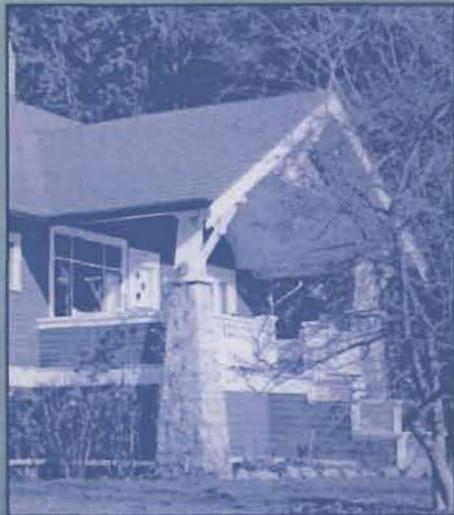


THE DISTRICT OF NORTH VANCOUVER



HERITAGE STRATEGIC PLAN 2002-2006

Donald Luxton & Associates

THE NORTH VANCOUVER HERITAGE STRATEGIC PLAN 2002-2006

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The British Columbia Heritage Trust has provided financial assistance to this project to support conservation of our heritage resources, gain further knowledge and increase public understanding of the complete history of British Columbia.

The District of North Vancouver has provided matching funding for this project to further the District's heritage planning objectives.

THE NORTH VANCOUVER HERITAGE STRATEGIC PLAN 2002-2006

EXECUTIVE SUMMARY

OVERVIEW

The District of North Vancouver, with its large land area and population of over 80,000, enjoys a rich, diverse and unique heritage. The need for a Heritage Strategic Plan has been identified in order to manage, maintain and protect these valuable community resources. This plan will outline a prioritized strategy for the development of the District's heritage conservation policies for the next five years. It answers key questions about the existing situation, defines a community vision for heritage, and recommends an Action Plan for implementation. The Heritage Strategic Plan asks, and answers, four key questions:

- Where are we now?
- Where do we want to get to?
- How do we get there?
- What enabling resources do we need in order to get there?

Key players in the District's heritage initiatives include District Council (setting overall direction and establishing budgets); the District of North Vancouver Community Heritage Commission (originally established in 1978 as an advisory body to Council); and the Community Planning Department (primary responsibility for planning heritage initiatives and staff support of the Community Heritage Commission). Other District departments involved in the management of heritage resources include the Land Department and the Parks Department.

PREVIOUS HERITAGE INITIATIVES

The District has a long history of successful community heritage projects, dating back over the last twenty years, including the conservation of individual buildings, heritage planning initiatives, and public education and awareness. A Heritage Advisory Committee was appointed in 1978, and in the early 1980s the first North Shore heritage inventory was undertaken. Since that time there have been ongoing inventory updates, and the Committee has been reconstituted as the District of North Vancouver Community Heritage Commission. The District identifies an annual budget for the Commission, and also provides funding for other heritage initiatives. There is a demonstrated commitment to the integration of heritage conservation within the municipal planning process. Heritage policies are included in the Official Community Plan and Local Plans.

NEXT STEPS

Although the District is very active in the conservation of heritage resources, it does not yet have an official heritage management framework. It has been clearly determined that the District's greatest built heritage asset is its heritage homes. The needs of the heritage homeowner should be the new focus for the District's heritage initiatives.

This Heritage Strategic Plan outlines a phased implementation for gradual improvements to the District's heritage conservation initiatives for the next five years.

1. INTRODUCTION

WHAT IS HERITAGE?

Heritage can be defined as 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.

WHY IS HERITAGE IMPORTANT?

Heritage is important for a number of reasons. Each community's heritage is distinctive, and therefore can help instill a sense of community identity and resident pride. It promotes a sense of continuity for residents, an understanding of where we have been and how we got here today. As such, key resources should be preserved for future generations to enjoy and benefit from. Heritage conservation is also important economically; it can increase property value and provide opportunities for business, property owners and tourism.

HERITAGE IN THE DISTRICT OF NORTH VANCOUVER

Heritage can be defined as 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 in the District of North Vancouver consists of many things, including homes, bridges, commercial buildings, fountains, natural areas and trees. The special features of the District's heritage include:

- A unique history that demonstrates the interaction of humans with the natural landscape. This heritage is defined by people (memories, stories) and physical remains (artifacts, heritage sites, and structures).
- A fascinating history, ranging from aboriginal settlement to major industrial initiatives, that tells many diverse stories.
- An historic infrastructure (early road patterns), an extensive natural heritage (salmon runs, riverfront, mountains, etc.) and examples of many types of heritage sites and buildings (residential, commercial, industrial, institutional, commercial, etc.).

1.1 THE HERITAGE STRATEGIC PLAN PROCESS

This plan outlines a prioritized strategy for the development of North Vancouver's heritage conservation policies for the next five years. It answers key questions about the existing situation, defines a community vision for heritage conservation, and recommends an Action Plan for implementation.

The strategic plan asks, and answers, four key questions:

- Where are we now?
- Where do we want to get to?
- How do we get there?
- What enabling resources do we need in order to get there?

North Vancouver has already undertaken a number of very successful heritage initiatives. This plan commenced with a background review and analysis of the existing situation, including initial meetings with District staff. The first meeting was held with the Community Heritage Commission on August 29th, 2001 (See *Appendix A*), and a Community Stakeholders' meeting was held on October 24th to consult with a broader spectrum of interested individuals and groups (See *Appendix B*). An Open House was held on December 5th, at which the draft Heritage Strategic plan was presented to the public. A further meeting with the Commission was held on January 9th, 2002 to discuss and prioritize the recommendations contained within the Action Plan. A Council workshop was held on February 12th, and on February 27th a heritage legislation workshop was held with the Commission. After review of a second draft plan, this final plan was prepared.

1.2 MANDATE

The governing authority for the Heritage Strategic Plan is the District of North Vancouver. Primary responsibility for the implementation of heritage policies and planning lies with District Council, which provides the policy direction, enables the implementation of the Plan, and approves budgets. The Community Heritage Commission [DNVCHC] was originally established in 1978 as an advisory body to Council, and continues to act in an advisory capacity on heritage matters. The Community Planning Department, which has primary responsibility for planning initiatives and the management of heritage buildings and sites, also provides staff support to the Commission. Other District departments involved in the management of heritage resources include the Land Department and the Parks Department.

Political, public and administrative support has been demonstrated for the goal of heritage conservation throughout the development of the plan. Opportunities have been identified for ongoing heritage partnerships that will advance North Vancouver's heritage conservation planning goals. In this regard, the contributions of numerous community volunteers, past, present and future, cannot be underestimated.

2. CURRENT SITUATION

2.1 THE DISTRICT'S CURRENT HERITAGE PROGRAM

The District of North Vancouver has a demonstrated commitment to the integration of heritage conservation within its municipal planning process. The District's heritage initiatives date back to 1978, with the appointment of a Heritage Advisory Committee. Currently, the District identifies an annual budget for the Community Heritage Commission, and also provides funding for other heritage initiatives. Heritage policies are included in the Official Community Plan and several Local Plans. Although the District is active in the conservation of heritage resources, it does not yet have an official heritage management framework.

2.1.1 HERITAGE PLANNING INITIATIVES

The District has a long history of community heritage projects, dating back over the last twenty years. Starting with joint North Shore projects in the early 1980s, the District has been active in the fields of heritage conservation, public education and awareness, and long-range planning. A number of these past initiatives have been undertaken in partnership with the B.C. Heritage Trust.

The District has provided legal protection for the following six buildings:

1. Christie House, 267 Queens Road West (District-owned): Municipal Designation and Heritage Revitalization Agreement.
2. Mollie Nye House, 940 Lynn Valley Road (District-owned): Heritage Revitalization Agreement (Intention to Designate).
3. Thomas Nye House, 3555 Dowersley Court (Privately-owned): Municipal Designation
4. Ward House, 390 Kings Road East (Privately-owned): Municipal Designation
5. O'Boyle House, 4121 Prospect Road (Privately-owned): Municipal Designation
6. France House, 145 Windsor Road East (Privately-owned): Municipal Designation

Given the size of the District, the number of identified heritage sites, and the length and extent of heritage initiatives, this could be seen as a very low number of legally protected sites. Heritage Revitalization Agreements, a popular conservation tool, have only been used twice in the District, both times for municipally-owned sites. The District has not yet established a Heritage Register, and manages its Heritage Program on the basis of heritage inventory information.

The District also has an extensive database of heritage landscape features. An Environmental Protection Bylaw has been passed (Consolidation of Bylaw 6515 - up to and including Bylaw 7144 - as of December 20, 1999) that includes some tree cutting provisions, and an attached list of nine heritage trees. This does not provide comprehensive protection for the District's natural heritage resources.

The District's Official Community Plan (OCP) is considered to be out of date. It makes only the broadest reference to heritage policies, and is silent on some of the most important points of the Heritage Program. A draft OCP, with expanded heritage objectives, policies and implementation, was prepared but has never been adopted. The District's heritage objectives are therefore most clearly laid out in a series of Local Plans, some of which are in the process of being undertaken or adopted:

Local Plans with Heritage Objectives, Policies and Implementation

- Upper Capilano Local Plan (adopted)
- Lynn Valley Local Plan (adopted)
- Lower Capilano (adopted)
- Seymour Local Plan (not yet adopted)
- Lynnmour Inter-River Local Plan (not yet adopted)
- Maplewood Local Plan (updated plan not yet adopted)

Other Local Plans

- North Lonsdale Delbrook-Local Plan (adopted; heritage policies deleted)
- Alpine Area Local Plan

2.1.2 DISTRICT OF NORTH VANCOUVER COMMUNITY HERITAGE COMMISSION

The Community Heritage Commission, originally appointed as a Heritage Advisory Committee in 1978, has been very active, both in local initiatives and in cooperation with the City of North Vancouver and the District of West Vancouver in joint North Shore activities. The Commission is comprised of eight Council-appointed members assisted by two staff members, and in addition to advising Council on heritage matters has been active in public education and awareness activities. The Commission also works with other committees, commissions and community bodies for the purpose of broadening the scope of heritage conservation into cultural, historical and social areas.

