CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date:	February 26, 2007
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Meeting Date:	March 13, 2007

TO: Vancouver City Council

FROM: Director of Planning

SUBJECT: Vancouver Heritage Register Upgrade Program

RECOMMENDATION

THAT Council approve the Vancouver Heritage Register Upgrade Program Terms of Reference as described in this report and attached as Appendix A.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval.

COUNCIL POLICY

On April 6, 2006, Council approved funding for the Vancouver Heritage Register Upgrade Program. Council directed staff to report back with the detailed Terms of Reference, on the success of obtaining external funding and as a result, the operational and cost impacts to the proposed Vancouver Heritage Register Upgrade Program.

PURPOSE

This report provides a report back for information on the success of obtaining external funding and recommends that Council approve the Terms of Reference for the Heritage Register Upgrade Program.

BACKGROUND

Vancouver is maturing as a city and so is its understanding of heritage. Now, 20 years after Expo '86, our sense of place has solidified and we have a greater self-awareness, pride in our accomplishments and respect for our heritage. Given this increased understanding and support for heritage, it is critical at this time in our rapidly developing City to take careful stock of all our heritage places and to ensure they have a place in Vancouver's future. To this end, on April 6, 2006, Council approved a three-year Vancouver Heritage Register Upgrade Program ("Upgrade Program"), the first meaningful review since the initial survey was completed in 1986. For the Program, Council approved a total program budget of $750,000 including a City funding contribution of $250,000 from three years of City operating budgets. Council also directed staff to report back on the success of obtaining external funding and with the detailed Terms of Reference, which is the purpose of this report.

In preparation of the Terms of Reference, staff reviewed national and international best practices and tested the approaches locally by completing two pilot projects of Register theme development: Vancouver's heritage schools and post-1940s buildings. Staff also held three Terms of Reference workshops attended by representatives from City heritage advisory committees (Heritage Commission, CHAPC, GHAPC, and FSDADP); external heritage organizations; professionals and students in the heritage conservation field; media; Provincial and Federal staff; and other potential external funders. Staff also met individually with experts from the heritage and cultural fields. In the course of preparing the Terms of Reference many issues were identified and solutions integrated into the document.

DISCUSSION

The purpose of the Heritage Register Upgrade Program is to update the Register listing of historic places to better represent heritage values important to the city and its communities.

For communities and the general public an up-to-date Heritage Register will better represent city and community heritage values, the increasingly diverse and multi-cultural nature of Vancouver, and meaning beyond architectural significance. For Council, staff, Council advisory bodies, and heritage interest groups an up-to-date Register will be a stronger more effective planning tool for managing change to the city's historic places (i.e., buildings, monuments, structures, landscapes and sites) as the city continues to evolve. An updated prioritization of Register listings will enable more informed decisions to be made in the context of increasing competition for City incentives and public benefits needs. For land owners and developers, an up-to-date Register will increase predictability and certainty, and reduce processing times and carrying costs.

For all stakeholders, the Upgrade Program will provide a comprehensive approach to identifying and prioritizing places for addition to the Vancouver Heritage Register and will provide clarity as to why each place listed on the Register merits conservation and heritage incentives.

The Register Upgrade Program will produce the following products:

1.   Vision statement and identified set of overarching heritage themes that are most important to past, present or future generations.

2.   Defined themes and criteria for selecting historic places.

3.   Proposed Register additions/amendments, prioritization and effective conservation incentives and management strategies for places under a particular theme.

4.   Statements of Significance (SOS) to meet Provincial documentation standards for Register additions. A SOS is a one or two page summary that includes: a description of a historic place, its core heritage values and character defining elements. A minimum of 300 SOSs is proposed over the course of the three year Program to satisfy the amount of Provincial funding sought.

5.   Start-up products, including a communications plan, to support the three year program and a post upgrade strategy.

The Upgrade Program will be managed by City staff through the City's Heritage Conservation Program in Current Planning. Additional heritage expertise and research will be delivered at key points by consultants. A small Task Force will be established to provide critical advice to staff on the process and the development of the products throughout the Program. They will represent the public between public events. Working Groups, comprised of stakeholders and members of the public, will be established for each theme to advise staff on selection criteria, management strategies and places to add to the Register. Staff in other departments will be consulted, as required, including addressing competing interests in public benefits and potential staffing issues. The public will be made aware of the Program through a program launch, themes fair, theme based open houses and a website. Stakeholders and interest groups will be kept informed through regular emails.

