduction to the Principles, Practice, and Participants* 3rd Edition (Toronto: ITP Nelson)
- Hodge, Gerald (1999) *Redeeming Place*, presentation to the Canadian Society of Landscape Architects 1999 Congress
- Jacobs, Allan and Donald Appleyard (1996) "Towards an Urban Design Manifesto" in *The City Reader*, edited by Richard T. Legates and Frederic Stout (New York: Routledge)
- Jacobs, Jane (1961) *The Death and Life of Great American Cities* (New York Random House Inc.)

- Jones, Bernie (1990) *Neighbourhood Planning: A Guide to Citizens and Planners* (Chicago: Planner's Press)
- Kaplan, Rachel, Stephen Kaplan and Robert Ryan (1998) *With People in Mind: Design and Management of Everyday Nature* (Washington D.C.: Island Press)
- Kunstler, James Howard (1994) *The Geography of Nowhere: the rise and decline of America's man-made landscape* (New York: Simon & Schuster)
- Kunstler, James Howard (1996) *Home From Nowhere: Remaking our Everyday World For the 21st Century* (New York: Simon & Schuster)
- Langdon, Philip (1994) *A Better Place to Live: Reshaping the American Suburb* (Amherst: University of Massachusetts Press)
- Legates, Richard and Frederic Stout (1996) *The City Reader* (New York: Routledge)
- Lynch, Kevin (1960) *The Image of the City* (Cambridge, Ma.: The MIT Press)
- McMillan, David and David Chavis (1986) "Sense of Community: A Definition and a Theory" in *Journal of Community Psychology* (Vol. 14, No. 1, pp. 6-23)
- Michelson, William. (1991), "Cities and Urbanization", in *The Social World* edited by Lorne Tepperman (Toronto, McGraw-Hill Ryerson Ltd.)
- Nachmias, Chava and David Nachmias (1992) *Research Methods in the Social Sciences* (New York: St. Martins Press)
- Nasar, Jack and David Julien (1995) "The Psychological Sense of Community in the Neighbourhood" in *Journal of the American Planning Association* (Vol. 61, no. pp. 178-185)
- Nasar, Jack and Kym Jones (1997) "Landscapes of Fear and Stress" in *Environment and Behaviour* (Vol. 29, no. 3, pp. 291-324)
- Nasar, Jack and Peg Grannis (1999) "Design Review Reviewed; Administrative versus Discretionary Methods" in *Journal of the American Planning Association* (Vol. 65, no. 4, pp. 424-433)
- Nasar, Jack and Xiaodong Hong (1999) "Visual Preference in Urban Signscapes" in *Environment and Behaviour* (Vol. 31, No. 5, pp. 671-691)
- Nasar, Jack L. (1990) "The Evaluative Image of the City" in *The Journal of the American Planning Association* (Vol. 56, no 1, pp. 41-54)
- Nasar, Jack L. (1994) "Urban Design Aesthetics: The Evaluative Qualities of Building Exteriors" in *Environment and Behaviour* (Vol. 26, No. 3, pp. 77-401)
- Nasar, Jack L. (1997) *The Evaluative Image of the City* (Sage Publications: London)
- Nelessen, Anton Clarence (1994) *Visions for a New American Dream: Process, Principles and an Ordinance to Plan and Design Small Communities* (Washington, D.C.: American Planning Association)
- Oldenburg, Ray (1997) *The Great Good Place*, 2nd ed. (New York: Marlowe)
- Patton, Michael Quinn. (1990) *Qualitative Evaluation and Research Methods*, 2nd ed. (Newbury Park, CA: Sage Publications)
- Park, Robert and Ernest Burgess (1996) "The City" in *The City Reader*, edited by Richard T. Legates and Frederic Stout (New York: Routledge)
- Pindell, Terry (1995) *A Good Place to Live: America's Last Migration* (New York: Henry Holt & Co.)
- Schneekloth, Lynda (1998) "Unredeemingly Utopian; Architecture and Making/unmaking the World" in *Utopian Studies* (Vol. 9, no. 1, pp 1-25)
- Schneekloth, Lynda and Robert Shibley (1995) *Placemaking: The art and practise of building communities* (New York: Wiley)
- Seelig, Michael and Julie Seelig (1995) "Bringing Housing Back into the Urban Equation: Home the Heart and Some Practical Considerations" in *Home Remedies: Rethinking Canadian Housing Policy*, George Fallis, editor (Toronto: C.D. Howe Institute)
- Sewell, John (1994) *Houses and Homes: Housing for Canadians* (Toronto: James Lorimer & Co.,)
- Stacey, Duncan and Susan, (1994) *Salmonopolis: The Steveston Story* (Madiera Park BC.: Harbour Publishing Co.)

- Stake, Robert E. (1995) *The Art of Case Study Research* (London: Sage Publications)
- Stamps, Arthur E. III and Jack Nasar (1997) "Design Review and Public Preferences: Effects of Geographical Location, Public Consensus, Sensation Seeking, and Architectural Styles" in *The Journal of Environmental Psychology* (Vol. 17, pp. 11-32)
- Stamps, Arthur E. III (1994) "All Buildings Great and Small: Design Review From High Rises to Houses" in *Environment and Behaviour* (Vol. 26, No. 3, pp. 402-420)
- Stamps, Arthur E. III (1999a) "Demographic Effects in Environmental Aesthetics: A Meta-Analysis" in *Journal of Planning Literature* (Vol. 14, no. 2, pp. 155-175)
- Stamps, Arthur E. III (1999b) "Physical Determinants of Preference for Residential Facades" in *Environment and Behaviour* (Vol. 31, No. 6, pp 723-751)
- Statistics Canada (2000) *1996 Census – Custom Tab No. GO0334*, made available by Housing Policy Branch, Ministry of Social Development and Economic Security, Province of British Columbia.
- Vining, Aidan and Tony Boardman (2001) *Practical Applications of Multi-Goal Analysis*, Course material, February 1, 2001 Dunsmuir Lodge, Sydney BC (This course was offered to policy analysts with the Province of BC. Tony Boardman is a professor in the School of Commerce at the University of British Columbia and has authored a number of books and articles on cost benefit and policy analysis. Aidan Vining is a professor in of Business Administration at Simon Fraser University and has published several books on public policy analysis).

APPENDIX 1: SURVEY QUESTIONNAIRE

SECTION 1: QUESTIONNAIRE

The following questions are intended to determine sense of community and levels of neighbouring present in the community of Steveston. The survey is intended for residents of Steveston. **If you are not a resident of Steveston please proceed to section 2 of this survey.** If there are any questions in the following section of this survey that you do not feel comfortable answering you may respond with a neutral answer or skip the question. **Please do not write on this sheet. Mark all your answer choices on the response sheet provided.**

1. I am quite similar to most people who live in Steveston.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

2. If I feel like talking, I can generally find someone in my neighbourhood to talk to right away.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

3. I do not care whether Steveston does well.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

4. The police in Steveston are generally friendly.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

5. People here know they can get help from others in Steveston if they are in trouble.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

6. My friends in Steveston are part of my everyday activities.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

7. If I am upset about something personal there is no one in Steveston to whom I can turn.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

8. If there were a serious problem in Steveston, the people here could get together and solve it.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

9. If someone does something good for Steveston, that makes me feel good.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

10. If I had an emergency, even people I do not know in Steveston would be willing to help me.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

11. I have no friends in Steveston on whom I can depend.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

12. I am aware of the history of Steveston.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

13. The history of this Steveston is important to me.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

14. I often frequent the businesses within Steveston.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

15. I meet friends at businesses within Steveston to socialise.

a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

16. Public areas and parks within Steveston are important to me.

- a) strongly agree b) agree c) neutral d) disagree e) strongly disagree

17. How long have you lived in Steveston?

- a) 0-2 years
b) 3-5 years
c) 6-10 years
d) 10-15 years
e) more than 15 years

How long do you expect to live in Steveston?

- a) 0-2 years
b) 3-5 years
c) 6-10 years
d) 10-15 years
e) more than 15 years

Section 1 is now complete, please proceed to section 2 on the next page.

Section 2: Photographic Survey

For EACH of the photographs please indicate how much you like the scene that is presented. When a particular part of the scene is highlighted (with a coloured sticker) consider your preference for the given component within the scene. **The more you like the scene the higher the number you would circle for each picture on every card.**

Preference:

1. Not at all.
2. A little.
3. Somewhat.
4. Quite a bit.
5. Very much.

Card 1: Street Scenes

Please indicate your preference for the indicated scene by circling the appropriate number.

| | | | | | |
|------------|----|----|----|----|----|
| Picture A: | 1. | 2. | 3. | 4. | 5. |
| Picture B: | 1. | 2. | 3. | 4. | 5. |
| Picture C: | 1. | 2. | 3. | 4. | 5. |
| Picture D: | 1. | 2. | 3. | 4. | 5. |

Card 2: Roofscapes

Please indicate your preference for the indicated building components by circling the appropriate number.

| | | | | | |
|------------|----|----|----|----|----|
| Picture A: | 1. | 2. | 3. | 4. | 5. |
| Picture B: | 1. | 2. | 3. | 4. | 5. |
| Picture C: | 1. | 2. | 3. | 4. | 5. |
| Picture D: | 1. | 2. | 3. | 4. | 5. |

Card 3: Landscape Elements

Please indicate your preference for the indicated landscape features by circling the appropriate number.

| | | | | | |
|------------|----|----|----|----|----|
| Picture A: | 1. | 2. | 3. | 4. | 5. |
| Picture B: | 1. | 2. | 3. | 4. | 5. |
| Picture C: | 1. | 2. | 3. | 4. | 5. |
| Picture D: | 1. | 2. | 3. | 4. | 5. |

Card 4: Windows and Doors

Please indicate your preference for the indicated building components by circling the appropriate number.

| | | | | | |
|------------|----|----|----|----|----|
| Picture A: | 1. | 2. | 3. | 4. | 5. |
| Picture B: | 1. | 2. | 3. | 4. | 5. |
| Picture C: | 1. | 2. | 3. | 4. | 5. |
| Picture D: | 1. | 2. | 3. | 4. | 5. |

Section 3

Attached to the first page of your response sheet is a small sticker. Please detach it and adhere it to the large map of Steveston in the approximate area of your household.

Please deposit your completed response sheet in the drop box, or return it to one of the researchers.

Thank you for your time and consideration in participating in this research project. Your contribution is greatly appreciated in the ongoing graduate research of this researcher.

Thank-You
Greg Steves

APPENDIX 2: RESPONSE SHEET

Response Sheet: Steveston Community Survey

Section 1: Sense of Community

- | | | | | | |
|-----|---|---|---|---|---|
| 1. | A | B | C | D | E |
| 2. | A | B | C | D | E |
| 3. | A | B | C | D | E |
| 4. | A | B | C | D | E |
| 5. | A | B | C | D | E |
| 6. | A | B | C | D | E |
| 7. | A | B | C | D | E |
| 8. | A | B | C | D | E |
| 9. | A | B | C | D | E |
| 10. | A | B | C | D | E |
| 11. | A | B | C | D | E |
| 12. | A | B | C | D | E |
| 13. | A | B | C | D | E |
| 14. | A | B | C | D | E |
| 15. | A | B | C | D | E |
| 16. | A | B | C | D | E |
| 17. | A | B | C | D | E |
| 18. | A | B | C | D | E |

Comments: _____

Section 2: Photographic Survey

Card 1:

| | | | | | |
|------------|---|---|---|---|---|
| Picture A: | 1 | 2 | 3 | 4 | 5 |
| Picture B: | 1 | 2 | 3 | 4 | 5 |
| Picture C: | 1 | 2 | 3 | 4 | 5 |
| Picture D: | 1 | 2 | 3 | 4 | 5 |

Card 2:

| | | | | | |
|------------|---|---|---|---|---|
| Picture A: | 1 | 2 | 3 | 4 | 5 |
| Picture B: | 1 | 2 | 3 | 4 | 5 |
| Picture C: | 1 | 2 | 3 | 4 | 5 |
| Picture D: | 1 | 2 | 3 | 4 | 5 |

Card 3:

| | | | | | |
|------------|---|---|---|---|---|
| Picture A: | 1 | 2 | 3 | 4 | 5 |
| Picture B: | 1 | 2 | 3 | 4 | 5 |
| Picture C: | 1 | 2 | 3 | 4 | 5 |
| Picture D: | 1 | 2 | 3 | 4 | 5 |

Card 4:

| | | | | | |
|------------|---|---|---|---|---|
| Picture A: | 1 | 2 | 3 | 4 | 5 |
| Picture B: | 1 | 2 | 3 | 4 | 5 |
| Picture C: | 1 | 2 | 3 | 4 | 5 |
| Picture D: | 1 | 2 | 3 | 4 | 5 |

Comments: _____

Please deposit your completed response sheet in the drop-box provided, or return it to one of the researchers.

Thank-You

This study is being conducted in order to determine the relationship between community planning and community identity through both social and physical structures. This research is being used as part of a case study on Community Planning in Steveston. This study is being conducted by Gregory D. Steves as part of the requirements to graduate with a Master in City Planning degree from the University of Manitoba. This practicum work is being advised by Dr. David van Vliet of the Department of City Planning, Faculty of Architecture at the University of Manitoba. The Faculty of Architecture's Ethics Review Committee has approved this interview process.

Within this survey you will be asked a series of questions that are intended to gauge the sense of community that exist in Steveston. Additionally, a photographic survey will allow this researcher to evaluate the design guidelines of the Steveston Area Plan. If at any time a portion of this survey there are questions that you do not feel comfortable answering then you may chose to ignore that item. Also, if you have any questions or concerns while completing the survey feel free to question the researcher at any time.

Your identity will be kept confidential. Background and personal information is being collected only to create a demographic profile of the respondents and will not be linked to you directly. At all times your confidentiality will be protected.

This work will be published as a practicum and will be placed in the Architecture and Fine Arts Library at the University of Manitoba. This information may also be considered for future publication within planning journals by the researcher.

If you have any questions or concerns after this survey is completed, please feel free to contact myself at 1-204-254-3066, or 106 Pear Tree Bay, Winnipeg MB, Canada – R3N 1S6. Questions or concerns may also be directed to the Advisor for this Practicum Project. Dr. David van Vliet at 204-474-7176.

Thank you for giving your time to participate in this survey. Your responses are very valuable to this research project and are greatly appreciated.

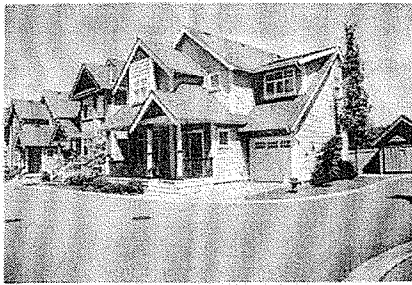
I, _____, give Gregory D. Steves permission to use the information gathered through this survey under the conditions stated above for the purpose of researching community planning and identity.

Date _____ Signature _____

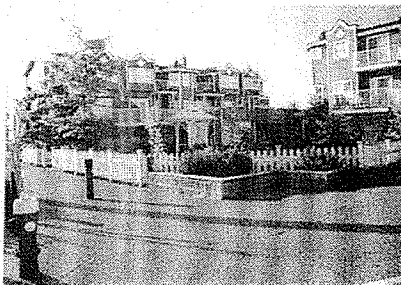
PROMOTIONAL HANDOUT

APPENDIX 3: PHOTOGRAPHIC SURVEY PICTURE CARDS

Picture A



Picture C

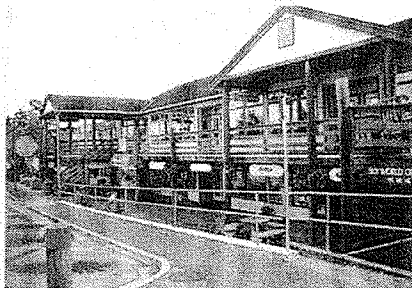


Instructions Card 1

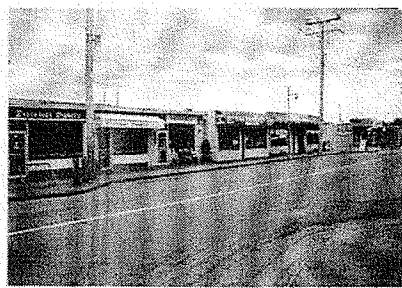
For each photograph indicate how much you like the scene presented. When a particular component is highlighted (with a coloured sticker) consider your preference for the given component, within the context of the scene

The more you like the scene, the higher the number you will circle for each picture.

Picture B



Picture D



Preference:

- 1. Not at all.
- 2. A little.
- 3. Somewhat.
- 4. Quite a bit.
- 5. Very much.

Picture A



Picture C



Instructions Card 2

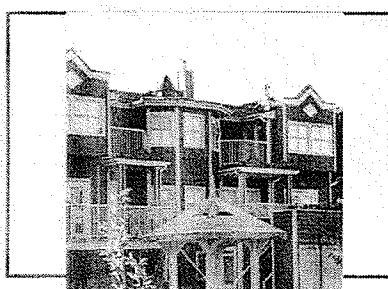
For each photograph indicate how much you like the scene presented. When a particular component is highlighted (with a coloured sticker) consider your preference for the given component, within the context of the scene

The more you like the scene, the higher the number you will circle for each picture.