The Commission:

- a) maintains heritage inventories;
- b) at council's direction, provides advice on the setting up, administration and maintenance of any Heritage Conservation Area approved by Council;
- c) establishes and maintains public education and awareness programs, including annual heritage awards, a newsletter, the installation of heritage plaques, preparation of walking tour guides and maintenance of walking tours;
- d) reviews current land use policies and provides advice to Council on any Heritage Conservation Programs (such as grants, tax exemptions and non-monetary incentives);
- e) helps the conservation of heritage property or heritage resources;
- f) promotes research and knowledge about the community's history and heritage;
- g) aims to increase public awareness, understanding and appreciation of the community's history and heritage;
- h) evaluates requests for appropriate awards of grants and financial assistance;
- i) raises or seeks funds for local heritage conservation projects;
- j) provides advice to Council on the conservation, maintenance and operation of heritage properties owned by the District.

Staff support is provided to the Commission, including one Planner and a Committee Clerk at monthly meetings as a resource and for the preparation of minutes. Planning staff coordinate and provide assistance in organizing the various projects undertaken by the Commission. Heritage projects are reviewed, and restoration advice provided, through the Commission.

The Community Heritage Commission has an operational allowance of \$10,500 per annum. The following are typical of the Commission's activities:

- Four newsletters per year and special events newsletters
- Heritage society memberships
- Seminar and conference attendance for Commission members
- Annual Heritage Awards and Reception
- North Shore Heritage Weekend events
- Two new walking tour brochures
- Heritage Landscape Inventory Update
- Development of the 'Varley Trail'
- Heritage lectures on various topics of local interest, including the architecture of Ron Thom and Fred Hollingsworth

2.1.3 DISTRICT-OWNED HERITAGE RESOURCES

The District also owns two legally-protected heritage sites, Christie House and the Mollie Nye House, which are very good examples of municipal stewardship. The District is to be commended for finding sensitive ways to retain these two significant buildings. Both are now legally protected, and are maintained through lease agreements, with minor maintenance being undertaken by the lessees, and major maintenance by the District's Land Department. Christie House is being converted for use as an arts and cultural facility in conjunction with the North Vancouver Arts Council. The Mollie Nye House will be leased by the Lynn Valley Senior's Association, and run as a community facility.

The District also owns the following heritage buildings and structure:

- Murdo Frazer Park Caretaker's Residence, 2720 Pemberton Avenue
- Former Methodist Church, 3355 Mountain Highway (leased to the R & B Dance School, which has recently completed a building upgrade)
- Capilano Highlands Fountain

The District also has either direct ownership or control over many of the resources listed in the Heritage Landscapes Inventory, such as those located in parks, and street trees. Other than the Environmental Protection Bylaw, no formal management plan has been set forward for these resources.

2.1.4 DISTRICT RECORDS MANAGEMENT

Archival records, that facilitate accurate and authentic research, are a crucial part of heritage programs and initiatives. They form the core collective memory of the community, and an archives can act as a repository for both civic records of importance and for materials from the larger community. The District has an official records management policy, and does retain significant material such as early building permit records. De-accessioned municipal records of archival significance are deposited in the collection of the North Vancouver Museum & Archives.

2.1.5 HERITAGE INFORMATION

The heritage resources of North Vancouver are a key component of the community's identity. These heritage resources are diverse in age, style and condition but they contribute to a sense of continuing community tradition. In 1983 the first North Shore heritage inventory was undertaken. The inventory information has been updated a number of times (1989, 1993 and 1997) and a Heritage Landscape Inventory was undertaken in 1995. The District has also initiated a photographic documentation of heritage properties that will provide an ongoing record of these resources.

- ❑ **North Shore Heritage Inventory, 1983:** The first inventory of historic resources on the North Shore was undertaken by members of the North Shore Heritage Advisory Committee. A number of sites were listed and described. This inventory captured some of the most significant sites but was not comprehensive in scope.

- **District of North Vancouver Heritage Inventory** (Foundation Group Designs, 1988-1989): This more comprehensive inventory involved extensive background research, and a street-by-street examination of the entire District. The results were evaluated, and the buildings were ranked into three categories: Primary (23 buildings), Secondary (57 buildings) and Supplemental (96 buildings). The report also identified the North Lonsdale Historic District as a significant concentration of heritage resources. Preliminary identification was also undertaken of historic structures and sites, historic landscape resources, and post-1939 buildings. Heritage policy recommendations were made under a separate cover.
- **Heritage Inventory Update** (Commonwealth Historic Resource Management Ltd., 1992-1993): Added and removed some buildings based on further examination and research. The final report included a total of 39 Primary Buildings and 81 Secondary Buildings, and a schedule of Supplemental Buildings. This update did not provide any further examination of post-1930 resources.
- **District of North Vancouver Heritage Landscape Inventory** (Philips Wuori Long Inc. and Tera Planning Ltd., September 1995; updated March 1996). The introduction to this extensive study states: "The landscape of North Vancouver defines a key image of the Lower Mainland region. For residents of the District of North Vancouver, the landscape is a prominent feature of everyday life. It distinguishes one community from another and characterizes a sense of place. The heritage value of the North Vancouver landscape has been acknowledged, and with the Heritage Landscape Inventory an attempt has been made to document this valued resource." Two broad categories of natural and cultural landscapes were used, and the resources were documented but not assessed as to relative significance. The resources were described on inventory sheets and also mapped. In addition to providing information about the current understanding of these resources, it will also provide a benchmark for the future evaluation of changes over time.
- **The Modern Architecture of North Vancouver, 1930-1965** (Donald Luxton & Associates, 1997) Provided a focus on Post-1930 resources. Journals and magazines of the era were extensively researched to reveal published and award-winning buildings. Architects were canvassed for lists of significant projects, and interviewed for further information. Based on this research, a field examination was undertaken to determine which resources had survived, and retained sufficient integrity to merit inclusion in the inventory. As a result, 29 Primary, 50 Secondary, 43 Supplemental Buildings and 5 Structures were evaluated as being worthy of inclusion. The results were published in a book format in 1997.

A review of this information indicates that a great deal of inventory work has already been undertaken. The existing information, however, sits in separate documents and has not yet been compiled as a comprehensive District-wide heritage inventory. It would now be timely to consider the compilation of all inventory results within one document or framework. Refer to 3.2.1.2 **Heritage Management Plan** for further information.

2.1.5.1 MUNICIPAL FLAGGING OF HERITAGE RESOURCES

The District uses "Permit Plan" for its municipal database, which allows for a number of layers of information to be attached to each resource. The sites on both current heritage inventories are electronically flagged on this database. When a building permit is applied for, this provides the ability to search for heritage status; the weakness in this system, however is that there is no automatic signal or "red flag" when the address is called up, so plan checkers ask the applicant if they are on the heritage inventory, which is not a reliable source. This means that there is a possibility that unsympathetic alterations could be unwittingly approved for a heritage site. Demolition permits are all physically checked against the heritage inventory lists, so the chance of accidental demolition is negligible. Landscape resources and archaeological sites are not flagged on the Permit Plan database.

The lack of an automatic "red flag" and the incompleteness of the flagging are serious weaknesses in the management of heritage information, and the Permit Plan database structure should be examined for ways to make "heritage" flagging more effective.

2.1.6 HERITAGE COMMUNICATION

Awareness and education programs have been an ongoing component of the District's, and the DNVCHC's, heritage initiatives, including the newsletter, "District Dormers & Doorways;" publications; walking tour brochures; Heritage Awards; and heritage lectures. The District has had considerable success in this area, and could be considered a leader among B.C. municipalities in the communication of heritage information.

The District's publications have been very well received, including *The Modern Architecture of North Vancouver, 1930-1965* (published 1997), and the *Early Days in Lynn Valley* by Walter MacKay Draycott (reprinted 2000).

One identified weakness is the lack of clear heritage information on the District's web site. Existing heritage initiatives, programs, policies, inventory information and publications are either difficult to find or else not referenced. This should be compared to other municipal web sites (e.g. Cities of Vancouver, Richmond and Port Moody) where heritage is specifically referenced on the home page, and extensively covered within the web site. The City of Port Moody and the District of Maple Ridge have their heritage inventories posted and downloadable from their web sites. Web-based delivery would be a relatively inexpensive and extremely effective way to showcase the District's heritage initiatives, and promote existing publications.

2.1.7 RESOURCE ALLOCATION

The Community Heritage Commission has an operational allowance of \$10,500 per annum, which has remained fairly constant for the last few years. Staff support is provided to the Commission, including one Planner (part-time assignment) and a Committee Clerk (as needs) at monthly meetings as a resource and for the preparation of minutes. It is useful to review the grants received from the British Columbia Heritage Trust since 1988. All of these projects were completed successfully, except for the Carlisle House project (the house was destroyed by vandals after relocation to its new site at Maplewood Farm.):

District of North Vancouver Inventory (1988)	\$12,000
Christie House Feasibility Study (1992)	\$5,400
Christie House Emergency Stabilization	\$3,100
Christie House Restoration (1995)	\$38,000
Carlisle House Feasibility Study (1995)	\$6,000
Heritage Strategic Plan (2001)	\$7,500
TOTAL	<u>\$72,000</u>

The North Vancouver Community Foundation has a fund from which heritage grants are provided. Over the past few years the Foundation has granted approximately \$900 per annum to the DNVCHC for various projects, including commemoration and walking tour brochures.

2.2 DISTRICT OF NORTH VANCOUVER CULTURAL POLICY AND PLAN

The District Arts & Cultural Services strives to achieve an environment where:

- Artists can realize their full potential
- The public can embrace art in their daily lives and experiences
- The roles of arts and culture is strengthened in the lives of children and youth
- The community has a distinctive cultural identity which is derived from its vibrant and diverse range of artistic expressions and amenities
- The value of the cultural economy is recognized and stimulated.

The municipality has taken a lead role in a number of major new cultural sector initiatives, including:

- Developing a Cultural Strategic Plan that sets out program, service and funding priorities for the next five years.
- Creating a "Landscape for Public Art:" mapping opportunities to integrate public art into municipal, community and private development projects.
- Implementing the newly-adopted Events/Festivals Program.
- Developing regional cultural tourism products and itineraries.

The Cultural Strategic Plan, now underway, is a joint initiative between the City and District of North Vancouver, and includes the following:

- Strategic Directions (now complete)
- Arts & Culture Economic Contribution to North Vancouver Economy
- Review of Municipal Granting Programs
- North Vancouver Film Industry Profile, Marketing Plan and Business Directory

The Cultural Strategic Plan will be presented to City and District Councils in January, and will be available for review once adopted.

