

# HERITAGE ACTION PLAN

BEST PRACTICES OF MUNICIPAL HERITAGE PROGRAMS

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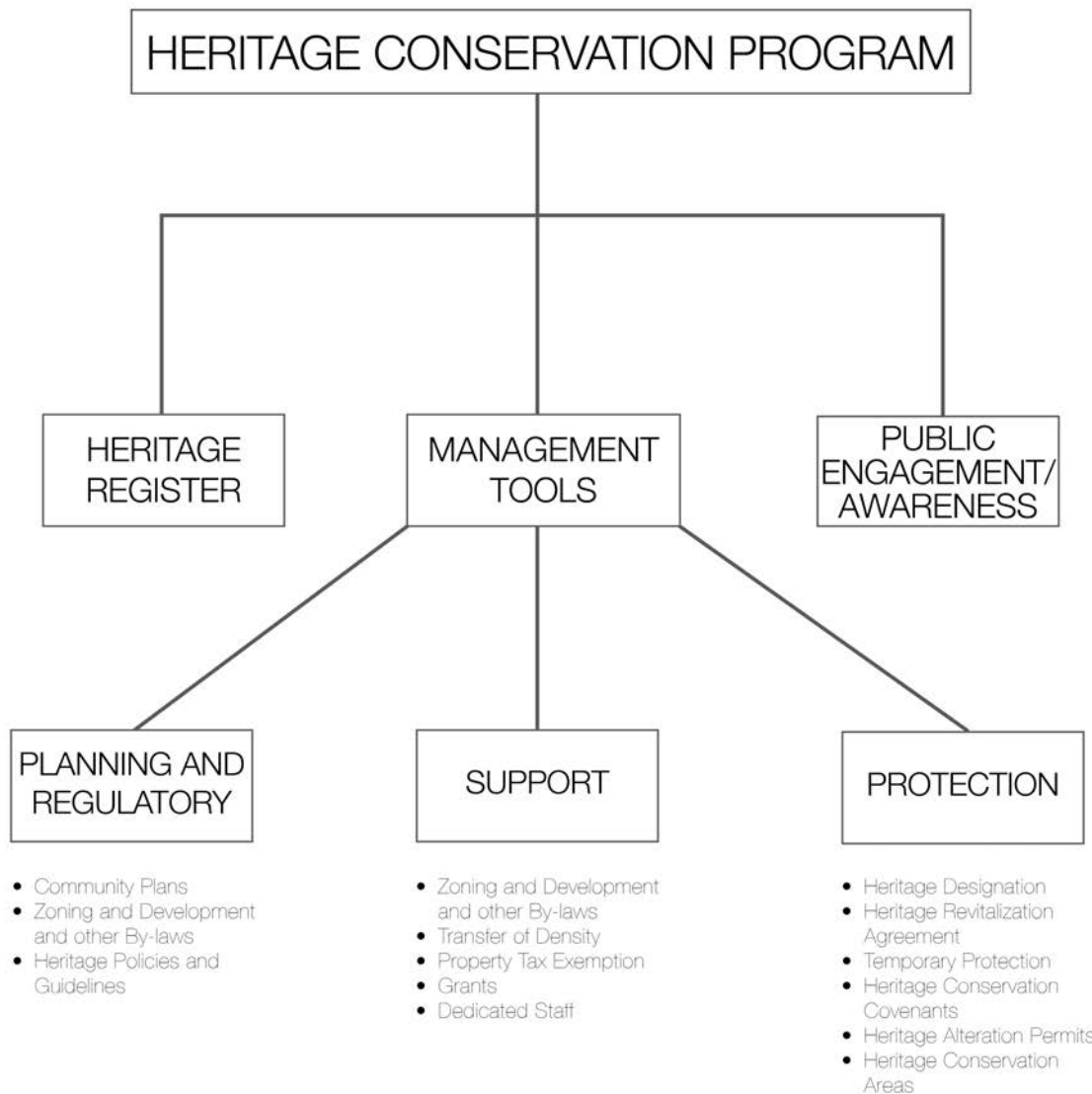
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## INTRODUCTION

This document begins with an examination of Vancouver’s current program and its components. Several municipal heritage programs were analyzed in order to determine which of their best heritage planning practices could be applicable to the City of Vancouver Heritage Conservation Program. The selected programs present the best opportunities for further exploration as components of Vancouver’s Heritage Action Plan. These municipal programs, located in Canada, the United States and Australia provide aspirational examples of potential policy directions for Vancouver.

