

HERITAGE STRATEGIC PLAN



District of
**North
Saanich**

MARCH 2007

DONALD LUXTON & ASSOCIATES inc.

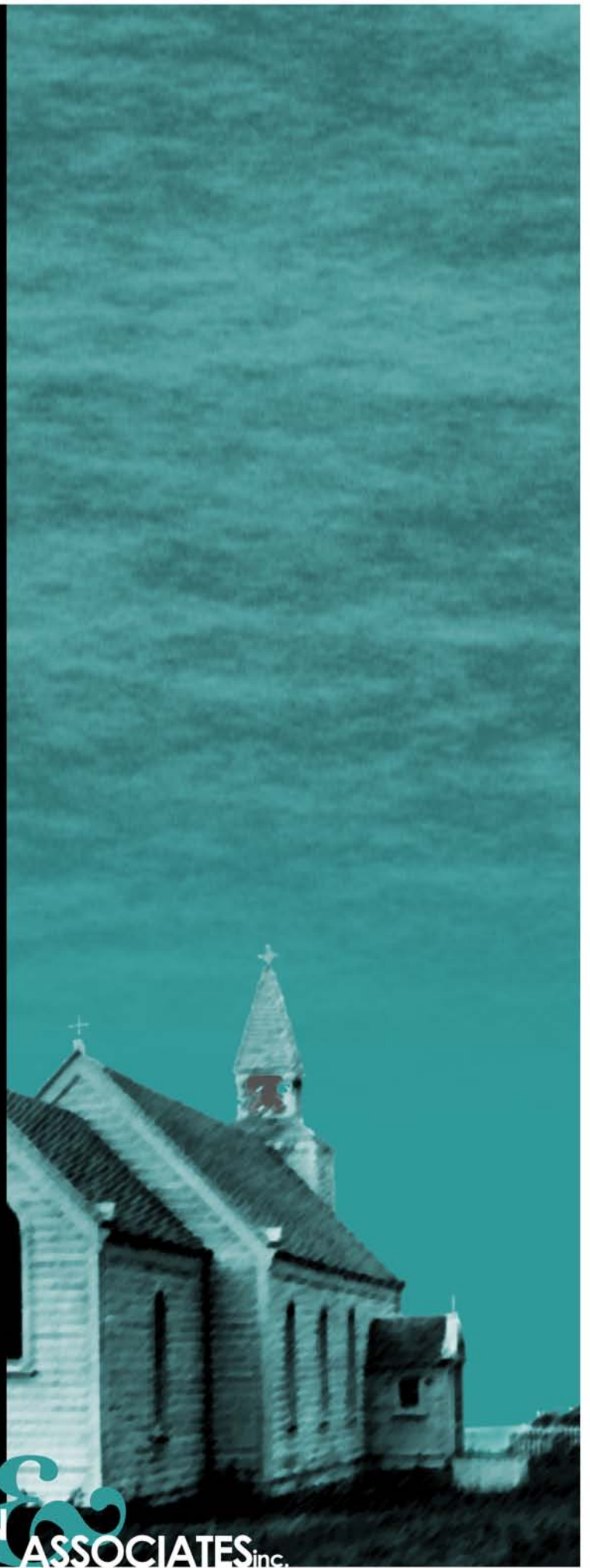


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1. INTRODUCTION

1.1 BACKGROUND

The District of North Saanich is located at the north end of the Saanich Peninsula approximately 25 kilometers north of Victoria, British Columbia along the southeast corner of Vancouver Island. The District is surrounded on three sides by 20 kilometers of ocean shoreline, and is home to the Victoria International Airport and the Swartz Bay Ferry Terminal.

The District is part of the traditional territory of the Wsanec (Saanich) First Nation, who sold it to Governor James Douglas in 1852. Settlement began in the 1860s, and farmers were attracted by the mild climate, good soil and gentle topography. In 1894, the Victoria and Sidney Railway began running up the middle of the peninsula, giving farmers a way to get their produce to market. The community was thriving, and in July of 1905, North Saanich, then including the townsite of Sidney, was incorporated with the original Municipal Hall located in Sidney. Lacking population and a firm tax base, the municipality was dissolved in 1911, but continued as a successful farming community. From 1913 to 1924, the BC Electric Railway Company (BCER) ran an interurban train from Victoria to the north end of the peninsula at Deep Bay (now Deep Cove). The third railway, Canadian Northern Pacific Railway (C.N.R.), operated from 1917 to 1919 as a passenger service, then as a freight service until 1935. The name of this railway is preserved in the name of the road ("Canora Road") that now runs along its old route just southeast of the airport.

In 1940, the site of the present Victoria International Airport was selected as a military forces base and the area boomed with the influx of 10,000 military personnel, leading to incorporation for the Village of Sidney in 1952. Four years later, the residents of the North Saanich unorganized area, numbering 2,865, requested that letters patent be issued to form the "North Saanich Fire Prevention District" with power to own property, to tax and to borrow. In 1965, after a favourable public vote, the letters patent were withdrawn and the North Saanich Municipal District was established with offices at the present location on Mills Road.

The peninsula is now divided up into North Saanich, Sidney, Central Saanich and Saanich. Several institutional based industries are located in North Saanich including the Institute of Ocean Sciences, the Marine Technology Centre, the Centre for Plant Health and the Saanich Peninsula Wastewater Treatment Plant.

Today, the community neighbourhoods in North Saanich, which include Ardmore, Deep Cove, Curteis Point, Cloake Hill/Green Park, Dean Park and the South East Quadrant, are on the periphery of a rich agricultural interior, which is protected by the Provincial Agricultural Land Reserve. Agriculture is very important to the municipality, as evidenced in the number of farms, and road-side produce and flower stands. The District currently has two First Nations communities, the Tseycum and the Pauquachin, adjacent to the municipal boundaries.

1.2 HERITAGE CONSERVATION IN NORTH SAANICH

There has been considerable momentum toward creating a more formalized action plan for the protection of the District of North Saanich's heritage resources. It is evident that the District values its historical roots as shown by the consistent reference in policy statements to the importance of recognizing and respecting its natural, built and cultural heritage.

Currently, heritage is referred to in both the District's Official Community Plan (draft 2006) and Strategic Plan (2006). In 2004, Council approved the '*Criteria for Evaluating a Heritage Building, Site or Landscape Feature within the District of North Saanich*' and the '*North Saanich Heritage Policy Program*'. These documents firmly establish the framework for a heritage program in North Saanich, including heritage designation, the establishment of a Heritage Register and Principles of Restoration. In terms of staffing, the Assistant Planner has been tasked to oversee the heritage development permit process, but heritage responsibilities are not formally included in the job description.

Although the District bears the responsibility for land use planning and heritage program administration, the majority of heritage education and awareness is undertaken by volunteers, particularly those involved in the Heritage Advisory Commission (HAC). The current Commission has continued the work of the previous Heritage Advisory Committee, which was disbanded in the mid-1980s, and was responsible for the designation of the first heritage sites in North Saanich: the Holy Trinity Anglican Church and Nymph Point Park. Since being re-established in 2004, the current HAC has been active in fulfilling their mission "to promote, enrich and conserve the heritage of North Saanich", including the designation of a third site, a heritage tree in Lillian Hoffar Park. The HAC has also taken the initiative to conduct the research necessary to create a Heritage Inventory of sites in North Saanich. Additionally, the Commission has created a brochure, poster, scrapbook of historical information, a portable display of local history, notecards, and most recently a book entitled, *Conversations with Our Past: Stories of North Saanich*. Annual events include a special display and talks on local history during Heritage Week. As an indicator of the support of the District, the Assistant Planner for the municipality became the staff liaison to the HAC in July 2005.

One of the greatest strengths of the current situation in North Saanich is its convenient location close to multiple local resources including the Provincial government's Heritage Branch, The Land Conservancy, First Nations, schools and the Sidney Museum Archives. This advantageous proximity leads to numerous partnership opportunities, as well as opportunities to borrow from the experience and expertise of local people and organizations.

The District is fortunate to have a Council commitment to heritage conservation, as well as strong support and awareness by the local community. Heritage awareness and support in North Saanich has been steadily on the rise and has been invaluable in creating a solid base of community support to take the next step in creating the Heritage Strategic Plan.

1.3 THE HERITAGE STRATEGIC PLAN

The District of North Saanich identified the creation of heritage policy and programs within the March 2006 Strategic Plan. To work towards this objective, HAC and staff identified the preparation of a Heritage Strategic Plan as a priority item for 2006. Donald Luxton & Associates was retained to assist the Steering Committee in developing the Plan.

The purpose of this Heritage Strategic Plan is to provide a focus for the development and management of a community-based heritage program. The Plan is based on a synthesis of information gathered from individuals, community groups, the HAC and District Staff. It seeks to promote a shared vision for community conservation efforts. In order for this plan to be successful, a consensus needs to be reached on what historic features must be managed, should be managed, and might be managed within the local government framework, and how heritage education and awareness can be delivered with the assistance of community partnerships. The success of the heritage program will be based on the degree of coordination and cooperation that can be achieved among the community stakeholders.

The North Saanich Heritage Strategic Plan follows the framework suggested by the BC Heritage Branch, while having been shaped to meet the particular values and requirements of the District. The Province defines a Heritage Strategic Plan as a 'concise document which outlines the heritage program that a local...government...will follow.'

Heritage Strategic Plans in British Columbia are intended to address five questions:

- *Where are we now?*
This section identifies the strengths and weaknesses of the current management of heritage issues, and defines future opportunities.
- *Where do we want to go?*
This provides the vision for the future direction of heritage resource management.
- *How do we get there?*
This identifies possible means of achieving this vision for heritage resource management.
- *What resources do we need to get there?*
This determines the information and resources required to implement the Heritage Strategic Plan.
- *How do we know whether we got there?*
This identifies methods for evaluating and monitoring the effective implementation of the Heritage Strategic Plan over time.

This Plan outlines a prioritized strategy for the development of community 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.

Work on the Plan began in February 2006 when the District hosted a 'Let's Get Organized' community workshop, facilitated by Sue Morhun. Donald Luxton & Associates began work in September 2006. A Steering Committee was formed of staff and HAC representatives. The consultant team has reviewed background material and conducted the following meetings:

- August 28, 2006: First meeting with Steering Committee
- September 6, 2006: Heritage Advisory Commission meeting; tour of sites after meeting
- October 2, 2006: Presentation to Council
- October 14, 2006: Focus Group/Community Workshop
- November 8, 2006: Meeting with Steering Committee to review first draft
- December 6, 2006: HAC Meeting followed by Steering Committee Meeting
- January 20, 2007: Public Open House
- March 12, 2007: Council Presentation

Throughout the course of the project, the Steering Committee and the HAC have reviewed drafts of the Plan and provided advice and assistance. Please see **Appendix A** for further details.

1.4 THE BENEFITS OF COMMUNITY HERITAGE

Heritage conservation has many potential cultural, social and economic benefits. Conserving heritage allows a community to retain and convey a sense of its history, and provides aesthetic enrichment as well as education opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our built environment from past to present to future. Historic buildings become landmarks and touchstones for the community. Key landmark buildings, historic transportation routes, and heritage homes all add to the vibrancy and character of North Saanich.

- Heritage conservation allows a community to retain and convey a sense of its unique history.
- A coordinated approach to heritage planning can take advantage of partnership opportunities with senior levels of government, and engage the private and volunteer sectors.
- Heritage initiatives have a strong positive impact on developing complete communities and creating a vibrant culture of creativity and innovation.
- The preservation of historical sites supports other public objectives such as tourism development and education.
- Heritage conservation is now inextricably linked with tourism, and many regional examples show the success of this approach. Cultural and heritage-based tourism is now the fastest growing segment of the burgeoning tourism industry.
- Flexible heritage planning can assist owners in retaining historic resources.
- Other benefits of strong heritage policies include creating distinctive neighbourhoods, preserving cultural heritage, and providing community identity and pride.