2.3 NORTH VANCOUVER MUSEUM & ARCHIVES

The North Vancouver Museum & Archives [NVMA] was founded in 1972 as an agency of the City of North Vancouver. The City financed its operations and delegated management responsibility to a Committee of citizens reporting to City Council. On January 1st, 1996, operational responsibility was transferred to The North Vancouver Museum & Archives Commission, which was jointly established by the City and District of North Vancouver. Each municipality appoints three citizens as members and designates one councillor; the President of The Friends of the North Vancouver Museum Society also has a seat on the Commission. The year 2000 operating budget of the Commission was \$575,000, drawn primarily from municipal sources. A small operating grant is received from the Province of British Columbia through the British Columbia Arts Council. The Commission employs a professional staff to carry out its mandate "to develop and maintain an appropriate level of museum and archives services, in accordance with commonly accepted standards, to meet the needs and interests of public bodies, corporations and organizations doing business in North Vancouver, and private citizens living in the two municipalities." There are five full-time and five regular part-time employees working at the Museum & Archives.

The activities of The North Vancouver Museum & Archives Commission and the operations of the North Vancouver Museum & Archives are supported by the Friends of the North Vancouver Museum Society. The society undertakes a number of initiatives to raise funds for programs and projects, sponsors an Endowment Fund held by the North Shore Community Foundation, and employs students each summer to assist the staff. The NVMA runs an active schools program, and the Archives collection will soon be available on-line. The District shares the operating costs of the NVMA on a 50/50 basis with the City of North Vancouver. In 2001 the District provided \$281,804 towards the total budget of the NVMA.

The Museum is currently in the process of developing an ambitious new facility on the former Versatile-Pacific Shipyards site. This would be a great asset to North Shore residents and visitors, and would provide new opportunities for both historic interpretation and the dissemination of heritage information.

2.4 SCHOOL DISTRICT #44 HERITAGE RESOURCES

Another significant owner of heritage resources is School District #44, which owns the following sites in the District:

- North Star School, 380 Kings Road West
- Keith-Lynn School, 1290 Shavington Street
- Lynn Valley Schools (three buildings), 3250 A,B,C Mountain Highway
- Canyon Heights Elementary School, 4501 Highland Boulevard
- Braemar Elementary School, 3600 Mahon Avenue
- Mountroyal Elementary School, 5310 Sonora Drive

The School District does not currently have policies to support heritage conservation of these sites. Discussion have been ongoing over the retention of one of the two Lynn Valley School buildings that have been proposed for demolition; the District has commissioned a feasibility study for the adaptive re-use of the 1920 Lynn Valley School as a Heritage Service Centre (Arlington Group Planning + Architecture Inc., May 2002). Discussions should begin immediately with School District #44 Board and Administration to determine how conservation can be negotiated for these identified sites. Council could identify this issue as a priority.

2.5 STRENGTHS AND WEAKNESSES OF THE CURRENT SITUATION

During the community consultation, it was acknowledged that North Vancouver has made progress in heritage conservation planning initiatives, achieving successful results within a short timeframe. There remain, however, serious threats to the conservation of individual aspects of local heritage resources, both publicly and privately owned, and decisions will need to be based on competing priorities for limited municipal staff and financial resources. Within these discussions there was also a recognition of the opportunities provided by the District's anticipated growth in population and employment. These comments, more fully recorded in *Appendices A* and *B*, may be summarized as follows:

STRENGTHS

- Heritage planning already being integrated within the larger municipal planning process through various local plans. The District has demonstrated good municipal stewardship, including the ownership of several high-profile resources (Christie House and Nye House).
- Extensive inventory information already available. The District can be considered a leader in information initiatives.
- The Heritage Commission is very active and involved, and public awareness and education has been underway for a long time, including publications, Annual Heritage Awards, walking tours, etc. The annual North Shore Heritage Weekend events are successful and well-attended. The District can be considered a leader in communication initiatives.
- Excellent quality of material in public archival collections – there are recognized depositories for the public to donate to (NVMA and Deep Cove & Area Heritage Society)
- The City and District of North Vancouver have a very separate identity – felt to be a strength as each has a unique heritage to interpret (the City has more commercial and institutional heritage; the District has more residential and natural heritage).
- There are distinct areas within the District that have their own identities – e.g. Lynn Valley and North Lonsdale. There is a great deal of strength in the individual character of local neighbourhoods.
- The legacy of the local Aboriginal culture is strong.

WEAKNESSES

- Complacency: lack of communication with current residents of heritage sites. Action is sometimes taking place too late.
- Municipal flagging procedures may require further study to be fully effective
- There are weaknesses in the way landscape resources and archaeological sites are managed
- Lack of financial incentives with which to assist private owners with heritage conservation
- Lack of resources with which to undertake additional initiatives
- Lack of technical knowledge about how to restore properly – “good conservation techniques”
- Lack of officially adopted design guidelines
- Lack of strong heritage conservation policies for the North Lonsdale District; regulation failed to win support
- Further heritage policy work is required
- Inflexible building codes
- Lack of web-based information

OPPORTUNITIES

- Future opportunities for the integration of heritage planning within the larger planning process – e.g. update of the Official Community Plan
- Most of the District's heritage resources are owner-occupied residential buildings – which allows a focus on the needs of the heritage homeowner.
- Build and foster pride among the owners of heritage buildings (“build prestige of owning a heritage home”)
- Initiatives could be partnered with other community associations with similar goals
- Possibility of web-based delivery of heritage material – electronic virtual tours; on-line access to inventory information, etc.
- Identify opportunities to work together with interested members of the public, e.g. real estate agents
- Develop a closer liaison with the property development community
- Assist homeowners through the development of a resource guide of qualified trades-people (already started)
- Modest financial incentives could be offered to assist heritage homeowners (examples of programs in other municipalities were discussed)
- Work with schools (education, awareness, curriculum development)
- Promote heritage tourism (including industrial sites)
- Natural heritage interpretation (preservation, ecology, salmon, "Big Trees")
- The evolving National Historic Places Initiatives may have a huge impact through the provision of financial incentives for revenue-generating properties
- Opportunities for further interpretation of postwar architecture and local Aboriginal culture (partnership opportunities)
- Work with film industry
- Collect oral histories
- Provision of financial incentives and technical advice

THREATS

- A feeling of “powerlessness”
- Potential arguments over “property rights”
- Current zoning threatens many sites
- High, and increasing, property values

HOW AND WHO?

- Work with local historians
- Solicit oral histories
- Market "events"
- Continue to build and strengthen archives

Throughout these discussions it has been clearly stated that the District's greatest built heritage asset is its heritage homes. The needs of the heritage homeowner should be the new focus for the District's heritage initiatives.

How to balance these issues within the District's development of overall heritage policies is further discussed in *Section 3: Future Actions*.

3. FUTURE ACTIONS

3.1 VISION AND MISSION

GOAL FOR 2006

- A more integrated approach to heritage planning, including linkages between heritage; tourism; culture; arts; and arts-related initiatives.
- Expanded and ongoing awareness and training initiatives, for staff, Community Heritage Commission, Council, and local politicians.
- A new focus on the needs of the heritage homeowner.

3.2 STRATEGIC PRIORITIES

3.2.1 Heritage Planning

There are a number of ways in which the District could establish more focussed heritage policies. The following opportunities for the determination of heritage policies should be considered:

Official Community Plan: As part of any future development of an updated OCP, it would be possible to confirm the District's vision for heritage conservation, and formulate and integrate heritage conservation policies within the broader scope of the municipal planning process, including tourism and economic development objectives, for the consideration of Council, and public consultation. This process would also present an opportunity to foster community dialogue on heritage issues. The DNVCHC may wish to be proactive in its development of a discussion paper or backgrounder on heritage policies for Council's consideration.

Local Plans: A community vision for conservation should be based on the positive aspects of community heritage, and foster community partnerships. The continuing development of Local Plans should continue to reference identified heritage resources and define heritage conservation objectives, policies, and implementation.

3.2.1.1 Stewardship Policies for District-Owned Heritage Properties

The District has already set the example for other heritage building owners to follow, through stewardship of the Nye and Christie Houses. As a further demonstration of this leadership, North Vancouver could prepare conservation master plans for their identified heritage sites, which would act as the basis for ongoing maintenance and restoration decisions. These plans should be prepared under the direction of Council through the Lands Department in consultation with interested parties; cost-shared funding may be available through the B.C. Heritage Trust. Conservation plans should also be developed for any other historic properties the District may acquire in the future.

3.2.12 Heritage Management Plan

A Heritage Management Plan is a more comprehensive approach to integrated heritage planning. As North Vancouver's heritage policies and initiatives develop, there will be a need for more sophisticated management of planning tools and initiatives related to heritage applications. This may include a number of different tools and policies as outlined in the Heritage Strategic Plan, but will also require further study as to what needs to be included to best suit the District's future requirements. Based on the experience of other municipalities, the following are some of the potential components that should be considered as part of the Heritage Management Plan process:

- *Heritage Procedures Bylaw:* The District can enact a Bylaw that establishes procedures and guidelines for heritage conservation. This bylaw may also delegate authority to an officer or authority for the negotiation of heritage issues. It can also identify levels of protection required for different incentives, and a range of developmental, financial, and administrative incentives, and building code equivalencies.
- *Heritage Register:* A Heritage Register is an official listing, passed by resolution of Council, of properties identified as having heritage significance. Although this is not a form of legal protection, it enables monitoring of proposed changes to these properties. It may also act as the basis for the granting of incentives, and has some implications in the granting of building code equivalencies. It may also provide a list of sites potentially eligible for the proposed National Heritage Register, which for some sites may provide future financial incentives. The District has not yet established a Municipal Heritage Register.

It is recommended that the District establish a Heritage Register as the official management tool of its Heritage Program. The Register could start small and expand over time. It should be revised yearly to include other sites, such as those which have received incentives or legal protection, or voluntary additions. Once updated inventory information is available, a strategy for adding sites to the Register could be developed. The Register could take one of the following forms:

- A list of legally protected sites;
 - A list of legally protected sites, and those voluntarily included
 - A list of legally protected sites, and a list of prioritized sites chosen from the heritage inventories (requires owner consultation)
 - A list of all inventoried sites (requires owner consultation)
- *Updated Heritage Inventory Information:* The pre-1930 heritage inventory was last updated in 1993, and the 1930-1965 resources were inventoried in 1997. Based on a recommended five year regular updating of inventory information, it is now timely to update and compile the District's inventory information.