Picture B



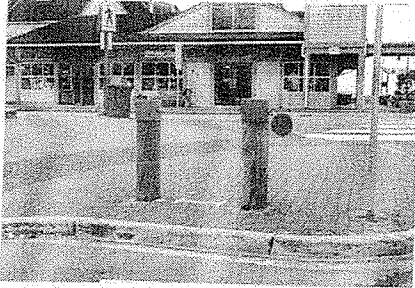
Picture D



Preference:

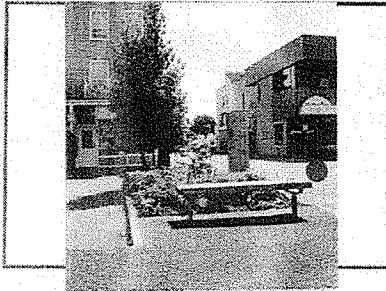
- 1. Not at all.
- 2. A little.
- 3. Somewhat.
- 4. Quite a bit.
- 5. Very much.

Picture A



Bollard (Piling)

Picture C



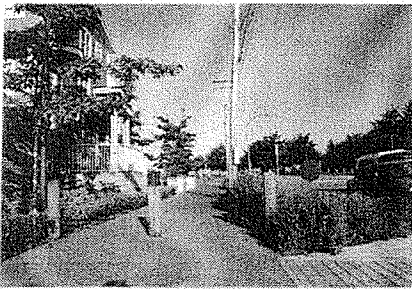
Bench

Instructions Card 3

For each photograph indicate how much you like the scene presented. When a particular component is highlighted (with a coloured sticker) consider your preference for the given component, within the context of the scene

The more you like the scene, the higher the number you will circle for each picture.

Picture B



Street (Boulevard) Planting

Picture D



Boardwalk

Preference:

1. Not at all.
2. A little.
3. Somewhat.
4. Quite a bit.
5. Very much.

Picture A



Bay Window

Picture C



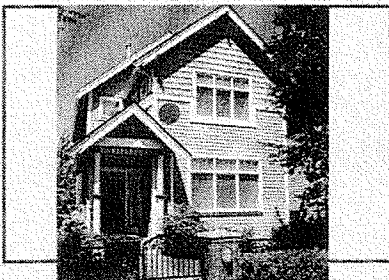
Dormer

Instructions Card 4

For each photograph indicate how much you like the scene presented. When a particular component is highlighted (with a coloured sticker) consider your preference for the given component, within the context of the scene

The more you like the scene, the higher the number you will circle for each picture.

Picture B



Canopy over door

Picture D



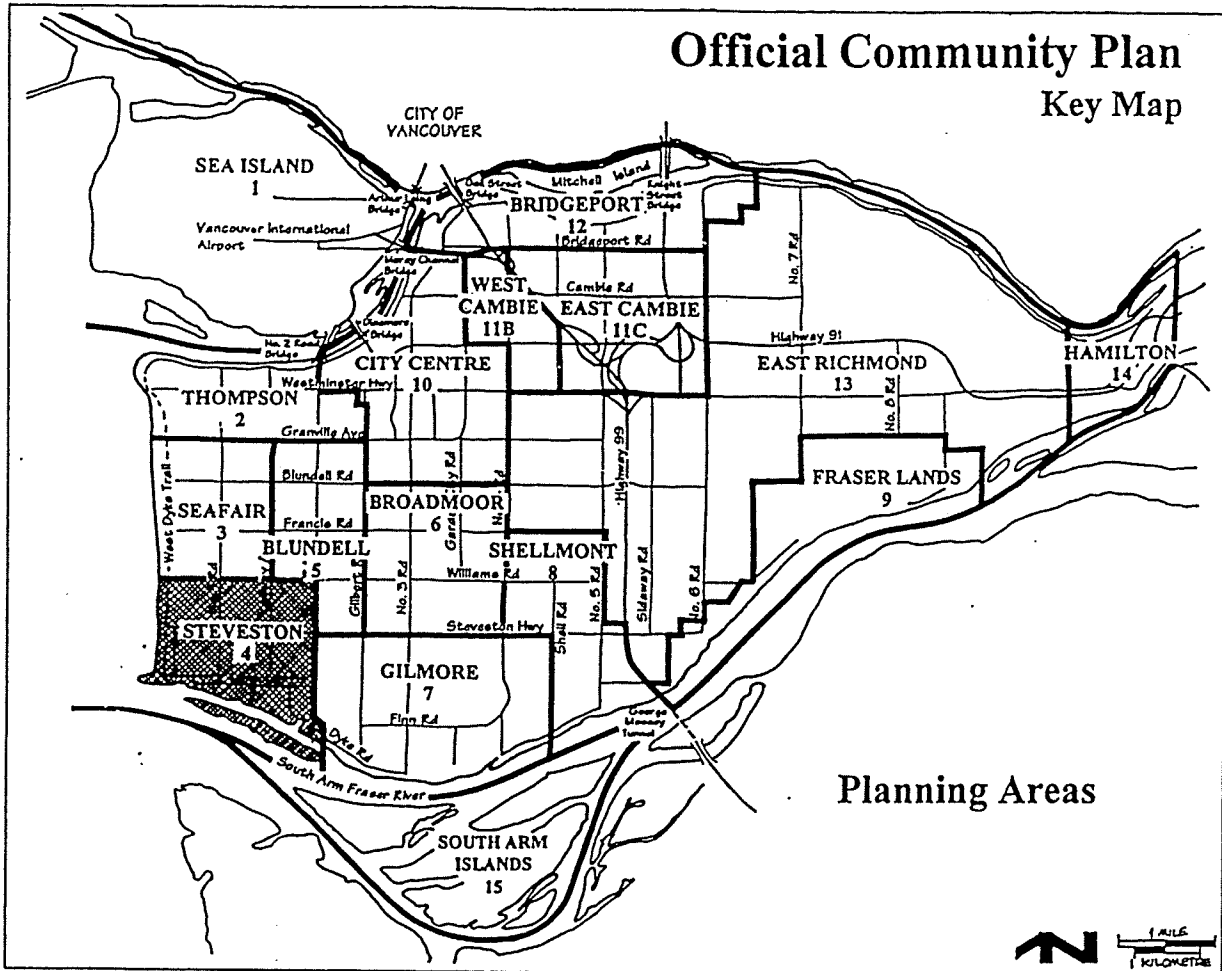
Window Covering (Canopy)

Preference:

1. Not at all.
2. A little.
3. Somewhat.
4. Quite a bit.
5. Very much.

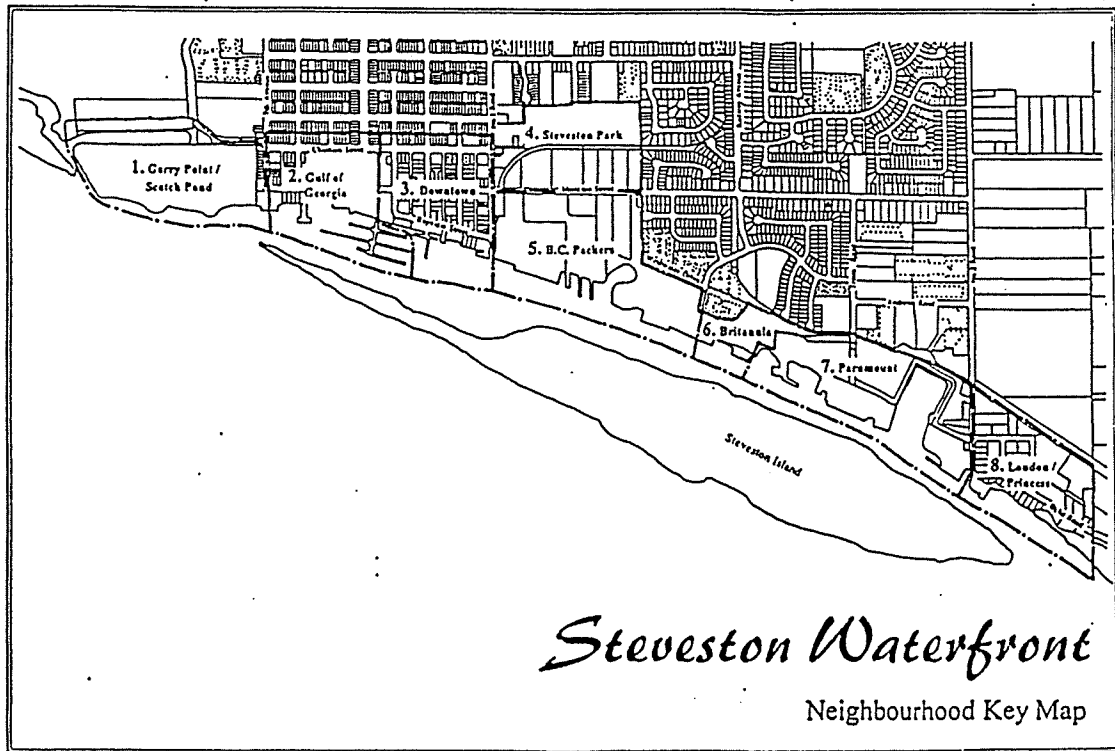
APPENDIX 4: CITY OF RICHMOND NEIGHBOURHOOD MAPS

MAP #1: OFFICIAL COMMUNITY PLAN: KEY MAP, PLANNING AREAS
 (Source, City of Richmond)



Original Adoption: March 15, 1999

MAP #2 STEVESTON WATERFRONT NEIGHBOURHOOD MAP
(Source, City of Richmond)



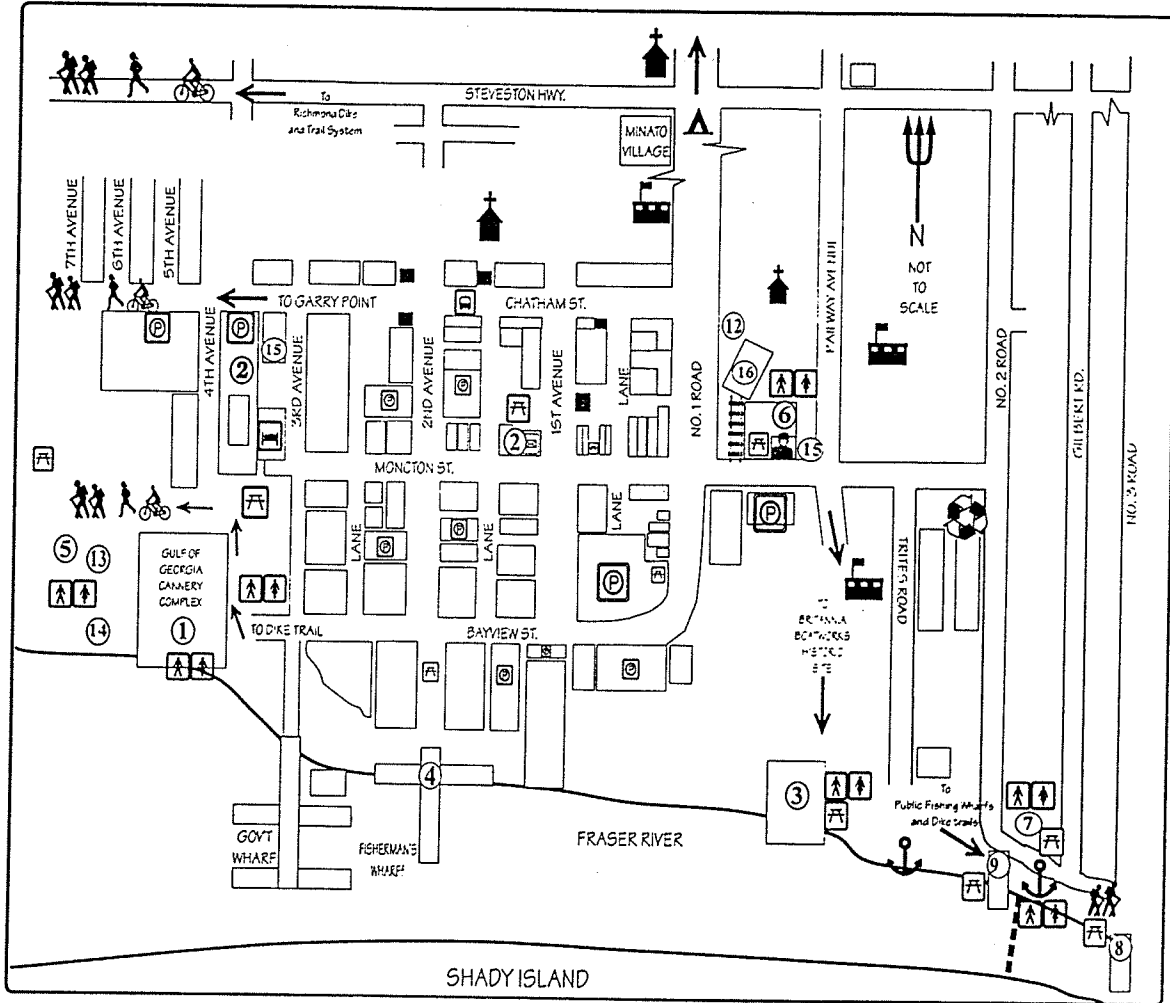
UD.11.9803

x

Original Adoption: March 15, 1952

MAP #3 STEVESTON BUSINESS DISTRICT

(Source: The Phoenix, Community Brochure)



- Legend:**
1. Gulf of Georgia Cannery
 2. Steveston Museum and Post Office
 3. Britannia Heritage Shipyard
 4. Fisherman's Wharf
 5. Gary Point Park
 6. Steveston Community Centre and Steveston Park
 7. London Farm and Musuem
 8. Public Fishing Wharf
 9. London Landing Park and Fishing Pier
 10. Historic "Old Court House"
 12. Ralston Park
 13. Japanese Gardens
 14. Steveston Fisherman's Memorial
 15. Steveston community Police Stn
 16. Interurban Tram Display

APPENDIX 5: STEVESTON AREA PLAN – SELECTED EXCERPTS

STEVESTON AREA PLAN

This plan sets out the goals, objectives, policies and development guidelines for the Steveston Area.

Additional Conservation Area and Environmentally Sensitive Area (ESA) policies, guidelines, and locations are included in Schedule 1 of this Bylaw and its attachments (Schedule 1 is a separate document which applies to the entire City). Readers should check Schedule 1 as it takes precedence over this plan in the case of Conservation Areas and ESAs.

The plan may be amended from time to time and users should check with the City's Urban Development Division to make sure that they have an up-to-date version containing all of the adopted amendments.

ACKNOWLEDGEMENTS

City Council and staff wish to thank all those citizens who gave freely of their time, energies, and inspirations toward the completion of this plan. Special thanks to the following:

The Steveston Waterfront Working Committee:

Angela Abbing, Joe Bauer, Bob Biely, Burma Brodowich, Margaret Burt, Geoff Christensen, Blake Ellingham, Curtis Eyestone, Goffrey Gosonhing, Richard Gregory, Judy Lakos, Anne Landry, Doug March, Audrey Matheson, Nora Noriko Medenwaldt, Bob Ransford, Mark Sakai, Victor Sharman, Erika Simm, Madeleine Therrien, Kelly Vodden, Stan Watterson.

City Staff

Staff from the following sections or departments: Administration - Production Centre, Land Use, Development Applications, Public Works, Law, Leisure Services, Richmond Public Library, Richmond R.C.M.P, Steveston Community Centre, Transportation, and Zoning.

