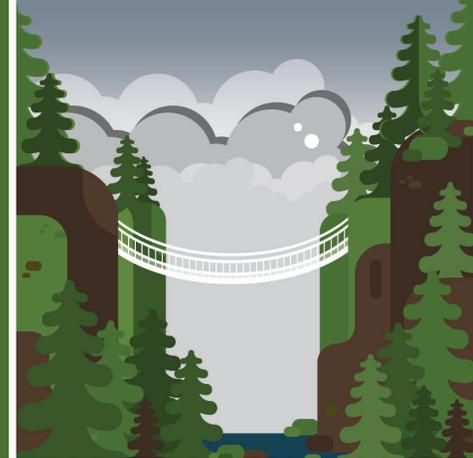




DRAFT
HERITAGE
STRATEGIC PLAN
SUMMARY DOCUMENT

DISTRICT OF
**NORTH
VANCOUVER**



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A DRAFT VISION FOR THE DISTRICT OF NORTH VANCOUVER'S HERITAGE PROGRAM

The District of North Vancouver's Heritage Program will encourage and provide tools to foster the retention and conservation of historic places across the municipality, including built, natural, and cultural resources, while supporting the ongoing sustainable development of its neighbourhoods.

The District's Heritage Program will be proactive and recognize the importance of its historic communities and natural landscapes. The past, present, and future will be connected through community partnerships and activities which aim to preserve heritage resources, provide educational opportunities, and culturally enrich the experience and environment for citizens and visitors.

The following draft goals inform the planning framework and actions developed for the District's Heritage Program:

GOAL 1: Institute a Values-Based Approach to Heritage Conservation

Identify a broad range of historic places, including those with social and cultural heritage values, that illustrate North Vancouver's history, diversity, and development.

GOAL 2: Increase Heritage Education and Awareness

Promote and support the knowledge and celebration of the District's heritage values and historic places.

GOAL 3: Make Heritage More Accessible

Improve access to heritage resources and information, both online and physical.

GOAL 4: Increase Protection of the District's Built Heritage, and Natural and Cultural Resources

Provide clear and consistent heritage policies, effective heritage management tools and guidelines, and meaningful heritage conservation incentives.

GOAL 5: Connect Heritage with Other District Policies and Plans

Acknowledge the environmental, social, cultural, and economic benefits of heritage conservation and leverage these to meet other District goals by striving for outcomes that balance multiple objectives.

The five goals are supported by thirty-six recommended actions to achieve the vision to 2029. The intent of the recommendations is to proactively encourage the preservation and long-term viability of the District of North Vancouver's heritage resources for the benefit of the entire community.



1.0 INTRODUCTION

1.1 THE HERITAGE STRATEGIC PLAN

The purpose of the Heritage Strategic Plan is to provide the District of North Vancouver with an effective, sustainable, and realistic action plan for the years 2019 to 2029.

The first District of North Vancouver Heritage Strategic Plan was prepared in 2001. An updated Heritage Strategic Plan is needed in order to manage, maintain and protect the District's valuable community resources.

The Heritage Strategic Plan asks, and answers, five key questions:

- Where are we now?
- Where do we want to go?
- How do we get there?
- What enabling resources do we need in order to get there?
- How do we know we have been successful in achieving our goals?

Once completed, the Plan will answer key questions about heritage management, define a community vision for heritage, and recommend a comprehensive and strategic renewal process for the District of North Vancouver's Heritage Program.

1.2 PLANNING PROCESS

The heritage strategic planning process includes a thorough review of the District's existing Heritage Program, the integration of current procedures and heritage planning tools, and consultation with stakeholders and the public. The planning process, undertaken by heritage consultant Donald Luxton & Associates, and District staff, will be completed in three phases, from February, 2018 until December, 2018.

Extensive community engagement is necessary to ensure that community-based heritage values underpin the vision for heritage in the District, and the associated goals and actions.