Heritage Register Implications for Property Owners

Heritage designation is a legal means of heritage protection while the Register is not. Protection of a property is achieved when an owner voluntarily agrees to designate their property or enter into a Heritage Revitalization Agreement, typically in exchange for receiving an incentive from the City.

The Register is about awareness: the Heritage Register enables the City and communities to understand community heritage values and identify places that best embody those values. The Register is a list of places that Council has determined to have sufficient heritage merit or character to warrant conservation. By having places identified and prioritized prior to purchase by an owner or an application to develop, the Register becomes an effective management tool. Places listed on the Register can be demolished. However, if a property is on the Register, the City can engage property owners early in the pre-development application stage to explore retention options-before the owner concludes on a development scheme and submits an application. If a place is listed on the Register, the owner has access to heritage incentives that make retention economically viable. These incentives primarily consist of on-site zoning variances and can include floor area bonuses and relaxations in height, setbacks and parking. Heritage incentives are meant to be used to successfully find alternatives to the demolition of heritage buildings to the satisfaction of both the property owner and the City.

As each theme is developed through the Heritage Register Upgrade Program, staff will consult interested community groups and organizations. This is critical to ensure that management issues are understood and considered when settling on the number of priority places for Register addition and for developing effective conservation strategies and incentives. Prior to finalizing recommendations to add places to the Heritage Register, affected property owners will be notified and invited to discuss opportunities and constraints for their property, and

raise any concerns with staff. This feedback will inform the analysis and final recommendations to Council.

Number of Register Listings

A question has been raised as to whether the Heritage Register Upgrade Program will result in the wholesale addition of all the old buildings in Vancouver to the Register. The goal of the Upgrade is not this, but rather to systematically identify and fill gaps in the list of historic places on the Register and to prioritize the listings so it is a comprehensive and up-to-date planning tool. This is achieved through a deductive process, which will:

- Identify and prioritize a set of overarching themes that encapsulate the categories of heritage values most important to communities and the city as a whole;
- Identify which priority themes are under represented or unrepresented on the current Register;
- Develop selection criteria for each priority theme;
- Identify, at the end of the Upgrade Program when there is knowledge and confidence that the Register is comprehensive, those places that no longer merit being listed on the Register (e.g., buildings that have been altered so much since they were originally listed that their heritage value has been lost, or houses that contributed to the consistent character of a streetscape that has lost its integrity as a consistent streetscape); and
- Develop a set of management strategies which includes prioritizing sites, addresses competition for available incentives (e.g. from housing, child care, culture, etc.) and limitations on staff resources to respond.

Register Listings and EcoDensity

Sustainability is a key policy objective of the City and it is important that the Heritage Register Upgrade Program and adding listings to the Register be compatible with sustainability initiatives including EcoDensity. The City's Heritage Conservation Program track record over the past 20 years suggests this should not be an issue, and that the two Council objectives of sustainability and heritage are compatible. Many heritage revitalization projects approved by Council achieve higher on-site densities than would be achieved under the zoning if the site were redeveloped with a new building. This is because the City's primary incentive available to owners to offset the cost of conservation is an increase in the floorspace or unit density over what they could otherwise achieve under the zoning. In addition, rehabilitating and revitalizing Heritage Register places often results in more than additions to floor area and includes infill development and building conversions into multiple strata units, which are very positive forms of densification, having achieved both densification and neighbourhood fit.

In addition, as Heritage does compete with other 'benefactors' for the limited City incentives available, it will be important for the Register Upgrade Program to address this factor – enabling EcoDensity and other policy initiatives to respond to the wide array of public benefit needs, and provide more certainty to property owners and developers.

Definition of a Statement of Significance (SOS)

The Province is a major funding partner of the Heritage Register Upgrade Program. Through the Vancouver Charter authority, the Province has set the requirement that all additions to the Register require a SOS. The amount of research and detail included in a SOS will impact

the number of SOSs which can be produced over the three-year Upgrade Program, and therefore the number of Register additions. To address this issue, a workshop with staff, stakeholders, and the Province will be held during the Start-Up phase to confirm standards and guidelines for SOS writing in the Vancouver context. A strategy may be necessary to ensure SOS writing does not conflict with the Upgrade Program's key objective of identifying places missing from the Register.

FINANCIAL IMPLICATIONS

Council approved a total program budget of $750,000 including a City funding contribution of $250,000 from three years of City operating budgets. Regarding the success of obtaining external funding, staff have secured $90,000 in Provincial funds of the $100,000 external funding budgeted for 2007. The remaining $10,000 in external funding can be obtained through the Province of BC Heritage Branch's *Community Heritage Planning* Funding Program grants available in April with the 2007 Provincial budget. Therefore, staff are confident there will not be any operational and cost impacts to the City beyond what Council has already approved.