There is a widely-held perception that protecting heritage property reduces property values. Studies have shown that this is not so; Professor Robert Shipley of the University of Waterloo looked at almost 3,000 properties in 24 communities across Ontario between 1998 and 2000. He found that heritage designation could not be shown to have a negative impact on property values. In fact there appears to be a distinct and generally robust market in designated (protected) heritage properties. They generally perform well in the market, with 74% doing average or better than average. The rate of sale among designated properties is as good or better than the ambient market trends. Moreover, the values of heritage properties tend to be resistant to downturns in the general market.

The Vancouver Heritage Foundation completed a research project comparing the assessed value of Heritage Register, designated heritage and non-heritage properties in four Vancouver neighbourhoods (Strathcona, Kitsilano, Mount Pleasant & Hastings Sunrise). Through tax roll information and neighbourhood drive-arounds, buildings were selected that were similar in size and included houses legally protected through VHF grants. The study showed that between 1999 and 2005 the Heritage Register and designated heritage houses increased in value almost the same rate (42.1% & 42% respectively), while non-heritage houses increased at a slightly slower rate (39%).

The Victoria Heritage Foundation has been tracking market values and assessments of 142 heritage houses designated prior to 1988. Between 1988 and 1999 the tax assessments for these houses increased 26% faster than the norm for the City, resulting in an increased return to the City.

1.5 COMMUNITY VALUES

Defining community values was an essential part of the Heritage Strategic Plan process. The consultants worked with key stakeholders to develop a common vision for heritage conservation which would direct decision-making and planning.

A number of predominant community values emerged from the program of community consultation (See **Appendix A**):

- The natural heritage of North Saanich is highly valued.
- The history and presence of the First Nations on the Saanich Peninsula is highly valued.
- Transportation routes are valued by the community, particularly Tatlow Road, and various former railway lines.
- There is a high level of interest in building alliances between other communities, organizations and agencies on the Saanich Peninsula.

The natural, cultural and built heritage of North Saanich define the identity of the community, give it distinct character, and contribute to the residents' quality of life. The Heritage Strategic Plan respects these cherished community values, and embeds them in its recommendations. Through various stakeholder and community meetings and workshops, the following vision was developed for North Saanich's heritage program:

North Saanich: a community committed to proactive heritage conservation that involves the entire community.

1.6 KEY OBJECTIVES

As an outcome of the community consultation and other research undertaken for this study, four key objectives define what the Heritage Strategic Plan should achieve. The following objectives support the Vision of proactive heritage management:

1. Develop a heritage management program that identifies and preserves the District's significant natural, built and cultural heritage resources.
2. Be inclusive of the First Nations communities on the Peninsula, and operate with the goals of cooperation and respect.
3. Bring heritage management into the mainstream of municipal initiatives by integrating heritage into planning and administrative procedures, and ensure consistency with the Official Community Plan objectives and other municipal policy.
4. Focus on partnerships and alliances with other local communities and organizations.



2. STRATEGIES AND ACTIONS

The Heritage Strategic Plan recommends the following eight high-level strategies. They have been developed based on the Vision and from the program of background research and stakeholder consultation.

STRATEGIES

Heritage Projects

1. Identify the District's natural, cultural and built heritage resources on a Heritage Register and continue to inventory other sites.

Education and Awareness

2. Raise public awareness and appreciation of the District's natural, cultural and built heritage resources.

Partnerships and Resources

3. Enhance partnerships between the District and the community, including the rest of the Saanich Peninsula, to further the heritage program.

Planning and Policy

4. Integrate heritage management into overall municipal operations and departmental processes.
5. Undertake measures designed to increase the District's capacity to manage heritage resources.
6. Preserve and protect significant heritage resources through the use of protection tools enabled by the Local Government Act.

Infrastructure

7. Develop sources of revenue to assist the conservation of heritage resources.
8. Develop a program of ongoing monitoring and renewal of the heritage management program.

ACTIONS

For each strategy, this plan proposes specific Actions, which are the principal initiatives required to realize the Strategies. Each Action is then prioritized as a component of the District's heritage planning and management activities. This Implementation Plan identifies who should be responsible for each Action, the magnitude of the resources that are required and the proposed timeline for completion. The Plan will therefore assist staff in developing annual work programs, and in determining annual budget requirements.

The Plan confirms the role of the Heritage Advisory Commission (HAC) in the District's heritage planning and management activities, and identifies the importance of community, First Nations and government partnerships in achieving the key heritage objectives.

STRATEGY 1: IDENTIFY HERITAGE RESOURCES

Identify the District's natural, cultural and built heritage resources on a Heritage Register and continue to inventory other sites.

ACTIONS:

1.1 Create a Community Heritage Register.

- Prepare a draft list to be presented to Council for approval. This should be a phased project that starts with previously designated and suitable municipally owned properties.
- Create an agreement letter for sites to be placed on the Register.
- Use the '*Criteria for Evaluating a Heritage Building, Site or Landscape Feature within the District of North Saanich*' approved by Council in 2004 for determining resources on the Heritage Register.
- Supplement the current research program with additional archival research to build a solid information base for resources on the list and to identify additional resources to add to the list.
- Make the Community Heritage Register compatible with the District's GIS system.

1.2 Prepare Statements of Significance as per the Canadian Register of Historic Places.

- Cost-sharing funds are available to complete this documentation through the Provincial Heritage Branch.

1.3 Continue to update the Heritage Inventory.

- The Heritage Advisory Commission has started the Inventory. It will continue to change over time and should be subject to ongoing amendment. Although it is important to preserve the integrity of the Inventory, it is also prudent to recognize that some resources may be lost because of demolition or inappropriate alterations. Likewise, new information, changes in community values, or conscientious rehabilitation practices may result in buildings, sites and structures being added to the Inventory.
- This Inventory should have a section of significant natural resources, cultural landscapes and trees of heritage value.
- In conjunction with the Inventory, produce a map of historical sites in North Saanich.
- Work with the Centre for Plant Health (with the assistance of the Federal Heritage Buildings Review Office) to determine the significance of this site.

A Community Heritage Register

is an official list, passed by Council Resolution, of heritage resources. Listing on the Register makes a resource eligible for incentives and other benefits, but does not provide legal protection.

The Register should list natural and built resources that have value, including buildings, structures, cultural landscape resources, trees, archaeological resources, transportation routes, streetscapes, and potential heritage conservation areas.

Statement of Significance: The portion of each Community Heritage Register record that identifies the *description, heritage value, and character-defining elements* of a historic place.

Heritage Inventory: An informal list of properties that are deemed to possess architectural, historical, or cultural value. A heritage inventory has no legal status.

STRATEGY 2: RAISE PUBLIC AWARENESS

Raise public awareness and appreciation of the District's natural, cultural and built heritage resources.

ACTIONS:

2.1 Continue to use the District's website to make heritage information available to the public.

This may include:

- Community Heritage Register
- Inventory of Natural Resources
- Heritage Strategic Plan
- Information about the Heritage Advisory Commission
- Periodic reports on heritage activities
- Links to websites of community heritage organizations
- A public nomination procedure for potential additions to the Heritage Register

2.2 Continue a program of interpretive plaques and signs to commemorate and communicate the value of the District's heritage resources.

- Sites that are added to the Register may be eligible for a plaque.
- Ensure there is a consistency in style and format for all heritage signage.
- The plaques and signs should comprise a part of a larger heritage interpretation program.

2.3 Produce a high-quality tourism map of North Saanich heritage resources.

- Apply to the Heritage Legacy Fund for matching funding for a heritage map for the BC 2008 sesquicentennial

2.4 Undertake a historical kiosk project.

- Signage should be consistent with heritage plaques
- Kiosks may be considered for the airport and Tatlow Road
- There may be partnership opportunities with other local groups including the local cycling organization
- Apply to the Heritage Legacy Fund for matching funding

2.5 Continue to encourage and support special events and initiatives that educate and commemorate.

This may include:

- Heritage Week events
- Heritage-related events and tours
- Guest speakers
- Educational workshops on conservation, designation, paint colours, etc
- Encouraging First Nations to host/co-host events on their history
- Working with the Community Spirit Committee

2.6 Continue discussion with the local media to cover heritage-related material on local issues, people and historical stories.

STRATEGY 3: ENHANCE PARTNERSHIPS

Enhance partnerships between the District and the community, including the rest of the Saanich peninsula, to further the goals of the heritage program.

ACTIONS:**3.1 Seek the participation of local First Nations in the heritage management program.**

- Create joint initiatives that will increase the awareness and understanding of the local First Nations in North Saanich.
- Invite a First Nations representative to join the Heritage Advisory Commission.

3.2 Consolidate archival activities on the Saanich Peninsula

- Continue discussions initiated by the Sidney Museum Archivist that began in November 2005 for a shared tri-municipality archival records centre, to be called the Saanich Peninsula Museum and Archives (or the Peninsula Research Centre), that would care for municipal and community records for North Saanich, Central Saanich and Sidney. The facility would be the main community history reference centre for the Saanich Peninsula, and would eliminate the duplication of facilities. There may be sufficient cross-over to include Salt Spring Island in these discussions.
- Consider cost-sharing for a feasibility study on the potential for a cross-jurisdictional initiative. There are funds available from the Heritage Branch for this type of study.
- The District would allocate annual funding to the facility. Consider fee-for-service for archival conservation of District collections. Consider financial allocations, based on population, from each of the three Peninsula municipalities.
- Ensure there is an agreement in place that allows the District to retain access to its historical records.

3.3 Seek to coordinate joint initiatives and alliances with other communities, organizations and agencies on the Saanich Peninsula.

The strategic location of North Saanich makes it accessible to many resources on the Island and the Mainland. Alliances may include joint initiatives and activities, or inviting heritage experts to facilitate heritage workshops for staff, Council and the Commission on a regular basis. These partnerships may also generate funding for heritage programming or initiatives. This may include:

- BC Heritage Branch, Victoria
- The Land Conservancy
- The Heritage Society of BC
- The Hallmark Society
- Federal government agencies (Airport and Ocean Sciences Centre)
- Provincial government agencies (BC Ferries)
- Peninsula Agricultural Commission (with other municipalities)
- Other commissions and committees within North Saanich - Spirit Committee, Parks Commission, Tree & Hedgerow Committee and Environmental Advisory Commission
- Sidney Museum and Sidney Museum Archives
- Saanich Pioneers' Society – Log Cabin Museum & Archives
- Saanich Historical Artifacts Society
- BC Aviation Museum
- Saanich Peninsula Arts Council
- Local service clubs

STRATEGY 4: INTEGRATE HERITAGE MANAGEMENT

Integrate heritage management into overall municipal operations and departmental processes.

ACTIONS:

4.1 Adopt the Standards and Guidelines.

- The District should adopt Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada* to guide rehabilitation; preservation and restoration work affecting any identified heritage resource. The *Standards and Guidelines* should replace the current "Principles of Restoration" adopted by the District in October 2004.

4.2 Develop an interim flagging procedure for heritage sites, until a complete Heritage Register can be established.

- Identify sites with potential heritage value on the municipal database.
- Develop an informational brochure for heritage property owners.
- Negotiate for conservation incentives when appropriate.

4.3 Review the *North Saanich Records Retention and Destruction Schedule* to ensure relevant material is reviewed by an archivist before being destroyed.

4.4 Review and update the 2004 *North Saanich Heritage Policy*.

4.5 Adopt a District Heritage Stewardship Policy.

- Promote stewardship policies for the management of municipal heritage resources to promote heritage awareness within all District departments.
- Protect publicly-owned properties on the Community Heritage Register that have built and/or natural resources with high heritage value, through Heritage Designation.

4.6 Ensure that the respective processes of the various municipal departments whose responsibilities overlap with heritage management matters are compatible and fully integrated with each other.

- Review North Saanich building and development bylaws, codes and rezoning practices to evaluate how they impact on heritage vision and determine how they need to be changed to incorporate heritage vision.