Additional aims for the Heritage Strategic Plan community engagement are to:

- develop a values-based vision grounded in best practices;
- determine the importance and values collectively placed on heritage;
- understand broad perspectives and aspirations;
- align heritage conservation with broader community and civic goals;
- build public awareness of local conservation efforts; and
- set goals and priorities based on public input.

Community engagement began in February, 2018 (*see graphic, right*).

The stakeholder interviews in the first phase of the process included members of the following organizations:

- North Shore Heritage (Preservation Society)
- North Vancouver Museum and Archives
- North Shore Advisory Committee on Disability Issues

Throughout the community engagement process there has also been continual engagement with the Community Heritage Advisory Committee (CHAC) and District of North Vancouver staff.

PHASE 1: February - April, 2018

Opportunities, Values, and Vision

Understand community perspectives and experiences

Public Involvement:

- stakeholder interviews
- public open house
- online consultation

PHASE 2: May - October, 2018

Strategic Plan Development

Develop and refine draft plan

Public Involvement:

- stakeholder workshop
- online consultation

PHASE 3: November - December 2018

Draft and Final Report

Deliver final plan for Council consideration

WE ARE HERE



1.3 DEFINING 'HERITAGE'

The District of North Vancouver's heritage initiatives date back forty years, and include the identification, protection, and promotion of historic places that are important to local culture and history.

'Heritage' includes 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.

Although there is often an emphasis on the conservation of built heritage, the importance of intangible cultural heritage is increasingly being recognized worldwide as a legitimate part of values-based heritage conservation.

Intangible heritage includes culturally-embedded:

- traditions;
- memories;
- language;
- practices;
- expressions;
- representations;
- knowledge and skills;
- tools;
- objects;
- artifacts; and
- cultural spaces that communities and groups recognize as part of their shared history and heritage.

The District's new Heritage Strategic Plan is based on a broad understanding of what constitutes the District's heritage and a vision that integrates heritage planning into overall community growth and development.

Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration.

(United Nations Educational, Scientific and Cultural Organization [UNESCO])

1.4 HERITAGE IN THE DISTRICT

The District of North Vancouver enjoys rich, diverse, and unique heritage. Heritage resources in the District 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.

The District identifies heritage properties according to three categories:

- Heritage Inventory & Modern Inventory properties;
- Community Heritage Register properties; and
- Legally protected heritage properties.

HERITAGE INVENTORY & MODERN INVENTORY PROPERTIES

The District's Heritage Inventory and Modern Inventory focus on cataloguing early century and post-1930 heritage resources in the District, respectively. Together, they include approximately 247 heritage properties.

COMMUNITY HERITAGE REGISTER PROPERTIES

The Heritage Register currently lists 138 heritage properties across the District.

LEGALLY PROTECTED HERITAGE PROPERTIES

The District has 12 legally protected heritage buildings. These properties have the highest level of protection, and are listed in the Community Heritage Register.

The District also has a long history of community heritage projects, dating back over the last forty years, including the conservation of individual buildings, heritage planning initiatives, and public education and awareness campaigns.

Provincial legislation, statutes, and regulations provide the legal framework for heritage conservation in the District. Local governments can manage heritage resources through legislative tools, such as Community Heritage Registers, Heritage Designations, and Heritage Revitalization Agreements. These are some of the most significant conservation tools that are available at the local level for the management of heritage resources. The District's Official Community Plan (OCP) also provides a broad policy framework that guides planning and decision making.



1.5 WHY IS HERITAGE CONSERVATION IMPORTANT?

There is mounting evidence that heritage initiatives provide community benefits, contribute to the development of complete communities, and help create a vibrant culture of creativity and innovation.

Conserving and celebrating heritage allows a community to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities.

Heritage resources help us understand where we have come from so that we can appreciate the

continuity in our community from past to present to future. Historic sites become landmarks and touchstones for the community, and a legacy of personal histories, traditions, and events weave a rich and unique community tapestry that enriches the lives of District of North Vancouver residents and visitors.