For 2008 and 2009, staff will report back annually in conjunction with the Provincial budget cycle, and pursue similar $100,000 in annual funding from the Province. The remaining $200,000 of external funding required for 2008/2009 will be sought from other granting agencies, including the Real Estate Foundation, which has funded other municipal heritage policy projects; the Land Conservancy and the Heritage Society of British Columbia's Legacy Fund; and other similar granting agencies.

While staff are optimistic the City will have continued success in securing external funding for 2008 and 2009, if funding from other sources is not confirmed, the 3rd year work would be scaled back. While not preferred, if the work plan is scaled back, the Program would be adjusted to ensure its completion over a longer period of time.

It is important to ensure the results of the Upgrade Program do not put undo stress on staff resources to respond to heritage program applications. Staff, therefore, will proceed on the basis that there will be no net increases in staff resources as a result of the Upgrade Program. Reducing late hits, process efficiencies and other means of managing staff resources will be addressed as the Upgrade Program proceeds.

CONCLUSION

Recommended for Council approval, are the Terms of Reference for the Program in Appendix A, which have been developed through consultation with key stakeholders, and Federal and Provincial government funding partners. Staff have been successful in securing $90,000 of the required $100,000 external funding for 2007 and are confident the remaining $10,000 can be obtained from the Province at the beginning of the 2007 Provincial budget which starts April 2007.

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VANCOUVER HERITAGE REGISTER UPGRADE PROGRAM
TERMS OF REFERENCE

1.   PURPOSE & PROPOSED OUTCOMES

The purpose of the Heritage Register Upgrade Program ("Upgrade Program") is to update the Register listings to better represent heritage values important to the city and its communities.

For communities and the general public, an up-to-date Heritage Register will better represent city and community heritage values, the increasingly diverse and multi-cultural nature of Vancouver, and meaning beyond architectural significance. For Council, staff, Council advisory bodies, and heritage interest groups, an up-to-date Register will be a stronger, more effective, planning tool for managing change to the city's historic places (i.e., buildings, monuments, structures, landscapes and sites) as the city continues to evolve. An updated prioritization of Register listings will enable more informed decisions to be made in the context of increasing competition for City incentives and public benefits needs. For land owners and developers, an up-to-date Register will increase predictability and certainty, and reduce processing times and carrying costs.

For all stakeholders, the Upgrade Program will provide a comprehensive approach to identifying and prioritizing places and will provide clarity as to why each place listed on the Register merits conservation and heritage incentives.

See *ATTACHMENT 1* for the background and context of the Upgrade Program

2.   PRODUCTS

The Upgrade Program will produce the following:

Product 1: Vision statement and identified set of themes. The vision statement will provide a broad description of what the Register represents with regards to historic places in Vancouver. For example, the vision statement for New York City's *Place Matters* inventory is: "These are places that hold memories and anchor traditions for individuals and communities, and that help tell the history of the city as a whole."

The identified set of themes will be the overarching categories of heritage values, relevant to communities and the city as a whole, that are important to past, present or future generations. Examples of themes might include: schools, industrial, post 1940s and aboriginal. Together, the vision statement and set of themes will speak to Vancouver's broad set of communities, respond to their values, and inspire stewardship.

Product 2: Defined themes and selection criteria. Each individual theme will be defined by: a historic context statement; a summary description of the theme and why it is important; and selection criteria identified to test and prioritize which places best embody the heritage values of the theme.

Product 3: Proposed Register additions/amendments and management strategies. Places that best meet the selection criteria for a particular theme will be recommended and prioritized for addition to the Register. When recommending to Council to add a group of

new listings, the Council report will include a discussion on the heritage management strategies to help support the conservation of these places into the future. In many cases, existing City by-laws, policies, management tools and incentives will be referenced in combination with recommended new strategies tailored to the unique challenges associated with the group of listings. For instance, heritage landscapes such as the Cambie Heritage Boulevard require management approaches such as a tree replacement strategy, which is a different approach than the one for conserving heritage buildings.

Management strategies will also address the implications that additional listings will have on incentives programs (i.e. competition with other public benefit needs) and City staff resources.