TABLE OF CONTENTS

| | Page |
|---|------|
| TABLE OF CONTENTS | iii |
| LIST OF MAPS AND ATTACHMENTS | viii |
| STEVESTON OFFICIAL COMMUNITY PLAN KEY MAP | ix |
| STEVESTON WATERFRONT NEIGHBOURHOOD KEY MAP | x |
| | |
| 1.0 INTRODUCTION | 1 |
| 1.1 PREAMBLE | 1 |
| 1.2 INTERPRETATION | 2 |
| 1.2.1 The Plan | 2 |
| 1.2.2 Definitions | 3 |
| | |
| 2.0 GOAL | 7 |
| | |
| 3.0 AREA OBJECTIVES AND POLICIES | 9 |
| 3.1 HOUSING AND NEIGHBOURHOODS | 9 |
| 3.1.1 Residential Land Uses | 9 |
| 3.1.2 Neighbourhoods | 11 |
| 3.2 JOBS AND BUSINESS | 12 |
| 3.2.1 Commercial Land Uses | 12 |
| 3.2.2 Industrial Land Uses | 14 |
| 3.3 NATURAL ENVIRONMENT, PARKS AND OPEN SPACE ... | 16 |
| 3.3.1 Natural Environment | 16 |
| 3.3.2 Parks and Open Space | 17 |
| 3.4 TRANSPORTATION | 22 |
| 3.4.1 Road Network | 22 |
| 3.4.2 Transit | 24 |
| 3.4.3 Parking | 25 |

| | | |
|-------|---|----|
| 3.5 | COMMUNITY FACILITIES AND SERVICES | 26 |
| 3.6 | HERITAGE RESOURCES | 27 |
| 3.7 | UTILITIES | 30 |
| 3.8 | FLOODPROOFING | 31 |
| 4.0 | WATERFRONT NEIGHBOURHOOD POLICIES | 33 |
| 4.1 | NEIGHBOURHOOD OVERVIEW | 33 |
| 4.1.1 | Neighbourhood Background | 33 |
| 4.1.2 | Neighbourhood Vision | 34 |
| 4.1.3 | Neighbourhood Planning Policies | 36 |
| 4.2 | GARRY POINT/SCOTCH POND NODE | 39 |
| 4.2.1 | Role | 39 |
| 4.2.2 | Policies | 39 |
| 4.3 | GULF OF GEORGIA NODE | 40 |
| 4.3.1 | Role | 40 |
| 4.3.2 | Policies | 40 |
| 4.4 | STEVESTON DOWNTOWN NODE (BUSINESS CENTRE) | 41 |
| 4.4.1 | Role | 41 |
| 4.4.2 | Policies | 41 |
| 4.5 | STEVESTON PARK NODE | 42 |
| 4.5.1 | Role | 42 |
| 4.5.2 | Policies | 43 |
| 4.6 | B.C. PACKERS NODE | 43 |
| 4.6.1 | Role | 43 |
| 4.6.2 | Policies | 45 |
| 4.7 | BRITANNIA NODE | 48 |
| 4.7.1 | Role | 48 |
| 4.7.2 | Policies | 48 |
| 4.8 | PARAMOUNT NODE | 48 |
| 4.8.1 | Role | 48 |
| 4.8.2 | Policies | 49 |

| | | |
|-------|--|----|
| 4.9 | LONDON/PRINCESS NODE | 49 |
| 4.9.1 | Role | 49 |
| 4.9.2 | Policies | 50 |
| 5.0 | IMPLEMENTATION | 53 |
| 6.0 | DEVELOPMENT PERMIT GUIDELINES | 55 |
| 6.1 | APPLICATION AND INTENT | 55 |
| 6.1.1 | Development Permit Areas | 56 |
| 6.2 | GENERAL DEVELOPMENT PERMIT GUIDELINES | 57 |
| 6.2.1 | Settlement Patterns | 57 |
| 6.2.2 | Bulk and Height | 60 |
| 6.2.3 | Architectural Elements | 61 |
| 6.2.4 | Landscape Elements | 67 |
| 6.2.5 | Parking | 70 |
| 6.3 | ADDITIONAL DEVELOPMENT PERMIT GUIDELINES: CHARACTER AREA GUIDELINES | 73 |
| | AREA A: STEVESTON VILLAGE | 73 |
| | GENERAL GUIDELINES | 74 |
| | 1. ARCHITECTURAL ELEMENTS | 74 |
| | 1.1 Roofscares, Exterior Walls, and Finishes .. | 74 |
| | 1.2 Weather Protection | 75 |
| | 1.3 Signage | 76 |
| | 2. LANDSCAPE ELEMENTS | 77 |
| | SUB-AREA GUIDELINES | 78 |
| | 1. MONCTON STREET | 78 |
| | 1.1 Settlement Patterns | 79 |
| | 1.2 Bulk and Height | 79 |
| | 1.3 Architectural Elements | 80 |
| | 1.4 Landscape Elements | 81 |
| | 1.5 Parking | 81 |

| | | |
|-----|--|-----|
| 2. | BAYVIEW STREET AND B.C. PACKERS RIVERFRONT | 82 |
| 2.1 | Settlement Patterns | 82 |
| 2.2 | Bulk and Height | 83 |
| 2.3 | Architectural Elements | 84 |
| 2.4 | Landscape Elements | 86 |
| 2.5 | Parking and Loading | 87 |
| 3. | CHATHAM STREET | 88 |
| 3.1 | Settlement Patterns | 88 |
| 3.2 | Bulk and Height | 89 |
| 3.3 | Architectural Elements | 89 |
| 3.4 | Landscape Elements | 90 |
| 3.5 | Parking | 91 |
| 4. | GULF OF GEORGIA | 91 |
| 4.1 | Settlement Patterns | 92 |
| 4.2 | Bulk and Height | 92 |
| 4.3 | Architectural Elements | 93 |
| 4.4 | Landscape Elements | 93 |
| 4.5 | Parking | 94 |
| | AREA B: B.C. PACKERS RESIDENTIAL NEIGHBOURHOOD | 95 |
| 1. | SETTLEMENT PATTERNS | 95 |
| 2. | BULK AND HEIGHT | 97 |
| 3. | ARCHITECTURAL ELEMENTS | 98 |
| 4. | LANDSCAPE ELEMENTS | 100 |
| 5. | PARKING | 103 |
| | AREA C: LONDON'S LANDING | 103 |
| 1. | SETTLEMENT PATTERNS | 104 |
| 2. | BULK AND HEIGHT | 106 |
| 3. | ARCHITECTURAL ELEMENTS | 107 |
| 4. | LANDSCAPE ELEMENTS | 109 |
| 5. | PARKING & LOADING | 112 |

| | |
|---|-----|
| AREA D: 7TH AVENUE AND CHATHAM STREET | 113 |
| 1. ARCHITECTURAL ELEMENTS | 113 |
| 1.1 Roofscapes | 113 |
| 1.2 Exterior Design and Finish of Building and Structures | 113 |
| 1.3 Entrances, Stairs, and Porches | 114 |
| 1.4 Windows | 114 |
| 1.5 Balconies and Patios (Private Open Space) | 114 |
| 1.6 Acoustics | 115 |
| 2. LANDSCAPE ELEMENTS | 115 |
| 2.1 Semi-Private Open Space | 115 |
| 2.2 Public Open Space | 116 |
| 2.3 Circulation System | 116 |
| AREA E: GARRY STREET AND RAILWAY AVENUE | 117 |
| 1. ARCHITECTURAL ELEMENTS | 117 |
| 1.1 Roofscapes | 117 |
| 1.2 Exterior Design and Finish of Buildings and Structures | 118 |
| 1.3 Entrances, Stairs and Porches | 119 |
| 1.4 Windows | 119 |
| 1.5 Balconies, Decks and Patios (Private Open Space) | 120 |
| 2. LANDSCAPE ELEMENTS | 120 |
| 2.1 Semi-Private Open Space | 120 |
| 2.2 Garbage, Recycling and Mail Facilities | 121 |
| 2.3 Perimeter Project Fencing and Screening | 121 |
| 2.4 Trees | 122 |
| 2.5 Circulation System and Parking | 122 |
| AREA F: SOUTHCOVE | 123 |

LIST OF MAPS AND ATTACHMENTS

MAPS

| | | |
|---|--|----|
| 1 | Steveston Official Community Plan Key Map | ix |
| 2 | Steveston Waterfront Neighbourhood Key Map | x |

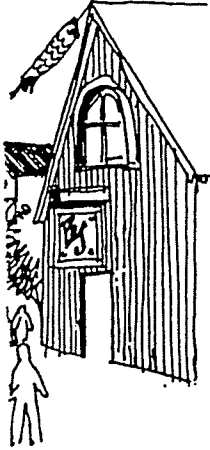
ATTACHMENTS

| | | |
|---|---|-----|
| 1 | Steveston Area Land Use Map | 124 |
| 2 | Steveston Waterfront Neighbourhood Land Use Map | 125 |
| 3 | B.C. Packers Land Use Map | 126 |
| 4 | London/Princess Land Use Map | 127 |
| 5 | Character Area Key Map | 128 |
| 6 | Area A: Steveston Village Character Area Map | 129 |
| 7 | Floodplain Exemption Area Map | 130 |
| 8 | Temporary Industrial Use Areas | 131 |
| 9 | Detailed Character Design Guidelines: Parcels A, B, C, D, & E of Southcove | 132 |

1.0 INTRODUCTION

1.1 PREAMBLE

Steveston has had an historical role as an early port site, business centre and residential hub in Richmond. Today Steveston stands at the threshold of some very important changes. With B.C. Packers, a long time employer, closing its fish processing plant, there is pressure for these lands to be redeveloped. Local residents are deeply committed to preserving the unique aspects of the area which give it its character and yet recognize the changing social and economic conditions which give rise to potential new development.



The nature of the fishing industry is changing as a result of federal and provincial policies which will see a consolidation of facilities at Steveston as one of two Home Ports for the Pacific fishing fleet. Industrial land use trends are changing at the same time that demand is increasing for public access to and views of the water. Open space needs are changing; open space opportunities are now needed on the neighbourhood, community, municipal and regional levels. There is a continuing demand for residential land in Richmond and the Steveston area is an attractive location with many amenities.

With population growth, community services - roads, parks, schools, and infrastructure - will be required. Business opportunities, open space opportunities and community services will need to be strengthened. Valuable heritage resources of the community require careful management. There is keen public interest in securing access to the Steveston waterfront and in seeing that new development enhances the unique character of the area.

How these changes are handled, and what might ultimately occur, are influenced by the values of the local residents, and has been the subject of ongoing public debate. This plan builds upon previous plans and reports, and provides the framework within which future changes can occur. The framework is based on how the community sees itself growing in a way that will integrate and phase new growth so as not to disrupt the character and existing fabric of the community which is so valued.

The area plan for Steveston sets out an overall community goal for Steveston. From this vision, a series of achievable and realistic objectives covering basic issues and categories of land use are formulated which together will attain the goal. Specific policy statements are then developed which detail the ways in which Council could achieve the objectives. Finally, the process for implementing, monitoring and evaluating the plan is described so that the community will have a plan that is a meaningful document. Rather, the plan allows for changes as Steveston evolves, reflecting the unique needs of the community.

1.2 INTERPRETATION

1.2.1 The Plan

This document is the Official Community Plan Bylaw for the Steveston Area (Schedule 2.4 of Bylaw 5400).

This Area Plan sets out City's intentions for the future development of the Steveston Area (see key map, page vii) through sets of Council approved Goals, Objectives, Policies and Guidelines. The policies outlined in Section 3 of this document apply throughout the Steveston Area; those in Section 4 apply specifically to the Waterfront Neighbourhood (see key map, page viii). Area wide policies continue to apply to the Waterfront Neighbourhood, even though they are not restated in Section 4.

All multiple-family residential, commercial, industrial and mixed use areas are development permit areas.

1.2.2 Definitions

NOTE: Schedule 1 of the OCP contains a definitions section which applies to the entire OCP. The following definitions apply to this area only.

At-Grade Housing: Housing units of one or more storeys that have their own private entrance and private outdoor area at ground level.

Commercial: Those areas of the City where the principal uses are directed toward providing for the retail, business and personal service, recreational, entertainment, and short-term accommodation needs of the community and travelling public. Commercial areas may also include residential uses in marinas.

Conservation Area: Areas considered environmentally sensitive whose protection has been secured by legal means (dedication, public acquisition, legislation, Order in Council, etc.), or by a long-term policy commitment by a senior level of government.

Development Permit Area: Areas that have been designated under the Municipal Act as requiring issuance of a development permit prior to the commencement of any development.

Ground Oriented Housing: Means housing units situated no more than four-storeys above grade, including at-grade housing. In addition, housing units within three-storeys of an accessible usable common roof deck may be considered equivalent to ground-oriented in special circumstances.

Heritage: Means anything of a physical, cultural or social nature that is unique to and valued by a community and can be passed from generation to generation.

Heritage Residential: As applied to the London/Princess node means those areas intended to accommodate residential structures of recognized historic significance, or new structures designed to a distinctive heritage appearance reflective of Steveston's character.

Home Port: Means an area of land and water in which provision is expressly made for the moorage of commercial fishing boats and other commercial vessels, and for the land based services that support a maritime economy.

Industrial: Means a use providing for the manufacturing, processing, assembling, fabrication, storing, transporting, distributing, testing, servicing or repair of goods, materials or things, with or without an ancillary office to administer the industrial use on the site. Industry includes the operation of truck terminals, docks and railways, and wholesale businesses.

Institutional: Those areas accommodating organizations established for civic, political, religious, social cultural, educational, health care, or like purposes.

Light Industrial: Means industry which is wholly enclosed within a building or buildings except for the storage of commercial vehicles, recreation vehicles and boats, and which is not offensive by reason of smoke, noise, vibration, dirt, glare, odour or electrical interference.

Maritime Heritage: Those areas where the principal use is a historic site associated with the fishing industry and which is used to accommodate features such as traditional moorage, heritage artifacts and structures, museums, education facilities, and related programs and services.

Maritime Mixed Use: Means an area set aside to support the maritime economy, with an emphasis on uses which support primarily the commercial fishing fleet, including:

- (i) Custom workshops;
Enclosed Storage Facilities;
Laundry and Drycleaning;
Light Industrial;
Maritime educational facilities;
Moorage;
Offices;
Other services related to maritime uses;
Parking; and
Service and repair of boats and marine equipment.
- (ii) Retail uses are accommodated as accessory uses in the Maritime Mixed Use Area, between Phoenix Pond and No. 1 Road.
- (iii) Between Phoenix Pond and No. 1 Road, residential uses are accommodated above grade and only over the dry land portions of the Maritime Mixed Use area as a secondary use. In addition, residential uses are to be situated so as to minimize potential conflicts with other uses.

Mixed Use (Commercial-Industrial with Residential & Office Above): A combination of commercial and industrial uses permitted within the same building, including residential and/or office uses above grade.

Multiple-Family Residential: Means a building containing two or more dwelling units.

Pedestrian Arcade: Means an exterior pedestrian passageway, with or without a roof, typically abutting shop fronts.

Public Open Space: Those areas where the principal use is public or private recreation, public administration, City works, schools, parks, and trails.

Residential: Housing and uses associated with residential neighbourhoods including: single-family, two-family and multiple-family housing; childcare facilities; group homes; community uses; and home occupation. Local commercial uses of no more than 375 m² (4,036 ft²) may be provided as part of a residential development where they will complement adjacent uses, be conveniently accessible by local roads and pedestrian routes, and enhance the character of the neighbourhood.

Single Family Residential: Means a detached building used exclusively for residential purposes, containing one dwelling unit only.

Steveston Business Centre: Means the specific designated commercial area centering on Moncton and Chatham Streets.

2.0 GOAL

THE GOAL OF THE STEVESTON AREA PLAN IS TO CREATE A VIBRANT STEVESTON COMMUNITY BY MANAGING RESIDENTIAL, COMMERCIAL, INDUSTRIAL AND COMMUNITY USES, IN A WAY THAT WILL;

- ENHANCE THE HOME PORT AND FISHING VILLAGE CHARACTER;
- BE SENSITIVE TO THE AREA'S HISTORY; AND
- BALANCE THE UNIQUE NEEDS AND CHARACTER OF THE WATERFRONT, UPLAND RESIDENTIAL COMMUNITY AND THE STEVESTON BUSINESS CENTRE.

5.0 IMPLEMENTATION

Sections 3 and 4 provide a guide for decisions that will shape the future of the Steveston community. The concept and policies of the plan are developed in conjunction with the community and the achievement of the plan's goal, objectives and policies depend upon the support of the whole community. Richmond Council has ultimate responsibility to ensure the plan's successful implementation. Because this will happen over time, a process for implementation is required.

Council's role in implementation is primarily to ensure orderly development consistent with the overall goal, objectives and policies stated in this plan. In addition, Council will finance, construct and operate the City facilities called for by the Steveston Plan as finances permit. In approving rezonings and development permits, Council will be guided by the stated policies of the Steveston Plan.

The City, in matters under its jurisdiction, shall be governed by the Steveston Plan in the formulation of specific programs and in the determination of capital expenditures.

Implementation steps include:

1. Adoption by Richmond Council of the Steveston Area Plan Bylaw after the required formal public hearing;
2. Rezoning of properties to conform with the plan at the time that development occurs;
3. Designation of the areas shown on Attachment 5 as Development Permit Areas;
4. Designation of all multiple-family residential, commercial, industrial, and mixed use sites as Development Permit Areas;

-
5. Development of priorities of all public works and services (including public safety) to be included in the City 10 Year Capital Program based on the plan;
 6. Ongoing monitoring of the plan on a continuing basis with a yearly review and incorporation of changes, if any by Council; and
 7. Review of entire plan every five years to determine whether the major policy issues continue to be addressed in the plan.

6.0 DEVELOPMENT PERMIT GUIDELINES

6.1 APPLICATION AND INTENT

These guidelines form part of the Steveston Area Plan, and prescribe criteria to be applied in the design of new development. These guidelines provide built form and character standards for the entire Steveston community, along with more detailed information for selected locations, and should be used in conjunction with more general City of Richmond Development Permit Guidelines and related documents aimed at ensuring the provision of adequate levels of livability, health, amenity, environment, and safety. It is the intent of these guidelines to support the area plan by building upon Steveston's recognized strengths, preserving and enhancing the valued elements of its built form, and encouraging new elements supportive of:

- a) Steveston's special character, and the distinctive qualities and opportunities inherent in its neighbourhoods, geography, and heritage;
- b) A high standard of livability, in residential, non-residential, and mixed-use settings; and
- c) A high quality public realm, including public circulation routes, open spaces, and the buildings and structures that define them.

These guidelines do not require literal interpretation, in whole or in part. They will, however, be taken into account in the consideration of Development Permit applications.

6.1.1 Development Permit Areas

Pursuant to the Municipal Act, the City designates multiple-family residential, institutional, commercial, and industrial areas as Development Permit areas. Exemptions to the Development Permit process are as follows:

1. Renovations to interiors;
2. Exterior renovations of less than \$15,000 in "Steveston Village"; and
3. Exterior renovations of less than \$50,000 outside "Steveston Village".

It should be noted that the City also designates Environmentally Sensitive Areas (ESA) as Development Permit Areas. For details and exemptions to ESA's, please refer to the Official Community Plan.

Justification

Development policies for Steveston are aimed at creating a high-amenity community focused around its historic village centre and the riverfront, and complemented by a variety of residential and industrial neighbourhoods and special recreational opportunities. The community's mix of uses and users, its significant social and physical heritage, and its setting along the banks of the Fraser River create significant challenges to its sensitive development. Implementation of Development Permit Guidelines will help support Steveston's area plan and the evolution of the area's physical form by providing the opportunity for site-by-site consideration of development projects.