4.7 Develop a process whereby a development application for a property listed on the Community Heritage Register is referred to the Planning Department for consideration.

- List Heritage Register sites on the municipal GIS system; staff should check permit applications against Register sites and refer to Planning if required.
- A checklist or flow chart should be developed that explains the step-by-step process about how a heritage permit will be processed.
- An improved and expedited permit review process, that is clearly understood by all parties, will encourage rather than discourage owners in undertaking heritage projects, by removing uncertainty and fear through clear expectations.

STRATEGY 5: ENHANCE HERITAGE MANAGEMENT CAPACITY

Undertake measures designed to increase the District's capacity to manage heritage resources.

ACTIONS:

5.1 Revise the Terms of Reference of HAC, as required, to enable it to respond to the strategies and actions recommended in the Heritage Strategic Plan.

- Address the fundraising role of the HAC.

5.2 Review the heritage planning duties within the Assistant Planner's job description.

- Council should consider adopting the draft document, entitled "Assistant Planner as Liaison with Heritage Advisory Commission."
- Council should support the Assistant Planner's continuing education by funding her/his attendance at heritage conferences, including the Heritage Society of BC and the Heritage Planners Day, and applicable courses offered by SFU's City Program and the University of Victoria's Cultural Resources Management Program.

5.3 Ensure that heritage planning and management is a fully acknowledged function of the Planning Department, and that adequate staff, training and other resources are allocated to this function.

5.4 Invite an architect, a representative of a community natural heritage organization and a local First Nations representative to join the HAC.

5.5 Facilitate heritage workshops for staff, Council and Commission on a regular basis in order to increase their understanding of heritage management theory and practice.



STRATEGY 6: PRESERVE AND PROTECT HERITAGE RESOURCES

Preserve and protect significant heritage resources through the use of protection tools enabled by the Local Government Act.

ACTIONS:

6.1 Introduce non-monetary incentives to encourage conservation of properties listed on the Community Heritage Register.

These may include:

- Accelerated processing for heritage development permits as a proactive way to encourage owners.
- Zoning relaxations, such as reducing front-, rear-, and side-yard setbacks, and varying of height, use and density.
- Subdivision relaxations, such as permitting a second principal dwelling on a large lot.
- Building Code Equivalencies.

6.2 Require that resources that benefit from heritage incentives be protected by Heritage Designation, Heritage Revitalization Agreement and/or Heritage Covenant.

6.3 Review the District-wide tree preservation bylaw to protect trees listed on the Inventory.

- The Local Government Act enables the protection and maintenance of natural resources that have significance for their heritage, landmark or wildlife habitat value.

6.4 Investigate and encourage the expansion of the designation of Holy Trinity Anglican Church.

- It is recommended that a specific heritage management plan be developed for the Holy Trinity Anglican Church cemetery that would safeguard and promote its unique heritage characteristics.
- Through community partnerships, Holy Trinity Church may also consider creating a gravestone cleaning project, conducted by the community, with expert advice offered by qualified professionals.
- This project may qualify for funding from the Heritage Legacy Fund.

6.5 Investigate ways to provide technical assistance to owners of properties on the Community Heritage Register.

This may include:

- Public workshops
- Design input
- Information on trades and suppliers
- Detailed information on the availability and application of heritage incentives

STRATEGY 7: DEVELOP SOURCES OF REVENUE

Develop sources of revenue to assist the conservation of heritage resources.

ACTIONS:

7.1 Take advantage of the funding programs offered by the senior levels of government.

- The Historic Places Initiative, a federal program supported through the Province, provides funding to municipalities to develop their community heritage registers in a manner that is compliant with the Canadian Register of Historic Places.
- The BC Heritage Branch provides assistance for municipal heritage planning, including implementation plans that respond to the recommendations of the heritage strategic plan.

7.2 Encourage not-for-profit groups to take advantage of the BC Heritage Legacy Fund.

7.3 Consider municipal financial incentives to encourage conservation of properties listed on the Community Heritage Register.

These may include:

- Grants to property owners to encourage conservation.
- Property tax reductions or exemptions for a limited period, in return for conservation work.
- Exploring the potential to develop a Heritage Foundation or Historical Society to administer a granting system, through a feasibility study that would include community consultation.

STRATEGY 8: ONGOING MONITORING

Develop a program of ongoing monitoring and renewal of the heritage management program.

ACTIONS:

8.1 Monitor the implementation of the strategies and actions outlined in the Heritage Strategic Plan.

- Once updated policies, procedures and regulations are established, it is necessary to continue to monitor the heritage management program to ensure its ongoing effectiveness.
- Ensure that local heritage programs are aligned with senior government initiatives.

8.2 Initiate a cyclical re-examination of the Heritage Strategic Plan.

- It is recommended that a thorough review be undertaken every five years to ensure the Plan remains relevant and useful.



3. IMPLEMENTATION STRATEGY

The following chart is a plan to implement the recommendations presented in this Heritage Strategic Plan. It was developed in consultation with stakeholders, the Heritage Advisory Commission and District staff.

| 1. IDENTIFY HERITAGE RESOURCES | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
|---|-----------------------------|---|-----------------------------|--|
| 1.1 Create a Community Heritage Register | IMMEDIATE | HAC w/ staff support | Staff time | Funds available from the Heritage Branch. Phased Project: 1. Designated Sites (present draft list to Council with this Strategy) 2. Municipally-owned sites 3. Others as available |
| 1.2 Prepare Statements of Significance for Register sites as per the Canadian Register of Historic Places. | IMMEDIATE | Staff/Consultants in conjunction with HAC | Cost-share: \$1,500 in 2007 | Cost-share funds from the Heritage Branch. |
| 1.3 Continue to update the Heritage Inventory | ONGOING | HAC | Cost-share | Continue to gather information and contact owners. Add sites to the Register as available. |
| 2. RAISE PUBLIC AWARENESS | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
| 2.1 Continue to use the District's website to make heritage information available to the public. | ONGOING - HIGH | HAC as directed by Council | Staff time | Post Heritage Inventory nomination form |
| 2.2 Continue a program of interpretive plaques and signs to commemorate and communicate the value of the District's heritage resources. | ONGOING | HAC as directed by Council | \$800 in 2007 | Portion of annual HAC budget request |
| 2.3 Produce a high-quality tourism map of North Saanich heritage resources | IMMEDIATE | HAC as directed by Council | \$1,000 in 2007 | Apply to the Heritage Legacy Fund and BC Heritage Branch for matching funding |
| 2.4 Undertake a historical kiosk project. | MEDIUM | HAC as directed by Council | TBD | Apply to the Heritage Legacy Fund for matching funding |
| 2.5 Continue to encourage and support special events and initiatives that educate and commemorate. | ONGOING | HAC as directed by Council | TBD | |
| 2.6 Continue discussion with the local media to cover heritage-related material | ONGOING | HAC as directed by Council | N/A | |

DISTRICT OF NORTH SAANICH HERITAGE STRATEGIC PLAN 2007

| 3. ENHANCE PARTNERSHIPS | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
|--|-----------------------------|----------------------------|-----------------------------------|--|
| 3.1 Seek the participation of local First Nations in the heritage management program. | ONGOING | HAC as directed by Council | N/A | |
| 3.2 Consolidate archival activities on the Saanich Peninsula. | MEDIUM | Staff | Up to \$15,000/yr | Continue discussion, and consider cost-sharing for feasibility study |
| 3.3 Seek to coordinate joint initiatives and alliances with other communities, organizations and agencies on the Saanich Peninsula. | ONGOING (HIGH-MEDIUM) | HAC as directed by Council | Cost-sharing for special projects | |
| 4. INTEGRATE HERITAGE MANAGEMENT | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
| 4.1 Adopt the Standards and Guidelines. | IMMEDIATE | Staff | N/A | To be adopted by Council in March. |
| 4.5 Adopt a District Heritage Stewardship Policy. | MEDIUM | Staff | Staff Time | Potential cost-share with Heritage Branch |
| 4.2 Develop an interim flagging procedure for heritage sites, until a complete Heritage Register can be established. | HIGH | Staff | Staff time | |
| 4.3 Review the <i>North Saanich Records Retention and Destruction Schedule</i> to ensure relevant material is reviewed by an archivist before being destroyed. | MEDIUM | Staff / Consultant | TBD | |
| 4.4 Review and update the 2004 <i>North Saanich Heritage Policy</i> | MEDIUM | HAC / Staff | N/A | |
| 4.5 Adopt a District Heritage Stewardship Policy. | MEDIUM | Staff | Staff time | |
| 4.6 Ensure that the respective processes of the various municipal departments whose responsibilities overlap with heritage management matters are compatible and fully integrated with each other. | HIGH | Staff | Staff time | |
| 4.7 Develop a process whereby a development application for a property listed on the Community Heritage Register is referred to the Planning Department for consideration. | HIGH | Staff | Staff time | |

DISTRICT OF NORTH SAANICH HERITAGE STRATEGIC PLAN 2007

| 5. ENHANCE HERITAGE MANAGEMENT CAPACITY | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
|---|---|---------------------------|-----------------------------|---|
| 5.1 Revise the Terms of Reference of HAC, as required, to enable it to respond to the strategies and actions recommended in the Heritage Strategic Plan. | HIGH | HAC/ Staff/ Council | N/A | Address the fundraising role of the HAC |
| 5.2 Review the heritage planning duties within the Assistant Planner's job description | HIGH | Staff | Staff time | |
| 5.3 Ensure that heritage planning and management is a fully acknowledged function of the Planning Department, and that adequate staff, training and other resources are allocated to this function. | ONGOING (HIGH) | Staff | Current funding | Access existing District funding for Employee training and conferences. |
| 5.4 Invite an architect, a representative of a community natural heritage organization and a local First Nations representative to join the HAC. | HIGH FURTHER DISCUSSION REQUIRED | Staff | N/A | Ask AIBC for a list of retired architects |
| 5.5 Facilitate technical heritage workshops for staff and Council on a regular basis in order to increase their understanding of heritage management theory and practice. | ONGOING | Staff | Funding available from HSBC | In-house training sessions with inspectors for building permits. Also training sessions on the <i>Standards & Guidelines</i> |
| 6. PRESERVE AND PROTECT HERITAGE RESOURCES | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
| 6.1 Introduce non-monetary incentives to encourage conservation of properties listed on the Community Heritage Register. | ONGOING | Staff | Staff time | |
| 6.2 Require that resources that benefit from heritage incentives be protected by Heritage Designation, Heritage Revitalization Agreement and/or Heritage Covenant. | ONGOING | Staff | N/A | |
| 6.3 Review the District-wide tree preservation bylaw to protect trees listed on the Inventory. | MEDIUM | Staff | Staff Time | Existing bylaw does not address compensation Significant tree vs. heritage tree? District needs arborist |

DISTRICT OF NORTH SAANICH HERITAGE STRATEGIC PLAN 2007

| | | | | |
|--|-----------------------------|----------------------------|-------------|--------------------------------|
| 6.4 Investigate and encourage the expansion of the designation of Holy Trinity Anglican Church | MEDIUM | HAC/Holy Trinity | N/A | |
| 6.5 Investigate ways to provide technical assistance to owners of properties on the Community Heritage Register. | ONGOING | HAC / Staff | TBD | |
| 7. DEVELOP SOURCES OF REVENUE | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
| 7.1 Take advantage of the funding programs offered by the senior levels of government. | ONGOING | Staff/HAC | Cost-share | |
| 7.2 Encourage not-for-profit groups to take advantage of the BC Heritage Legacy Fund. | ONGOING | HAC as directed by Council | N/A | |
| 7.3 Consider municipal financial incentives to encourage conservation of properties listed on the Community Heritage Register. | MED | Staff | TBD | Report to Council for approval |
| 8. ONGOING MONITORING | PRIORITY / TIME LINE | LEAD ROLE | COST | COMMENTS |
| 8.1 Monitor the implementation of the strategies and actions outlined in the Heritage Strategic Plan. | ONGOING | HAC / Staff | Staff time | |
| 8.2 Initiate a cyclical re-examination of the Heritage Strategic Plan | 2012 | TBD | TBD | Apply for funding in 2011 |

3.1 YEARLY WORK PLAN

IMMEDIATE PRIORITIES

- Establish a Community Heritage Register with the three designated sites in North Saanich (March 2007).
- Adopt the *Standards & Guidelines* (March 2007).
- Request annual funding from Council including funding for the plaque program. (March 2007).
- Produce a high-quality tourism map of North Saanich heritage sites.
- Prepare Statements of Significance for Community Register Sites.
- Develop an interim procedure for flagging all identified heritage sites in North Saanich with the planning department.