Product 4: Statements of Significance. For each addition to the Register, the Vancouver Charter requires the City to provide notice to the Province in a form satisfactory to the minister responsible for the *Heritage Conservation Act*. The minister requires that a Statement of Significance (SOS) form part of this notice. A SOS is a one to two page summary of the description of the historic place, its core heritage values and character-defining elements.

As places are identified for addition to the Register, they will be prioritized for SOSs and added accordingly. To satisfy Provincial standards and financial contributions to the Program, a minimum of 300 SOSs are proposed over the course of the three year Program. Additional SOSs will be produced for as many places as resources permit, noting a more efficient process will result in more SOSs completed. The City of Vancouver, as set out in the Vancouver Charter, follows the standard for SOS set by the Provincial government. It is important that there is the appropriate level of detail in SOSs to satisfy both the Provincial standards and address local municipal needs. Early in the process (see note below under "Start Up"), staff, stakeholders and the Province will address and confirm the level of detail required for a SOS in the context of the Upgrade Program. Depending on the outcome of this, a strategy may have to be devised to ensure the SOS writing does not frustrate a key Program objective of identifying places missing from the Register.

Product 5: Other products and tasks
a)   **Start Up.** To ensure the Upgrade Program is an effective and efficient process, the following initial products and tasks will be undertaken:

- Outreach/communications plan, including Program launch;
- Task Force briefing document and learning modules. The briefing document will be a summary of data, contextual information, relevant policy and histories of Vancouver to inform staff and the Task Force. The learning modules will be discussion sessions with experts in the field to ensure all staff and Task Force members have a current and shared basis of knowledge;
- City standards, process and guidelines for SOS writing, including confirming level of detail required in a SOS. This product will be developed through a workshop with experts and stakeholders in the field;
- Protocols for dealing with ideas (e.g., to start a theme-based heritage society, to write a theme-based book, etc.) that are identified in the process but fall outside the purview of the Heritage Conservation Program. The objective of the protocol is to respect all ideas that are generated in the process, manage expectations and

> build capacity with the public and agencies that can respond. This product will be developed through a workshop with experts and stakeholders in the field;

- Protocols for updating the Register at the local area level during the Upgrade Program and in the future (e.g., as part of community planning initiatives). In conjunction with the city-wide Upgrade Program, staff will work with local area planning programs. This approach will ensure heritage interests are integrated, prioritized and balanced with the other local community interests (e.g. retention incentives built into zoning and guidelines); and
- Interim strategy for managing at-risk places during the three year Program. This would include City staff flagging at-risk places of potential Register merit at the development application enquiry stage, preparing heritage evaluations, and reporting to the Vancouver Heritage Commission for advice and City Council for direction, when required. It is important to manage 'crisis' at-risk places, but not in a way that impedes the Upgrade Program's longer term policy review.

b) **Post Heritage Register Upgrade Strategy**. This strategy will need to address several issues:

- Analytical review of existing listings to identify places that no longer have sufficient heritage value to merit listing on the Register (e.g., sites that originally formed part of a streetscape that no longer exists);
- Review and reconcile the aggregate of Register listings with regard to competition from other public benefit needs for incentive programs and review with respect to City staff resources required to manage them;
- Plan to complete Register Records for any existing Register listing without a SOS;
- Other policy recommendations emerging from the Upgrade Program;
- Program to ensure the Register remains up-to-date in the future; and
- Communication plan for the general public, stakeholders and interests groups.

3. PRINCIPLES

The following principles set the expectations for the Upgrade Program process and products:

The upgraded Heritage Register will:

- Build on and strengthen the existing Register;
- Be guided by a vision that will engage communities, respond to their values, and inspire stewardship;
- Achieve a better balance of heritage values (e.g., geographically, thematically, typologically);
- Embrace a broader set of heritage values. This could include aesthetic, historic, scientific, cultural, social or spiritual values importance or significant for past, present or future generations; and
- Respond to highest priority places. Prioritize additions to the Register, value quality over quantity, and reconcile competition with other public benefit needs.

The Heritage Register Upgrade process will:

- Be comprehensive and responsive in its approach. Immediate actions to develop themes and add places to the Register will proceed simultaneously with the process of identifying an overarching set of themes and a vision for the Register;
- Be transparent, understandable and credible;
- Examine and employ useful existing and new conservation tools;
- Demonstrate consistency with Provincial and National best practices;
- Build in points of feedback, debriefing and reflection in order to capture insights and adjust the set of overarching Register themes as the process evolves;
- Engage diverse communities. The consultation process will extend well beyond the established heritage interest groups to engage Vancouver's diverse range of communities; and
- Respect resource implications. There should be no net increase in staff resources required to respond to heritage proposals as a result of the Upgrade Program.