- *Conservation Principles, Standards and Guidelines:* North Vancouver has not yet adopted a set of conservation principles, conservation standards and development guidelines for the assessment of permit applications. The B.C. Heritage Trust Technical Paper Series 9: *Principles of Heritage Conservation*; Technical Paper Series 10: *Restoration Principles and Procedures*, and Technical Paper Series 11: *Rehabilitation Principles and Guidelines* could be adopted as the basis of the heritage application review process. Alternately, the Federal government is rapidly moving towards the completion of National Standards and Guidelines, which could be adopted by the District as soon as they are available.
- *Conservation Incentives:* There is a need to expand the range of conservation incentives offered by the District. These can be offered in several different ways, including developmental, financial, and administrative incentives, as well as building code equivalencies. This range of incentives should be more fully explored by the District, either as an internal study or as part of the larger Heritage Management Plan. The experience of many other jurisdictions has proven that, if applied properly, financial incentives for the rehabilitation and restoration of heritage buildings are a sound investment for all parties. Financial incentives can be provided in several ways, including direct grants or tax relief. There are many examples of jurisdictions that use tax incentives and financial grants to achieve heritage conservation objectives. The District could consider establishing a modest annual budget for restoration grants, offered through a heritage foundation, in exchange for legal protection (See Section 3.2.1.5). There may be additional funding assistance available through other government and private programs, including the Federal Residential Rehabilitation Assistance Program (RRAP), the Bronfman Foundation, the Vancouver Foundation, and others.
- *Heritage Conservation Areas:* One level of heritage protection that has not been achieved in the District is the development of heritage conservation areas, that would identify and manage significant concentrations of historic resources. The most obvious area of concern is the North Lonsdale Historic District, identified in the 1988-1989 Heritage Inventory, and the object of several studies since. All attempts to institute heritage controls in the area have failed due to lack of public support, likely because of the lack of potential conservation incentives ("carrots"). It should also be noted that Edgemont Village is identified as a potential conservation area in the Upper Capilano Local Plan. This issue, and the potential of defining other heritage conservation areas, should be further addressed as part of the Heritage Management Plan process.

3.2.1.3 Enhanced Protection of Heritage Landscapes

Over time, further pressure will be placed on existing historic landscape features, and there will be a need for greater protection of these valuable resources. There are also other significant landscape features that may not yet have been identified, such as Old Growth forest fragments, of which only a limited number remain. Further attention will need to be paid to:

- The adequacy of inventory information;
- The extent of protection provided by current Tree Protection By-Laws;
- Protection needed for resources other than significant trees;
- Recognition of significant landscapes features within the municipal planning context; and
- Interpretation of heritage landscape features.

The Environmental Protection Bylaw should be reviewed to determine ways to strengthen the protection of the District's natural heritage resources.

3.2.1.4 National Historic Places Initiative

A significant opportunity is presented by the possibility of new Federal initiatives for the conservation of built heritage. In 1999, the Federal government made a renewed commitment to the conservation of the country's built heritage, and is currently studying the possibility of a National Heritage Register, national conservation standards, and investment tax credits. It is anticipated that any financial or tax benefits from these programs will be limited to revenue-generating properties. This may have significant implications for a number of North Vancouver's heritage resources.

As of May 2, 2001, the Federal Government has made the financial commitment to fund the development of these initiatives. The District should indicate its support of these initiatives, which may have a significant positive impact in the near future. This could be done through Council resolution and letters of support, and jointly through the Union of B.C. Municipalities and the Federation of Canadian Municipalities.

3.2.1.5 Towards a Heritage Foundation

As many of the identified heritage buildings in the District are single family houses, the most effective model for financial incentives could be the granting programs operated by a number of heritage foundations throughout the Province. Examples of such grant programs include the Vancouver Heritage Foundation's True Colours program, established in 1999, and the grant program offered by the Victoria Heritage Foundation since 1983. The District may wish to establish a municipal heritage foundation, which in addition to administering grant programs could also serve an education and awareness function. A foundation would also be able to actively fundraise to fulfill its mandate. Matching funding could be sought for potential grant programs, through corporate sponsorship, private foundations and other sources. If an incentive program was to be established, an annual granting budget of approximately \$30,000 from the District could be considered a reasonable starting point, with additional funds necessary to pay for administration.

Recommended Actions to Establish a Heritage Foundation

Step One: Confirm Feasibility

The feasibility of establishing a heritage foundation should be studied, including an examination of other similar organizations in B.C., and a confirmation of Council's desire to undertake this initiative.

Step Two: Formally Establish the Foundation, and appoint a Board of Directors

The Board of Directors would be responsible for increasing public and private sector involvement and investment, distributing funds according to developed allocation processes, developing policies for the programs undertaken by the organization, and prudently managing the Foundation's assets. This could be an active fundraising organization, in which case the Board would be expected to engage in fundraising activities and to promote the Foundation to the public, sponsors, donors and planned giving professionals. Directors should be selected for their individual interest, abilities and expertise, and their willingness to participate fully in the responsibilities of the organization. Specific responsibilities should include:

Governance: The Board would establish the mission, purpose, and long-range objectives of the Foundation, and amend them as necessary to ensure that they remain relevant to the Foundation's evolving role. The Board would be responsible for formulating and approving policies consistent with the Foundation's purpose, public trust and financial capabilities, and for regularly monitoring progress in implementing these policies. Through the formation of subcommittees, the Board would control the programs and operations of the Foundation.

Advocacy: The Board would have a responsibility to communicate to the public and its elected representatives the mission and purpose of the Foundation, and to advocate both greater public involvement in the Foundation's activities and increased moral and financial support for the Foundation.

Fundraising: Board members would be responsible for ensuring that the Foundation could meet its financial responsibilities. Board members, both individually and collectively, would be responsible for raising funds for the Foundation from both public and private sources, and using their influence to assist in raising these funds.

Participation on Board subcommittees would be expected as required. Permanent subcommittees could be organized to cover programs of the Foundation (such as Nominating, Fundraising etc.) or could be formed on an *ad hoc* basis to accomplish specific short-term tasks.

Step Three: Undertake a Fund Development Program

The Foundation could receive stable funding from:

- Annual funding by Council (approximately \$30,000 to start)
- Stable funding from a designated municipal source such as Development Cost Levies, increased demolition permit fees, or a percentage of building permit fees
- A one-time municipal endowment

The Foundation should also pursue the potential for setting up or developing an endowment fund that could help fund ongoing operations. This fund could be grown through active solicitation of financial gifts, strategies for garnering bequests and other planned gifts. Most fund development plans are multifaceted, encompassing a combination of annual fundraising through events, major gifts and planned giving. The following plan for fund development recognizes that there are additional ways that fundraising could be approached.

□ *Building an Endowment*

To create interest income of \$30,000 per year, a minimum endowment of \$600,000 would have to be created. For a small organization this is an ambitious goal, and it may take three to five years to achieve this. This Major Gifts Campaign would require the following components:

- A Feasibility Study to ensure that the fundraising goal is achievable;
- Case Statement materials outlining the reason for the gifts;
- A Gift Chart outlining the gifts required to attain the fundraising goal;
- A Donor Prospects List, to include the best individuals to approach;
- A Recognition Plan for donors; and
- A Stewardship Plan for maintaining relationships with donors.

Major Gifts are realized after months, and sometimes years, of cultivating donors. To move this cultivation to the next level will involve personal and small group approaches with appropriate Case Statement materials, to indicate why this is such an important cause. In an era when worthy charities have to increasingly compete for scarce funds, this campaign must be positioned to demonstrate the long-term community benefits of this fund. It is essential to the success of this program that it become one of the Board's greatest priorities, that special attention be paid to it over an extended period, and that other members of the community become involved in these efforts.

□ *Planned Giving*

Planned giving is the most long term type of fund development, and it takes an average of fifteen years to actually benefit from a bequest. Approaches must be made to two groups: lawyers and accountants who advise clients on financial estate planning, and individuals who may be approached directly for a bequest. Lawyers and accountants have influence over the financial decisions of their clients, and the objective should be to get the message out to these people of influence. Appropriate Case Statement materials should be tailored to this audience. The Foundation may also wish to join the "Leave a Legacy" program, which for a modest cost will include a charity on their lists for potential donors, and for a sliding fee scale will actually promote the charity to potential donors.

□ *Patronage (Honourary and Active)*

This is an important part of fundraising efforts, as Patrons set the tone for community involvement. Honourary patrons could be appointed to promote the prestige of the site; you can never aim too high when seeking a "name" to attach to an organization. Honourary Patrons may not have any actual duties, other than to assist with fundraising and events as required. They could be responsible for supporting the efforts of the Board of Directors to increase public involvement and investment in the achievement of its mandate. If this is an active fundraising organization, Honourary Patrons should be requested to participate in fundraising events and to promote the Foundation to the public, sponsors, donors and planned giving professionals when and as they were able. This support could also take the form of providing expertise or advice, or contacting specific organizations or individuals as requested in order to forward the aims of the organization. Honourary patrons would not have voting rights in the Foundation. Active Patrons could be more immediately involved, and could be leaders in the fundraising efforts, both by example (providing gifts and bequests) and through community solicitation.

□ *"Friends of the Heritage Foundation"*

In order to help grow the endowment, there could be a yearly solicitation to join a separate organization that would have as its goal the direct benefit of the Foundation. This group, more exclusive than just a membership, would offer special privileges, including possibly "Friends Only" events, special newsletters and public recognition. Board members and patrons would be expected to belong. This is not anticipated to raise a great deal of money, but would help involve community members. It is also something that can grow over time.

❑ *Corporate Sponsors*

Opportunities for corporate sponsorship should be actively pursued. One of the natural fits between heritage conservation and corporate self-interest is in the home renovation area. Hardware stores, paint companies and home renovation contractors are interested in heritage education and awareness as it often has direct business benefits; an example is the Benjamin Moore Company's ongoing sponsorship of the Vancouver Heritage Foundation's True Colours grant program. It is essential that corporate sponsors be directly identified for their gifts, and that their name be recognized at every opportunity. The benefits for both the gifter and giftee can be long term and rewarding. A starting point may be to approach a local paint company to donate paint for a specific project. This gift could be advertised on a prominent sign or banner, and start the involvement of local businesses in the activities of the Foundation.