6.2 GENERAL DEVELOPMENT PERMIT GUIDELINES

6.2.1 Settlement Patterns

The Steveston area has developed over an extended period of time, and the community's resulting settlement patterns are reflective of its transformation from an isolated fishing village, to a single-family suburb, and, more recently, to a centre for single- and multiple-family residential infill. As a result, an examination of Steveston reveals it is composed of a number of distinct "neighbourhoods" defined by their common characteristics (i.e. street and lot layout, relationship to specific park/school sites or roads, proximity to the water or a commercial centre, etc.). As Steveston continues to evolve and densify, new development should respect and enrich the community's existing settlement patterns.

A. Cohesive Environment

For all intents and purposes, the Steveston area is fully developed. New development, regardless of scale, should be approached as "infill" designed to knit together and enrich its context. To achieve this:

- a) Private roads, driveways, and pathways should be designed as extensions of public systems;
- b) Developments should be designed to avoid their function and/or appearance as new "insular neighbourhoods";
- c) New development should look beyond the boundaries of its own site in order that it may knit into not only what exists today, but what existed in the past and is likely to exist in the future; and
- d) All development near the south and west dykes should provide for public access and views to/along the waterfront.

B. Pedestrian-Oriented Development

As Steveston densifies and attracts increasing numbers of residents, tourists, and businesses, it is critical that this growth support the community as a people-friendly place that is safe, recognizable, visually pleasing, and easy to move around in. To achieve this, new development should:

- a) Create small, walkable blocks, defined primarily by public streets;
- b) Contribute to a cohesive public trail network designed to complement the street system and support a fine grained, human scale of development; and
- c) Enhance connectivity within the community and improve public access to local services and amenities.

C. Neighbourhood Identity

New development should seek to respect and enhance the individual identities and hierarchy of local neighbourhoods within the Steveston area. To achieve this, the design of new development should:

- a) Enhance the edges, focal points, commercial and recreational/social nodes, and the hierarchy of circulation routes which contribute to make each neighbourhood distinct;
- b) Avoid projecting a homogeneous image across the community by building on local character attributes; and
- c) Help define recognizable links between neighbourhoods.

D. Views

New development should enhance, preserve, and, where possible, contribute to the creation of significant public views, vistas, and focal points. Most importantly, new development should:

- a) Enhance street-end views towards the river on the south and Sturgeon Bank on the west;
- b) Enhance views of Steveston Village from the river; and

-
- c) Contribute to the attractiveness of public streets and open spaces.

E. Natural, Built, and Human Heritage

New development should contribute to the conservation and enhancement of heritage features, valued human landscapes, and natural areas, along with personal and cultural histories. To achieve this, new development should:

- a) Retain and re-use historic and/or culturally significant structures in ways which respect the unique value and opportunity of each;
- b) Seek to maintain the relationships of recognized heritage sites to their contexts (eg. The park and boardwalk adjacent to the historic Post Office on Moncton Street are important to the heritage significance of the site and should be retained.);
- c) Encourage the protection and enhancement of significant landscape features, such as trees and water courses, through sensitive design and construction;
- d) Enhance public enjoyment and awareness of local natural and man-made features, and provide complementary amenities (i.e. trails, interpretive signage, etc.); and
- e) Especially in areas of high pedestrian activity, facilitate opportunities to respect, honour, and celebrate the heritage of Steveston and its people through public art and other means.

6.2.2 Bulk and Height

Steveston has traditionally been characterized by its single-family dwellings on smaller lots, the modest scale and varied forms of the commercial buildings in its historic village centre, and the massive fishing industry buildings that once dominated its riverfront. Recently, a distinctive new image has been introduced in the form of Southcove's four-storey apartment buildings. Together, these forms represent a "vocabulary" that helps define the Steveston community. A vocabulary which is special for the fact that:

- Form is married less to use than location(i.e. cannery-like buildings are typically appropriate along the riverfront whether they house industrial uses, shops, restaurants, or bed and breakfast/hotels); and
- Sloped roofs and gable ends are common throughout.

The form of new development should be firmly rooted in this vocabulary, and seek to refine and enrich it.

A. Cohesive Character Areas

The form of new development should be guided by that of adjacent existing development, even where new uses are being introduced. For example, multiple-family residential or commercial uses introduced adjacent to single-family homes should adopt a scale and character similar to those existing dwellings, while the same uses introduced along the riverfront would be better to adopt a scale and form reflective of the area's historic cannery buildings.

B. Shifts in Scale

Steveston is typically characterized by two-storey buildings, except along the riverfront where some cannery buildings stand as high as 18.3 m (60 ft.). While this change in scale is significant, the transition is typically softened by intervening service yards, smaller industrial buildings, park, or road. New development should:

-
- a) Generally ensure that a gradual transition in scale is maintained between larger riverfront structures and existing low-rise residential buildings;
 - b) Ensure that larger structures do not unnecessarily block views from or impact the privacy of smaller ones; and
 - c) Utilize changes in scale to reinforce the role or significance of specific areas or focal points. (For example, although it may be appropriate that a local commercial development adopt the scale and character of its low-rise residential neighbours, a taller element could be introduced as a focal point and landmark.)

6.2.3 Architectural Elements

Steveston's maritime heritage and historic buildings combine to create a powerful image of pitched roofs, false-fronted commercial buildings, porches, picket fences, clapboard, bay windows, docks, boardwalks, and fishing boats. While this image is not found throughout Steveston, references to it and a love of it seem to exist everywhere, along with a distinctly human scale of development. New development should similarly be of a human scale, and demonstrate keen attention to detail and respect for local vernaculars.

A. Animated Streetscapes

Development should provide for street-oriented uses designed to contribute visual diversity, reinforce a human scale, and enhance pedestrian interest. Orient uses and architectural elements to enhance site-specific opportunities (i.e. prominent corners, landmarks, pedestrian nodes, etc.), and provide special treatments at principal entries (i.e. porches, trellises, stoops, and canopies) which emphasize the transition from public to private. Furthermore:

- a) In retail areas, including shopping centres:
 - i) Shops should typically front streets, not parking lots;
 - ii) Small, individual store fronts should predominate, having an average frontage of 4.6 m (15.1 ft.);

-
- iii) Where a large tenancy is planned, its retail frontage should be limited to a maximum of 15.2 m (50 ft.) and its additional floor area should be concealed behind smaller retail frontages;
 - iv) Frontages should predominantly be devoted to windows which can accommodate changing displays and provide views into shop interiors;
 - v) Main entries should open directly onto City sidewalks and/or public open spaces. Where entries are set back from the City sidewalk, they should be highly visible, clear-glazed, and easily recognizable and accessible from the street; and
 - vi) Outdoor retail displays, restaurants, and related activities are encouraged either along the sidewalk adjacent to related businesses, space permitting, or in designated areas e.g. as required by the Liquor Control Board opening onto the sidewalk. Where a designated area is provided, it should typically be no larger than 37 m² (398.3 ft²) and have an elevational difference of no more than 0.9 m (3 ft.) between its grade and that of the adjacent City sidewalk. In the case of a designated outdoor dining area, if it must be enclosed, the fence or wall should be no higher than 0.9 m (3 ft.) (although a trellis or similar structure may be permitted overhead, supported on posts);
- b) In residential neighbourhoods, including areas of townhouses, detached dwellings, and/or apartments:
- i) Where properties abut public roads, developments must provide grade-oriented units with individual front doors (directly accessible and visible from the City sidewalk) and windows onto habitable rooms;
 - ii) Where no public road exists, developments should provide grade-oriented units with individual front doors and windows opening onto internal "streets" (or where appropriate, public trails) designed to function and appear as an extension of City systems; and

-
- iii) New development should promote publicly-accessible streets as the primary pedestrian space and "front door" on the community. Off-street trails and paths should only take on this role when this will not diminish the role of the street system, and off-street routes extend no further than 76 m (249.3 ft.) before being intercepted by a publicly-accessible street, and no further than 36 m (118.1 ft.) before being intercepted by an alternative pedestrian route (i.e. accessible trail, lane, or driveway);
 - c) **At industrial sites:**
 - i) Site buildings to directly address the public street without intervening areas of parking and/or service yards;
 - ii) In areas of high pedestrian activity, provide windows and doors onto the street to permit public viewing of activities inside buildings, especially where those activities are visually interesting or related to the fishing industry (i.e. boat repair);
 - iii) Service and storage yards should be fenced for security and safety, but public views into those yards should be maintained and enhanced with trees, vegetation, street furniture, public art, etc.;
 - iv) Parking should typically be kept away from public view (i.e. to the rear of or inside buildings or appropriately screened with vegetation); and
 - v) Where the nature of the use requires expansive building walls with minimal openings, special attention should be paid to building form, details, materials, and associated landscaping in order that it provides visual interest and compliments the public realm and adjacent developments (eg. as demonstrated by the area's historic Cannery buildings); and

-
- d) At marinas, particular attention should be paid to the points where they connect to the upland. These points should be much more than security gates, fencing, and ramps. Ideally, they should contribute to the visual diversity of the riverfront as seen from the water and upland. Where public access is intended, they should be designed as public "pavilions":
 - i) Providing views of the water and riverfront activity;
 - ii) Inviting people to sit in the sun or get out of the rain;
 - iii) Incorporating special (or even playful) architectural features and/or public art which make them distinctive landmarks on the waterfront; and
 - iv) Offering interpretive material to enhance public appreciation of the area.

B. Roofscapes

Steveston's roofscape is a key element affecting not only the area's character, but its livability. New development should show an awareness of this by attending to the following:

- a) Employ roof forms consistent with Steveston's traditional character, including pitched roofs with gable ends and slopes of 8 in 12 or greater;
- b) Flat or other roof forms (i.e. dormers, turrets, etc.) may be used selectively in combination with simple pitched roofs to provide diversity and visual interest, where traditional character references can be demonstrated;
- c) Roofing materials should be selected on the basis of consistency with the area's local vernacular;
- d) Mechanical equipment must be concealed from view, and antennae, dishes, vents, etc. should be situated where least visible from public areas; and
- e) Special attention should be paid to the position of vents from restaurants and other food preparation uses to avoid negative impacts on adjacent pedestrian areas and residential uses.

C. Exterior Walls and Finishes

The form and finish of a building are key to determining not only the quality of that building, but the quality of the public realm it touches. Steveston's historic buildings were typically simple structures whose beauty came from their natural materials, craftsmanship, human scale, and attention to detail. New development should demonstrate a similar understanding and respect for these qualities, as follows:

- a) **Front facades** of buildings should employ projecting and/or recessed features to better integrate structures with their landscapes/streetscapes, and to provide visual interest and clues to passers-by with regard to the uses contained within. For this reason, bay windows, recessed and projecting porches, and similar features are encouraged.
- b) **Materials** should be of high quality, natural, and durable, and should avoid artificial "heritage" looks (i.e. brick with excessive efflorescence) and misappropriated images (i.e. river rock facade treatments). The preferred material is wood in the form of narrow-board lap siding, board and batten, and shingles. Unpatterned stucco (preferably with a heavy texture, such as "slop-dash") is an acceptable alternative to wood, while brick is suitable in the historic commercial centre and corrugated metal siding is appropriate in the "maritime mixed use" and industrial areas. Typically, combinations of two or more materials on a single building should be avoided.
- c) **Trim**, including cornices, corner boards, windows, doors, window boxes, brackets, exposed rafters ends, etc., should be simple and designed to enrich the architectural character of the structures and enhance appreciation of their materials.

-
- d) **Building colours** should be compatible with Steveston's traditional character. Strong, but muted, colours produced as a "heritage series" by a number of commercial paint manufacturers are typically preferred. Typically, bright colours should be reserved for accent and trim applications and large expanses of white and pastel colours should be avoided.
 - e) **Exposed end/party walls**, along with rear facades in areas of high pedestrian activity, should be treated in a manner which is consistent with the level of finish and materials employed on each building's front facade. Cornices, recesses, signage, planters, trellises, decorative trim, climbing vines, and tall trees may all be employed to enhance party walls and rear facades. Painted or raw concrete block should typically be avoided, and contemporary materials, such as split-face concrete block, are discouraged in favour of brick, wood, and heavy stucco finishes (i.e. "slop-dash").

D. Weather Protection

Attractive, durable pedestrian weather protection along publicly-accessible frontages is key to enhancing the relationship of buildings with adjacent streets and public areas, and to encouraging pedestrian activity. New development should provide weather protection where:

- i) Retail uses are encouraged at grade;
- ii) Shared residential building entries front public sidewalks or open spaces;
- iii) Pedestrian activity and local character is enhanced;
- iv) Transit stops exist or are contemplated;
- v) Buildings are set far back from the public sidewalk;
- vi) Places of public gathering exist or are nearby; or
- vii) A "gap" in the continuity of existing weather protection can be filled.

6.2.4 Landscape Elements

Situated at the mouth of the Fraser River, Steveston's coastline is characterized by Garry Point Park's windswept meadows, Sturgeon Bank's intertidal marshes, the south dyke with its view of Steveston Island, the fishing boats moored near the village, and boats plying the waters of the channel. Tucked away from the wind and the river, manicured gardens abound with flowers. New development should seek to reinforce the importance of Steveston's public realm, and enhance it as a green and pedestrian-oriented environment reflective of both its riverfront setting and garden traditions.

A. Public Open Spaces

To be invaluable to a community, public open spaces must go beyond supporting specific activities; they must be integrated with the activity of everyday life. In Steveston, this requires that the City's parks and trails adopt a character which reflects the diversity of Steveston's landscape and built form, and that they be integrated visually and physically with adjacent development. For new development, this means it should:

- a) Facilitate the physical and visual continuity of the City's open space network, especially as it applies to trails and the provision of continuous public access along the water's edge;
- b) Provide a varied open space environment along the riverfront reflective of existing and/or historic site features (i.e. piers, boardwalks, natural areas, etc.);
- c) Wherever possible, seek to enhance the physical and visual openness of City open spaces onto public roads;
- d) Provide privately-owned/publicly-accessible open spaces where they will serve recognized needs, and/or enhance the physical and/or social relationship of the development with its neighbours;

-
- e) Open onto parks and trails with pedestrian-friendly edge treatments, "front doors", "front yards" (eg. with low fences and gates), windows, pathways, etc. designed to enhance the safety, surveillance, accessibility, and usefulness of the open space; and
 - f) Be designed to complement the intended activities, landscape character, etc. of the adjacent open space, whether it is a lighted sports field, a "naturalized" trail, or a noisy playground.

B. Street Edges

New development should contribute to a strongly public streetscape that is comfortable and attractive to pedestrians through:

- a) Provision of high quality, coordinated street improvements (i.e. finishes, landscaping, and furnishings) designed to complement local activities and character;
- b) Restriction of driveway crossings at sidewalks and, where crossings are needed, use of measures designed to ensure that such crossings do not inconvenience/endanger pedestrians, nor compromise street landscaping and furnishings;
- c) Concealment of utility wires and related equipment (eg. underground) where the City has determined these elements are unsightly or undesirable;
- d) Creation of "display gardens" adjacent to uses which are either inaccessible or require privacy, incorporating a variety of indigenous and other plant materials designed to provide a year-round buffer and visual amenity for the street; and
- e) Provision of public art.

C. Private Open Spaces

Outdoor spaces intended for the private or shared use of tenants in a development should be designed to enhance the use, comfort, and enjoyment of associated indoor spaces, and to integrate the development with its environment. New development should:

- a) Design decks, patios, and other outdoor spaces as natural extensions of indoor spaces;
- b) Ensure that a grade difference of no more than one half-storey exists between usable outdoor spaces and associated primary indoor living areas;
- c) Along publicly-accessible streets and rights-of-ways, provide usable front yards, defined not by high fences, but by any combination of changes in grade, vegetation, and low, decorative fences/walls which serve to:
 - i) Accommodate an area of privacy for residents;
 - ii) Maintain some view to and from the street; and
 - iii) Create a series of landscape "layers" between the street and the building;
- d) Ensure that where a unit's main living level is above the grade of the adjacent publicly-accessible sidewalk or path, the difference in elevation is no greater than 1.2 m (3.9 ft.), or where the grade difference is greater than 1.2 m (3.9 ft.), the yard between the sidewalk/path and the building should be raised to an elevation equal to approximately half the total difference in grade. Under no circumstance should a unit's main living level be more than 2.4 m (7.9 ft.) above the grade of the adjacent publicly-accessible sidewalk/path. Furthermore, the ratio of total grade change to building setback from the sidewalk/path should typically be no steeper than 1 in 3; and
- e) Explore opportunities to cluster shared open spaces with public trails, parks, and/or the shared open space of neighbouring development(s) to provide a larger, more usable and accessible space, and a focus for local neighbourhood activities.

D. Trees and Vegetation

New development should contribute to the image of a mature landscape tied to its unique setting and the traditions of its residents by:

- a) Maintaining and incorporating existing trees and mature vegetation wherever possible;
- b) Tailoring the siting and selection of trees to enhance specific neighbourhood characteristics, focal points, features, etc.;
- c) Avoiding the consistent planting of street trees in even rows in favour of tree planting patterns which are more sensitive to the area's distinct neighbourhoods;
- d) Where possible, advocating the nurturing and refinement of the natural flora rather, than replacing it with typically suburban vegetation; and
- e) Incorporating planters, window boxes, and container gardens (rendered in materials complementary to the local built form) as a key way to introduce seasonal colour and interest.