## CITY OF VANCOUVER PROGRAM STRUCTURE



**\*Management Tools** are enabled by the *Vancouver Charter*. Heritage Conservation Areas are not currently utilized, but are being explored as a potential intervention in certain historic districts.

## BEST PRACTICE CASE STUDY: VANCOUVER



**Population:** 603,502

**Heritage Conservation Program Establishment:** 1983

**Number of sites on the Heritage Register as of 2010:** 2,172

**Advisory Body:** Vancouver Heritage Commission

**Overall Program Description:** Vancouver's Heritage Conservation Program was formally established in anticipation of the City's Centennial in 1986. The Vancouver Heritage Resource Inventory was undertaken in two phases from 1983-86, and recognized that a significant heritage legacy had accumulated, which represented the broad sweep of Vancouver's settlement, growth and development. Heritage resource management was also recognized as a legitimate function of city planning. Since 1986, the City has continued to increase its commitment to the Heritage Conservation Program, which has developed to include a wide range of management tools and conservation incentives. In addition, subsequent studies have identified further value in specific resource categories such as heritage interiors, post-1940s sites, heritage areas and historic infrastructure and, most recently, schools. The City of Vancouver has stayed in the forefront of this evolving situation and is now in the process of reviewing and upgrading its Heritage Conservation Program to reflect this rapidly changing context.

### **Program Components:**

- **Heritage Register:**
  - More than 2,000 sites with heritage value have been included on the list; potential heritage sites are evaluated using a standardized methodology. Sites listed on the Heritage Register currently include buildings, structures, streetscapes, landscape resources and archaeological sites
- **Neighbourhood Planning:**
  - **Heritage Zoning Districts** apply to the historic areas of Gastown, Chinatown and Yaletown. First Shaughnessy has a distinct Official Development Plan that includes a focus on heritage conservation and a list of pre-1940 resources, passed by resolution of Council.
  - **Zoning guidelines** encourage the retention of heritage and/or character resources in neighbourhoods including Strathcona, Mount Pleasant and Kitsilano.
  - Community Planning projects encompass the development of **Historic Context Statements** and **Thematic Frameworks**, which together illustrate the historic forces that have shaped neighbourhoods over time.

- **Protection Measures:**
  - **Legal Designation** on title protects heritage resources after they have been conserved in exchange for zoning or development relaxations or incentives.
  - **Heritage Alteration Permits** are required for legally designated properties when any changes are proposed.
- **Incentives:**
  - A **Transfer of Density** program has allowed heritage resource owners to sell unusable development density in exchange for conservation and legal designation; this has resulted in the establishment of a density bank.
  - The **Heritage Building Revitalization Program (HBRP)** was designed to encourage property owners in Gastown and Chinatown to conserve their heritage buildings in exchange for incentives, including grants for the rehabilitation/restoration of historic façades and/or property tax exemptions.
  - **Heritage Revitalization Agreements (HRA)** can be negotiated between property owners and the City. Through an HRA, the City is able to offer incentives, including relaxed zoning requirements and/or increased development potential, in exchange for the conservation and legal designation of a property.
  - The **Vancouver Heritage Foundation (VHF)**, an arm's length organization, awards modest grants to homeowners for the conservation of historic properties. The VHF also offers a range of heritage awareness and education programs for the public.



## BEST PRACTICE CASE STUDY: EDMONTON



**Population:** 877,926

**Heritage Conservation Program Establishment:** 1980

**Approximate number of Municipally Designated Sites:** 94

**Approximate number of sites on Register:** 692 + an additional 71 resources listed as either 'Fort Edmonton'; 'Landscape'; 'Cemeteries/Monuments'; 'Street Furnishings'; 'Architectural Fragments'

**Overall Program Description:** Council gave Planning and Development the responsibility to create a *Historic Management Plan* for the City of Edmonton in 1980. The City created the Register of Historic Resources in Edmonton in 1984, which listed only buildings in the City's downtown, expanded in 1988 to include significant buildings across the entire city. The citywide inventory and subsequent Register was officially reviewed and adopted in 1993.