❑ *Implementation*

There is a limited capacity for any one group to undertake any additional fundraising activities. In order to implement any further fund development programs, it will likely be necessary to create a special subcommittee that recruits other community volunteers to assist in fulfilling the Foundation's mandate.

Recommended Actions to Establish a Heritage Foundation

- ❑ Step One: Confirm feasibility of a Heritage Foundation, that would provide financial incentives for the restoration of heritage homes.
- ❑ Step Two: Formally establish the Foundation, and appoint a Board of Directors. Seed money and an annual budget to be provided by Council.
- ❑ Step Three: Initiate a Fund Development Program, including building an endowment; planned giving; patronage (Honourary and Active); "Friends of the Heritage Foundation;" and Corporate Sponsors.

3.2.1.6 Recommended Heritage Planning Actions

- As part of any future update of the Official Community Plan, define a vision of community heritage conservation, and a framework for heritage conservation policies. [Staff, with input from DNVCHC, for Council's consideration]
- Consider the inclusion of identified heritage resources and conservation policies in future Local Plans. [Council, Public Process and staff]
- Review and improve municipal flagging procedures for identified heritage resources. [Staff]
- Commence development of an overall Heritage Management Plan, through cost-shared funding, that could include:
 - an updated inventory that would compile previous inventory information;
 - a study of potential heritage conservation areas;
 - establishment of a Heritage Register; and
 - consideration of a comprehensive set of regulations and incentives for heritage conservation, and related implementation strategies.

When complete, recommend the results of the Heritage Management Plan, including the Inventory Update, to Council. [Council, staff and consultants; input from DNVCHC]

- Prepare heritage conservation master plans, through cost-shared funding, for District-owned heritage properties. [Staff and consultants; input from DNVCHC]
- Commence discussions with School District #44 Board and Administration to determine how conservation can be negotiated for heritage schools. [Staff with input from DNVCHC]
- Develop a discussion paper or backgrounder on heritage policies in preparation for the updating of the OCP [DNVCHC with staff assistance]
- Review the Environmental Protection Bylaw to determine ways to strengthen the protection of the District's natural heritage resources. [Staff]
- Seek out opportunities to support senior government heritage conservation initiatives, especially the evolving National Historic Places Initiatives (through Council resolution and letters of support), and jointly through the Union of B.C. Municipalities and the Federation of Canadian Municipalities. [Council and DNVCHC]

3.2.2 Heritage Information

Good heritage conservation work is based on accurate information, which ensures authenticity. The provision of heritage information is a crucial part of the District's heritage initiatives. This information can range from broadly-based general requirements (updated inventory information) to site-specific issues ("how old is my house?") to technical advice ("how do I restore my wooden windows?"). The need for heritage information will grow over time as heritage initiatives develop.

Once updated heritage inventory information is available, the District should consider publishing an inventory document in a book format, similar to those undertaken by the City of Port Moody, the Township of Langley, the Corporation of Delta, and other municipalities. Additional funds would have to be allocated for graphic production and printing, but the majority of these costs are potentially recoverable through grants and book sales.

3.2.2.1 Archaeological Information

The pre-European history of North Vancouver is an important part of its historical context, but the rich archaeological potential of the area has been somewhat neglected. Protection for archaeological resources is a provincial responsibility, defined under the *Heritage Conservation Act*, which outlines procedures for impact assessment for sites found to contain archaeological material. The Archaeology Branch of the Ministry of Community, Aboriginal and Women's Services maintains information on any previously identified sites. This information has been requested from the Ministry, and exists in binders with attached maps. These sites have not been flagged on the municipal database.

As the treatment of archaeological sites falls under provincial jurisdiction, the District only needs to be familiar with the correct procedures for handling this issue, as defined in the *British Columbia Archaeological Resource Management Handbook*. New or existing archaeological sites should be carefully examined, and situations which threaten each site should be handled in conformance with the *British Columbia Archaeological Impact Assessment Guidelines*. The Minister may order the owner of a heritage site to carry out a site investigation to record, remove or salvage a heritage object; or undertake a site survey to assess the heritage significance of the site. In order to assist property owners in assessing potential significant archaeological areas, the District could develop and provide referral information regarding archaeological resources and history, and communicate the owner's responsibilities under Provincial jurisdiction. The protection, interpretation, and educational potential of these sites should be further studied.

3.2.2.2 Recommended Heritage Information Actions

- Continue existing heritage information initiatives [Staff and DNVCHC]
- Continue to gather and assess information on heritage landscapes [Staff and consultants]
- Consider publishing updated heritage information as an inventory document in book format. [DNVCHC, staff, community partners and/or consultants]

3.2.3 Heritage Communication

A campaign of "heritage marketing" and public awareness initiatives should be more fully developed in order to publicize and make visible the District's heritage goals and achievements. At this time it is not known which initiatives should be undertaken, but the following projects have been discussed and would all be worthwhile to explore:

- A public relations program and media information package (a "media kit"), including articles about heritage concerns, and promotion of heritage events. The local media should be targeted at every opportunity.
- Driving tours, and other interpretive pamphlets and brochures that would disseminate heritage information.
- School programs, and the presentation of heritage within the broader spectrum of general education. The District, through the volunteers of the Community Heritage Commission, could work with the School District in the development of teaching packages, beginning with the grade school level.
- Development of technical resources, such as a Restoration Resource List, which could be made available to property owners, designers and contractors.
- Methods of promoting the prestige of ownership of a heritage resource should be explored, including interpretive signs, awards etc. In the experience of other cities the pride of ownership helps ensure long-term conservation by keeping the market value of the buildings at a premium.

The District's web site could be a powerful tool for the communication of heritage information. Further attention should be paid to making the District's Heritage Program readily accessible on the web.

3.2.3.2 Recommended Heritage Communication Actions

- Continue education and awareness initiatives, including the development of web-based information. [Lead Role: DNVCHC, with community partners]
- Development of web-based information and heritage pages on the District's web site. Promote existing publications on the web. [District]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues. [Lead Role: DNVCHC]
- Identify community groups and potential partners who can become involved in community heritage initiatives. [DNVCHC]
- Develop a public relations program and media information package ("media kit"). [DNVCHC]
- Develop communication, interpretation, and education strategies for archaeological resources, heritage landscape features, and the general history of North Vancouver. [DNVCHC, staff and consultants]

3.4 RECOMMENDED RESOURCE ALLOCATION

Recognizing that many of the proposed actions in this Heritage Strategic Plan will require further study, the resources implications can only be considered a rough estimate of the budgetary impact of the initiatives outlined in the Action Plan. This does not take into account either the cost of District staff time (which would need to be increased to undertake many of these initiatives), any increases to the budget of other societies, or the cost of establishing an archives facility or a municipal heritage foundation.

In order to achieve the goals of this Heritage Strategic Plan, it may also be necessary to allocate increased staff time to the Heritage Program.

There are a number of outside resources that may be available to help undertake some of these initiatives, including provincial grant programs (available through the B.C. Heritage Trust) and private and corporate sponsors; securing these resources would require support time and resources from the District and its volunteers.

The following budget figures provide an order-of-magnitude estimate of the resources that would be required to implement the recommended five year Action Plan. The projected budget for this improved heritage program would not exceed a per capita cost of \$1.00 per year per District resident.

	2002	2003	2004	2005	2006
F/T Heritage Planner, add		\$30,000	\$30,000	\$30,000	\$30,000
CHC Operational Budget	\$10,500	\$12,000	\$15,000	\$15,000	\$15,000
Heritage Foundation	\$2,500	\$25,000	\$30,000	\$30,000	\$30,000
Management Plan		\$30,000 *			
Conservation Plans			\$15,000 *		
TOTALS	\$13,000	\$97,000	\$75,000	\$75,000	\$75,000
POTENTIAL GRANTS *		\$15,000	\$7,500		
FINAL COSTS	\$13,000	\$82,000	\$67,500	\$75,000	\$75,000

* Potential Cost Recovery through Grants

3.4.1 Recommended Budget Actions

- Formulate an annual budget for heritage initiatives. [Staff with DNVCHC input]

3.5 ANNUAL AND ONGOING REVIEW

In order to ensure the most efficient possible work plan for the District's heritage initiatives, progress, effectiveness and costs should be monitored on an ongoing basis. At the end of the calendar year, each heritage initiative should be monitored and assessed. This should be undertaken as part of the DNVCHC's year-end report. Progress would be measured against recommendations of the five year Action Plan, and adjustments made to the following year's work plan.

At the end of 2006, the goals and the priorities of the Heritage Program should again be thoroughly re-assessed, and a new five year Action Plan prepared.

3.5.1 Recommended Monitoring Actions

- At the end of the calendar year, each heritage initiative should be monitored and assessed. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan. This should be prepared as a year-end report by the DNVCHC, and can also be developed as an annual Heritage Week report to Council by DNVCHC. [DNVCHC and staff]
- Heritage Inventory information should be updated every five years. [Staff, DNVCHC and consultants]
- At the end of 2006, the District's heritage goals, priorities and initiatives should again be thoroughly re-assessed, and a new five year Action Plan prepared. [DNVCHC and staff]

4. FIVE YEAR ACTION PLAN 2002-2006

FIVE YEAR ACTION PLAN FOR IMPLEMENTATION OF THE HERITAGE STRATEGIC PLAN

[DNVCHC] = [District of North Vancouver Community Heritage Commission]

2002

HERITAGE PLANNING

- Prepare grant application for matching funding for a Heritage Management Plan to be undertaken starting in 2003. [Council and staff, with DNVCHC input]
- Review and improve municipal flagging procedures for identified heritage resources. [Staff]
- Commence discussions with School District #44 Board and Administration to determine how conservation can be negotiated for heritage schools. [Staff with DNVCHC input]
- Confirm feasibility of a Heritage Foundation, that would provide financial incentives for the restoration of heritage homes. Formally establish the Heritage Foundation, and appoint a Board of Directors. Seed money (in 2002) and an annual budget (starting in 2003) to be provided by Council.
- Formulate a budget for heritage initiatives in 2003, including increasing the heritage Planner position to full time. [Staff with DNVCHC input]
- Seek out opportunities to support senior government heritage conservation initiatives, especially the evolving National Historic Places Initiatives (through Council resolution and letters of support), and jointly through the Union of B.C. Municipalities and the Federation of Canadian Municipalities. [Council and DNVCHC]

HERITAGE INFORMATION

- Continue existing heritage information initiatives. [Staff and DNVCHC]

HERITAGE COMMUNICATION

- Continue education and awareness initiatives, including the development of web-based information, and heritage pages on the District's web site. Promote existing publications on the web. [DNV staff with DNVCHC input]
- Ensure that the owners of properties listed on the Heritage Inventories are aware of the listing [Staff and DNVCHC]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues. [Lead Role: DNVCHC]
- Identify community groups and potential partners who can become involved in community heritage initiatives. [DNVCHC]
- At the end of the calendar year, each heritage initiative should be monitored and assessed. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan. This should be prepared as a year-end Committee Report by the DNVCHC, and can also be developed as an annual Heritage Week report to Council by DNVCHC. [DNVCHC and staff]

2003

HERITAGE PLANNING

- As part of any future update of the Official Community Plan, define a vision of community heritage conservation, and a framework for heritage conservation policies. Continue the inclusion of identified heritage resources and conservation policies in future Local Plans. [Staff, with input from DNVCHC, for Council's consideration]
- Commence development of an overall Heritage Management Plan, through cost-shared funding, that could include:
 - an updated inventory that would compile previous inventory information;
 - a study of potential heritage conservation areas;
 - establishment of a Heritage Register; and
 - consideration of a comprehensive set of regulations and incentives for heritage conservation, and related implementation strategies.