4.   PARTICIPANTS & CONSULTATION

The Upgrade Program will be managed by City staff through the City's Heritage Conservation Program in Current Planning. The process is designed to allow active participation, to provide general information, to raise awareness; and to manage expectations. A range of interested organizations will be consulted, interviewed and invited to participate in the Program. There will be many participants involved in the Program. This section describes the roles of City departments, consultants, the Task Force, and Working Groups. The public and a wide range of organizations will be consulted at key points along the process. A description of how they will be consulted and their roles is found in ATTACHMENT 2.

City Departments and Consultants

The Upgrade Program will be managed by City staff, with a Planner II (full-time Project Manager), and Planning Analyst (half-time), with staffing scaled back in year three. Additional heritage expertise and research will be delivered at key points throughout the process by consultants. The Upgrade Program staff team will work with other Planning staff, Development Services, Engineering and Cultural Affairs, Facilities, Park Board, Archives, Library and Vancouver School Board staff and with project teams working on related City initiatives (e.g., Creative City Task Force).

Council

Council has allocated resources for the project management of the Program and also has final responsibility for approving the products 1 - 4. In making these decisions they will be fully informed about options and about the various community opinions regarding them.

Task Force

It is proposed the Task Force will consist of 6-8 members of the public, who will be selected according to the following criteria: represent a key link with a wide variety of interest groups; have a familiarity with and appreciation of the history of Vancouver; have a passion and appreciation for the value of heritage for communities; have a strong connection with the communities of which they are a part; be realistic as to expectations; and be results oriented.

Role

- To advise staff with critical review and evaluation of products at key points (e.g., Start Up, Task 1 – Identifying Set of Themes, Post Upgrade Program Strategy);
- To be a key link to a wide number of interest groups;
- To represent the public between public events;
- To promote the Upgrade Program;
- To speak from a diverse perspectives, knowledge and experience; and
- To advise on theme Working Group membership.

How: Task Force members will meet with staff on a regular basis (e.g., 1-2 meetings per month) during year 1, with meetings scaled back in years 2 and 3. One to two Task Force members will be part of each Working Group, and will attend major Upgrade Program public events.

Working Groups for Tasks 2-4

Members would typically consist of key stakeholders, representatives from the Task Force and members of the general public. A separate Working Group will be created for each theme.

Role

- To provide input and advice to staff and consultants through critical review and evaluation of Tasks 2 -4 products;
- To provide information that will contribute to the completion of the historical context statement and evaluation criteria;
- To identify conservation management opportunities and constraints on the type of places recommended for addition under the theme;
- To bring a diversity of perspectives, knowledge, interests and experience to the Program; and
- To participate in open houses for the theme.

How: Working Groups will be involved at key points throughout the development of a theme. It is anticipated members will meet with staff and consultants monthly over a 4-6 month period. Working group members who represent specific stakeholder groups should see themselves as representing the interests of that group. It is expected they will communicate with their groups regarding the scope, purpose, and progress of the project.

5. TASKS

The following are the four key Tasks of the Program. In the charts that follow, "☑" denotes the participant that has the lead role for a particular task. Task 1 identifies a set of priority heritage themes and the order they are worked on over the course of the Program. Tasks 2 through 4 are undertaken for each theme and will culminate in a group of Register additions. As illustrated in section *6. SCHEDULE*, the overall process is an iterative one; early work in Task 1 establishes the initial set of themes to be worked on in Tasks 2, 3 and 4. Similarly, insights gained from working on individual themes will consequently inform and prompt adjustments to the overall set of themes. In addition to these key tasks, there are

Start-up and Post-Upgrade Program tasks to deliver the products listed under section *2. PRODUCTS*.

Task 1: Identify set of themes and vision statement

	Staff	Task Force	Consultants	Public	Council
Review existing lists, histories, and policies	☑	✓	✓		
Research and confirm a vision statement	✓	☑		✓	
Search and explore new themes	✓	☑		✓	
Identify overarching set of themes	✓	☑			
Do gap analysis by testing against existing Register	☑	✓	✓		
Order themes to be pursued in Tasks 2-4	✓	☑			
Public review and report to Council	☑	✓		✓	✓
Adjust after staff and Task Force reflection and debrief with existing participants at various stages in the process	✓	☑			✓