The Register is comprised of registered and designated buildings and includes appendices listing significant architectural fragments, landscapes, Fort Edmonton Park buildings, cemeteries and monuments.

The City also passed a policy in 1988 to offer financial incentives through tax incentives or grants thereby encouraging owners to designate their properties. In 1995, an Historic Resources Review Fund Account was created to ensure a secure source of funding would be available. In 2001, this fund was increased and another Heritage Officer was hired.

In 2005 the *Historic Management Plan* was updated for several reasons:

- To align with the *Standards and Guidelines for the Conservation of Historic Places in Canada* (2003), which had been adopted by the Province of Alberta in 2003;
- To reformat the Register due to the increase of designated and registered buildings since the *Plan's* creation thirteen years before;
- To recognize additional resources that had been identified during a three year study of Modern Heritage (1930-1960); and
- The evaluation and documentation standards for historic resources in Edmonton were changed from a numerical system to a qualitative, values-based, approach.

*The Way We Grow* (2008), a municipal development plan that received first reading in late 2008, provides for much stronger protection of historic and cultural resources in Edmonton. The policies to achieve the plans stated objective include:

- Integrate heritage conservation into the broader context of planning and decision making;
- Ensure new development adjacent to properties on the Register and Inventory of Historic Resources in Edmonton respects the scale, massing, proportions and character of existing buildings;
- Support conservation and adaptive reuse of historic resources through creative design solutions and incentives;
- Ensure all City owned historic resources are conserved and maintained in a good state of repair;
- Support policies and actions outlined in the Historic Resource Management Plan;
- Develop an archaeological plan or overlay that identifies significant sites and serves as a reference during the development application process;
- Create an inventory of significant cultural landscapes and develop a method of protecting them;
- Develop regulations to identify, guide and protect the character of historic areas or districts; and
- Seek innovative design approaches to reflect and embrace the culture of Edmonton's new and emerging minority groups.

Each site considered for addition to the Register must be evaluated for its significance, regardless of age. The *Historical Resources Act* empowers municipalities to designate and regulate historic resources or areas. Section 28 of the Act requires municipalities to compensate owners of designated Municipal Historic Resources.

**Program Components:** The City of Edmonton has a *Historic Resource Management Plan* (2009), which outlines the mission for the City's heritage program:

*To identify, facilitate, protect, manage and promote the preservation and reuse of historic resources to enhance the quality of Edmonton's environment for the benefit of present and future generations.*

Historic sites on Edmonton's Register are afforded some protection by being flagged in the City's management system when any development issues arise. This enables the Heritage Officer to seek ways to save the buildings or ensure appropriate redevelopment occurs. All resources on the Register and Inventory are also eligible for a variety of incentives that will enable them to be restored or rehabilitated. After sites are legally designated, City Council has the authority to review any development matters and to intervene should it feel inappropriate work is being conducted on the Municipal Historic Resource.

Using the *Historic Resource Management Plan* the City merged the 'A' list with the 'B' list to ensure all sites on the Register are treated equally.

Edmonton's Register is organized by neighbourhood and includes tombstone research on each site including address, historic name, date of construction, and architect/builder.

**Tools:** Heritage Register; Heritage Inventory; Historical Resources Management Plan; City Policy C-450B: *A Policy to Encourage the Designation and Rehabilitation of Historic Resources in Edmonton*; *The Standards and Guidelines for the Conservation of Historic Places in Canada*; *The Art of Living: A Plan for securing the future of arts and heritage in the City of Edmonton*

**Incentives:**

**Grants:** In 1995, Edmonton City Council approved the creation of a fund to provide financial compensation for the designation of Municipal Historic Resources. Funds are withdrawn annually from the operating budget of the Planning and Development Department into a reserve account. Monies unspent in a calendar year are retained in the reserve fund for future years. These funds are used to provide an incentive to designate, rehabilitate, preserve and promote Municipal Historic Resources. The incentives given include direct grants, property tax rebates and non-monetary incentives.