When complete, recommend the results of the Heritage Management Plan, including the Inventory Update, to Council. [Council, staff and consultants; input from DNVCHC]

- Review the Environmental Protection Bylaw to determine ways to strengthen the protection of the District's natural heritage resources. [Staff]
- The new Heritage Foundation Board should initiate a Fund Development Program, including building an endowment; planned giving; patronage (Honourary and Active); "Friends of the Heritage Foundation;" and Corporate Sponsors.
- Increase the allocation of municipal staff time to include a full-time heritage planning position. [Council]
- Prepare grant application for matching funding for Conservation Plans for District-owned heritage buildings. [Council and staff, with DNVCHC input]
- Develop a discussion paper or backgrounder on heritage policies in preparation for the updating of the OCP [DNVCHC with staff assistance]
- Continue to support senior government heritage conservation initiatives. [Council and DNVCHC]
- Monitor and assess heritage initiatives of the previous year, and adjust work program. [DNVCHC and staff]
- Formulate an annual budget for heritage initiatives. [Staff with DNVCHC input]

HERITAGE INFORMATION

- Continue existing heritage information initiatives. [Staff and DNVCHC]

HERITAGE COMMUNICATION

- Continue education and awareness initiatives. [DNVCHC and community partners]
- Develop a public relations program and media information package ("media kit"). [DNVCHC]
- Annual Heritage Week report to Council [DNVCHC]

2004

HERITAGE PLANNING

- When complete, recommend the results of the Heritage Management Plan, including the Heritage Inventory Update, to Council. [Council, staff and consultants; input from DNVCHC]
- Prepare heritage conservation master plans, through cost-shared funding, for District-owned heritage properties. [Staff and consultants; input from DNVCHC]
- Prepare Conservation Plans, through cost-shared funding, for District-owned heritage properties. [Staff and consultants; input from DNVCHC]
- Establish the Heritage Registry. [Council]
- Continue to support senior government heritage conservation initiatives. [Council and DNVCHC]
- Monitor and assess heritage initiatives of the previous year, and adjust work program. [DNVCHC and staff]
- Formulate an annual budget for heritage initiatives. [Staff with DNVCHC input]

HERITAGE INFORMATION

- Continue existing heritage information initiatives. [Staff and DNVCHC]
- Develop communication, interpretation, and education strategies for archaeological resources, heritage landscape features, and the general history of North Vancouver. [DNVCHC, staff and consultants]
- Consider publishing updated heritage information as an inventory document in book format. [DNVCHC, staff, community partners and/or consultants]

HERITAGE COMMUNICATION

- Continue education and awareness initiatives. [DNVCHC and community partners]
- Consider publishing updated heritage information as an inventory document in book format. [DNVCHC, staff, community partners and/or consultants]
- Annual Heritage Week report to Council [DNVCHC]
- Work with volunteers and the School District to develop curriculum packages on local history and heritage, etc.). [DNVCHC, School District, and community partners]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues; explore local programming options. [DNVCHC]
- Develop communication, interpretation, and education strategies for archaeological resources, heritage landscape features, and the general history of North Vancouver. [DNVCHC, staff and consultants]

2005

HERITAGE PLANNING

- Update the Heritage Registry as required. [Council]
- Commence implementation of Conservation Plans for District-owned heritage properties. [Staff]
- Continue to support senior government heritage conservation initiatives. [Council and DNVCHC]
- Monitor and assess heritage initiatives of the previous year, and adjust work program. [DNVCHC and staff]
- Formulate an annual budget for heritage initiatives. [Staff with DNVCHC input]

HERITAGE INFORMATION

- Continue existing heritage information initiatives. [Staff and DNVCHC]

HERITAGE COMMUNICATION

- Continue education and awareness initiatives. [DNVCHC and community partners]
- Annual Heritage Week report to Council [DNVCHC]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues. [DNVCHC]

2006

HERITAGE PLANNING

- Update the Heritage Registry as required. [Council]
- Continue to support senior government heritage conservation initiatives. [Council and DNVCHC]
- At the end of 2006, the District's heritage goals, priorities and initiatives should again be thoroughly re-assessed. Review overall results, effectiveness, and direction of the Heritage Strategic Plan. Apply for matching funding for, and begin preparation of, a new Heritage Strategic Plan for 2007-2011. [DNVCHC and staff]
- Formulate an annual budget for heritage initiatives. [Staff with DNVCHC input]

HERITAGE INFORMATION

- Continue existing heritage information initiatives. [Staff and DNVCHC]
- Update Heritage Inventory every subsequent five years. [Staff, DNVCHC and consultants]

HERITAGE COMMUNICATION

- Continue existing heritage information initiatives [Staff and DNVCHC]

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The members of the District's Community Heritage Commission were an integral part of the development of the *Heritage Strategic Plan*:

District of North Vancouver Council (2001-2002)

- Mayor Don Bell
- Councillor Ernie Crist
- Councillor Bill Denault
- Councillor Heather Dunsford
- Councillor Janice Harris
- Councillor Doug MacKay-Dunn
- Councillor Lisa Muri

District of North Vancouver Community Heritage Commission (2001-2002)

- Bev Arduini, Chair
- Bernard Decosse
- Leslie Gilbert
- Jan Keeton
- Deborah McGovern
- Michael Little
- Ursula Emberley
- Marguerite Wilson
- Nancy Paul
- Councillor Janice Harris

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APPENDIX A:

FIRST MEETING WITH DISTRICT OF NORTH VANCOUVER COMMUNITY HERITAGE COMMISSION

AUGUST 29, 2001

PURPOSE:

- To develop a five year action plan for municipal heritage conservation initiatives (2002-2006)

THE FOUR QUESTIONS THAT WE ARE ASKING:

- Where are we now?
- Where do we want to get to?
- How do we get there?
- What enabling resources do we need to get there?

FOLLOWING WAS A DISCUSSION OF:

- Strengths,
- Weaknesses,
- Opportunities, and
- Threats.

STRENGTHS

- The Heritage Commission is very active and involved
- Public awareness has been underway for a long time
- Plaquing program for designated buildings
- Heritage planning already being integrated within the larger municipal planning process (local area plans)
- Extensive inventory information already available
- Pre-1930 Resources: 1983; 1988-1989; 1994
- 1930-1965 Resources: 1997
- Landscape Resources: Underway
- Inventory information has been published
- Other publications (Draycott)
- Annual North Shore Heritage Weekends – successful and well-attended
- Annual Heritage Awards
- Good municipal stewardship - several high-profile resources in public ownership – Christie House, Nye House
- Excellent quality of material in public archival collections – there are recognized depositories for the public to donate to (NVMA and Deep Cove Heritage Society)
- The City and District of North Vancouver have a very separate identity – felt to be a strength as each has a unique heritage to interpret (City more commercial and institutional; District more residential)
- There are distinct areas within the District that have their own identities – e.g. Lynn Valley & North Lonsdale. There is a great deal of strength in the individual character of local neighbourhoods.

WEAKNESSES

- Lack of resources with which to undertake initiatives
- Lack of technical knowledge about how to restore properly – “good conservation techniques”
- Lack of design guidelines
- Lack of strong heritage conservation policies for the North Lonsdale District – regulation failed to win support
- Lack of financial incentives with which to assist private owners with heritage conservation
- Further heritage policy work is required

OPPORTUNITIES

- Most of the District’s heritage resources are owner-occupied residential buildings – which allows a focus on the needs of the heritage homeowner.
- Build and foster pride among the owners of heritage buildings (“build prestige of owning a heritage home”)
- Could work more closely with other community associations with similar goals
- Possibility of web-based delivery of heritage material – electronic virtual tours; on-line access to inventory information, etc.
- Future opportunities for the integration of heritage planning within the larger planning process – e.g. Official Community Plan
- Identify opportunities to work together with interested members of the public, e.g. real estate agents
- Assist homeowners through the development of a resource guide of qualified trades-people (already started)
- Modest financial incentives could be offered to assist heritage homeowners (examples of programs in other municipalities were discussed)

THREATS

- A feeling of “powerlessness”
- Potential arguments over “property rights”

There was also a discussion of what exactly constituted the heritage of the District. Three conclusions were reached – that it is a result of human interaction with topography, that local areas within the District have unique historic character, and that the District’s heritage is mainly residential in nature.

There was also a discussion of provincial initiatives (minimal at present) and federal initiatives (also minimal but potentially very helpful – refer to the National Historic Places Initiatives).

APPENDIX B:

COMMUNITY STAKEHOLDERS' MEETING OCTOBER 24, 2001

STRENGTHS

- North Shore Heritage Weekend
- Excellent printed materials
- Appeal of walking tours
- Local Aboriginal culture
- Excellent local archival collections

WEAKNESSES

- Inflexible building codes
- No financial incentives

OPPORTUNITIES

- Web-based tours
- Work with schools (school tours, education, awareness, curriculum development)
- Heritage Tourism (including industrial sites)
- Closer liaison with the Development community
- Natural heritage interpretation (preservation, ecology, salmon, "Big Trees")
- National Historic Places Initiatives
- Interpretation of postwar architecture
- Interpretation of Local Aboriginal culture - partnership opportunities
- Work with film industry
- Collect oral histories
- Provision of financial incentives and technical advice

THREATS

- Current zoning threatens many sites
- High, and increasing, property values

HOW AND WHO?