A well-managed heritage conservation program provides numerous community benefits that may include:

- encouraging retention of the community's unique physical heritage;
- engaging the broader community including the private and volunteer sectors;

- celebrating historical events and traditions;
- identifying ways that partnership opportunities can be fostered with senior levels of government;
- conserving a broad range of historical sites that supports other public objectives such as tourism development and education;
- assisting private owners in retaining historic resources through flexible heritage planning;
- investing in heritage sites through community partnerships;
- supporting sustainability initiatives; and
- generating employment opportunities and other economic spin-offs.

1.6 THE CHALLENGES FACING HERITAGE CONSERVATION

Although there are many benefits to maintaining and protecting heritage resources, heritage conservation is not without its challenges.

These challenges include:

- the high cost of retention as compared to new construction;
- complications in the underlying conditions of a heritage building;
- Building Code upgrade requirements;
- high and rising land costs; and
- extended processing times for applications involving building retention.

In areas of low-density residential zoning with outright permitted development rights, these factors can compound, resulting in situations

where new development “out competes” retention of existing heritage resources. For example, permits for new houses may be issued within weeks of submission, whereas a Heritage Revitalization Agreement (HRA) may take months or potentially even longer to process, and a rezoning to integrate new development with a heritage building can take even longer still.

In some cases, changing social and economic factors can result in pressure to redevelop sites with historic buildings on them. For example, industrial and office buildings may not meet current industry standards and are therefore considered redundant.

It is important to consider these contemporary challenges in the development of a renewed heritage program.



2.0 DRAFT ACTION PLAN

The vision, goals, and actions of the Heritage Strategic Plan have been developed to recognize and address District priorities regarding heritage management and conservation. They are based upon the extensive review of the District's existing Heritage Program, as well as community and stakeholder consultation.

2.1 IMPLEMENTATION

The implementation of the Heritage Strategic Plan will unfold over time through the combined efforts of the District, key stakeholders, individuals, and community partners. This process benefits from a coordinated community effort to advance the goals of heritage conservation. The following draft action plan provides a road map for how the goals of the Heritage Strategic Plan can be prioritized and what resources will be required for success.

The five goals of the plan are supported by thirty-six recommended actions to guide heritage planning that will be achieved over a ten-year period, between 2019 and 2029.

The actions have been prioritized within the following timeframes:

- Short Term Actions: up to 3 years (2019-2021)
- Medium Term Actions: 3-5 years (2021-2023)
- Long Term Actions: 5-10 years (2023-2028)
- Ongoing Actions: (2019-2029)

2.2 BUDGET

Some actions have associated direct and/or indirect costs over the ten-year implementation period. One-time costs for individual projects may be anticipated, and can be brought forward for Council consideration

as part of the annual budget process. There are also a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs and private and corporate sponsors.

2.3 MONITORING

Heritage management is an ongoing process. Once policies, procedures, and regulations are updated, it is necessary to continue to monitor the Heritage Strategic Plan to ensure its ongoing effectiveness. A cyclical re-examination of the Heritage Strategic Plan (including planning, implementation, and evaluation) should be initiated, to review the results and effectiveness on a regular basis. This assessment could occur at the end of the Implementation cycles, with a review at the end of 3, 5 and 10 years.

GOAL #1: INSTITUTE A VALUES-BASED APPROACH TO HERITAGE MANAGEMENT

Identify a broad range of historic places, including those with social and cultural heritage values, that illustrate North Vancouver's history, diversity, and development.

ACTION		TIME	OUTCOME
1.1	Review Parks Canada <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> to determine applicability in the District.	Short Term	Improved conservation outcomes. Consistent approach to review process.
1.2	Identify the historic context of key areas in the District of North Vancouver to guide the ongoing evaluation of significant heritage resources.	Short Term	Improved understanding of the entire context of North Vancouver's heritage. Enhanced framework for understanding and evaluating historic and cultural resources.
1.3	Further identify significant natural heritage landscapes, as well as significant trees with heritage value.	Medium Term	Identification of a range of natural landscapes and features. Enhanced ecological protection and awareness.
1.4	Identify significant cultural features.	Medium Term	Identification of a broader range of heritage resources and cultural landscapes. Improved understanding and appreciation of local heritage resources.
1.5	Identify additional sites to be considered for the Heritage Register.	Medium Term	Additional sites of significance recognized for their heritage value to the community, including a more diverse set of resources that have not traditionally been recognized.
1.6	Institute a values-based heritage evaluation system through which sites can be added or removed from the Heritage Register.	Medium Term	Broader definition of "heritage" – based on Parks Canada Standard and best practices to include other categories of heritage resources (e.g., intangible cultural heritage, First Nations heritage, etc.).
1.7	In consultation with Tsleil-Waututh Nation and Squamish Nation, include First Nations history and culture as part of the historic context of the District of North Vancouver.	Ongoing	Improved community understanding of First Nations history and culture.