6.2.5 Parking

While Steveston's original townsite was laid out as a regular series of blocks with lanes, outside the commercial area, many of these lanes were never opened. Subsequent single-family and townhouse developments followed the conventions of the day and adopted curvilinear road patterns without a secondary lane system. As a result, garage doors and parking are dominant images in many parts of Steveston. New development should seek to minimize disruptions to the safety and attractiveness of the public realm caused by on-site parking and related services.

A. Lanes

New development should retain or expand the existing lane system and, where appropriate, create new lanes to facilitate service functions. Where implementation of service lanes is not practical, parking/service functions should typically be internalized within the proposed development, and:

- i) Access should typically be from secondary streets;
- ii) Driveway crossings of pedestrian routes should be minimized; and
- iii) Parking and service entrances should be consolidated and integrated into the development's building/landscape design.

B. Visual Impact

New development should minimize the visual impact of parking on the public realm and, where possible, mitigate the impact of existing facilities, as follows:

- a) **Parking structures** should be fully concealed from public streets and open spaces by non-parking uses, or with landscaping and special architectural treatments where the resulting building is consistent with and complementary to the character of adjacent development and uses;
- b) **Surface parking lots** should be:
 - i) Located to the rear of buildings, where they can be concealed from public streets and open spaces;
 - ii) Limited in size to 0.13 ha (0.3 ac) (as applied to a single lot or the aggregate total area of abutting lots defined by buildings or publicly-accessible streets landscaped to City standards);
 - iii) Landscaped, fenced, etc. around their perimeters to enhance their appearance from public streets and open spaces and reinforce continuity of the streetscape;
 - iv) Planted with sufficient trees so that within ten years, 70% of the surface area of the lot will be shaded in summer; and

-
- v) Planned to minimize the extent of paved areas, and designed so that, wherever possible, the parking surface complements the surface treatment of adjacent pedestrian areas (i.e. heavy timber decking should be used where a parking lot is adjacent to a pedestrian boardwalk); and
 - c) In residential situations, especially townhouses and detached dwellings:
 - i) Garage entries should not be located on the front facades of units (eg. the same facade as the "front door"), especially where this situation is repeated on adjacent units;
 - ii) Garage entries should receive special architectural and landscape treatments to enhance their appearance (i.e. decorative doors, narrow door widths, overhead trellises with climbing plants, trees and planting between the garage and adjacent uses, decorative paving, and where no solid door is installed, the extension of the building's exterior materials and level of finish into the areas of the garage visible to the public);
 - iii) Driveways and private roads should not be gated;
 - iv) Driveways and private roads should be kept as narrow as possible, paved and landscaped to enhance the appearance of the overall development, and designed to safely accommodate a variety of activities (i.e. basketball, road hockey, car washing, etc.); and
 - v) In the case of townhouse and detached units, where a unit's garage door is not adjacent to its front door, a "back door" should be provided so that residents may access the unit's interior without using the garage door.

6.3 ADDITIONAL DEVELOPMENT PERMIT GUIDELINES: CHARACTER AREA GUIDELINES

The Steveston Area contains a number of "character areas" or neighbourhoods which impart to the community a sense of time, place, diversity, and individuality. The purpose of these guidelines is to provide supplemental guidance to the development of those areas whose form and character are considered key to Steveston's identity. Attachment 5, Character Area Key Map, shows the boundaries of each character area to which additional guidelines apply.

AREA A: STEVESTON VILLAGE

The "Steveston Village Character Area" encompasses the community's original commercial centre and the historic focus of its fishing industry. The area is made up of a number of distinct sub-areas which exhibit many unique, yet complementary, characteristics and opportunities. Attachment 6 shows the approximate boundaries of - area.

Due to the importance of Steveston Village's form and character to its roles as a home port, a tourist destination, and a focus for the community, the "General Development Permit Guidelines" for the Steveston area are not considered to be adequate to direct its development. Additional Development Permit Guidelines are provided here to address issues specific to this location. The guidelines are given in two parts: "General Guidelines" applicable to the entire character area; and, "Sub-Area Guidelines" applicable only to specified locations.

GENERAL GUIDELINES

1. ARCHITECTURAL ELEMENTS

With Steveston's heritage, and its community's love of that heritage, it is tempting for new development to simply mimic the area's historic structures. Steveston has, however, never been frozen in time. Whether as a result of fire, economic conditions, or shifting values, Steveston has changed and so have its buildings. As Steveston continues to change, its architecture, while rooted in the past, needs to keep pace.

1.1 Roofscapes, Exterior Walls, and Finishes

The Village's historic buildings are humble structures. They are not characterized by ornate gingerbread details or grand architectural gestures, but by natural materials used in a simple, straight forward way. New development should aim to complement, rather than copy, the style of the Village's historic buildings by:

- a) Designing buildings that have clearly articulated bases, middle sections, and tops;
- b) Employing forms such as pitched roofs (with slopes of 8 in 12 or greater) with gable ends and false fronts, and flat or other roof forms where traditional character references can be demonstrated;
- c) Ensuring that the first storey reads on the outside of the building as approximately 5 m (16.4 ft.) high and provides continuity with adjacent buildings;
- d) Providing first floor interiors which are generally high, airy volumes with large windows onto the street;
- e) Typically using windows and doors with heavy wooden frames/sills and interesting door designs, and avoiding use of windows with imitation divided lights;

-
- f) Providing larger windows on the ground floor than on the floors above, and not extending windows to floor level;
 - g) Recessing building entries at least 1 m (3.3 ft.);
 - h) Designing buildings which focus attention on their high quality of materials and craftsmanship;
 - i) Using wood and brick as the Village's primary exterior cladding materials, complemented by a judicious use of glass, concrete, stucco, and metal siding, along with timber and metal structural elements and details;
 - j) Employing construction methods that complement the material used and are consistent with past practices in Steveston, such as "punched" window openings and heavy timber, post and beam construction; and
 - k) "Personalizing" buildings with special architectural features and finishes (i.e. inseting building/business names, addresses, etc. into entry floors in ceramic tiles, pebbles, cut stone, brass characters, etc.).

1.2 Weather Protection

Traditional methods of weather protection in Steveston were canopies supported on posts and projecting canvas awnings. To enhance the character of the Village area, new development should continue this tradition, and ensure that:

- a) Awnings and canopies are typically simple, flat planes (eg. not curves, vaults, domes, etc.), with a slope of 6 in 12 or less (though a maximum slope of 12 in 12 is acceptable), and little or no valance (0.15 m/0.5 ft. maximum);
- b) Awnings, whether retractable or fixed, are made of durable fabric (not vinyl or plastic);
- c) Canopies are designed as permanent structures, exhibiting the same character and level of finish as the buildings which support them;
- d) Where canopies are supported on posts, such posts are situated on private property and a clearance of at least 2.7 m (9 ft.) is maintained to the underside of the canopy;

-
- e) Any weather protection typically has a minimum clear depth of 1.2 m (3.9 ft.); and
 - f) Weather protection maintains minimum clearances to -
 - i) Adjacent street curbs (measured horizontally) 0.6 m (2 ft.)
 - ii) Utility poles 1 m (3.3 ft.)
 - iii) Utility wires 2.1 m (6.9 ft.)

1.3 Signage

Signs for the identification of businesses or activities should be in keeping with the historic nature of the town. Signs in the early 1900's were usually painted on wood, either directly on buildings or on boards fastened flush to the fascia ("fascia signs") or suspended beneath canopies ("marquee signs"). Occasionally, larger establishments displayed roof signs. New development should ensure signage is:

- a) An integral part of the building/landscape design, and that its form, materials, and the character of its copy complement the types of activities being advertised;
- b) Wood (painted, stained, sand blasted, or carved), metal (cast, painted, embossed, or enamelled), fabric, or painted/etched on windows or glazed door panels;
- c) Not plastic, internally illuminated, back-lit awnings/canopies, electronic or moving signs or messages, or neon;
- d) Primarily oriented to pedestrians along the sidewalk;
- e) Not a navigational hazard when seen from the river;
- f) Illuminated externally by concealed, incandescent fixtures or fixtures with a nautical or industrial character; and
- g) In compliance with the City of Richmond bylaws controlling signage, and with the following:
 - i) **Marquee (Under Canopy) Signs**
 - 2.4 m (7.9 ft.) minimum clear distance above grade
 - 0.74 m² (8.0 ft²) maximum sign area per business

-
- 0.15 m (0.5 ft.) maximum height of letters
 - ii) **Fascia, Canopy, and Awning Signs**
 - 0.14 m² (1.5 ft²) maximum sign area per linear metre of building frontage
 - iii) **Projecting Signs**
 - 3.2 m (10.5 ft.) minimum clear distance above grade
 - 0.28 m² (3 ft²) maximum sign area per linear metre of building frontage
 - iv) **Free Standing Signs**
 - Limited to sandwich boards or the equivalent

2. LANDSCAPE ELEMENTS

The juxtaposition of Steveston's working waterfront with its village centre greatly enriches its character. More than a "small town", Steveston is a port. It is comfortable, but "gritty". It is urban, but not refined. It is old, but evolving. It is both intimate and open. To enhance this situation, the landscape of the "Village" must strike a balance between "small town Steveston" and "working waterfront Steveston". To accomplish this, new development should:

- a) Keep sidewalks narrow;
- b) Where possible, employ timber planks for walkways/sidewalks (especially near the waterfront), and planks, gravel or other special paving treatments for parking areas, rather than asphalt;
- c) Provide planters, window boxes and/or other types of container gardens to provide an abundance of year-round seasonal colour;
- d) Typically avoid manicured planting schemes and lawns in favour of wild flowers and indigenous vegetation;

-
- e) Selectively plant/retain a limited number of trees near the riverfront and from there increase the amount of tree planting towards the north culminating in significant tree planting along Chatham Street and Moncton Street east of No. 1 Road;
 - f) Plant trees in surface parking lots:
 - i) At a ratio of 1 tree for every 3 stalls;
 - ii) At the sides, not the heads, of stalls; and
 - iii) Protect them with guards designed to take a high level of abuse;
 - g) Wherever possible, incorporate industrial equipment and features (i.e. rail tracks) found on site, especially those of a large scale (i.e. cranes); and
 - h) Provide furnishings and finishes (i.e. seating, bike racks, drinking fountains, walkway/sidewalk paving, etc.) as specified under City standards for the "Village" along major public routes (i.e. streets and the waterfront walkway), and provide coordinated furnishings and finishes expressive of individual businesses and developments along lanes, pedestrian arcades, and similar publicly-accessible spaces.

SUB-AREA GUIDELINES

1. MONCTON STREET

"Moncton Street" is the heart of the "Steveston Village" area, attracting tourists, residents, and fishermen to eat, shop, and stroll. Historic buildings, like the Hepworth Block and the Post Office, allude to the way the area once looked, but the passing of time has resulted in vacant and underdeveloped sites which detract from the area's appearance and vitality. New development should seek to sensitively infill the "Moncton Street" area with pedestrian-oriented projects which respect the area's architectural heritage.

1.1 Settlement Patterns

To take advantage of the area's regular pattern of small blocks, and support a rich and vibrant pedestrian environment, new development should:

- a) Typically reinforce the image of a continuous street wall, built at or close to the property line, along all street frontages;
- b) Limit significant interruptions in the street wall to those places where it will enable preservation of a valued historic structure or tree(s), or provide a special public open space opportunity;
- c) Develop lands abutting lanes, particularly south of Moncton Street, to accommodate pedestrian-oriented open spaces and a mix of retail, restaurant, artisan, custom workshop, and industrial uses;
- d) Vary building setbacks along lanes to create interesting pedestrian spaces; and
- e) Create a network of narrow, open-air, pedestrian arcades and courtyards linking public streets and lanes, as well as providing access to residential and non-residential uses situated above grade.

1.2 Bulk and Height

To maintain the intimate, pedestrian scale of the "Moncton Street" area, new development should:

- a) Typically be two-storeys and 8 - 9 m (26.2-29.5 ft.) in height along Moncton Street;
- b) Situate those buildings or portions of buildings which are taller than 9 m (29.5 ft.), at least 10 m (32.8 ft.) back from Moncton Street;
- c) Limit the length of building frontages to a maximum of 20 m (65.6 ft.);
- d) Employ open-air pedestrian arcades and similar features, along with changes in architectural massing, detail, colour, and/or materials, to break large frontages into smaller building blocks;
- e) Vary building heights and forms along lanes to create a more informal, intimate, and complex environment than is intended along the street; and

-
- f) Enhance public use of pedestrian arcades and courtyards by massing development to allow direct sunlight access where possible.

1.3 Architectural Elements

To enhance the commercial vitality of the "Moncton Street" area, new development should:

- a) Provide continuity of retail, commercial, restaurant, and other uses of public interest at grade along all street frontages, especially south of Moncton Street;
- b) Discourage business and service uses at grade along street frontages south of Moncton Street which are characterized by blank walls, windows onto private office, and other features which do not contribute to the animation of the streetscape;
- c) Along lanes, provide variety in the architectural form, details, materials, and colours, and incorporate special features which enable buildings/businesses to open up physically and visually (i.e. garage doors with glazed panels); and
- d) Provide pedestrian arcades which are typically:
- i) Lined with shops, cafes, etc. and provide access to upper storey businesses and residences;
 - ii) 3 m (9.8 ft.) in width, and no wider than 5 m (16.4 ft.), EXCEPT where necessary to accommodate a-
 - Feature tree, public art, stair/elevator to upper storey(s), sunny dining court, etc.;
 - Residential courtyard providing access to individual units;or
 - Pedestrian route serving a large scale activity generator;
 - iii) Designed to provide visual surveillance and personal safety;
 - iv) Open-air (eg. enclosed arcades, or malls, are typically discouraged) and open to the public around the clock;
 - v) Covered or open to the sky; and

-
- vi) Situated at grade, EXCEPT that where it is desirable to provide a parking structure at grade, a pedestrian arcade may be introduced to provide public access up and over it (eg. to a maximum of one storey above grade) and provide access to above grade, non-retail uses (i.e.residential, office, or community uses).

1.4 Landscape Elements

To enhance the "Moncton Street" area as a comfortable, green, pedestrian-oriented environment, while respecting characteristics of its existing landscape/streetscape, new development should:

- a) Limit tree planting along street frontages to special locations where interruption of the street wall is warranted, such as sunny courtyards and entries to pedestrian arcades;
- b) Plant a variety of large growing tree species to the rear of buildings to provide a backdrop to the area's buildings as seen from the street, and to enhance the use and appearance of the lanes;
- c) Enhance lanes and pedestrian arcades (not just street frontages) with an abundance of flowers and plant material in planters and window boxes, as well as climbing vines; and
- d) Situate garbage uses to the rear of buildings, a minimum of 15 m (49.2 ft.) from a public street, and ensure garbage containers are fully housed within the principle building or a structure which enhances the appearance/character of the area.

1.5 Parking

To support pedestrianisation of the "Moncton Street" area, new development should:

- a) Situate surface parking lots and loading uses to the rear of buildings and screen them from view of adjacent public streets;

-
- b) Support the primary use of the lane system south of Moncton Street and west of No. 1 Road for non-parking uses; and
 - c) Focus parkade development north of Moncton Street and ensure that it is fully concealed by non-parking uses along all public streets and open space frontages.

2. BAYVIEW STREET AND B.C. PACKERS RIVERFRONT

Once a veritable wall of cannery structures defining the water's edge, the "Riverfront" uplands have become a gap-toothed collection of gravel parking lots, fuel facilities, trailers, moorage access, visitor attractions, and derelict industrial buildings. The boardwalk and wharves that were a focus for fishing activity and community interaction are now mostly gone or inaccessible. New development should seek to reanimate the "Riverfront" by integrating new and revitalized maritime-oriented industries and activities within an unconventional, pedestrian-friendly, mixed-use environment.

2.1 Settlement Patterns

To integrate the "Riverfront" with the "Village" and "BC Packers Residential Neighbourhood" areas, and reinforce it as a special place, new development should:

- a) Be characterized by images consistent with the area's historic cannery buildings;
- b) Strongly define the water's edge and the alignment of the dyke;
- c) Front both the upland development on its north and the river;
- d) Extend south over the water with finger piers and floating docks, both with and without buildings or structures on them, as was characteristic of the area in the past;
- e) Provide a pattern of seemingly random openings, courtyards, and pedestrian arcades of varying scales:

-
- i) Offering direct and indirect physical access between the water and the "Village" and "BC Packers Residential Neighbourhood" (especially near north-south street ends);
 - ii) Framing special near and distant views;
 - iii) Providing pedestrian access to a continuous waterfront walkway; and
 - iv) Accommodating vehicular access and service functions in a shared pedestrian/vehicular environment;
- f) Ensure that street ends are focal points providing views to:
- i) The river;
 - ii) Active uses situated on public or private piers/open spaces; or
 - iii) Special architectural, public art, or heritage elements;
- g) Define the street edge along the:
- i) South side of Bayview Street with buildings built at or close to the property line;
 - ii) North side of Bayview Street with buildings following a "build-to-line" approximately 5 m (16.4 ft.) back from the property line (respecting the alignment of an existing storm water culvert); and
 - iii) South side of the Bayview extension (east of No. 1 Road) with an "undulating street wall" incorporating regular setbacks and/or breaks in the building mass and associated variations in roof form to complement the scale and rhythm of neighbouring dwellings in the "BC Packers Residential Neighbourhood"; and
- h) Where possible, avoid segregating residential uses from non-residential uses, in favour of an approach which sees the two uses share a common character and features.