2007

- Add Register sites to the municipal GIS map layer.
- Continue with research on Heritage Inventory sites, including natural resources, cultural landscapes and trees.
- Review the District of North Saanich website. Put the Heritage Strategic Plan online when complete, and a Heritage Inventory nomination form.
- Apply to the Heritage Legacy Fund and the Heritage Branch for the map of heritage resources as a BC 2008 sesquicentennial project.
- Explore opportunities to partner with the local media on heritage awareness.
- Seek the participation of the local First Nations in the heritage management program.
- Continue discussions with Sidney Museum Archives for joint archives. Discuss potential for cost-sharing for feasibility study.
- Begin outreach to partners for joint initiatives and alliances.
- Review the Terms of Reference of the HAC.
- Review the heritage planning duties within the Assistant Planner's job description.
- Introduce non-monetary incentives for places on the Community Heritage Register.

2008

- Coordinate sesquicentennial activities.
- Add all municipally-owned heritage sites to the Community Heritage Register.
- HAC Report to Council during Heritage Week.
- Continue to update the District of North Saanich website.
- Apply to the Heritage Branch for funding to complete additional Statements of Significance for Register sites.
- Apply to the Heritage Legacy Fund for a historical kiosk project.
- Adopt a District of North Saanich Heritage Stewardship Policy.
- Review the North Saanich *Records Retention and Destruction Schedule*.
- Review and update the 2004 *North Saanich Heritage Policy*.
- Review municipal process to ensure heritage management is compatible and fully integrated with other departments.
- Invite an architect, a representative of a community natural heritage organization and a local First Nations representative to join the HAC.
- Facilitate technical workshops for staff Council and Commission.
- Continue outreach to partners for joint initiatives and alliances.
- Continue to explore opportunities to partner with the local media on heritage awareness.
- Put 2008 heritage tour map on the District's website.

2009

- Add publicly-nominated sites to the Heritage Register with the agreement of the owners.
- HAC Report to Council during Heritage Week.
- Investigate and encourage the expansion of the designation of Holy Trinity Anglican Church.
- Review municipal process to ensure heritage management is compatible and fully integrated into other departments.
- Facilitate technical workshops for staff, Council and Commission.
- Investigate ways to provide technical assistance to owners of properties on the Community Heritage Register.
- Consider municipal financial incentives in conjunction with including private properties on the Community Heritage Register.
- Continue to update the District of North Saanich website.
- Continue outreach to partners for joint initiatives and alliances.
- Continue to explore opportunities to partner with the local media on heritage awareness.

2010

- Add publicly nominated sites to the Heritage Register with the agreement of the owners.
- HAC Report to Council during Heritage Week.
- Enact municipal financial incentives to encourage heritage conservation.
- Facilitate technical workshops for staff, Council and HAC.
- Provide technical assistance to owners of properties on the Community Heritage Register.
- Continue to update the District of North Saanich website.
- Continue outreach to partners for joint initiatives and alliances.
- Continue to explore opportunities to partner with the local media on heritage awareness.

2011

- Add publicly nominated sites to the Heritage Register with the agreement of the owners.
- HAC Report to Council during Heritage Week.
- Facilitate technical workshops for staff Council and Commission.
- Provide technical assistance to owners of properties on the Community Heritage Register.
- Continue to update the District of North Saanich website.
- Continue outreach to partners for joint initiatives and alliances.
- Continue to explore opportunities to partner with the local media on heritage awareness.
- Apply for funding for 2012 Heritage Strategic Plan update.

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We would like to sincerely thank Susan Green, Assistant Planner, and Tracy Olsen, Director, Development and Community Services, for all their efforts that ensured the success of this project.

District of North Saanich Heritage Advisory Commission 2006-2007

- Diana Chown (Chair)
- Susan Banas (Vice-Chair)
- Ann Aylard
- Debbie Gray
- Helene Malvet
- Patsy McAvity
- Freda Thorne
- Anny Scoones (Council Liaison)

District of North Saanich Council

- Mayor Ted Daly
- Councillor Peter Chandler
- Councillor Sheilah Fea
- Councillor Cairine Green
- Councillor Anny Scoones
- Councillor Bob Shaw
- Councillor Bob Williamson

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- Joan Coldwell (Parks Commission)
- Marjorie Garside (Peninsula Streams Society)
- Ralph Gillis (Staff - Director of Finance)
- Chief Vern Jacks (Tseycum First Nation)
- Cora Jacks (Tseycum First Nation)
- Jock von Kaldenberg (Environmental Advisory Commission)
- Richard Paquette (Victoria Airport Authority)
- Val Richards (BC Aviation Museum)
- Brian Robinson (Staff - Parks and Public Works)
- Judith Stricker (Sidney Historical Museum, Sidney Museum Archives)

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APPENDIX A: COMMUNITY VALUES

Work on the Plan began in February 2006 when the District hosted a 'Let's Get Organized' community workshop, facilitated by Sue Morhun. Donald Luxton & Associates began work in September 2006. A Steering Committee was formed of staff and HAC representatives. Throughout the course of the project, the Steering Committee and the HAC have reviewed drafts of the Plan and provided advice and assistance. The following meetings have been held:

- August 28, 2006: First meeting with Steering Committee
- September 6, 2006: Heritage Advisory Commission meeting; tour of sites after meeting
- October 2, 2006: Presentation to Council
- October 14, 2006: Focus Group/Community Workshop
- November 8, 2006: Meeting with Steering Committee to review first draft
- December 6, 2006: HAC Meeting followed by Steering Committee Meeting
- January 20, 2007: Public Open House
- March 12, 2007: Council Presentation

A.1 THE 'LET'S GET ORGANIZED' WORKSHOP

On February 4, 2006 the Heritage Advisory Commission hosted a highly successful workshop, called 'Let's Get Organized', facilitated by heritage consultant Sue Morhun. The workshop was well attended, representing advisory committees, homeowners, District Council and Staff. When the workshop was over, the participants agreed that it had been a highly exciting, satisfying and productive day; one that brought together all segments of the heritage community and allowed them to establish a set of goals for North Saanich's heritage.

The workshop began with a definition of heritage as **'that which we have inherited, value, believe in and wish to keep.'** With this in mind, participants were asked, in an open session, to name North Saanich's heritage resources. Following this they worked together to identify the strengths and challenges of the current heritage program. The attendees then broke into small group sessions, each with a specific assignment. A plenary session provided wrap-up.

The list of heritage resources is extensive. What was very evident was the emphasis placed on natural heritage values, including 'green space and fields,' 'shoreline,' and 'trees.' Glamorgan Farm, Reimer Farm, Dominion Brook Park, Lillian Hoffar Park, Horth Hill Regional Park, John Dean Park and CRD Regional Parks were among the specific cultural landscapes mentioned by the community stakeholders. Several built cultural resources were listed as well, including Holy Trinity Church, Dunsmuir Lodge, Sandover House, and Pacific Geoscience Centre. A particular category significant to the development of North Saanich is links to transportation such as the railways, including Tatlow Road, the ferry system and the airport.

Facilitator Sue Morhun later reflected that she was impressed with the quality of thoughtful and enthusiastic responses from the workshop participants. The goals were realistic and achievable, and she said she was "especially taken with the decision that planning/policy work was the number 1 priority." Her impressions formed much of the basis for the recommendations presented in this Heritage Strategic Plan, including, encouraging the District to ensure "incentives as well as regulation" are central to any future plans.

A.2 COMMUNITY WORKSHOP

On October 14, 2006 the District hosted a Community Workshop facilitated by Donald Luxton. The workshop was attended by invited heritage stakeholders, only a few of which had attended the "Let's Get Organized" Workshop. Participants were asked to create a five-year vision for heritage management in North Saanich. Their ideas may be summarized as:

- Heritage Inventory / Register - priority
- Cooperation with First Nations
- Partnerships

These concepts, along with the results of the "Let's Get Organized" workshop, formed the basis for the Vision Statement for heritage management in North Saanich.

A.3 PUBLIC OPEN HOUSE

On January 20, 2007 the District hosted a public Open House. Display panels provided the recommended strategies and actions of the Heritage Strategic Plan, and presentations were made that outlined the process to date. The Open House was well-attended and included representatives from other Saanich peninsula municipalities and organizations.

Participants were asked to review the recommendations of the Heritage Strategic Plan and provide comments on a questionnaire. Of those who responded, 50% were strongly supportive of the recommendations, and 50% were supportive. All comments received were positive. Participants also provided their comments on the proposed prioritization of the Strategies and Actions, and these comments have been considered in the development of the Implementation Plan.

A.4 CONCLUSIONS

Based on the findings from the "Let's Get Organized" workshop and the further community consultation, a number of priorities emerged:

- **The natural heritage of North Saanich is highly valued.**
 - Natural heritage means different things to different people. To most laypersons in the District, it refers to all things that grow or are naturally occurring in the environment. Some people do include cultural landscapes (i.e. the landscape that has been shaped by human activity) as a natural feature, but for the purpose of this report, we define natural heritage as "things that were here before the land was modified by humans.)
 - The distinction between natural and cultural landscape is important in the context of this Heritage Strategic Plan. Heritage management in British Columbia is enabled by legislation that addresses only cultural and historical resources, be they organic or inorganic. The true natural landscape is not regulated by heritage legislation.

- **The history and presence of the First Nations on the Saanich Peninsula is highly valued.**
 - Every participant group in the stakeholder's workshop mentioned the significance of the First Nations in the history of North Saanich. They recognized that the First Nations has been under-represented thus far, and the community would like to include this aspect in any future heritage planning initiatives.

- **Transportation routes are valued by the community, particularly Tatlow Road, and the railway lines.**
 - Transportation linkages are seen as a valuable part of the history of the Saanich Peninsula. The stakeholders want to conserve the rural nature of the community, including maintaining the two-lane Tatlow Road as a historic route.

- **There is a high level of interest in building alliances between other communities, organizations and agencies on the Saanich Peninsula.**
 - North Saanich is in a strategic location to develop multiple partnerships to contribute to the conservation goals of the community. Far from being isolated, North Saanich has the opportunity to build alliances with neighbouring communities, government agencies, and local organizations. There do not appear to be any territorial feelings about joint initiatives among the stakeholders, which will allow for greater opportunities to build support for heritage conservation on the entire Peninsula.

APPENDIX B: HERITAGE CONSERVATION IN NORTH SAANICH

The District of North Saanich has already made considerable progress in the identification and protection of heritage sites. The preparation of the Heritage Strategic Plan builds upon previous municipal policy documents that form the foundation for more specific heritage related policy development. It is evident that the District of North Saanich values its historical roots as shown by its prioritization within the recently completed Strategic Plan. There is a considerable body of planning work already in place that supports the Heritage Strategic Plan.

B.1 CURRENT HERITAGE PLANNING FRAMEWORK

The District of North Saanich is incorporated under the *Local Government Act*. It has an elected council made up of a mayor and six council members. The role of the elected council is to adopt budgets, policies, and bylaws as needed to provide services to the community. The services provided directly by the District of North Saanich are diverse, and include land use planning, regulation, building inspection, regulatory bylaw maintenance and enforcement. The District is committed to enhancing the quality of life and leisure by providing opportunities for cost-effective programs and facilities for recreation, culture and heritage throughout the community and by acknowledging its heritage.