GOAL #2: INCREASE HERITAGE EDUCATION AND AWARENESS

Promote and support the knowledge and celebration of the District's heritage values and historic places.

ACTION		TIME	OUTCOME
2.1	Provide property owners of Heritage Register sites copies and/or link to the Heritage Register.	Short Term	Increased awareness of Heritage Register status and increased sense of pride in heritage property ownership.
2.2	Explore strategies for engaging youth in local heritage, such as educational, employment, and volunteer opportunities at heritage initiatives/events.	Medium Term	Involvement of youth in community history and heritage initiatives, leading to greater awareness of community values and traditions. Opportunities for youth to contribute to, and participate in, learning experiences.
2.3	Hold regular orientation/educational events at the North Vancouver Museum & Archives.	Ongoing	Improved Staff awareness of available heritage resources in the community.
2.4	Explore heritage interpretation projects with community partners.	Ongoing	Enhanced public engagement in heritage. Improved heritage awareness. Support for educational and interpretive programs that engage the community in local history.
2.5	Increase promotion and community engagement with Heritage Week activities, and heritage property owner awareness of the Heritage Awards.	Ongoing	Better public awareness of local history and heritage initiatives, linked to national activities during annual heritage events and activities.
2.6	Foster relationships with governments, the private sector, community organizations, etc.	Ongoing	Better coordination among groups with a heritage mandate. Shared stewardship for North Vancouver's heritage resources. Opportunities for partnering and cost-sharing initiatives of common interest.
2.7	Explore a range of interpretation methods that can express North Vancouver's heritage within the public realm, including public art, historic trails/streetcar routes, utility box wraps, etc.	Ongoing	Increased heritage awareness opportunities. Broader communication of heritage information in the public realm.
2.8	Host additional heritage tours (driving, walking, cycling, etc.).	Ongoing	New educational opportunities and increased heritage awareness in the community.

GOAL #3: MAKE HERITAGE MORE ACCESSIBLE

Improve access to heritage resources and information, both online and physical.

ACTION	TIME	OUTCOME
3.1 Review the physical accessibility of publicly accessible heritage resources. Explore opportunities to improve physical accessibility of heritage sites.	Short Term	Improved accessibility of public heritage assets for the enjoyment of all members of the community.
3.2 Review heritage information (listing of Register/Inventory sites, as well as information files at the District) to ensure accuracy.	Short Term	Confirmed accuracy of heritage status/listings and information.
3.3 Improve applicable Heritage Register/Inventory information on GEOweb and Geotools (public and internal GIS mapping system), and promote the GEOweb tool with the public and District staff.	Short Term	Broader, more accessible communication of heritage information, and improved flagging of heritage properties.
3.4 Link Heritage Register sites with North Shore Cultural Mapping Project.	Short Term	Strengthened cultural map and increased awareness of heritage resources in the District.
3.5 Continue to develop online historical and archival narratives, as well as oral history projects.	Ongoing	Enriched heritage information for the community.

GOAL #4: INCREASE PROTECTION OF THE DISTRICT'S BUILT HERITAGE, AND NATURAL AND CULTURAL LANDSCAPES

Provide clear and consistent heritage policies, effective heritage management tools and guidelines, and meaningful heritage conservation incentives.