- Work with local historians
- Solicit oral histories
- Market "events"
- Continue to build and strengthen archives

GOAL FOR 2006

- A more integrated approach to heritage planning, including linkages between heritage; tourism; culture; arts; and arts-related initiatives.
- Expanded and ongoing awareness and training initiatives, for staff, Community Heritage Commission, Council, and local politicians.

GENERAL DISCUSSION

After a general discussion, it was felt that there was moderate support for heritage issues, and that the District's Heritage Program was at an intermediate stage.

APPENDIX C:

HERITAGE CONSERVATION TOOLKIT

The Heritage Conservation Toolkit lists the legislative tools available before, during and after a permit application is made. Tools enabled since 1994 are listed below as 'New Tools.' For further information please refer directly to the Heritage Conservation Statutes Amendment Act.

Web Site: <http://www.qp.gov.bc.ca/stat_reg/statutes/18700.htm>

TOOLS THAT NEED TO BE IN PLACE BEFORE NEGOTIATION:

- Official Community Plan (*Local Government Act*)**
Sets out the municipality's intent for development. States overall goals for heritage conservation and can also include heritage area designations.
- Zoning and Development Bylaws (*Local Government Act*)**
Outline the existing general requirements for site development.
- Development Permit Controls (*Local Government Act*)**
Give specific requirements for areas designated as Development Permit Areas.
- Heritage Conservation Areas (*Local Government Act: New Tool*)**
The municipality can define special areas in the OCP to provide long-term protection to distinct heritage areas.
- Community Heritage Register (*Local Government Act: New Tool*)**
The municipality can establish an official listing of properties defined as having heritage character or heritage value. This can act as the basis for the offering of incentives.
- Heritage Zoning (*Local Government Act: New Tool*)**
A zoning schedule can be tailored to preserve the character of a heritage site or area.
- Community Heritage Commission (*Local Government Act: New Tool*)**
Allows for an expanded terms of reference for the existing Commission, and the establishment of new commissions for other purposes.
- Heritage Procedures Bylaw (*Local Government Act: New Tool*)**
The municipality can enact a Bylaw that establishes the municipality's procedures and guidelines for heritage conservation. This bylaw may also delegate authority to an officer or authority for the negotiation of heritage issues.

- Heritage Site Maintenance Standards (*Local Government Act: New Tool*)**
The municipality can enact a 'Heritage Site Maintenance Standards Bylaw,' that establishes the municipality's minimum requirements for the care and maintenance of legally protected heritage properties.
- Reservation and Dedication of Municipal Property (*Local Government Act: New Tool*)**
The municipality can commit to the long-term protection of public property. Although previously enabled, there is new scope added to this tool.
- Administrative Procedures:**
 - **Priority Routing**
The municipality can institute a policy of expediting applications involving identified heritage resources.
 - **Heritage Awareness Programs**
The municipality can continue to make the public aware of the importance of heritage resources through education programs.
 - **Commemoration and Interpretation**
The municipality can provide for commemoration and/or interpretation of historic sites or buildings. This is not the equivalent of designation.
 - **Complementary Public Works**
The municipality may commit to public works that complement the character of heritage sites or areas.

TOOLS AVAILABLE DURING NEGOTIATION:

- Financial Incentives**
 - **Financial Assistance (*Local Government Act: New Tool*)**
Direct monetary grants can be offered in exchange for heritage conservation.
 - **Tax Incentives/Exemption (*Local Government Act: New Tool*)**
Full or partial tax exemptions for up to ten years can be offered.
- Development/Zoning Incentives**
 - **Heritage Revitalization Agreements (*Local Government Act: New Tool*)**
This is potentially the most useful new conservation tool; and has been widely used by other municipalities. This allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of legal protection.

- **Heritage Conservation Covenants (*Land Titles Act: New Tool*)**
Allows for the negotiation of a contractual agreement with the owner, that is then registered on the Land Title. This may not vary siting, use or density. This is considered a form of legal protection.
 - **Building Code Equivalencies**
Buildings identified on an inventory or Heritage Register are eligible for building code equivalencies under the *BC Building Code*.
 - **Heritage Density Bonuses (*Local Government Act*)**
Increases in density, although previously available, may now be achieved more easily through a Heritage Revitalization Agreement.
 - **Transfer of Density (*Local Government Act: New Tool*)**
Although previously enabled, may now be expedited through negotiated agreements.
 - **Development Variance Permits (*Local Government Act*)**
Allow for development requirements to be varied or waived.
- Heritage Designation (*Local Government Act*)**
This tool is now enabled under the *Local Government Act*, and provides long-term protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of legal protection.
 - Heritage Alteration Permits (*Local Government Act: New Tool*)**
Once a Heritage Conservation Area is established, HAPs may be required for subdivision, additions, new construction or alteration of an existing building. May also be used to allow changes to legally protected heritage property.
 - Tree Protection (*Local Government Act*)**
Although previously enabled, there are now new procedures that streamline the ways in which the municipality can protect and maintain significant identified trees.

TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN:

- Temporary Heritage Protection (*Local Government Act: New Tool*)**
A resource can be temporarily protected through the withholding of permits and approvals, or protection orders and bylaws. The resource must be listed on a Heritage Register, and a Heritage Procedures Bylaw must be in place. Specific time periods apply, and this protection cannot be indefinitely extended.
- Heritage Designation (*Local Government Act*)**
See above for details; if the resource is of sufficient community value, the municipality may enact an involuntary designation; this will make the municipality liable for compensation.
- Heritage Inspection (*Local Government Act: New Tool*)**
The municipality can order heritage inspections to assess heritage value and conservation needs.
- Heritage Impact Assessment (*Local Government Act: New Tool*)**
The municipality can order an assessment to be prepared at either owner or municipal expense to predict the impact of a proposed development on adjacent heritage resources.
- Relocation**
When it is not possible to save a structure on its original site, it may be desirable to move it to another location to ensure its preservation. Costs may be borne either by the developer or the municipality.
- Documentation**
When it is not possible to save a structure, it may be desirable to document it before demolition. Costs may be borne either by the developer or the municipality.
- Salvage**
When it is not possible to save a structure, it may be desirable to salvage artifacts or portions of the structure before demolition.

Further information on these tools may be found in *Heritage Conservation: A Community Heritage Guide*, or through reference to the appropriate legislation.

APPENDIX D:

PRECEDENTS FROM OTHER JURISDICTIONS

INTERNATIONAL CHARTERS AND CONVENTIONS

ATHENS CHARTER FOR THE RESTORATION OF HISTORIC MONUMENTS (1931)

Web Site: <http://www.icomos.org/docs/athens_charter.html>

In 1931, the Athens Charter defined the basic principles of restoration and preservation of ancient buildings. Although international in basis, each country was advised to apply the principles within its own cultural and traditional framework. Seven resolutions were made at the conference and are as follows:

1. International organizations for restoration on operational and advisory levels are to be established.
2. Proposed Restoration projects are to be subjected to knowledgeable criticism to prevent mistakes which will cause loss of character and historical values to the structures.
3. Problems of preservation of historic sites are to be solved by legislation at national level for all countries.
4. Excavated sites which are not subject to immediate restoration should be reburied for protection.
5. Modern techniques and materials may be used in restoration work.
6. Historical sites are to be given strict custodial protection.
7. Attention should be given to the protection of areas surrounding historic sites.

Implications:

The Athens Charter was the first to define these basic principles, the result of which was an international movement that continues to this day. These are the building blocks on which all subsequent charters and standards have been built.

THE VENICE CHARTER (1964)

International Charter for the Conservation and Restoration of Monuments and Sites.

Web Site: <http://www.international.icomos.org/icomos/e_venice.htm>

Thirty-three years after the Athens Charter, it was time to re-examine the principles established and to enlarge the scope. The resulting document was the Venice Charter. Conservation, restoration, historic sites, excavations, and publication form the sections which have been enlarged and, in some cases, clarified. The section on conservation touches on finding a socially useful purpose for the monument while at the same time maintaining the layout or decoration of the building. Emphasis is placed on maintaining the building and its decorations in situ. The restoration section emphasizes giving new work a contemporary stamp, the validity of all periods, the preference of traditional over modern techniques, and using sympathetic additions to the building.

Any excavations should follow international scientific standards. Only the reassembling of existing but dismembered parts (anastylosis) is permitted. All work involving historic sites must be properly documented and a record placed in the archives of a public institution.

Implications:

The Venice Charter has clearer guidelines than the Athens Charter and introduces the importance of documentation. Emphasis is placed on the context of the building or structure.

APPLETON CHARTER (1983)

For the Protection and Enhancement of the Built Environment.

Web Site: <http://www.icomos.org/canada/appleton_charter.html>

The Appleton Charter is a creation of English-speaking Canada and deals with the different levels, scales and activities of intervention. It emphasizes that the appropriate level of intervention must consider the cultural significance of the site, its contextual value, the condition and integrity of the fabric, and the appropriate use of available physical, social and economic resources.

Implications:

The Appleton Charter is based strongly on the Venice Charter, the Burra Charter (Australia), and the Deschambault Charter (Quebec). It emphasizes the levels of intervention and introduces the importance of patina and reversibility. It is valuable as the Canadian view of international policies and regulations.

ICOMOS CHARTER FOR THE CONSERVATION OF HISTORIC TOWNS AND URBAN AREAS (1987)

THE WASHINGTON CHARTER

Web Site: <http://www.international.icomos.org/icomos/e_towns.htm>

The Washington Charter results from twelve years of study and development by international specialists. Knowing that there are numerous methods of planning and protection throughout the world, this charter specifically kept its terms broad. The charter applies to all sizes of historic towns and to the natural environments that may accompany them and is intended to complement the Venice Charter (1964).

The Washington Charter sets out to establish steps to protect, conserve and restore historic towns and areas while at the same time encouraging their development and adaptation to contemporary life. There is a clear understanding that the survival of a historic town or area requires policies of economic and social development and that consideration be given at every level of urban and regional planning.

Implications:

The Washington Charter is a clear and concise guideline for the preservation and growth of historic towns and areas. Its strength is in its common sense approach and in its realism. From the importance of including residents (especially school age children), to traffic requirements, to multi-disciplinary planning; this charter is an excellent resource.