B.1.1 Official Community Plan

The Official Community Plan (OCP) is Council's primary strategic and policy document with respect to land use planning. One of the nine objectives of the Plan is to "support the concept of a socially inclusive and culturally diverse community while promoting the protection of heritage values." Council's current direction with respect to heritage conservation is reflected in provisions for the protection of recognized heritage resources:

18.6 Heritage

Residents of the District recognize that there are several sites of significant heritage value within their community. Additionally, trees with some heritage or conservation value have been identified on Schedule F. Three heritage sites have been officially designated as such within the District: Holy Trinity Church; Nymph Point Park; and the Western Red Cedar within Lillian Hoffar Park.

18.6.1 The District wishes to facilitate the protection of heritage sites located within the District and has established a Heritage Advisory Commission whose mandate is to work towards heritage preservation through identification of heritage sites, and to respond to referrals from Council on heritage issues.

18.6.2 The District supports heritage conservation in accordance with Part 27 of the Local Government Act.

B.1.2 North Saanich Strategic Plan

The Strategic Plan for the District of North Saanich was completed in March 2006 with 5 main strategic priorities. One of these was the protection and enhancement of the "rural, agricultural, heritage, marine and environmental characteristics." As a long-term result, the Plan specifically states that the District desires "significant cultural and heritage features and landscapes protected." Furthermore, two general strategies were identified: the development of an inventory of significant cultural and heritage features and landscapes (by year end 2007) and a 'heritage policy and program', which would provide strategies for the protection of key cultural and heritage assets (by year end 2008).

The Strategic Plan also mentions heritage within the goal of developing "a strong sense of place and pride in North Saanich." One of the strategies was the establishment of a Task Force to foster a strong community identity, which included a Heritage representative.

B.2 CURRENT HERITAGE INITIATIVES

The District of North Saanich has established various components of a heritage protection program. These components include: municipal designation of three resources, the establishment of a Heritage Advisory Commission, a staff person with responsibility for heritage, and the initial identification and research for a heritage inventory.

B.2.1 Heritage Designations

The District has designated 3 historic resources in North Saanich. The first two were identified by the original Heritage Committee, which existed in the 1980s. These sites are Holy Trinity Anglican Church (building only) and Nymph Point Park (midden). The current HAC identified a third site, a heritage tree in Lillian Hoffar Park, designated by Council in February 2005.

B.2.2 Evaluation Criteria

The "Criteria for Evaluating a Heritage Building, Site or Landscape within the District of North Saanich" was approved by Council on May 17, 2004, and has been since used to assess heritage significance.

A building, site or landscape feature will be considered for heritage designation if:

- a) Its character, interest, age or value contributes to the heritage fabric of the municipality and First Nations and it enhances the community's knowledge of its past;
- b) Its identification with a person, or group who significantly contributed to the culture and social development of the municipality, province or nation;
- c) Its recognition and identification with an historical event;
- d) It exemplifies a particular architectural style or way of life important to the community;
- e) Its inclusion of elements that are of outstanding attention to architectural design, detail, material, or craftsmanship;

- f) Its relationship with other buildings or sites forms a significant heritage grouping, vista, streetscape, cluster or specific feature;
- g) Its unique location or important physical characteristics represent an established and familiar visual feature of a neighbourhood;
- h) It is capable of being preserved;
- i) There is an imminent or potential threat of demolition, substantial alteration, redevelopment or other pressure leading to increased vulnerability.

B.2.3 North Saanich Heritage Policy Program

On October 4, 2004 Council approved the recommendation regarding the North Saanich Heritage Policy Program.

I. HERITAGE DESIGNATION

A. Designation

- i. The Municipality will consider Heritage Designation of residential or other buildings, sites, and/or landscape features upon written application from the owner, or owners, of such buildings, sites and/or landscape features.
- ii. The "Criteria for Evaluating a Heritage Building, Site, or Landscape Features within the District of North Saanich", approved by Council on May 17, 2004, will be used to assess heritage significance.
- iii. For the purpose of assessing the Heritage significance of a building, structure, land or landscape feature, the Local Government Act provides for a review period of up to 60 days. Council may impose a 30 day freeze on any actions which would alter, damage or destroy the site(s) under review. And further, Council may cause a temporary delay of work, of up to 60 days to consider a by-law for Heritage designation, without liability for compensation.
- iv. Designation of a building, structure, land or landscape feature as a municipal Heritage site, will comply with the procedures outlined in Section 10 of the "Heritage Conservation Act" of the Province of British Columbia (1996).
- v. Once designated, a building or structure may not be demolished or have its exterior altered without prior approval of Council. Land or landscape features designated as a Heritage site may not be built upon without prior approval of Council.
- vi. Council will maintain a current list of Heritage Designated buildings, sites, and landscape features with Development Services and the Engineering Department, with the requirement that upon receipt of a building or demolition permit application for a building, site or landscape feature on the list, that Council and the Heritage Advisory Commission be advised and afford an opportunity for comment prior to issuance of any permit.

B. Heritage Registry

- i. Upon approval by Council, a Register of Heritage properties will be maintained as a public record, with additions and deletions to be made by Council. Properties appearing on this Registry are not subject to designation by-laws.
- ii. The Heritage Advisory Commission will prepare and present to Council a registry of buildings, sites and landscape features having Heritage qualities as outlined by the "Criteria for Evaluating a Heritage Building, Site or Landscape Features within the District of North Saanich" but which have not been designated Heritage by by-law. Additionally, the Heritage Advisory Commission will advise Council of any revisions to the Heritage Registry.
- iii. The Heritage Advisory Commission will liaise with owners of properties appearing on the Heritage Registry to:
 - a. advise that the property is listed in the Heritage Registry;
 - b. discuss Heritage merits of the property
 - c. explain Council Policy on Heritage; and
 - d. discuss and explain the process for, and conditions of, receiving Heritage designation for the property.
- iv. Council will maintain a current Registry of Heritage buildings, sites, and landscape features with Development Services (buildings and private landscape features) and the Engineering Department (public lands and landscape features). The requirement would be that upon receipt of a demolition permit application for a building or site or removal of a landscape feature on the Registry list, that Council and the Heritage Advisory Commission be advised and afforded an opportunity to comment prior to issuance of any permit.
- v. Having been advised of the impending demolition or removal of any item on the Heritage Registry, Council may consider alternatives or possible Heritage designation.
- vi. Owners planning changes to items listed in the Heritage Registry will receive comments/recommendations from the Heritage Advisory Commission on their proposal, although compliance with any recommendation would be voluntary. Subject to Council's powers to withhold permits under the *Local Government Act*, the applicant is entitled to a permit without further review, until such time a Heritage designation application is made by the owner.

- vii. The specific types of exterior work on Registry buildings subject to Heritage Advisory Commission review are:
 - a. additions, including fire escapes and porches;
 - b. enclosure of any part of a building;
 - c. raising of a structure;
 - d. alterations of the original façade and cladding;
 - e. alteration of door or window dimensions, location or materials;
 - f. removal or alteration to any brickwork, woodwork or siding, including chimney and finials;
 - g. removal and repair of foundations; and,
 - h. replacement or repair of plumbing including exterior foundation drains or storm water drains.

Specific exterior work not subject to Heritage Advisory Commission review are repairs and maintenance including;

- gutters, maintenance of stairs, removal of finish applied over original exterior siding, re-roofing and painting.

C. Public Hearing

A public hearing is required under Section 968 of the *Local Government Act*.

II. THE DISTRICT OF NORTH SAANICH DESIGNATED HERITAGE SITES

- A. Nymph Point, located on Lot A, Section 18, range 2 East, Plan 34590, North Saanich District (By-Law No. 344, June 7, 1982)
- B. The building known as Holy Trinity Church, the land on which the buildings stands and one metre of land surrounding the building (By-Law No. 338, June 7, 1982)
- C. Western Red Cedar in Lillian Hoffar Park

III. PRINCIPLES OF RESTORATION

- A. General Conservation Principles:
 - i. All Heritage conservation work, whether it be on a building, monument, site or landscape feature, should be based upon and preceded by sufficient historical research, site analysis and documentation to identify and safeguard fully the Heritage values to be conserved.
 - ii. The evolution of the structure(s), site and landscape feature should be respected. The contributions of all periods are important to the historical development and merit retention. Decisions about appropriate levels of intervention shall be based upon the Heritage values of each contribution.
 - iii. Long-term protection of the historic resource should be balanced with user requirements and future resource management goals should be identified prior to undertaking any work.

- iv. The approach to all Heritage conservation projects should be one of minimal intervention to ensure the maximum preservation of the existing and authentic physical fabric and the retention of the signs of age (also know as the patina).
- v. Conjecture and falsification of building elements should be avoided in all Heritage conservation projects.
- vi. A well-defined maintenance plan should be clearly established in order to prepare for an appropriate level of maintenance and care upon completion.

B. Specific Restoration Principles

- i. The goals of all restoration projects, including the use to which the building, site, or landscape feature will be put, must be clearly established prior to commencing work. If it is appropriate, for compelling interpretive reasons, to undertake period restoration and establish an earlier time to which the building, site or landscape feature is to be restored, this must be determined at this time.
- ii. Upon close inspection, new material which is part of the restoration work must be distinguishable from the original building fabric and historic additions.
- iii. All work done to the historic fabric shall be reversible whenever possible, as it may be necessary or desirable in the future to alter or remove the restoration work for historic, aesthetic, or functional reasons. New work shall be designed in spirit and material so that it may be removed, leaving the essential form and integrity of the building intact.
- iv. New or untested conservation products and methods should be avoided until their reliability has been clearly demonstrated so as to ensure that the restoration work does not inadvertently lead to accelerated deterioration of the historic resource.

(Source: British Columbia Heritage Trust)

IV. BENEFITS TO THE OWNER(S) OF HERITAGE DESIGNATION

- A. An owner of a Heritage building, site or landscape feature will experience a sense of participation in the history of the Saanich Peninsula.
- B. The District of North Saanich provides the owner (s) a plaque to identify the building, site or landscape feature as a designated historic site.
- C. The designated building, site or landscape feature is described in a Heritage inventory publication which is reprinted periodically. Designation does not give the public access to the property without the consent of the owner(s).

- D. Designation does not affect private ownership and does not impede the purchase or sale of the property. The owner retains all rights to individual enjoyment and use of the property. Should the structure, site or landscape feature no longer meet Heritage criteria, the North Saanich Heritage Advisory Commission reserves the right to remove designation. Owners may also apply for reversal of Heritage designation.
- E. Owners of designated buildings, sites, and landscape features may be eligible for assistance when undertaking structural, stabilization, exterior restoration and repair.

B.2.3 Inventory of Historically Significant Resources

The HAC has completed a substantial amount of work in identifying and researching potential sites to be added to a Heritage Inventory. The HAC split the community into sections and each member of the group has undertaken the survey of that area. They have also talked to homeowners about their properties, and gathered information and historical research about sites that have significance to the local community. There has been an attempt to conform to the requirements of the National Register of Historic Places, including creating draft Statements of Significance. To date, several dozen potential sites have been identified.

B.2.4 Heritage Advisory Commission

The bylaw creating the North Saanich Heritage Advisory Commission was adopted in 2003. This body is made up of volunteer residents and advises Council on issues related to heritage conservation. They also can undertake heritage education and awareness. Many parts of the program were adapted from the Central Saanich models, including:

- Terms of Reference - Bylaw 1039 (August 2003);
- Criteria for Evaluating Heritage Buildings, Sites and Landscape Features (May 17, 2004);
- Mission Statement (June 21, 2004)
- HAC Policy on Heritage Conservation, Restoration, Benefits of Designation (Oct 4, 2004)

A Mission of the North Saanich Heritage Advisory Commission is "to promote, enrich and conserve the heritage of North Saanich." The following enabling structure is taken from the Commission bylaws [Bylaw 1039 (2003); amended by Bylaw 1081 (2005)]:

2. TERMS OF REFERENCE

It shall be the duty of the Heritage Advisory Commission to:

- a) recommend the criteria for heritage designation, for adoption by Council as "HERITAGE POLICY";
- b) review the area of heritage architecture, heritage sites and the preservation of material culture;
- c) research the availability of funding opportunities for heritage conservation projects;

- d) promote community awareness programs directed at informing and involving residents in heritage preservation and promotion;
- e) identify buildings, structures or land deemed to be of heritage significance;
- f) provide advice to Council regarding the preservation, alteration, renovation or demolition of heritage buildings, structures or land; and
- g) provide advice to Council on those matters which are from time to time referred to the Commission by the Council.