2.2 Bulk and Height

To establish the "Riverfront" as an unconventional environment where viable industrial uses and public activities are juxtaposed to create exciting spaces and opportunities, new development should:

-
- a) Typically be simple building blocks with pitched roofs;
 - b) Be of a scale and form to:
 - i) Create a dramatic and varied edge as seen from the river; and
 - ii) Provide a backdrop to the "Village" and "BC Packers Residential Neighbourhood"; and
 - c) With regard to building height:
 - i) Typically vary from one to three-storeys and 6 - 12 m (19.7 - 39.4 ft.), with feature buildings being as tall as approximately 18.3 m (60 ft.);
 - ii) Typically orient buildings or portions of buildings that are taller than 12 m (39.4 ft.) such that their "spines" run north-south and their narrow ends face the "Village" and the "BC Packers Residential Neighbourhood"; and
 - iii) Provide abrupt transitions in height with neighbouring buildings and open spaces.

2.3 Architectural Elements

To impart a human-scale and build on the distinctive character of Steveston's historic waterfront buildings, new development should:

- a) Contribute to an interesting and varied roofscape which combines extensive use of shed and gable forms with more limited use of flat, symmetrical hip, and feature roofs;
- b) Ensure that windows, doors, and other features are used graphically/boldly to enhance a building's simple shape and accentuate the scale of these elements versus that of the overall building mass;
- c) Provide contrasting areas where architectural elements (i.e. windows, doors, etc.) are concentrated, versus areas where large simple wall surfaces focus attention on materials, colour, and the overall building scale and shape;

-
- d) Typically, focus architectural details near a building's first floor to impart a human-scale to adjacent public streets and pedestrian areas, particularly in areas of highest public pedestrian use and adjacent to/facing residential development in neighbouring character areas;
 - e) Employ architectural elements which enhance enjoyment of the river, the sun, and the view and provide opportunities for private open space, especially in the case of residential uses where generous roof decks, french balconies, and similar features are strongly encouraged;
 - f) In the case of residential uses, be designed to create a unique housing environment which takes advantage of the area's industrial vernacular in the form of:
 - i) Large, lofty, bright interior spaces;
 - ii) Single and multi-storey units, some with mezzanines;
 - iii) Large windows oriented to the view and sun;
 - iv) Small unit clusters, typically with individual or shared exterior stair access to grade (rather than indoor elevator access);
 - v) Weather protection over unit entries and used as special features (i.e. sun shades on windows or privacy screens on roof decks);
 - vi) Planters, window boxes, and other types of container gardens which impart a very "green" image to individual dwellings; and
 - vii) Special exterior lighting which enhances personal security and the identity of individual units;
 - g) Use durable materials, finishes, and details throughout the area which are characteristic of maritime/industrial activities (i.e. metal, timber, or concrete guards and bollards near building corners where they may come in contact with vehicles or equipment);
 - h) Use changes in colour and materials to make individual buildings distinct and create a more visually interesting environment; and
 - i) Situate garbage away from public view and residential uses and, where necessary to accomplish this, house garbage containers fully within the principle building or a structure which enhances the appearance/character of the area.

2.4 Landscape Elements

To create a pedestrian-centred environment, new development should:

- a) Ensure that continuous public pedestrian circulation is provided along the waterfront with frequent and convenient access to public upland areas (i.e. streets);
- b) Ensure that where maritime/industrial activities result in any interruption in grade-level public access along the waterfront, an alternative handicapped accessible public route is provided and designed to bring people as close to the water as possible (i.e. via elevated walkways, floating docks, pier structures, etc.);
- c) Where open areas exist along the waterfront (including parking lots), typically provide surface treatments consistent with that of adjacent piers and boardwalks (i.e. heavy timber planks);
- d) Support development of Bayview Street in a manner which will calm traffic, encourage safe, shared pedestrian/vehicular use of the roadway, and enhance use of some portions of it for special events (i.e. festivals, markets, temporary fishing industry-related activities, etc.);
- e) Utilize the required 5 m (16.4 ft.) setback along the south side of Bayview Street to provide special landscape features which:
 - i) Encourage more active use of this area;
 - ii) Support adjacent businesses/activities;
 - iii) Provide visual interest; and
 - iv) Help to "knit" the waterfront into the "Moncton Street" area;
- f) Limit tree planting along street frontages to special locations where interruption of the street wall is warranted, such as sunny courtyards and entries to pedestrian arcades, EXCEPT along the Bayview extension east of No. 1 Road, across from the "B.C. Packers Residential Neighbourhood", which should:
 - i) Be defined by a double row of trees lining a broad pedestrian walkway leading from No. 1 Road to the area around Phoenix Pond; and

-
- ii) Incorporate gardens, planters, and other landscape features designed to enhance the relationship of the area with the "Packers Neighbourhood";
 - g) Plant large growing, deciduous trees away from public streets as special landscape features to be seen as "backdrops" to the streetscape; and
 - h) Seek to enrich its setting and increase public awareness of the area's heritage by placing special emphasis on its incorporation of public art and features/artifacts related to the area's history of maritime/industrial activities.

2.5 Parking and Loading

To support pedestrianisation of the "Riverfront" and provide for the needs of industrial and maritime service uses, new development should:

- a) For lands north of Bayview Street, situate parking and loading to the rear of buildings with vehicular access from north-south roads and lanes; and
- b) For lands south of Bayview Street and the Bayview extension east of No. 1 Road, either screen parking and loading from view from key pedestrian areas (i.e. the waterfront walkway) or:
 - i) Design loading to the same level of finish as other public areas and integrate it with the overall building design (or even make it a feature);
 - ii) Provide non-residential and visitor parking in small lots (0.04 ha/0.1 ac maximum), designed as attractive, hard-surfaced open spaces which visually complement the waterfront (i.e. paved with heavy timber planks and landscaped with trees and furnishings), and planned as possible multi-purpose areas;
 - iii) Provide residential parking in private or small, shared garages, the entries to which are oriented away from highly visible public area or are designed to complement overall building design/streetscape and ensure pedestrian safety; and

-
- iv) Investigate opportunities to coordinate development with increased on-street parking.

3. CHATHAM STREET

Unlike the "Riverfront" and "Moncton Street" areas, Chatham lacks a strong sense of character, and is made to feel almost highway-like by its broad building setbacks, parking lots, lack of trees, and wide road right-of-way. New development should seek to enhance the role of this area as part of "Steveston Village" and the "gateway" to Garry Point Park.

3.1 Settlement Patterns

To support "Chatham Street" for convenience commercial uses serving the local community, while creating a visually richer and more human-scaled environment enhancing the area's relationship with the "Village", Garry Point Park, and Steveston Park, new development should:

- a) Provide retail continuity along Chatham Street at grade;
- b) Where commercial uses (retail, office, etc.) are to be provided above grade, access should be via open-air walkways;
- c) Situate any residential uses above grade and orient entries to north-south streets and lanes;
- d) Typically set buildings back from Chatham Street to align with their neighbours, approximately 19 m (62.3 ft.) on the south side of the street and 11 m (36.1 ft.) on the north side, and provide surface parking in front of them;
- e) Selectively introduce built form elements (i.e. buildings or structures) close to the Chatham Street property line, with taller elements near street corners; and

-
- f) Typically reinforce the image of a continuous building wall, built at or close to the property line along all north-south streets and lanes (to align with neighbouring buildings in the "Moncton Street" area of the "Village").

3.2 Bulk and Height

To help better "define" the street and create a more interesting pedestrian-oriented environment, new development should:

- a) Ensure that buildings developed along Chatham form a "continuous wall" which is at least two-storeys and 9 m (29.5 ft.) high and acts as a "visual backdrop" for the street;
- b) Where a building, a portion of a building, or a structure is introduced near the Chatham Street property line, ensure it is designed to be a:
 - i) Visual focus for the surrounding development;
 - ii) Distinctive image helping to identify the project and the area;
 - iii) Human-scaled element that enhances pedestrian activity and amenity (i.e. a gazebo, pergola, open-air stair tower, weather protection, a single-storey retail unit with a small footprint, etc.); and
 - iv) Part of a coordinated streetscape composed of complementary forms.

3.3 Architectural Elements

To enhance recognition of retail units and complement the character of the "Village", new development should:

- a) Where a "background" building or its ground level retail units may be difficult to see from the street (due to setbacks, landscaping, etc.), employ "focal" structure(s) near Chatham to enhance the development's identity and sensitively incorporate project signage;

-
- b) Ensure that each project's "background" buildings and "focal" structures express a unified character; and
 - c) Where a residential use is situated above grade, its character must be consistent with and complementary to the project's commercial image.

3.4 Landscape Elements

To help reinforce a strong sense of place through its landscape and create a more pedestrian-oriented environment, new development should:

- a) Extend the natural, almost rural, character of Garry Point Park eastward to meet and blend with the "small town" ambience and pedestrian-friendly environment of the "Village";
- b) Support a concept for Chatham Street which would see it lined with large scale, deciduous trees, and an enhanced form of its existing recreational greenway extended to Steveston Park;
- c) Coordinate landscape treatments along parking lot/street frontages with neighbouring properties to achieve a unified image for this portion of Chatham Street and convenient movement between neighbouring developments, including:
 - i) A coordinated and connected parking layout;
 - ii) Trees and indigenous/naturalized shrubs, grasses, and wildflowers;
 - iii) Street furnishings (i.e. bollards, seating, lighting, decorative walls or fencing, etc.);
 - iv) Pedestrian walkways/sidewalks along both building and street fronts; and
 - v) Convenient, safe pedestrian routes from buildings to Chatham Street at street corners, lanes, and, where appropriate, mid-block;
- d) Make special efforts to incorporate features which will differentiate this area from other convenience commercial areas, such as:
 - i) Boardwalks, instead of concrete walkways;
 - ii) Attractively designed weather protection along shop fronts;

-
- iii) Abundant plant material providing seasonal colour in the form of flower baskets, planters, and climbing vines;
 - iv) Large scale tree(s) featured as project focal points;
 - v) Comfortable, attractive seating areas designed to enhance both the use and appearance of a project;
 - vi) Large and small amenities, such as a clock, water feature, or drinking fountain; and
 - vii) Public art.

3.5 Parking

To ensure the area is convenient for shopping, new development should:

- a) Wherever possible, provide adequate parking on-site for shoppers;
- b) Typically situate shoppers' parking along Chatham Street in front of buildings;
- c) Where sites cannot accommodate adequate parking on-site;
 - i) Typically provide only employee parking in a remote location; and
 - ii) Explore opportunities to coordinate development with increased on-street parking;
- d) Provide residential and employee parking to the rear of buildings; and
- e) Restrict vehicular access to on-site parking to north-south streets and lanes.

4. GULF OF GEORGIA

The "Gulf of Georgia" area is key to Steveston's role as a home port for the fishing industry, as well as being a national historic site and the "Village's" gateway to Garry Point Park. Large portions of the area currently lay vacant and are used as surface parking lots. Over time, these lands may be developed for the use of the fishing industry or similar activities. New development should seek to enhance this area's role as a "gateway" and tourist destination, while supporting the viability of its industrial activities.

4.1 Settlement Patterns

To respect the historic Cannery site, and better integrate it with the "Village" and the residential neighbourhood north of Chatham Street, new development should:

- a) Where possible, respect the area's historic development patterns, and use those patterns to help guide and shape its form and siting;
- b) Be designed to make practical use of its waterfront location, and to generally benefit from its proximity to the views, etc. that the river affords the site;
- c) Enhance the site as the "gateway" to Steveston for water-borne vessels;
- d) Maintain the existing east-west road across the area as the site's primary circulation spine, a public view corridor, and, as much as possible, a publicly-accessible walking and cycling route;
- e) Break the area up into a series of smaller blocks with a road network (private and/or public) that conforms to the existing grid system north of Chatham Street;
- f) Concentrate new buildings along the site's east-west road, rather than dispersing them across the site;
- g) Orient new buildings to front onto the proposed road network and enhance views south to the Cannery; and
- h) Site buildings to frame the east-west road and the Cannery as seen from Moncton Street and Garry Point Park.

4.2 Bulk and Height

To maintain views to the historic Cannery from Chatham Street, and buffer sensitive residential neighbours from the visual impact of new industrial buildings, new development should:

- a) Along Chatham Street, typically be no taller than 9 m (29.5 ft.), and be of a similar scale and rhythm to the single-family dwellings on the north side of the street;

-
- b) Typically set taller buildings and those with longer, uninterrupted facades away from Chatham Street; and
 - c) Incorporate taller building elements or structures at key locations (i.e. the intersection of Seventh Avenue and the site's east-west road, the west end of Moncton Street and other street ends, etc.) to provide landmarks and add visual interest.

4.3 Architectural Elements

To enhance the role of the Gulf of Georgia Cannery as a national historic site, and complement the character of "Steveston Village", new development should:

- a) Strongly reflect the character of the site's historic Cannery;
- b) Enhance public use and enjoyment of the City's greenway route along the south side of Chatham Street through the introduction of buildings, structures, and/or activities which provide visual interest;
- c) Where visible to the public, employ materials consistent with the historic Cannery;
- d) Employ a variety of building colours which are compatible with Steveston's traditional character, complementary to the historic Cannery, and create visual interest; and
- e) Avoid furnishings, lighting, signage, materials, finishes, etc. which do not express a strongly maritime/industrial character consistent with both the site's historic and contemporary uses.

4.4 Landscape Elements

To complement the Gulf of Georgia Cannery as a major tourist destination and the "gateway" to Garry Point Park, new development should:

- a) Support development of the Tin Shed site and the west side of 3rd Avenue as a landscaped open space designed to enhance:
 - i) Public views and access to the historic Cannery from Moncton and Bayview Streets;

-
- ii) The relationship of the Cannery to the "Village's" commercial area;
 - iii) Moncton Street's street-end view looking west and develop it as a key image for the commercial area; and
 - iv) Pedestrian access between the "Village" and Garry Point Park;
 - b) Enhance public pedestrian/bicycle access between Moncton Street and the Chatham Street greenway;
 - c) Support improvements to the Chatham Street greenway, consistent with improvements pursued in the Village's Chatham Street area;
 - d) Incorporate special measures (i.e. public art) along the perimeter of storage yards and other open/fenced areas (i.e. parking) to enhance their appearance; and
 - e) Treat surface parking areas and storage yards with:
 - i) Heavy, timber planks for small areas in prominent locations near the river, Moncton Street, and Garry Point Park;
 - ii) Gravel for large areas; and
 - iii) Grass for areas used only intermittently or seasonally, such as the public parking lots along Chatham Street.

4.5 Parking

To meet local parking requirements, new development should:

- a) Accommodate public parking parallel to Chatham Street in heavily treed lots; and
- b) Where possible, situate private parking areas away from public view (i.e. behind buildings).

AREA B: B.C. PACKERS RESIDENTIAL NEIGHBOURHOOD

The "B.C. Packers Residential Neighbourhood Character Area" is a new housing area on lands formerly used for B.C. Packers' operations. To the south, it is bounded by the riverfront and other Packers lands which will be redeveloped and incorporated into the "Bayview Street and B.C. Packers Riverfront" sub-area of the "Steveston Village Character Area". West of "Packers Neighbourhood" is the "Village's" "Moncton Street" mixed-use sub-area. North of "Packers Neighbourhood" is Moncton Street and Steveston Park with its extensive community facilities. East of "Packers Neighbourhood" are existing areas of single-family homes and townhouses, beyond which lies the Britannia Heritage Shipyard.

The location of "Packers Neighbourhood" imposes upon it a challenging role: to help link Steveston Park and existing residential development to the various recreational and maritime activities found along the riverfront, and provide a transition between the area's lower density residential neighbours and "Steveston Village". In addition, the "Neighbourhood's" location near the river, the park, and the "Village" presents an opportunity for its built form and character to be "special", not just a copy of some other area in Steveston. General Development Permit Guidelines for the Steveston area are not adequate to meet this challenge. Additional Development Permit Guidelines are provided here to address issues specific to this location.

1. SETTLEMENT PATTERNS

To support establishment of "Packers Neighbourhood" as an unique housing area which combines and reinterprets elements of Steveston's built form and landscape to create a fine grained, pedestrian-oriented, and "green" residential environment, new development should:

- a) Conform to a grid system based on "Steveston Village's" pattern of small blocks and rear lanes, providing:

-
- i) North-south streets and trails, designed as "green" pedestrian routes, linking Steveston Park with a continuous public trail along the waterfront;
 - ii) East-west streets and/or pedestrian routes linking areas east of "Packers Neighbourhood" with the "Village" and the waterfront, without directing fast moving traffic through existing residential neighbourhoods;
 - iii) Along all publicly accessible streets and trails, continuous residential frontages and entrances to individual grade-oriented dwelling units, or in the case of non-residential uses (i.e. library, community policing station, etc.), frontages which are predominantly devoted to windows (providing interesting views to the uses within), public entries, and other features which contribute to an animated, attractive streetscape;
 - iv) All parking access via rear (public or private) lanes or, in the case of the area's apartment projects, a limited number of garage entrances designed and situated to minimize visual impact and disruption to pedestrian activity; and
 - v) Special opportunities for innovative dwelling types where appropriate in rear yards (i.e. coach houses, front-back duplex units, triplex and four-plex dwellings, stacked townhouses, etc.);
 - b) Contribute to the image of a "fine grained urban fabric" composed of many "small" buildings set close to each other along continuous "build-to" lines, (versus the image of a continuous "street wall" as in the "Moncton Street" area of the "Village"); and
 - c) Set back buildings from front yard property lines or trail/right-of-way boundaries as follows:
 - i) Along Moncton Street, 6 m (19.7 ft.) to align with existing homes to the east and provide adequate landscaped front yard space to contribute to Moncton Street's development as a broad "green" avenue;

-
- ii) East of Phoenix Pond (for all buildings and projections, such as porches, bay windows, chimneys, etc.), a minimum of 6 m (19.7 ft.) onto Westwater Drive, 9 m (29.5 ft.) onto the riverfront trail and any associated public open space/natural areas, and 18 m (59.1 ft.) between buildings where a publicly-accessible trail designated under the area plan intervenes; and
 - iii) Elsewhere, typically 4.3 m (14.1 ft.) in order to create an intimate, human-scale streetscape, and accommodate private yards, public gardens and seating areas (eg. in association with public uses), etc. and some building projections (i.e. porches).