THE AUSTRALIAN ICOMOS CHARTER FOR THE CONSERVATION OF PLACES OF CULTURAL SIGNIFICANCE: (1981)

The Burra Charter.

Web Site: <http://www.icomos.org/docs/burra_charter.html>

The Burra Charter begins with an invaluable list of relevant definitions. The remaining document is divided into conservation principles, conservation processes, and conservation practices. Conservation principles deals with such considerations as the aim of conservation, respect for original fabric, cultural significance, conservation techniques, visual setting, and original siting. Conservation processes discusses the relative appropriateness of preservation, restoration, reconstruction and adaptation. Conservation practice considers the importance of study prior to action, of necessary versus unnecessary examinations, and of conservation policy statements. This section also introduces the notion that organizations and individuals responsible for decisions on a project must be named.

Implications:

The Burra Charter is the best written of the group examined here. It is clear, concise, and based on realism. Most useful is the division of the document into conservation principles, processes and practices. The same division can be applied to any conservation plan.

AMERICAN POLICIES

SECRETARY OF INTERIOR'S STANDARDS AND GUIDELINES: (1992)

For Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act, USA.

Web Site: <<http://www2.cr.nps.gov/pad/sec110.htm>>

In 1966, section 110 of the National Historic Preservation Act (NHPA) established broad historic preservation responsibilities of American Federal agencies to ensure that each agency fully integrated preservation into its programs. Amendments to the NHPA in 1980 expanded and specified that each Federal agency was responsible for identifying and protecting historic properties. Each agency was also asked to consider projects and programs which would support the NHPA. In 1992, the NHPA was further strengthened. The head of each agency which owned historic properties acquired new responsibilities, including the establishment of preservation programs to identify, evaluate and protect the properties. A detailed set of guidelines exists, which each agency is expected to know and to follow, with the help of its Preservation Officer.

The NHPA has seven standards, as follows:

Standard 1: Each Federal agency establishes and maintains a historic preservation program that is coordinated by a qualified Preservation Officer, and that is consistent with and seeks to advance the purposes of the National Historic Preservation Act. The head of each Federal agency is responsible for the preservation of historic properties owned or controlled by the agency.

Standard 2: An agency provides for the timely identification and evaluation of historic properties under agency jurisdiction or control and/or subject to effect by agency actions.

Standard 3: An agency nominates historic properties under the agency's jurisdiction or control to the National Register of Historic Places.

Standard 4: An agency gives historic properties full consideration when planning or considering approval of any action that might affect such properties.

Standard 5: An agency consults with knowledgeable and concerned parties outside the agency about its historic preservation related activities.

Standard 6: An agency manages and maintains historic properties under its jurisdiction or control in a manner that considers the preservation of their historic, architectural, archeological, and cultural values.

Standard 7: An agency gives priority to the use of historic properties to carry out agency missions.

Implications:

Although the United States has significantly different legislation to Canada, a great deal can be learned from the NHPA. The variety of tax incentives, the requirement to include preservation in everyday programs, the pro-active approach, the encouragement to seek outside expertise, and the implementation of long-term management programs are all guidelines which can be applied anywhere.

CANADIAN FEDERAL POLICIES

FEDERAL HERITAGE BUILDINGS REVIEW OFFICE (FHBRO)

Web Site: <<http://daryl.chin.gc.ca:2000/basis/cher/user/www/sdf>>

Or can be reached through the main menu for CHIN (Heritage Directory):

Web Site: <http://www.chin.gc.ca/e_main_menu.html>

FHBRO policy guides the treatment of those Crown-owned buildings evaluated as having heritage character, and ensures that the custodian department is aware of the heritage status of each building. FHBRO is responsible both for the identification of heritage buildings owned by the Federal Government, and for the review of intervention to its designated buildings. Alterations to any federal buildings older than forty years must be referred to FHBRO; buildings less than 40 years old may also be identified as significant. Those considered to have the highest heritage designation are *Classified*, while those of the second highest designation are *Recognized*.

For Classified and Recognized buildings, a *Heritage Character Statement* is prepared, which guides all future interventions to the resource. These statements are prepared on a case-by-case basis, and there is no standard format for documentation. This statement can, and usually does, include interior features. FHBRO policy states that "heritage character must be clearly linked to the character-defining elements, patterns and relationships which support it." It also states that appropriate use and occupancy are essential to long-term conservation, and recognizes the importance of patterns of access, circulation and use; spatial hierarchies and sequences; the treatment of public spaces; and historic room layouts and finishes.

Once a building is Classified or Recognized, the custodian department must protect the resource, using FHBRO standards and guidelines. Unfortunately these guidelines, while covering the theoretical aspects of restoration and renovation work, are not site-specific, and must be individually interpreted.

Implications:

Federal designation will not be a useful tool for the local protection of historic buildings and sites. Federal policy does, however, provide a useful model for the review, assessment and on-going protection of these significant heritage properties.

THE HISTORIC SITES AND MONUMENTS BOARD OF CANADA (PARKS CANADA)

National Historic Sites:

Web Site: <http://parkscanada.pch.gc.ca/library/PC_Guiding_Principles/Park88.htm>

Federal Heritage Sites:

Web Site: <http://parkscanada.pch.gc.ca/federalhb/fhb_e.htm>

The Historic Sites and Monuments Board of Canada was created in 1919 to preserve and develop historic sites. The Historic Sites and Monuments Act was established in 1953. An amendment in 1955 allowed the Board to recommend national designation for buildings based on age or architectural design. Each year, the Board receives over 200 requests to declare people, places or events as having national historic significance. Between 50 and 70 of these will result in research papers.

The Board has a large number of sub-committees to deal with the work. The Built Environment Committee deals with built heritage, historic districts and streetscapes and will recommend the type of commemoration awarded. This can include a plaque, cost-sharing with other interested parties, or acquisition (rare). Heritage resources may be designated if they have intrinsic heritage value and/or they are associated with a nationally significant aspect of Canadian history (the association itself must be important). The Board has extended its definition of built heritage to include streetscapes, districts, gardens and cultural landscapes.

Implications:

Although the Historic Sites and Monuments Board presumes to have the leadership role within the overall heritage community for the protection of heritage resources, the reality is quite different. The reality of protection is based in a local community, and in the support that community receives from the municipal or regional level. The possibility of cost-sharing, however, is worth investigating - and the web sites are a valuable resource.

MUNICIPAL PRECEDENTS

CITY OF VANCOUVER

Web Site: <<http://www.city.vancouver.bc.ca>>

The City of Vancouver has its own charter (*The Vancouver Charter*), unlike the rest of the province of British Columbia which is subject to the *Local Government Act*. Vancouver does not have an overall management plan due only to the reluctance of City Council to accept one. In the meantime, planning staff have developed "Heritage Policies and Guidelines," and a series of "Heritage Fact Sheets". Significant buildings and sites in Vancouver are listed on a Register and are rated and then categorized into "A", "B", or "C". A building or site may also be formally designated, a legal prerequisite for certain bonuses and incentives.

If a resource is listed on the Vancouver Register, it triggers certain reactions at City Hall. For example: special attention is given if the resource is in an area zoned for comprehensive development or for conditional use. If an "A" listed building is scheduled for demolition, the owner must produce a feasibility study before approval is given. Adjacent landscaping receives review in its own right when there is a proposed change to a listed building. All listed buildings are eligible for the relaxations of certain regulations (an increase in floor space ratio, parking relaxations, subdivision etc.). A most popular incentive in Vancouver is the heritage density bonus provision (the transfer of density from one site to another site). All category "A" buildings are automatically eligible, while category "B" and "C" buildings may also apply, but must receive Council approval. The Heritage Fact Sheets examine nine categories of heritage in Vancouver:

1. Vancouver Heritage Conservation Program;
2. Vancouver Heritage Register, a listing of 2,200 buildings, landscapes, monuments and archaeological sites which are listed in A, B or C evaluation categories;
3. Municipal Heritage Designation, designation of heritage properties is a legislative tool;
4. Heritage Revitalization Agreement, an agreement negotiated by the City and an owner which outlines duties, obligations and benefits;
5. Municipally Designated Buildings in Vancouver, a list;
6. Provincial Heritage Designation, a discussion of Gastown and Chinatown;
7. Heritage Conservation Principles, a method to gauge the appropriateness of changes to heritage buildings;
8. Vancouver Heritage Commission, a ten member commission appointed from the community by City Council;
9. Vancouver Heritage Foundation, a private, non-profit charitable organization to promote preservation, maintenance and restoration of heritage properties.

Implications:

The most significant aspects of Vancouver's Heritage Program are the Heritage Revitalization Agreements (HRAs) and density bonuses and transfers. Both British Columbia and Vancouver have developed incentives which encourage developers and residential owners to consider heritage as a positive prospect. There are a number of developers in Vancouver who specialize in heritage commercial buildings, who would not be doing so if it were not for the legislation and for the willingness of the heritage planning staff to work with them to reach a win-win situation.

CITY OF VICTORIA

Downtown Heritage Management Plan

Although this management plan was written prior to the revised BC heritage legislation (Heritage Statutes Amendment Act of 1994), many aspects are still relevant. The goals, for example, can apply anywhere. They include; conservation of heritage resources, development of incentives, creation of regulatory controls, examination of view corridors, maintenance and monitoring of the Heritage Program, promotion of public awareness and of public education.

Of particular interest is the recognition by the City of Victoria that their downtown core had its own set of identifiable sub-areas which reflected the historical development pattern of the City and which held distinct clusters of heritage buildings. The resulting management plan dealt with these distinct sub-areas individually and did not attempt to apply one formula to the downtown core as a whole. Victoria also examined urban features such as main and secondary streets, walkways, courtyards, and street furnishings. They examined interpretive plaques and signage, enhancement of urban features, use of appropriate street furnishings, seismic upgrading, and co-operation from senior levels of government. The City hoped, where economically feasible, to acquire and rehabilitate heritage buildings for the use of the City. They hoped to create documentation and salvage policies for registered buildings lost to demolition. Zoning changes were discussed.

More recently (1999) Victoria instituted tax rebates, over a ten year period, to offset the costs of seismic upgrading for residential conversion projects in the downtown core. This has been recognized by all parties as a very successful program proven

Implications:

The City of Victoria is most often ahead of the rest of the Province of B.C. with regard to heritage issues. Victoria's use of pro-active policies, excellent public relations, and the existence of three granting agencies for heritage buildings, all provide very useful models for the protection and promotion of heritage resources.