3. MEMBERSHIP

The North Saanich Heritage Commission shall consist of seven (7) members, all of whom shall be appointed by Council, and all shall be selected as follows:

- a) Four (4) members are to be appointed during the second regular meeting of Council held in January of each odd-numbered year for a two-year term;
- b) Three (3) members are to be appointed during the second regular meeting of Council held in January of each even-numbered year for a two-year term;
- c) The Commission shall appoint a secretary from among its members;
- d) All members shall be residents or property owners in North Saanich;
- e) All members are subject to removal at the pleasure of Council during their appointment;
- f) In the event of a vacancy, Council shall appoint a member to complete the requisite number of members for the remainder of the applicable term as soon as possible after the position becomes vacant;
- g) At its inaugural meeting, Council shall appoint one of its members to attend Heritage Advisory Commission meetings to serve as a non-voting liaison to the Heritage Advisory Commission;
- h) If deemed appropriate, Council may appoint a technical advisory to the Commission, who shall be a non-voting member;
- i) A quorum shall consist of four (4) voting members of the Commission;
- j) If a member of the Commission is continuously absent, except with leave of the Council, from meetings of the Commission for a period of three (3) months, the member shall be dismissed, and the position shall be filled by resolution of Council.

The HAC is involved in numerous activities related to heritage awareness, programming and planning, including:

- Encouraging the preservation of heritage buildings and landscape resources.
- Promoting awareness in the community through the creation of a brochure, book, scrapbook of information and portable display of local history.
- Planning and participating in special events, such as the Heritage Week events.
- Participating in the creation and research of the heritage inventory.
- Making recommendations to Council regarding the initiation of planning studies.

The current budget allocation for HAC activities is approximately \$2,000. The present HAC is a strong committee with a great commitment to the heritage of North Saanich. They have considerable potential for helping shape the community through the advice they provide to Council and staff.

B.2.5 Municipal Heritage Staff

The Planning Department is responsible for the management of changes to buildings, private landscapes, and properties of heritage value. As of July 2005, the Assistant Planner became the staff liaison to the HAC. Heritage is not cited in the Assistant Planner's job description, but a list of duties as liaison with HAC has been drafted, based on discussions with Central Saanich staff who work with the Central Saanich HAC. These duties included advising the HAC, communicating with Council, supporting special events and special projects, and doing research and records searches when requested.

Additionally, the District provides a recording secretary for monthly meetings of the HAC.

B.3 COMMUNITY STAKEHOLDERS

North Saanich is located among several municipalities and federal and provincial agencies, all of which offer significant partnering opportunities for the District. The following is a description of some of the potential partners on the Saanich Peninsula that represent a broad range of community activity. These include municipal partners, heritage organizations, community groups, First Nations, and governmental agencies. Several of these do not have a mandate that is specifically focused on heritage, but have a complimentary vision and may be interested in heritage initiatives, or may provide leadership in heritage management.

North Saanich is part of a close knit community with the municipalities of Sidney and Central Saanich. This community of municipalities appears not to be territorial, but interested in sharing resources and creating inter-jurisdictional alliances.

District of Central Saanich

<http://www.centrialsaanich.ca/dynamic/Page813.aspx>

Central Saanich established their heritage commission in 1993, and was used as an effective model for North Saanich. The primary goals of the Central Saanich Heritage Commission are to preserve the District's heritage and raise public awareness on heritage issues. The 7-member Commission advises Council and municipal staff on heritage issues related to structures, properties and roadways that are considered to be of historical significance. The Commission is consulted when demolition or alteration permits are requested for historically significant structures, or heritage alteration permits are required for renovations to Designated Heritage Sites. The Commission takes on several projects throughout the year, including nominating owners of heritage properties in the District for Hallmark Society awards. The District also holds an annual "Central Saanich Days."

Town of Sidney

<http://www.sidney.ca/>

The Sidney Heritage Commission has published a Heritage Walking Tours' pamphlet that contains two walks with detailed descriptions of historic sites along the way. The Town of Sidney also holds an annual "Sidney Days."

Tseycum First Nation

Tseycum (Union Bay Indian Reserve No.4) is one of the four Saanich villages of Southern Vancouver Island. They are located at the centre of Patricia Bay on the Saanich Peninsula. In the Sencoten language Tseycum is spelled *Wsikem* and means Land of Clay. Tseycum is self governed, with a Chief and two Councillors. The Tseycum have a registered population of 151 people.

Pauquachin First Nation

The Pauquachin First Nation is self-governed with a Chief and four Councilors, with a registered population of 358 people.

The Sidney Museum and Sydney Museum Archives

<http://www.sidneymuseum.ca/>

The Historical Museum is housed in the old Sidney Post Office building on the corner of Beacon Avenue and Fourth Street, and is devoted to the history of the Saanich Peninsula and the town of Sidney-by-the-Sea. The Sidney Museum also offers research facilities in the Archival Department of the museum. In November 2005 the Sidney Museum approached the HAC with a proposal for a shared tri-municipality archival records centre that would care for the municipal and community records for Sidney, Central Saanich and North Saanich.

The Saanich Pioneers' Society - Log Cabin Museum & Archives

<http://www.saanichpioneersociety.bc.ca/index.htm>

The Saanich Pioneers Society is a non-profit society, dedicated to the preservation of the historical records of the Saanich Peninsula. We operate entirely by volunteer help and are supported by donations. The Society operates an archives and museum housing collections from the pioneer families, both textual and in artifact form. We have a simulated pioneer kitchen; a handicraft corner with women's beautiful handwork displays; a library with a wide variety of books for loan and ongoing changing displays. There is also a collection of First Nations artifacts and the verandah shows off a display of larger implements and domestic paraphernalia.

Saanich Historical Artifacts Society

<http://www.horizon.bc.ca/~shas/>

Saanich Historical Artifacts Society (S.H.A.S.) is a volunteer society dedicated to the preservation of our past for the future. The Society is dedicated to collecting, restoring, housing, and demonstrating artifacts from our rural past. We have one of Western Canada's largest collections of working steam engines, tractors, agricultural machinery, and household and industrial artifacts.

British Columbia Aviation Museum

<http://www.bcam.net/>

The BC Aviation Museum is dedicated to preserving aircraft and aviation artifacts. They collect, restore and display aircraft and artifacts related to the history of aviation in Canada, with emphasis on British Columbia. The Museum is operated by volunteers, and is located next to the Victoria International Airport. Financial support for the museum's work comes from several sources. Assistance for the building was provided by the Government of British Columbia under Expo Legacy and GO-BC grants. The Land is provided by Transport Canada on a nominal cost lease. The municipality of North Saanich provides annual assistance by waiving property taxes. Several restorations and research projects are funded by the British Columbia Heritage Trust grants and from British Columbia Gaming Commission Casino revenue.

South Vancouver Island Heritage Fair

The Fair is part of a national program sponsored by Historica. The program is intended to encourage school children to think about their heritage and develop a project on Canadian history and heritage. School-based fairs happen between February and May each year with the best projects being selected to go on to a regional fair during the second week of May. The regional fairs in BC are held on the second weekend in May.

Greater Victoria Public Library - Central Saanich Branch

http://www.gvpl.ca/about_the_library/Central__Saanich.php

The Central Saanich Branch Library and Cultural Centre was built in 1988/89 as part of an Expo 86 Legacy Project. It was officially opened on February 11, 1989 as part of the Vancouver Island Regional Library system. The Greater Victoria Public Library assumed management of the library in January 2002 following a community referendum.

Vancouver Island Regional Library - Sidney/North Saanich Branch

http://www.virl.bc.ca/main_content/services_at_your_library/services_at_your_library.html

This library cooperative was formed in 1936, with the aim of sharing and collaborating on the costs of library service among many municipalities. At that time it was only the second regional library in North America, and today is Canada's ninth largest public library.

BC Ferries Corporation

<http://www.bcferries.com/>

The BC Ferries Corporation began operation in 1960. Swartz Bay, located on the north end of the Saanich Peninsula on Vancouver Island, is the location of one of BC Ferries' main terminals. Having undergone various upgrades over many years, it now consists of 5 berths, 3 of which are "double deckers" to service the larger vessels equipped with upper car decks. Ferries that dock at Swartz Bay sail to Tsawwassen on the Lower Mainland, as well as to the Southern Gulf Islands. The terminal also includes an administration building, and various kiosks run by local artisans and other vendors mainly in the warmer months. There is also a cafeteria and coffee shop in the main building. BC Ferries is celebrating *Life on the Coast* by investing in our communities and partnering with organizations that make significant contributions to coastal British Columbia.

Institute of Ocean Science

http://www.pac.dfo-mpo.gc.ca/sci/sci/facilities/ios_e.htm

The Institute of Ocean Sciences is one of a network of nine major scientific facilities across Canada operated by Fisheries and Oceans Canada. The Institute is home to scientists, technicians, support staff and ships' crews whose common interests are the coastal waters of British Columbia, the Northeast Pacific Ocean, the Western Arctic and navigable waters east to the Manitoba, Saskatchewan border. There are several historical buildings of interest on their property, which may be considered a part of the North Saanich Heritage Inventory.

Canadian Food & Inspection Agency - Centre for Plant Health

9381 Ardmore Drive, North Saanich, BC

The Centre for Plant Health provides testing, virus indexing, therapy, and technology development for viruses and pests of grapevines, treefruits and other crops. There are a number of older buildings on the site and their heritage significance has not yet been evaluated.

Victoria International Airport

<http://www.victoriaairport.com>

The airport started in 1939 as a grass strip, and was used by several air forces in World War II as the largest operational air base in Canada. The airport is located beside Patricia Bay, which, due to the prevalence of flying boats at the time, made the airport an excellent location. The Department of Transport took over the airport in 1948. It was then called Victoria (Patricia Bay) Airport, and many locals still refer to it as the "Pat Bay Airport." Trans-Canada Airlines (later Air Canada) began regular service in 1943. The last of the Royal Canadian Air Force forces left the airport in 1952, but 443 Helicopter Squadron of Canadian Forces Air Command began operating *CH-124 Sea King* ship-borne anti-submarine helicopters from Victoria International Airport (which the military refers to as Patricia Bay) in the late 1980s. In 1959, the airport was renamed to its present name of the Victoria International Airport.

School District No. 63

<http://www.sd63.bc.ca/>

In Canada, education is a provincial responsibility and is governed by the provincial School Act. Under the Act, much of the responsibility for the operation of public schools is placed in the hands of local Boards of School Trustees. School trustees are locally elected and represent all segments of the community. School District No. 63 is responsible for schools in North Saanich, Sidney, Central Saanich and South Saanich, and is potentially a strong partner in future community heritage initiatives, including the development of school curricula. There may be future opportunities to further integrate and coordinate school and museum activities.

APPENDIX C: HERITAGE CONSERVATION IN CANADA

C.1 HISTORIC PLACES INITIATIVE

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to preserve and celebrate Canada's historic places. These consultations have resulted a broad based strategy, the *Historic Places Initiative*, which is the most important federal heritage conservation proposal in Canada's history. As of May 2, 2001, the Federal Government made the financial commitment to fund the development of these initiatives. These rapidly evolving initiatives may have significant implications for a number of the heritage resources in North Saanich.