2. BULK AND HEIGHT

To create a neighbourhood characterized by an intimate, human scale and respect the scale of neighbouring development, new development should:

- a) With regard to building height in the area north and west of Phoenix Pond, generally increase it from 2½ storeys and 9 m (29.5 ft.) on the east to 4 to 5 storeys and 15 m (49.2 ft.) on the west and:
 - i) Along Moncton Street, typically be two to three storeys and a maximum of 9 m (29.4 ft.) with taller buildings of up to 5 storeys and 15 m (49.2 ft.) set a minimum of 10 m (32.8 ft.) south of the Moncton Street right-of-way;
 - ii) Within 30 m (98.4 ft.) of lower density residential properties situated east of "Packers Neighbourhood", typically be no more than 2½ storeys and 9 m (29.5 ft.) including any sloped roof, and within 60 m (196.9 ft.) typically be no more than 3 ½ storeys and 12 m (39.4 ft.) including any sloped roof; and

-
- iii) Elsewhere in "Packers Neighbourhood", vary building heights such that lower buildings or portions of buildings (e.g. up to 9 m /29.5 ft. including any sloped roofs) are typically set closer to publicly-accessible streets and trails, while taller buildings or portions are set back, EXCEPT where a taller structure near a street will provide a desirable visual landmark or enhance the overall character of the neighbourhood;
 - b) With regard to building height in the area east of Phoenix Pond, limit it to 4 storeys over 1 storey of parking with:
 - i) A significant amount of any parking storey being situated below the elevation of the crest of the dyke;
 - ii) Any parking structure being blended seamlessly into the topography (i.e. the dyke) or concealed by non-parking uses; and
 - iii) Lower building elements being situated along Westwater Drive and the riverfront trail having a maximum height of 9 m (29.5 ft.) as measured from the crest of the road and the elevation of the trail respectively; and
 - c) Limit the length of building frontages to a maximum of 20.0 m (65.6 ft.), and where the length of a building frontage exceeds 12.0 m (39.4 ft.) employ measures to "break" the facade into two parts (i.e. changing the plane of the facade, creating a deep recess in the facade, pulling the roof line down, changing building height, and/or changing materials/colours); and
 - d) Enhance the use of trails and courtyards by massing development to allow direct sunlight access wherever possible.

3. ARCHITECTURAL ELEMENTS

To create an uniquely livable residential neighbourhood, that complements the intended character and vitality of the "Village" area, new development should:

-
- a) Create roofscapes typically characterized by:
 - i) Steeply sloped principle roofs combined with more gently sloped secondary roofs; -
 - ii) Flat roofs used as habitable decks;
 - iii) A limited number of special roof features (across the neighbourhood) designed to provide a desirable landmark or enhance overall character; and
 - iv) Roof cladding of wood (i.e. shake or shingle) or metal sheet (i.e. corrugated, standing seam, or V-crimp);
 - b) Create residential streetscapes characterized by features which expand/enhance usable residential space, strengthen relationships with the public realm, and contribute to a distinctive character, including:
 - i) Generous, useable entry porches (e.g. extending across roughly half of each grade level unit's front facade with a minimum depth of approximately 2.4 m/7.9 ft. (and projecting up to 1 m/3.3 ft. into front yard setbacks in the area north and west of Phoenix Pond);
 - ii) Balconies, decks, terraces, and roof decks designed to provide usable private outdoor space, and enhance access to views and sun;
 - iii) Bay windows, french balconies, window boxes, etc. which enhance both the interior living space and the personality of a dwelling as seen from a street, trail, or open space;
 - iv) Front doors opening onto well designed/functional entry areas (i.e. not sliding patio doors onto the street or front doors opening directly onto living rooms without benefit of an entry area, closet, etc.);
 - v) Garages which are designed to the same level of quality as the principle buildings including, in the case of parkades, the interior area visible from the street; and

-
- vi) Variations in building form to acknowledge special places or "gateways", or to provide visual interest and more dynamic living spaces (i.e. a structure's top storey may project through the main roof as a turret, dormers, etc.);
 - c) Create **non-residential streetscapes** characterized by the same features common to the area's residential development, with the addition of features common to "Steveston Village" as described under this bylaw as Section 6.3, Area A: Steveston Village, General Guidelines, 1. Architectural Elements; and
 - d) With regard to **materials**, promote building designs which:
 - i) Focus attention on their high quality of materials and craftsmanship, and their "fit" with the "Village" and the waterfront;
 - ii) Avoid materials having artificial "heritage" looks;
 - iii) Avoid materials/elements which do not reinforce the area's intended character; and
 - iv) Especially in the case of non-residential uses, "personalize" buildings with special architectural features (i.e. public art) and finishes.

4. **LANDSCAPE ELEMENTS**

To create a lush, intimate, garden-like landscape aimed at enhancing the scale and character of the area's built form and, in effect, extending Steveston Park toward the waterfront and the natural area around Phoenix Pond, new development should:

- a) **North and west of Phoenix Pond**, contribute to the image of narrow, pedestrian-friendly streets and trails by:
 - i) Typically keeping street right-of-way widths to a minimum and providing narrow sidewalks;
 - ii) Incorporating special paving and landscaping treatments into roadway, sidewalk, and driveway surfaces;

-
- iii) Providing small gardens fronting onto streets and trails and defining those gardens with low, open fences (i.e. picket) a maximum of 1 m (3.3 ft.) high along street front and trail front property/right-of-way lines, EXCEPT along Moncton Street and adjacent to non-residential uses where no fences should be provided;
 - iv) Landscaping of those gardens primarily with a combination of trees and shrubs, accented by paths, small areas of decorative paving, seating, and/or garden structures (i.e. trellises), and providing little or no lawn area, EXCEPT along Moncton Street where the image of open lawns with foundation planting is more in keeping with local character; and
 - v) Providing planters, window boxes and/or other types of container gardens to provide an abundance of seasonal colour (especially adjacent to non-residential uses);
- b) **East of Phoenix Pond**, expand on the character and form of the natural area adjacent to the Pond through the use of berming and extensive planting of indigenous/naturalized trees, shrubs, and flowering and/or fruit bearing plants designed to conceal any parking structures, enhance residential privacy, and mitigate the scale and visibility of residential buildings as experienced along the waterfront trail;
 - c) Support development of recreational trails, greenways, and similar public open spaces, including:
 - i) A greenway along the south side of Moncton Street, incorporating large growing, deciduous trees, special paving treatments, traffic calming measures, furnishings, and public art, designed to enhance this area's role as the "entrance" to the "Village" and its relationship with Steveston Park;

-
- ii) A north-south trail, 5.5 m (18 ft.) wide linking Moncton Street with the west end of Westwater Drive and the head of Phoenix Pond, along the edge of "Packers Neighbourhood", incorporating a 3 m (9.8 ft.) wide landscape buffer abutting the area's existing residential neighbours including a variety of deciduous and evergreen trees and indigenous/naturalized vegetation designed to provide a dense, year-round screen at least 1.8 m (6 ft.) high, and seasonal colour and interest, and a 2.5 m (8.2 ft.) wide public pedestrian/bicycle path;
- iii) A continuous riverfront trail east of Phoenix Pond, incorporating indigenous/naturalized, evergreen and deciduous, trees and vegetation in a setting complementary to the natural area around the Pond, the Britannia Heritage Shipyard, and the South Dyke Trail east of No. 2 Road; and
- iv) One trail linking Westwater Drive with the riverfront trail, via the multi-family residential area east of Phoenix Pond, and incorporating features such as-
- A heavy timber boardwalk at least 3.7 m (12.1 ft.) wide extending towards the river at the approximate elevation of Westwater Drive;
 - A raised view point/seating area at the southern end of the boardwalk with access down to the public trail via stairs and ramps;
 - Individual residential unit entries opening onto the boardwalk; and
 - Indigenous/naturalized evergreen and deciduous trees and vegetation along the sides of the boardwalk;
- d) Wherever possible, and especially in association with non-residential uses, incorporate **industrial equipment and features** (i.e. rail tracks) found on site, with special attention to opportunities to use large scale elements (i.e. crane) as landmarks, play equipment, and a form of public art; and

-
- e) North and west of Phoenix Pond, provide furnishings and finishes (i.e. seating, bike racks, drinking fountains, etc.) as specified under City standards for "Steveston Village" along major public routes (i.e. streets, etc.).

5. PARKING

To support pedestrianisation of "Packers Neighbourhood", new development should ensure that:

- a) Parking structures are fully concealed by non-parking uses and landscape along all publicly-accessible streets and open spaces;
- b) Parking accommodated in individual, attached, or shared garages and open areas is accessed via rear lanes wherever possible; and
- c) On-site parking does not impair the provision of adequate usable on-site open space or aspects of project livability.

AREA C: LONDON'S LANDING

The "London's Landing Character Area" refers to a small area near the south foot of No. 2 Road on the outskirts of Steveston. The history of this area and the lands surrounding it goes back to the late 1800s when London Farm was established (just east of the Character Area). Soon after, No. 2 Road was constructed, linking north Richmond with steamship service to Victoria and ferry service to Ladner. Later a church and post office were built, followed by various boat works, bunkhouses, and cannery structures. Today, only London Farm and a pier near the foot of No. 2 Road remain.

Beyond its history, several factors combine to make the "London's Landing Character Area" special, including:

-
1. It is situated at the junction of several distinct existing areas/land uses, including the South Dyke trail and riverfront area, Paramount Pond's fishing harbour, the "Southcove" multiple-family residential neighbourhood, and Agricultural Land Reserve (ALR) farmland;
 2. It experiences large numbers of motorists, pedestrians, equestrians, and cyclists along Dyke Road and London Road who are attracted to the riverfront area and make access to local uses (especially industrial uses) difficult;
 3. It is planned for development with:
 - At the foot of No. 2 Road, a mixed use area including residential and office uses over compatible industrial and commercial uses; and
 - East of the mixed use area, "Heritage Residential" uses in the form of historic homes relocated in a semi-rural setting (as was done with the McKinney House) side-by-side with new homes designed to respect the form, character, and quality of their older neighbours.

These factors, along with the area's colourful history, combine to create a special opportunity to enhance public enjoyment of the south dyke and support local residents/workers through the re-establishment of "London's Landing" and the lands around it as a small, distinct community and an unique feature on Steveston's riverfront. This opportunity brings with it a number of challenges regarding the appropriate form and character of local development and its relationship with neighbouring uses. While the "General Development Permit Guidelines" established for Steveston apply to the "London's Landing" area, the Additional Development Permit Guidelines provided here are necessary to help address the complexity of the local environment.

1. **SETTLEMENT PATTERNS**

To support development of "London's Landing" with a mix of non-residential and residential uses, and contribute to the establishment of an unique working, recreational, and living environment that respects the area's heritage, new development should:

-
- a) Project a "small town" scale and ambience characterized by:
 - i) In the mixed use area, a "fine grained urban fabric" composed of many small and simple, yet distinctive, buildings set close together on small lots so as to define an informal network of meandering pedestrian routes and intimate open spaces;
 - ii) Fronting Dyke Road in the "Heritage Residential" area, larger homes on wide lots designed to reinforce the image of well-appointed homesteads lining the semi-rural riverfront; and
 - iii) In the residential area, distinct clusters of single- and/or multiple-family residential units oriented around streets or auto-courts and defined by broad, semi-rural landscaped areas so as to resemble traditional groupings of farm buildings;
 - b) Contribute to a varied streetscape characterized by pedestrian-oriented buildings sited, not to conform rigidly to the grid of City streets or consistent setback lines, but to take advantage of:
 - i) Views to the river, harbour, and farmland;
 - ii) Opportunities to create interesting views to "London's Landing" from the river;
 - iii) Street-end views to the area, especially looking south on No. 2 Road and west on Dyke Road;
 - iv) Proximity to the trail system, other pedestrian routes, and local landscape features (i.e. the grade change along the north side of Dyke Road);
 - v) Solar exposure for outdoor activities; and
 - vi) In the "Heritage Residential" and residential areas, opportunities to create innovative lot layouts, sizes, and configurations to reinforce the intended semi-rural character;
 - c) Improve the ease of vehicular movement through the mixed use area by:
 - i) Setting obstructions (i.e. buildings, structures, trees, and soft landscaping) away from areas where large vehicles are required to manoeuvre;

-
- ii) Providing special curb and surface treatments, especially at street corners and driveway entrances; and
 - iii) Installing protective measures, as required (i.e. bollards near building corners, trees, and pedestrian paths);
 - d) Link publicly-oriented and residential uses via:
 - i) An informal network of pedestrian routes; and
 - ii) Connections between adjacent parking areas, shared driveways, etc.; and
 - e) Avoid segregating residential uses from non-residential uses, in favour of an approach which sees them:
 - i) Share a common architectural scale, characteristics and features;
 - ii) United around special landscape elements (i.e. a public open space); and
 - iii) Coordinated through the help of sensitive orientation, architectural elements, and landscape measures.

2. BULK AND HEIGHT

To respect the scale of surrounding development and contribute to the establishment of a distinct, mixed use riverfront community with an intimate, human scale, new development should:

- a) Typically be simple structures;
- b) In the case of principal buildings, generally be 2 storeys and 9 m (29.5 ft) in height, except where additional height is desirable in order to:
 - i) Contribute to a dynamic streetscape/riverscape and/or landmark features through the introduction of special roof forms and taller buildings or portions of buildings;
 - ii) Accommodate the relocation of larger historic structures;
 - iii) Complement the scale and character of adjacent structures, especially where they are of historic significance;
 - iv) Enhance residential development opportunities, livability (i.e. through improved views or privacy), and character; or

-
- v) Avoid the need for significant landfill in areas where existing grade is substantially below the elevation of the dyke.
 - c) Typically limit the length of building frontages to a maximum of 20 m (65.6 ft) (eg. such that larger developments are broken into multiple smaller buildings), except along the Dyke Road frontage of the "Heritage Residential" area where appropriate minimum and maximum building frontages for new construction should be determined based on that of London Farm, McKinney house, and any other relocated historic structures.

3. ARCHITECTURAL ELEMENTS

To contribute towards a distinct architectural character for the "London's Landing" area complementary to its riverfront setting, new development should:

- a) In the mixed use area:
 - i) Contribute to an interesting and varied roofscape which includes, but is not limited to, the symmetrical hip and gable forms common to nearby residential development;
 - ii) Incorporate and blend elements of residential and non-residential buildings to create an unique style which avoids a distinctly residential, industrial, retail, etc. "look" (i.e. residential-style window boxes under industrial windows, industrial-style glazed garage doors on residential and retail units, etc.);
 - iii) Ensure that accessory buildings visible from public areas and residences exhibit the same character and level of finish as the associated principal building(s);
 - iv) Provide pedestrian weather protection to enhance public access to and enjoyment of retail, restaurant, and related uses, and between pedestrian areas or nearby buildings offering weather protection (eg. where there is a "gap" in an otherwise continuously protected pedestrian route);

-
- v) Employ durable materials, finishes, and details throughout the area which are complementary to those in the adjacent "Heritage Residential" area and characteristic of Steveston's riverfront industrial uses (i.e. corrugated metal and wood siding and roofing, heavy timber structures, etc.); and
- vi) Use colour to complement the area's "Heritage Residential" neighbours, and enhance the identity of "London's Landing" and the distinctiveness of its individual buildings;
- b) In the "Heritage Residential" area:
- i) Exhibit a similar scale, form, massing, character, architectural details and features (i.e. porches), and materials as that of London Farm, the McKinney house, and any other relocated houses;
- ii) Where buildings front Dyke Road, exhibit a strong single-family home character regardless of the number of units contained within a single structure; and
- iii) Use colour to reinforce the intended "heritage appeal" of this area and its image on the riverfront; and
- c) In the residential area respect development in the "Heritage Residential" area without mimicking it by:
- i) Creating roofscapes typically characterized by -
- Steeply sloped principle roofs combined with more gently sloped secondary roofs;
 - Flat roofs used as habitable decks;
 - A limited number of special roof features (across the neighbourhood) designed to provide a desirable landmark or enhance overall character; and
 - Roof cladding of wood (i.e. shake or shingle) or metal sheet (i.e. corrugated, standing seam, or V-crimp);
- ii) Creating streetscapes characterized by features which expand/enhance usable residential space, strengthen relationships with the public realm, and contribute to a distinctive character, including -

-
- Generous, usable entry porches (e.g. extending across roughly half of each grade level unit's front facade with a minimum depth of approximately 2.4 m/7.9 ft. and projecting up to 1 m (3.3 ft.) into the front yard setbacks;
 - Balconies, decks, terraces, and roof decks designed to provide usable private outdoor space, and enhance access to views and sun;
 - Bay windows, french balconies, window boxes, etc. which enhance both the interior living space and the personality of a dwelling on the street;
 - Front doors opening onto well designed/functional entry areas (i.e. not sliding patio doors onto the street or front doors opening directly onto living rooms without benefit of an entry area, closet, etc.);
 - Garages which are designed to the same level of quality as the principle buildings; and
 - Variations in building form to acknowledge special places or "gateways", or to provide visual interest and more dynamic living spaces (i.e. a structure's top storey may project through the main roof as a turret, dormers, etc.); and
- iii) With regard to materials, promoting building designs which -
- Focus attention on their high quality of materials and craftsmanship, and their "fit" with the "Heritage Residential" and mixed use areas and the riverfront;
 - Avoid materials having artificial "heritage" looks; and
 - Avoid materials/elements which do not reinforce the area's intended character.