ACTION		TIME	OUTCOME
4.1	Analyze staff resources required to implement the Heritage Program.	Short Term	Improved capacity for the Heritage Program.
4.2	Hold regular meetings between Departments (Planning, Environment, Parks, Engineering, Real Estate, Legal, etc.) to discuss/learn about ongoing heritage opportunities and challenges.	Short Term	Improved coordination of municipal heritage processing and initiatives. Improved integration and delivery of heritage services.
4.3	Institute a more robust flagging system for heritage properties (Heritage Register/Heritage Inventory) as well as pre-1965 buildings, in the municipal database.	Short Term	Proactive approach will lead to increased and earlier awareness (especially at the enquiry stage) of changes proposed to heritage and potential heritage properties.
4.4	Analyze applicability of a Standards of Maintenance Bylaw for heritage properties.	Short Term	Identified options for prevention of protected heritage property deterioration by neglect.
4.5	Consider prioritizing heritage retention/upgrade projects, as an incentive for property owners to conserve valuable heritage resources.	Short Term	Additional incentives for property owners to maintain heritage resources.
4.6	Study the establishment of a dedicated Heritage Foundation that could assist in the conservation of the District's heritage resources (by administering grants, undertaking educational programs, etc.).	Short Term	Assistance in the provision of conservation incentives. Engagement of a broad cross-section of the community in heritage initiatives. Increased fundraising for heritage and potential for building an endowment.
4.7	Analyze the financial implications of an annual allocation to a Heritage Incentive Program.	Medium Term	Greater community investment in conserving heritage resources.

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GOAL #4: INCREASE PROTECTION OF THE DISTRICT'S BUILT HERITAGE, AND NATURAL AND CULTURAL LANDSCAPES (CONTINUED)

Provide clear and consistent heritage policies, effective heritage management tools and guidelines, and meaningful heritage conservation incentives.

ACTION	TIME	OUTCOME
4.8 Continue to explore incentivizing the retention of historic buildings through: stratification, density bonus, or area exemptions (e.g. partial basements).	Medium Term	Allowance for owners to explore unique solutions to making older building stock economically viable. Minimized impact on landfill, energy consumption, and the need for new building materials.
4.9 Consider directing Community Amenity Contributions (CAC) to heritage conservation projects within the context of all the amenity needs in the District.	Long Term	Increased level of financial resources available for heritage conservation projects in the District.
4.10 Promote the use of Building Code Equivalencies and Provincial Act exemptions (e.g., Energy Efficiency Act, Homeowner Protection Act).	Ongoing	Equivalencies and exemptions accessed whenever possible. Improved awareness of the construction options available to owners/developers involved in conservation projects that support the retention of the character-defining elements of heritage buildings.

GOAL #5: CONNECT HERITAGE WITH OTHER DISTRICT POLICIES AND PLANS

Acknowledge the environmental, social, cultural, and economic benefits of heritage conservation and leverage these to meet other District goals by striving for outcomes that balance multiple objectives.

ACTION		TIME	OUTCOME
5.1	Include enhanced goals and objectives for Heritage Conservation in the Official Community Plan (OCP).	TBD (next OCP Update)	Improved policy framework. Better integration of heritage and cultural initiatives within municipal planning framework.
5.2	Study the Upper Lonsdale concentration of early century heritage resources to inform community planning processes and heritage management policies.	Medium Term	Better integration of heritage within municipal policies and plans.
5.3	Integrate heritage into Town/Village Centre Plans as they are updated by preparing neighbourhood Historic Context Statements.	Long Term	Preservation of the unique and character-defining aspects of historic communities within a sustainable framework. Proactive identification of appropriate protection for heritage sites prior to site development. Policy guidance for infill sympathetic development.
5.4	Acknowledge the threat to mid-century modern resources and research methods to better safeguard this collection of resources.	Long Term	Greater awareness and protection of mid-century modern resources.
5.5	Commission Conservation Plans for legally protected heritage resources.	Ongoing	Improved maintenance and conservation of significant resources.
5.6	Recognize the importance of heritage conservation in sustainability and economic development strategies.	Ongoing	Enhanced policies and programs that link heritage to broader civic goals of economic development and sustainability.





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