Task 2: Define a theme and selection criteria

	Staff	Working Group	Consultants	Public	Council
Draft a context statement (i.e. a brief summary on the history and context of the themes) and identify emerging criteria	✓	✓	☑		
Research places and stories about a theme (includes flagging threatened places needing immediate action)	☑	✓	✓	✓	
Develop criteria for selecting priority places	✓	☑	✓		

## Task 3: Propose Register additions/amendments and develop management strategies

	Staff	Working Group	Consultants	Public	Council
Research and identify places that best meet criteria	☑	✓	✓	✓	
Analyze and test places against criteria and geographic representation (identify the core values of the places)	☑	✓	✓		
Prioritize Register additions and production of SOSs	☑	✓		✓	✓
Develop management strategies. Review and reconcile proposed Register listings with regard to incentive programs and City resources required to manage them. Facilitate and direct ideas that fall outside the Heritage Conservation Program purview to the public/other agencies/organizations/departments/etc.	☑	✓		✓	✓

Task 4: Produce Statements of Significance

	Staff	Working Group	Consultants	Public	Council
Produce SOSs as resources allow (average approximately 25 per theme to meet Provincial commitments)	✓	✓	☑		
Amend/Add to Register	☑			✓	✓

6. SCHEDULE

The following chart shows the main components of the Schedule.
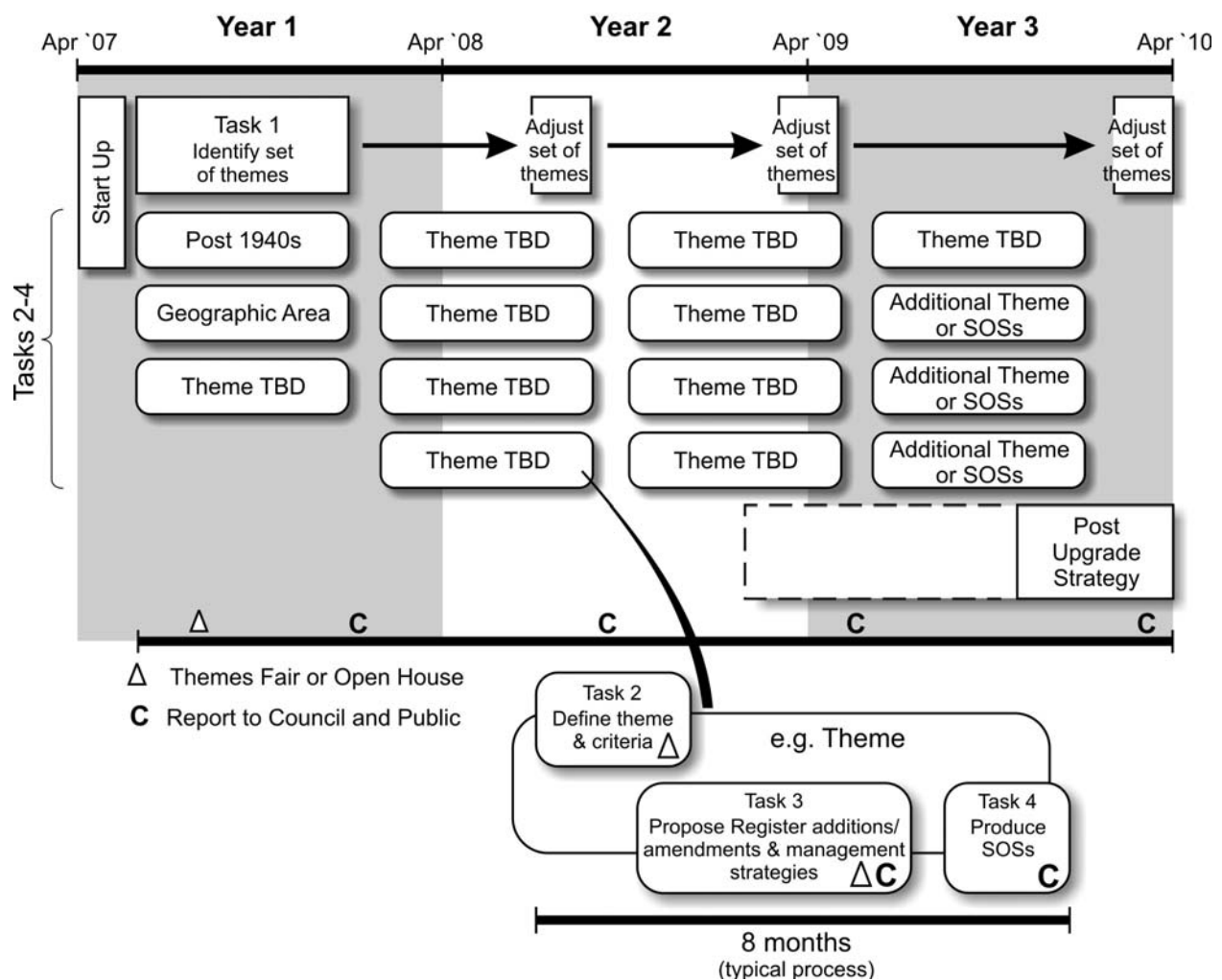
TERMS OF REFERENCE – Additional information   ATTACHMENT 1