The Historic Places Initiatives (HPI) is a national partnership consisting of a number of interrelated elements. This includes a number of initiatives including a national heritage register called the Canadian Register of Historic Places (CRHP), comprehensive conservation standards and guidelines for historic places, and a certification process for project approval. The CRHP is a searchable database containing listings of historic places of local, provincial, territorial and national significance. An historic place may be a structure, building, group of buildings, district, landscape or other type of significant place in Canada. Canadian Register listings will eventually include grain elevators, theatres, churches, gardens, fortresses, archaeological sites and heritage districts, among many other places, representing the breadth of historic places found in Canada. The purpose of the CRHP is to identify, promote and celebrate historic places in Canada. It also provides a valuable source of easily accessible and accurate information for government authorities, land use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public.

Another integral part of HPI is the development of *Standards and Guidelines for the Conservation of Historic Places in Canada*. This recently completed document, prepared by Parks Canada to serve as the federal standard for the treatment of heritage resources, has been adopted by the Province of Alberta. A Project Certification Process has been designed to ensure that the incentives are awarded to eligible historic places and that the work that is undertaken complies with approved standards. The most recent federal budget, tabled February 2005, renewed the government's commitment to HPI for another five years of funding.

C.2 FEDERAL FINANCIAL INCENTIVES

CANADA MORTGAGE AND HOUSING CORPORATION PROGRAMS AND FINANCIAL ASSISTANCE

<http://www.cmhc-schl.gc.ca/en/prfias/index.cfm>

Some of the following programs may be applicable to individual heritage projects. Please refer to the CMHC website for further information.

Aboriginal Housing

Programs and services to meet the housing needs of Aboriginal Canadians.

Residential Rehabilitation Assistance Program (RRAP)

RRAP programs help low-income Canadians, people with disabilities and Aboriginal Canadians live in decent, affordable housing.

- *Homeowner Residential Rehabilitation Assistance Program (Homeowner RRAP)*
Financial assistance to repair substandard housing to a minimum level of health and safety.
- *EnerGuide for Low-Income Households*
The EnerGuide for Low-Income Households is a \$500-million federal initiative over 5 years that will help about 130,000 low-income Canadians make energy-efficiency retrofits that will make their housing more affordable and reduce greenhouse gas (GHG) emissions that contribute to climate change.
- *Rental Residential Rehabilitation Assistance Program (Rental RRAP)*
Assistance for landlords or affordable housing to pay for mandatory repairs to self-contained units occupied by low-income tenants.
- *Residential Rehabilitation Assistance Program (Secondary/Garden Suite)*
Assistance to create affordable self-contained rental units for low-income seniors and adults with disabilities.
- *Residential Rehabilitation Assistance Program (RRAP for Persons with Disabilities)*
Assistance for homeowners and landlords to improve accessibility for persons with disabilities.
- *Rooming House Residential Rehabilitation Assistance Program (Rooming House RRAP)*
Repair assistance for owners of rooming houses with rents affordable to low-income individuals.
- *Residential Rehabilitation Assistance Program (RRAP for conversions)*
Assistance for converting non-residential buildings into affordable housing.

Home Adaptations for Seniors' Independence

An assistance program for making minor home adaptations to extend the time low-income seniors can live in their own homes.

Other Assistance Programs

Programs to help preserve or increase the supply and availability of affordable housing.

Centre for Public-Private Partnerships in Housing

A CMHC group that works with government agencies and non-profit community groups on affordable housing development.

Grants and Awards

Grants, awards and funding programs encouraging innovative ideas and research to address the housing needs of Canadians.

APPENDIX D: HERITAGE CONSERVATION IN BRITISH COLUMBIA

D.1 PROVINCIAL ENABLING LEGISLATION

Prior to 1994 there were two provincial Acts that most directly enabled municipal heritage conservation initiatives, the *Heritage Conservation Act* and the *Municipal Act*. These two Acts, and a number of others, were amended through the *Heritage Conservation Statutes Amendment Act 1994*. In addition to existing procedures, the 1994 changes to the *Municipal Act* enabled municipalities to better integrate heritage conservation activities into the mainstream of development and community planning, defining new procedures for more powerful regulations (Heritage Conservation Areas, Community Heritage Commissions, heritage site maintenance standards, tree protection, etc.) and heritage incentives (tax exemptions, an expanded legal protection toolkit, consolidated approvals for heritage rehabilitation work, etc.)

Heritage tools are referenced in a number of other provincial acts, such as the Land Titles Act (which enables covenants to be registered on land titles), but the majority of the tools the municipality is liable to use in the conservation of heritage resources are now enabled under the revised *Local Government Act*.

LOCAL GOVERNMENT ACT

Under the *Local Government Act*, a legal framework and foundation is provided for the establishment and continuation of local governments to represent the interests and respond to the needs of their communities. Local governments are enabled with the powers, duties and functions necessary for fulfilling their purposes, including stewardship of its public assets, and the flexibility to respond to the different needs and changing circumstances of their communities. The municipality is empowered to regulate zoning, control subdivisions, building by-laws, maintenance and occupancy by-laws, and a number of other regulatory controls, based on an Official Community Plan.

Most of the tools that the municipality will use to provide incentives and regulations for the heritage program are enabled under this Act, and the municipality does not need to pass additional bylaws to take advantage of them. The legislative tools available to the municipality are summarized in **Appendix D.3: Heritage Conservation Toolkit**. Further information on the 1994 legislation is available in a provincial publication, "*Heritage Conservation: A Community Guide*."

HERITAGE CONSERVATION ACT

The purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in British Columbia. This Act is most relevant when dealing with archaeological issues, the management of which remains a provincial jurisdiction. The province may enter into a formal agreement with a first nation with respect to the conservation and protection of heritage sites and heritage objects that represent the cultural heritage of the aboriginal people who are represented by that first nation. Owners of identified archaeological sites are required to conform to provincial requirements.

COMMUNITY CHARTER

The *Community Charter* came into effect in 2004, and provides municipalities with a framework for local activities and services. This legislation applies to all municipalities whose core powers were previously found in the *Local Government Act*, and replaces the tradition of prescriptive legislation with enabling legislation that allows municipalities to be innovative in meeting the needs of their communities. The *Charter* gives municipalities broad powers to regulate activities within their communities.

AGRICULTURAL LAND COMMISSION

The provincial Agricultural Land Commission (ALC) is an independent Crown agency dedicated to protecting the scarce supply of agricultural land that is important to the current and future needs of British Columbia. The *Agricultural Land Commission Act* sets the legislative framework for the establishment and administration of the agricultural land preservation program. The ALC encourages the establishment and maintenance of farms, to provide a basis for a sustainable economy and a secure source of food. The Commission also conducts land use planning with local communities and government agencies, and adjudicates applications for the use of land in the Agricultural Land Reserve (ALR). It is responsible for administering the *Agricultural Land Commission Act* and the *Soil Conservation Act*. In addition, a *Farm Practices Protection (Right to Farm) Act* was passed in 1995/1996.

The Agricultural Land Reserve (ALR) is a provincial zone in which agriculture is recognized as the priority use. Farming is encouraged and non-agricultural uses are controlled. The ALR covers approximately 4.7 million hectares. It includes private and public lands that may be farmed, forested or vacant land. In total, the ALR comprises those lands within B.C. that have the potential for agricultural production. The Agricultural Land Reserve takes precedence over, but does not replace other legislation and bylaws that may apply to the land. Local and regional governments, as well as other provincial agencies, are expected to plan in accordance with the provincial policy of preserving agricultural land.

The *Farm Practices Protection (Right to Farm) Act* is complimentary to the ALR farm land preservation program. This Act, which came into effect in 1995, gave local government better tools for managing growth, and moved land use planning for agriculture into the mainstream. Farmers were given the right to farm in the ALR and on land zoned for farm use. The Act protects farmers that are using normal farm practices from nuisance lawsuits and nuisance bylaws of local governments. The Act also establishes a process to resolve concerns and complaints.

The Agricultural Land Commission has demonstrated an increased willingness to negotiate over heritage issues. This is a positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production.

D.2 PROVINCIAL HERITAGE INCENTIVES

The BC Heritage Branch (www.heritage.gov.bc.ca) has responsibilities that flow from the general purpose statement contained in Section 2 of the *Heritage Conservation Act*: "the purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in British Columbia."

Community Heritage Planning Program

www.mcaws.gov.bc.ca/heritage_branch/planningprograms/planning.htm

The BC Heritage Branch invests in a variety of community initiatives to encourage and facilitate the conservation of heritage in British Columbia. Community Heritage Planning Programs assists in the planning and development of self-sustaining and self-sufficient heritage conservation programs. These are five programs eligible for provincial assistance through the BC Heritage Branch. Available provincial funding ranges from \$7,500 to \$15,000 per project based on 50/50 cost sharing with local governments. These programs consist of:

- **Community Heritage Context Planning**
Supports projects that contribute to community heritage context planning, which identifies and explains the major factors and processes that influenced a community's evolution. This enables a community to articulate its heritage values and identify its heritage resources based on these values.
- **Strategic Plans**
Supports the preparation of a five to ten year strategy within which to plan, develop, implement and evaluate a community heritage program. The plan, based on a proactive participatory process, must be practical, easily understood and publicly acceptable. It presents the community consensus reached about heritage conservation priorities.
- **Implementation Plans**
Supports the preparation of detailed plans to achieve priorities identified in a strategic plan. An implementation plan provides detailed guidance on how selected elements of the heritage strategy will be achieved.
- **Community Heritage Registers**
Supports the development of community heritage registers by local governments, consistent with the documentation standards of the BC Register of Historic Places (BCRHP). Community heritage register records will be included in the BC Register of Historic Places and will be eligible for subsequent nomination to the Canadian Register of Historic Places.
- **Conservation / Feasibility Plans**
Supports the preparation of conservation or feasibility plans for historic places included on an official community heritage register. Such plans must reflect use of the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Heritage Society of British Columbia

www.heritagebc.ca

The objective of the Heritage Society of BC is to promote the conservation of heritage buildings, sites and landscapes. To this end the Society sponsors a newsletter and various promotional activities including the Heritage Awards Program. Some of these activities, such as community and technical workshops, are funded through the BC Heritage Branch.

Furthermore, to build the knowledge and skills of community heritage organizations, the Heritage Society of BC provides funding for one-day training workshops. Non-profit heritage organizations, community heritage commissions, local governments, and First Nations bands are eligible for assistance.

A maximum of \$2,000 is available per award, one award per year. Funds are provided for the professional fee and return travel expenses of a workshop leader. The maximum support for the professional fee is \$750, unless travel time is extensive, i.e., involving an overnight stay, in which case there is an additional allowance of up to \$250. All other costs are the responsibility of the applicant.

Past workshops have covered topics such as how to get your community heritage program organized; do's and don't's of heritage home restoration; historic colour selection; wood window repair and refurbishing; creating a heritage register; heritage tourism; downtown revitalization, board development, and strategic planning.

Heritage Legacy Fund

www.heritagelegacyfund.ca

On March 2, 2005, the Heritage Legacy Fund was launched. This fund was initially set up through a \$5,000,000 endowment in March 2003. It is a joint initiative of The Land Conservancy (TLC) and the Heritage Society of BC, and will provide financial support and guidance for local heritage projects throughout the Province, administered through a non-profit society called the "Heritage Legacy Fund of British Columbia Society."

The goals of the Heritage Legacy Fund are to:

- support the conservation of heritage resources in British Columbia
- promote and increase public awareness, understanding, and appreciation of British Columbia's heritage resources
- encourage high standards of heritage conservation and the continuing maintenance and protection of heritage resources
- support community-based heritage projects
- increase the Heritage Legacy Fund

ArtsNow Program

www.2010legaciesnow.com/content.home.asp

Under the 2010 Legacies Now Program, the ArtsNow program was established to strengthen and enhance the creative capacity of individuals, organizations and communities throughout the province. This will be done through a combination of contribution programs and targeted activities developed in consultation with the arts and culture community.