4. LANDSCAPE ELEMENTS

To enhance the area's semi-rural landscape and create a pedestrian-friendly environment, new development should:

-
- a) Ensure that four distinct types of publicly-accessible open space are provided in the area, including:
 - i) Small open spaces developed in association with the area's most public uses (i.e. retail, restaurant, etc.) providing a place to rest, people-watch, dine, and/or be entertained;
 - ii) Quiet landscaped pockets primarily for the use of local residents and workers who need a comfortable place away from noise and traffic to rest, eat their lunch, allow tots and younger children to play in an easily supervised setting, etc.;
 - iii) A "town square" designed as a small, intimate, green, gathering space enlivened by its proximity to surrounding active, public uses, and acting as the public focus of the "London's Landing" community; and
 - iv) Linear open spaces, trails, and pedestrian routes linking residents with local amenities and the river, and providing an informal network of narrow, interesting routes through the mixed use area;
 - b) Where properties face existing farmland north of "London's Landing", provide a landscape buffer in the form of a hedgerow incorporating large growing deciduous trees (in an evenly spaced line or informal groupings to facilitate views to the north) commonly used in Richmond's agricultural areas and a variety of indigenous/naturalized plant material designed to provide a dense year-round screen at least 1.9 m (6 ft) high, and seasonal colour and interest;
 - c) Where properties designated for mixed use development face areas designated for "Heritage Residential" or residential uses across a public street, provide a landscape buffer in the form of a 6 m (19.7 ft) deep landscaped setback on both properties, typically incorporating a lawn and a variety of large growing deciduous shade trees and evergreen trees;
 - d) Where it is necessary to raise the grade of a property, ensure that any retaining walls are sensitively designed and planted to reinforce intended local character by:

-
- i) Coordinating the form, materials, and scale of retaining walls with those on neighbouring properties;
 - ii) Avoiding a rigid, regimental look (i.e. continuous flat wall or regular repetitive pattern over an extended distance);
 - iii) Introducing variety (i.e. through a combination of landscaped bank and wall, various wall alignments and/or heights, etc.); and
 - iv) Incorporating special features (i.e. trees) and planting;
 - e) Plant large growing deciduous trees alone, in clusters, or in rows in feature locations to:
 - i) Provide a backdrop for development;
 - ii) Mark pedestrian routes;
 - iii) Create a special landscape feature, especially where that feature will contribute to the area's identity (i.e. a row of large trees lining No. 2 Road or defining the edge of residential development along Princess Street) and/or the amenity of a public or semi-public space (i.e. a large shade tree in an open space, outdoor dining area, or residential auto-court);
 - iv) Enhance residential on-site open space and create a distinctive character; and
 - v) Enhance parking areas;
 - f) Support development of London Road east of Dyke Road, Princess Street, and all publicly-accessible roads and lanes east of Princess Street in manners which will calm traffic and encourage safe, shared pedestrian/vehicular use of the roadway; and
 - g) Typically keep sidewalks narrow and, where it is desirable to provide a broad area between roadway pavement and the face of a building, incorporate special tree planting, landscaping, seating and/or other features which help to maintain an intimate, human scale along the streetfront.

5. PARKING & LOADING

To accommodate convenient parking and loading for "London's Landing's" planned mix of uses without compromising the area's appearance, safety, or amenity, new development should:

- a) In the **mixed use area**:
 - i) For lands north of London Road or east of Dyke Road, typically situate parking and loading to the rear of buildings with access from lanes or shared driveways;
 - ii) For lands south of London Road and west of Dyke Road, either:
 - Screen parking and loading from view from key pedestrian areas, the trail, and streets with an appropriate landscape buffer or by containing them within principal and/or accessory building(s); or
 - Provide parking in small lots designed as attractive, hard-surfaced open spaces which visually complement the area, and design loading to the same level of finish as other publicly visible/accessible areas and integrate it with the overall building design (or even make it an interesting feature); and
 - iii) Ensure that residential tenant parking is designated and secured apart from that intended for non-residential users; and
- b) In the **"Heritage Residential" and residential areas**, ensure that parking access and facilities are in keeping with intended local character by designing such elements to:
 - i) Resemble historic models (i.e. gravel driveways and auto-courts, grass strips set into driveways, garages which are independent of and to the rear of principle buildings, etc.); and
 - ii) Coordinate with and enhance each development's appearance and livability.

AREA D: 7TH AVENUE AND CHATHAM STREET

1. ARCHITECTURAL ELEMENTS

1.1 Roofscapes

- a) Employ pitched and gable roofs to express a traditional Steveston character. Flat roofs in combination with these pitched roofs may be introduced as a means to create diversity.
- b) Reduce the scale of the buildings around semi-private open spaces by providing secondary roofs or trellises over entries and patios at lower levels.
- c) Select roofing materials which are suitable for the level of articulation desired in the roof forms. Heavy tiled roofing is not appropriate.

1.2 Exterior Design and Finish of Building and Structures

- a) Reflect the marine location in the detailing, colour and materials of the buildings.
- b) Use materials and colours that are compatible with the traditional colours used on older buildings in Steveston. The dominant colours used should be derived from the natural colours of Steveston's waterfront landscape. Paint colours should be selected from the "heritage series" produced by several commercial paint companies. These colours are generally strong, but muted. Brighter colours should be reserved for accent and trim applications.
- c) Select materials which fit the form, style and the character of the buildings overall. Unacceptable finish materials include: vinyl, aluminum siding, imitation brick, and highly textured stucco such as "California swirl".
- d) Use of decorative cornices, reveals or projections should be considered on the buildings where it is appropriate.

1.3 Entrances, Stairs, and Porches

- a) Orient the front door entrances of the townhouses onto 7th Avenue.
- b) Create "front stair" connections between units' private outdoor spaces and the developments' semi-private open spaces.
- c) Create highly visible and identifiable building entrances through the use of landscape and prominent architectural components to create gateways into the central semi-private open space.

1.4 Windows

- a) Use various forms of projections, such as bay windows or dormers, to improve interior light.
- b) Orient interior spaces, as well as primary windows of the units, towards the views of Garry Point Park and the Fraser River.
- c) Create interest and colour to the buildings by providing wooden window boxes for planting flowers.

1.5 Balconies and Patios (Private Open Space)

- a) Orient balconies towards the views of Garry Point Park and the Fraser River.
- b) Protect the privacy of the residents along Chatham Street by not orienting balconies to the north.
- c) Provide substantial landscaping, terracing, screening and low-level hedges between private ground-oriented outdoor spaces and the public spaces.
- d) Articulate building edges to define private balconies and patios that become a natural extension to the residential unit.
- e) Ensure that the private space for each townhouse has a minimum depth of 5.25 m (17.2 ft.), and a minimum area of 37 m² (400 ft.²).

1.6 Acoustics

All Development Permit applications shall include evidence in the form of a report and recommendation prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise level in those portions of the dwelling units listed in the left-hand column below shall not exceed the noise level set out in the corresponding box of the right-hand column. The noise level utilized is an A-weighted 24-hour equivalent (LEQ) sound level and will be defined simply as noise level increases.

| DWELLING UNIT | NOISE LEVEL DECIBELS |
|----------------------------------|----------------------|
| Bedroom | 35 |
| Living, Dining, Recreation Rooms | 40 |
| Kitchen, Bathrooms, Hallways | 45 |

In addition to the above, the trained professional is to assist in the design of the private patios and balconies to minimize the noise levels by making recommendations on building material selection and space planning.

2. LANDSCAPE ELEMENTS

2.1 Semi-Private Open Space

- a) Create a large 278.7 m² (3000 ft.²) semi-private open space in the north-west portion of the area located at the south-east corner of Chatham Street and 7th Avenue. This space is achieved by massing the building forms along the most easterly and southerly property lines of the development site. By creating this open space, views of Garry Point Park and the waterfront from the development and from the single-family homes along Chatham Street will be maximized.

-
- b) No buildings should be located within the semi-private area cited in 1.1 above.
 - c) Minimize the amount of hard surface areas within semi-private open spaces by landscaping with low-level live plant materials.
 - d) Terraced landscaping should be used to separate the units' private spaces from the semi-private open spaces.
 - e) Install low-level lighting which provides light and security for semi-private space, but does not produce glare into the adjacent residential buildings. These lights should have a maritime design character. All the lighting standards and street furniture should be finished in a common colour scheme throughout each development site to enhance the area's special character.
 - f) Erect a low-level picket fence (maximum height 0.92 m/3 ft.) or hedge along the Chatham Street and 7th Avenue property lines in order to provide an unobtrusive separation between the public and private realms.

2.2 Public Open Space

- a) Locate a public seating area at the south-east corner of Chatham Street and 7th Avenue which is a minimum of 27.87 m² (300 ft²). The intent of the public seating area is to announce the entry of the development, as well as to provide a viewing area of Garry Point Park.
- b) Design the public seating area to contain the following elements:
 - High-quality vandal-resistant benches;
 - Accent planting;
 - Ornamental light standards; and
 - A gateway structure into the development.

2.3 Circulation System

- a) Permit vehicular access to the area only from the lane along the easterly property line, and from a driveway along the southerly property line of the development site located at the south-east corner of Chatham Street and 7th Avenue.

-
- b) Use the same decorative and durable paving surface on the driveway located along the southerly property line on the development site located at the south-east corner of Chatham Street and 7th Avenue, and on the walkways throughout the area. The details of the paving materials and pattern will be determined at the Development Permit stage.
 - c) Erect wooden bollards at the westerly end of the driveway along the southerly property line of the development site located at the south-east corner of Chatham Street and 7th Avenue to prevent vehicular access to 7th Avenue.
 - d) Install low-level lighting along driveways, and along the walkways throughout the site.
 - e) Define the vehicular entrance to each unit by providing a street tree with a minimum calliper at planting of 50 mm between the driveways.
 - f) Use landscaped trellises to conceal garages and visitor parking stalls.

AREA E: GARRY STREET AND RAILWAY AVENUE

1. ARCHITECTURAL ELEMENTS

1.1 Roofscapes

- a) Employ roof forms consistent with the traditional historic "Steveston" character. Pitched roofs (slopes 6 in 12 or greater) with gable ends are an appropriate roof form. Flat roofs or other roof forms in combination with pitched roofs may be introduced as a means of creating diversity if traditional character references can be demonstrated to the satisfaction of the City of Richmond.
- b) Reduce the scale of building forms adjacent to the semi-private open space and the main vehicular entrance to the project through the use of secondary roof elements of a human scale, such as covered porches or trellis elements.

-
- c) Select roofing materials consistent with the traditional historic "Steveston" character that are appropriate for the designed roof form. Heavy tiled roofing is not appropriate.

1.2 Exterior Design and Finish of Buildings and Structures

- a) Use building colours that are compatible with the traditional historic "Steveston" character, with the dominant colours derived from the natural palette of the waterfront landscape. Strong, but muted, colours produced as "heritage series" by a number of commercial paint manufacturers would be appropriate. Bright saturated colours should be reserved for accent and trim applications.
- b) Ensure building materials are appropriate for the form, style, scale and character of the architecture of traditional historic "Steveston". For example, horizontal and vertical wood siding with 4" minimum wood trim would be appropriate. Other materials may be used if traditional character references can be demonstrated to the satisfaction of the City of Richmond. Unacceptable finish material include imitation brick and highly patterned stucco
- c) Use decorative trim, cornices, reveals and projections where appropriate.
- d) Design buildings with a main orientation towards Garry Street and the internal roadway of the project. Fenestration in facades facing the internal roadway and open spaces should be carefully arranged to provide for internal unit privacy, yet convey a perception of "eyes on the street" enhancing safety and security for residents.
- e) Units should have their massing designed to provide articulation to the streetscape both vertically and horizontally. Flat and planar street fronts are unacceptable, as are continuous cornice lines.

-
- f) Consider the use of minimal changes in grade from street level to the main floor to enhance the transition from public and semi-private spaces to each unit's private space. The grade change should be no more than 0.61 m (2 ft.) to 0.91 m (3 ft.) and should occur between the curb and the main door of each unit.

1.3 Entrances, Stairs and Porches

- a) Ensure that the units adjacent to Garry Street have their front doors facing Garry Street with a pathway connecting from the sidewalk to each doorway. All of the other units in the project should have their front door facing the internal roadway.
- b) Provide special treatments such as covered porches or trellises to the principal entrances which emphasize the transition from public and semi-private spaces to each unit's private space. Entrances should provide protection from the weather. Use changes in grade and/or landscaping to ensure the privacy of individual unit's open space without the use of high fences.

1.4 Windows

- a) Encourage the use of specialty window forms such as bay windows and dormers to provide interesting unit articulation and improved interior light.
- b) Encourage the provision of window treatments such as flower boxes and shutters. Other treatments may be used if traditional character references can be demonstrated to the satisfaction of the City of Richmond.

1.5 Balconies, Decks and Patios (Private Open Space)

- a) Ensure that the balconies to upper floor levels are small and cantilevered, giving minimal exterior access. Their design should be treated like a decorative exterior element enhancing the buildings' articulation and massing. No post-supported balconies will be acceptable.
- b) Design decks as natural extensions of each unit into the landscape. Construct the decks at a maximum of 18" above grade. A maximum of 50% of an unit's private space may have a deck with the remainder in soft landscaping including grass, shrubs and trees. Use preserved and treated wood to construct the decks.
- c) Design patios at grade as natural extensions of each unit into the landscape. A maximum of 50% of an unit's private open space may be hard-surfaced, with the remainder in soft landscaping, including grass, shrubs and trees. Use surface pavers or "broom-brushed" concrete on the patios.
- d) Separate each unit's rear private open space with a fence no higher than 1.8 m (6 ft.). The top 18" of the fence should be comprised of orthogonal lattice. All fences should have gates. Consider the importance and the safety of small household pets by ensuring that a gap no larger than 2" is provided between the ground and the base of the fence.

2. LANDSCAPE ELEMENTS

2.1 Semi-Private Open Space

- a) Create a semi-private open space with a minimum size of 111.48 m² (1,200 ft.²). Provide a children's play apparatus and benches within this area. Locate equipment and seating to take advantage of sun and natural shelter from the weather. Provide a mixture of hard-surfaced and natural landscaping in this area. Ensure barrier free access to this area.

-
- b) Provide lighting to the semi-private open space cited in a) above. Ensure that the lighting of this area does not spill over into adjacent residential units.

2.2 Garbage, Recycling and Mail Facilities

- a) Erect a gated and covered structure to contain residents' garbage and recycling materials. The design of this structure should complement the design of the units in the project. The enclosure should be in a central location which is easily accessible to all residents. Landscaping screening of this structure should be provided.
- b) Provide a covered mail box in a central location which is easily accessible to all residents. The design of this structure should be to Canada Post standards and be compatible with the design of the units in the project.

2.3 Perimeter Project Fencing and Screening

- a) Erect a continuous 1.8 m (6 ft.) high wooden fence along the northern and western property lines of the project.
- b) Construct a staggered 1.2 m (3.937 ft.) high wooden fence recessed to 0.91 m (3 ft.) from the westerly property line every 15 to 20 ft. Trees should be planted within the .91 m (3 ft.) fence setbacks along the Railway Avenue side of the fence. Hedging should also be planted on both the Railway Avenue side and the project's side of the recessed portion of the fence.
- c) Consider the installation of a highly transparent "picket style" fence, maximum height of 0.79 m (2.6 ft.), with individual gates along the Garry Street frontage of the project to reinforce a distinction between the public and semi-private realm, provided that a major physical or visual barrier is not created.
- d) No gates are permitted at the main vehicular access to the project from Garry Street.

-
- e) Plant a hedge beside the wooden fence along the western property line adjacent to the neighbouring single-family homes.

2.4 Trees

- a) Retain an incorporate existing trees and mature vegetation into the development site where possible.

2.5 Circulation System and Parking

- a) Permit only one vehicular access from Garry Street. The vehicular access point should be no wider than 5.5 m (18 ft.).
- b) Install pedestrian-oriented lighting along the internal roadway of the project.
- c) Design "roll-over" curbs to allow for access into driveways and garages.
- d) Provide grassed strips in the centre of all of the unit's driveways to soften and reduce the apparent amount of hard surfaces.
- e) Define the vehicular entrance to each unit by providing a street tree between each driveway/garage entry point. The trees should have a minimum calliper of 100 mm (4 in.) measured 1.4 m (4.7 ft.) above grade.
- f) Use measures to ensure that the vehicular access from Garry Street does not endanger or inconvenience pedestrians or the mobility-impaired.
- g) Use special landscape measures, such as trellises, to conceal garages and visitor parking stalls from surrounding private, semi-private and public areas.