BACKGROUND

Vancouver is maturing as a city and so is its understanding of heritage. Now, 20 years after Expo '86, our sense of place has solidified and we have a greater self-awareness, pride in our accomplishments and respect for our heritage. Given this increased understanding and support for heritage, it is critical at this time in our rapidly developing city to take careful stock of all our heritage places so we can ensure they are well managed as Vancouver continues to evolve. To this end, Vancouver City Council recently endorsed a three-year, $750,000 Upgrade Program to the Vancouver Heritage Register (VHR), the first meaningful change since the initial survey was completed in 1986.

Several factors have driven the development of the Upgrade Program. Firstly, the current Register does not reflect changing attitudes towards heritage. We have witnessed owners' and developers' perceptions shift from seeing heritage as a liability to viewing heritage as an asset. To many developers, heritage is now seen as increasing development options rather than limiting them, adding caché to development projects and providing a useful marketing tool.

Much of City staffs' role has, in turn, shifted from persuading owners to preserve buildings to guiding and facilitating retention proposals. The City also receives regular applications from owners and developers to have buildings added to the Register in order to gain access to available incentives.

Secondly, the current Register has a materials-based bias. The key part of the approach to the Council adopted Vancouver Heritage Inventory in 1986 (adopted as the Vancouver Heritage Register in 1994 in response to Provincial legislation) was a consultant's survey of every street in the city identifying "representative buildings of the city's history and patterns of development." Buildings selected for evaluation were generally buildings that retained original architectural characteristic, materials and detailing. Research was only done on a very limited number of buildings to uncover historic and cultural values associated with the buildings; however, the core focus was aesthetic/architectural heritage values.

We believe that an upgrade to the Register needs to add breadth to the heritage values which go beyond simply architecture/aesthetic and evolution of the city. The new Canadian Register of Historic Places encourages a much wider range of heritage values, including aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations.

Recent examples of Vancouver sites identified under these categories, but not on the Register, include:

- Aesthetic (e.g., Evergreen Building, heritage interiors, heritage signs);
- Historic (e.g., Black Swan Record Store, post 1940s era places);
- Scientific (e.g., the Cube/former Westcoast Energy Building);
- Cultural (e.g., Joy Kogawa House, Plaza of Nations, Urban Native Educational Centre);

- Social (e.g., Firehall #15, industrial and working class heritage places,); and
- Spiritual (e.g., native places).

Better representation of these values is needed in the Vancouver Heritage Register, relative to the community's priorities. The heritage values that are currently underrepresented include social, cultural, scientific, and spiritual values. A substantial cost saving in staff time can be also be gained by a program that works with the community to prioritize heritage values, and identify the significant places that embody those values.

Finally, parts of our Heritage Register do not reflect our identity as a city; as a consequence, the Register is out-of-date and is missing historic places. Part of the reason for this is that the evaluation criteria for additions to the Register have not changed since the criteria were created in 1986. Although evaluation criteria were established by the best heritage experts of the time and have been used to create heritage registers across North America, contemporary thinking and methodologies have significantly evolved from the earlier approach. The development of defensible selection criteria that reflects community priorities is needed.

Currently, when the community identifies a place which is not on the Register as having heritage value late in the development or rezoning process, it is being seen as a "late hit" for the owner and staff, because it severely limits the opportunity to identify and develop retention solutions. It pits residents, property owners and staff against each other, resulting in negative, confrontational and unproductive processes and a breakdown in trust. Significant time and money is spent by property owners, developers, staff and community members trying to resolve these conflicts that arise.

Having an outdated Register also reduces certainty and predictability for property owners, making asset management and planning very difficult. An outdated Register is causing significant disruption in the City's regulatory and political processes. It also forfeits opportunities for incorporating conservation interests in the City's long range planning policies and by-laws.