To achieve their key goals of Participation, Sustainability and Performance, ArtsNow will invest strategically, and where possible, will leverage additional revenues from public and private sources. A key element will be working within partnerships to assist individuals, organizations communities and sectors achieve the next step in their cultural development.

D.3 HERITAGE CONSERVATION TOOLKIT

The Heritage Conservation Toolkit lists the legislative tools available before, during and after a permit application is made. For further information please refer directly to the relevant legislation (Revised Statutes and Consolidated Regulations of British Columbia).

Web Site: <http://www.qp.gov.bc.ca/statreg/>

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*)**
The municipality can define special areas in the OCP to provide long-term protection to distinct heritage areas.
- ❑ **Community Heritage Register (*Local Government Act*)**
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*)**
A zoning schedule can be tailored to preserve the character of a heritage site or area.
- ❑ **Community Heritage Commission (*Local Government Act*)**
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*)**
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*)**
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*)**
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 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*)**
Direct monetary grants can be offered in exchange for heritage conservation.
- **Tax Incentives/Exemption (*Local Government Act*)**
Full or partial tax exemptions for up to ten years can be offered.

□ Development/Zoning Incentives

- **Heritage Revitalization Agreements (*Local Government Act*)**
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*)**
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*)**
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*)**
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*)**
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*)**
The municipality can order heritage inspections to assess heritage value and conservation needs.
- Heritage Impact Assessment (*Local Government Act*)**
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.

D.4 MUNICIPAL BEST PRACTICES

A number of other municipal heritage programs in British Columbia and Alberta were reviewed to determine the different levels of municipal responses to heritage management, and to review what program components were most effective.

NANAIMO, BC

Population: 73,000

Staff: One Heritage & Community Planner

Advisory Body: Community Heritage Commission

Tools: Heritage Register; Municipal heritage designations; Heritage Management Plan; Downtown Heritage Conservation Area; Heritage Building Design Guidelines

Incentives: Heritage Façade Improvement Grant Program; Downtown Residential Tax Exemption Program

Heritage Awareness: Virtual Heritage Tour (City website); walking tour brochures

- The **Nanaimo Community Heritage Commission** is a volunteer group, appointed by Nanaimo City Council, to provide advice and recommendations on issues associated with the protection and conservation of heritage buildings, sites and areas within the city.
- The **virtual heritage walk** compliments the City's existing on-line heritage building database and allows the viewer to explore the City's heritage buildings in a virtual setting. Produced by a local interactive immersion and 3D object imaging firm, the 360 degree image technology used in the virtual walk provides a unique and engaging introduction to Nanaimo and its heritage buildings.
- The **Downtown Residential Conversion Tax Exemption Program** has two main goals one is to encourage new residential units; the other is to preserve heritage buildings in the Downtown Core.
- Facade Improvement Grant's (F.I.G.s) through the City's **Heritage Facade Improvement Grant Program** is coordinated and funded by the Downtown Nanaimo Partnership and the City of Nanaimo and is designed to encourage rehabilitation and enhancement of historic buildings, as well as to promote economic growth and investment in the Downtown Core. Grants cover up to 50% of external building improvement or conservation costs, to a maximum of \$10,000 per building face fronting on a street. The most common improvements completed under the program include awning upgrades, new signage, painting, and window conservation. In order to be eligible for a grant, the building must be recognized by the City as having historic value.

SAANICH, BC

Population: 109,661 (2003)

Staff: One Municipal Planner, with responsibility for heritage

Advisory Body: Arts Culture, and Heritage Advisory Committee

Tools: Community Heritage Register (Inventory (1991) adopted as a Register; currently being updated); Municipal heritage designations; Exterior Restoration Guidelines

Incentives: House Grants Program (administered by the SHF)

Heritage Awareness:

- The purpose of the **Arts Culture, and Heritage Advisory Committee** is to advise Council and recommend policies on community arts, culture and heritage promotion, including services, facilities and specific community interests.
- The **Saanich Heritage Foundation** is a registered non-profit society that promotes the preservation, maintenance and restoration of buildings, structures and land located in the Municipality of Saanich which have been designated as Municipal Heritage Sites by the Municipal Council.
- Owners of heritage-designated residences in the Municipality of Saanich may be eligible for assistance with the cost of preserving or restoring the exterior. The House Grants Program may cover a portion of these costs, subject to the Saanich Heritage Foundation (SHF) priorities and the availability of funds.
- Offers a list of exterior restoration principles for homeowners and contractors

CENTRAL SAANICH, BC

Population: 15,348 (2001)

Staff: One Community Services Planner, with responsibility for heritage

Advisory Body: Community Heritage Commission

Tools: Municipal heritage designations

Heritage Awareness: Heritage walking tour brochure (Mount Newton Cross Road Heritage Walk)

- The primary goals of the **Heritage Commission** are to preserve the District's heritage and raise public awareness on heritage issues. The Commission advises Council and municipal staff on heritage issues related to structures, properties and roadways that are considered to be of historical significance. The Commission is consulted when demolition or alteration permits are requested for historically significant structures, or heritage alteration permits are required for renovations to Designated Heritage Sites.

PITT MEADOWS, BC

Population: 15,755 (2002)

Staff: No dedicated heritage staff

Advisory Body: None appointed

Tools: Municipal heritage designations; Heritage Register

Heritage Awareness: Pitt Meadows Museum & Archives

- The City has undertaken a Heritage Strategic plan (2004); has passed a Heritage register with 14 sites; has completed an inventory of Register-eligible sites; owns a number of heritage properties (with an annual budget for maintenance); provides a fee-for-service budget towards the operation of the Pitt Meadows Museum & Archives; and has recently enacted its first Heritage Revitalization Agreement.

KELOWNA, BC

Population: 96,288

Staff: One Senior Planner has responsibility for heritage

Advisory Body: Community Heritage Commission

Tools: Heritage Register; Municipal heritage designations; Heritage Procedures Bylaw; Heritage revitalization Agreements; Heritage Conservation Covenants; Heritage Conservation Areas (Abbott Street and Marshall Street)

Incentives: Heritage Building Tax Incentive Program; Kelowna Heritage Foundation Grants

Heritage Awareness: Central Okanagan Heritage Society; Heritage Week; Central Okanagan Heritage Society Annual Awards; Kelowna Heritage Walking Tour Brochure; Kelowna Heritage Driving Tour Brochure; *Adaptive Re-Use Guidelines for Residential Heritage Buildings*

- A **Community Heritage Commission** advises City Council on issues related to heritage conservation.
- A **Heritage Procedures Bylaw**, which sets application procedures for Heritage Alteration Permits (applications to alter heritage buildings), Heritage Designations Bylaws (applications to protect heritage buildings) and Heritage Revitalization Agreements (applications to adaptively re-use heritage buildings).
- The **Heritage Building Tax Incentive Program Policy**, which provides tax breaks to property owners who have restored revenue generating heritage buildings.
- The **Kelowna Heritage Foundation** was established as a registered non-profit society in 1991 to encourage the preservation of heritage buildings in Kelowna and to further public awareness of the significance of heritage resources. The foundation receives an annual allocation of \$20,000, which is used to provide financial support for the restoration of residential, commercial, institutional, industrial and agricultural properties within the City of Kelowna, and to put on heritage conservation seminars and workshops.
- The **Central Okanagan Heritage Society** manages several properties for the City of Kelowna.
- Establishment of the Abbott Street and Marshall Street **Heritage Conservation Areas**, which provide development guidelines that encourage new development to be compatible with the character of each area.
- **Adaptive Re-Use Guidelines for Residential Heritage Buildings**, which are intended to provide direction in terms of what may be considered an appropriate adaptive re-use of heritage buildings.

PRINCE GEORGE, BC

Population: 72,406

Staff: Leisure Services Department responsible for heritage

Advisory Body: Community Heritage Commission

Tools: Municipal heritage designations; Heritage Strategic Plan (2006)

Heritage Awareness: Prince George Regional Heritage Fair; walking tours

- The Mission of the **Prince George Community Heritage Commission** is “To protect, conserve and interpret the heritage resources within the City by supporting, encouraging, and facilitating their proper conservation, maintenance and restoration”. This body is made up of volunteer residents and community leaders, advises Council on any issue related to heritage conservation. They also can undertake heritage education and awareness including raising funds for support of such activities and promoting the conservation of historic photos and heritage artifacts as public art.
- Currently, the City's OCP includes consideration for heritage conservation. The City's Heritage Strategic Plan was completed in 2006.
- The City has two designated heritage buildings and an incomplete Heritage Inventory.

APPENDIX E: REFERENCES

E.1 DEFINITIONS

Character-Defining Elements

The materials, forms, location, spatial configurations, uses and cultural associations or meaning that contribute to the *heritage value* or a *historic place*, which must be retained in order to preserve its heritage value.

Community Heritage Commission

A commission or board appointed by a municipal council for the purposes of advising a local government on heritage matters or undertaking other activities authorized by a local government.

Conservation

All actions or processes that are aimed at safeguarding the *character-defining elements* of a cultural resources so as to retain its heritage value and extend its physical life. This may involve "*Preservation*," "*Rehabilitation*," "*Restoration*," or a combination of these actions or processes. Reconstruction or reconstitution of a disappeared cultural resource is not considered as conservation.

Guidelines

Statements that provide practical guidance in applying the Standards for the Conservation of Historic Places. They are presented as recommended and non-recommended actions.

Heritage

Heritage is a broad term that refers to all that is inherited from the past. It therefore includes the built environment, those buildings and works of the past, sites of historic events, historic skills, behaviours and patterns of life. A community's heritage encompasses its entire environmental inheritance.

Heritage Advisory Board

See Community Heritage Committee/Commission.

Heritage Character

This means the overall effect produced by traits or features that give property or an area a distinctive quality of appearance dating from an earlier period.

Heritage Value

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Historic Place

A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Historic District

An historic district or conservation area denotes a neighbourhood unified by an architectural style and/or historical development.

Interpretation

This is any communication process designed to reveal the characteristics, meanings and relationships of a community's built heritage to the public through reference to objects, artifacts, landscapes, and structures or persons.

Intervention

Any action, other than demolition or destruction, that results in a physical change to an element of a historic place.

Maintenance

Routine, cyclical non-destructive actions necessary to slow the deterioration of a historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.

Minimal Intervention

The approach which allows functional goals to be met with the least physical intervention.

Preservation

The action or process of protecting, maintaining, and/or stabilizing the existing materials, form and integrity of a historic place or of an individual component, while protecting its heritage.

Recording

Heritage recording is the process of documenting an illustrating what is significant or valuable about a historic structure. The results of the recording should be a clear, accurate and concise report, containing drawings, photographs and written analysis of the historic structure. The action of recording or documenting a heritage resource is an integral part of the preservation process. Not only does it necessitate a thorough scientific analysis of the building, but it also ensures that an archival reference will be created that describes the resource in detail, despite the fate of the building in the future.

Rehabilitation

The action or process of making possible a continuing or compatible contemporary use of a historic place or an individual component, through repair, alterations, and/or addition, while protecting its heritage value.

Renovation

This is a generic term used to describe various levels of intervention including remodeling, recycling and rehabilitation. It refers to the improvement of existing buildings or neighbourhoods.

Restoration

The action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

Revitalization

Revitalization is a term that describes the process of economic, social, physical and cultural redevelopment of an area or street.

Standards

Norms for the respectful conservation of historic places.

E.2 WEBSITES

FEDERAL GOVERNMENT

Canadian Register of Historic Places

<http://www.historicplaces.ca>

Standards and Guidelines for the Conservation of Historic Places in Canada

http://www.pc.gc.ca/docs/pc/guide/nldclpc-sgchpc/index_E.asp

PROVINCE OF BRITISH COLUMBIA

Heritage Branch, Ministry of Tourism, Sport & the Arts

http://www.tsa.gov.bc.ca/heritage_branch/

Heritage Society of British Columbia

<http://www.heritagebc.ca/homepage.htm>

Heritage Legacy Fund of British Columbia

<http://heritagelegacyfund.ca/>