To develop the Upgrade Program's Terms of Reference, City staff have consulted with other City departments and a focus group of approximately 20 participants which included heritage consultants, Provincial and Federal counterparts, COV heritage advisory bodies, the Vancouver Heritage Foundation, the Heritage Society of BC, and other members of the public.

To inform the Terms of Reference, staff consulted the following best practices: Parks Canada Historic Places Initiative; the Parks Canada *National Systems Plan*; City of Montreal's process for developing the current *Heritage Policy*; New York City's *Place Matters History Happened Here – a plan for saving New York City's historically and culturally significant sites*; and Australia's *Historic Themes Framework* – a framework for use in heritage assessment and management. In preparation for the Upgrade Program, the City tested these best practices by completing two pilot projects to develop priority themes inherent in the Register: Vancouver's heritage schools and post-1940s buildings.

TERMS OF REFERENCE – Additional information   **ATTACHMENT 2**

PARTICIPANTS & CONSULTATION (see Terms of Reference, Section 4)

Interested Organizations, Firms, and Individuals

Who: There are a wide range of organizations and groups who will be interested in the Upgrade Program. The table below is staffs' initial list of these organizations, which will be expanded as the Program proceeds.

Interest	Representatives from
City Advisory Bodies	Heritage Commission, GHPAC, CHPAC, First Shaughnessy Urban Design Panel, Urban Design Panel, Planning Commission, etc.
Heritage Organizations	Heritage Vancouver, Vancouver Historical Society, Heritage Foundation, Vancouver Museum, Museum of Anthropology, etc.
Community Groups	Business Improvement Associations, etc.
Neighbourhood Groups	Vision Implementation Groups, Neighbourhood Centre groups, etc.
Heritage consultants and developers	Heritage Society of BC, BC Association of Heritage Professionals, etc.
Property owner associations	SHPOA, BOMA, ratepayers associations, etc.
Ethnic community organizations	Chinese Canadian, Portuguese, Black, Japanese Canadian, Italian communities, First Nations, etc.
Media	Vancouver Sun, Courier, etc.
Real Estate / Development industry	AIBC, PIBC, UDI, Home Owners Builders Association, Real Estate Board, Greater Vancouver Housing Authority, etc.
Other levels of government	Heritage Branch of BC, Parks Canada, etc.
Other City departments and agencies	Planning, Development Services, Engineering, Cultural Affairs, Facilities, Archives, Library, Park Board, Vancouver School Board and Vancouver Coastal Health
Other	Residents Groups, etc.

Role:

- To stay informed and maintain awareness of the Program;
- To provide opinion to staff, the Task Force, Working Groups and City Council on behalf of themselves or their organization, should they wish; and
- To suggest names for Working Group members.

How: Interested organizations will be asked to join an e-mail mailing list in order to receive regular web-based newsletters with links to more detailed information. Their comments will

be solicited as themes are developed. They will be invited to participate in the theme fair, open houses, and theme Working Groups. Staff will be available to attend meetings of interested groups on request.

Broader Public

Many members of the general public will have an interest in the outcomes of the Upgrade Program. They will be informed and invited to participate in the Program at key points. They will have the opportunity to put their name forward to participate on a Working Group for a particular theme; express their opinion or advocate for or against certain directions; provide historical information; or share a story of their community's heritage. Their detailed opinions may not form an integral part of the staff report to Council in the same ways as other more direct interest groups will.

A note on translation: It is expected that the Task Force and interested organizations, firms, and individuals will have a working knowledge of English. However, for the broader public, web-based newsletters and newspaper ads will be translated into Chinese. Chinese-speaking staff will also be available at open houses.

Consultation Tasks

Task 1: Identify set of themes

- Newsletters, website, public announcements;
- Task Force meetings;
- Themes fair event to: launch the Program, describe the Upgrade Program process, capture ideas, encourage early involvement of property owners and other stakeholders, and solicit involvement in the Working Groups; and
- Workshop with informed participants to prioritize set of themes.

Task 2: Define themes and selection criteria

- Newsletters, website, public announcements;
- Working Group meetings; and
- Open House to research places and stories about a theme (including flagging threatened places needing immediate action).

Task 3: Propose Register additions/amendments and management strategies

- Newsletters, website, public announcements;
- Open House to research and identify places that best meet criteria; and
- Open House to prioritize Register additions and SOS/register record production; to determine management strategies and tools; to facilitate and direct other ideas and actions that are outside the Heritage Conservation Program purview to other agencies/organizations/departments.

Task: Produce Statements of Significance

- Newsletters, website, public announcements; and
- Announce Register additions/amendments and management strategies.