These grants given to owners of Municipal Historic Resources will pay for themselves through long-term tax benefits. On average, most of the grants that have been provided have been recovered over a 5 to 10-year period. The creation of vibrant buildings also stimulates new growth and investment in the surrounding areas over time, which in turn generates greater economic activity and subsequently, taxable revenues.

**Specifics:** The City of Edmonton receives \$877,000 from Council each year for the heritage conservation grant program; unused funds are carried over. Grants are awarded according to the following procedure and guidelines:

- Buildings that are already designated are eligible for ongoing maintenance incentives from the City and Province.
- Upon receipt of the application the amount of work to restore the building is determined and an agreement between the owner and City is made. This agreement outlines the incentive level agreed upon and what portions of the building are to be protected by caveat.
- Financial Incentives are awarded according to the following for eligible work:

<b>Residential Buildings</b>		<b>Commercial Buildings</b>	
<b>Rehabilitation Incentive</b>	50% of project costs, to a max of \$75,000	<b>Rehabilitation Incentive</b>	50% of project costs (determined on a case by case basis)
<b>Maintenance Incentive</b>	30% of project costs, to a max of \$10,000, renewable every 5 years	<b>Maintenance Incentive</b>	30% of project costs, to a maximum of \$50,000, renewable every 5 years

Further information:

- The City receives roughly between 5 and 10 applications for designation per year
- The maintenance incentives have proven to be the most attractive, especially for single-family home owners
- Designated buildings also qualify for up to \$100,000 in maintenance incentives from the Province of Alberta

Other than direct investment into the property, there are trade and construction spin offs as well as other long-term benefits to the character and economic well being of the city.

Incentives recommended in 2009 include:

- Explore other funding sources to ensure additional incentives are available to assist with restoration costs;
- Develop a program to provide for ongoing maintenance to Municipal Historic Resources;



- Provide funding to remove graffiti from historic resources, with a priority given to designated buildings;
- Explore the feasibility of developing storage facilities for significant architectural remnants that may be salvaged from demolitions, so that they may be incorporated into new development in the future;
- The City should identify resources to enable the purchase, restoration and sale of historic resources for the specific purpose of saving the building; and
- Explore how the City could facilitate training in restoration techniques for owners of historic resources as part of incentives or broader initiatives.

**Heritage Awareness:**

- *This Old Edmonton House* seminars help owners of historic properties of public seminars with advice about owning, maintaining and restoring an historic home.
- Founded in 2009, the **Edmonton Heritage Council's** mandate is to:
  - provide a forum for analyzing, discussing and sharing heritage issues in Edmonton
  - advocate for a vibrant heritage community and heritage programs that benefit all Edmontonians
  - unify Edmonton's heritage community and give it a voice
  - promote the awareness and development of effective, informed and recognized heritage principles and practices.

## BEST PRACTICE CASE STUDY: VICTORIA



**Population:** 80,017

**Approximate number of sites on the Register:** ~1,100

**Heritage Conservation Area(s):** 13

**Heritage Register:** Established in 1982

**Advisory Body:** Heritage Advisory Panel

### **Incentive Tools:**

- Heritage Register
- Heritage Inventory
- Heritage Alteration Permits
- Heritage Designation Application
- Heritage Tax Incentive Program (residential and non-residential)
- Heritage Strategic Plan For The City of Victoria
- *Official Community Plan* containing *Standards and Guidelines for the Conservation of Historic Places in Canada* as well as the 13 heritage conservation areas (HCA)

**Financial Incentives:** The City of Victoria has grant programs for improvements to designated heritage houses and designated commercial, industrial, and institutional properties

### The House Grants Program:

*The House Grants Program of the Victoria Heritage Foundation (VHF) promotes the preservation of heritage-designated residences in Victoria by assisting their owners with the costs of restoration and repair of their buildings.*

*Each year, the VHF receives funds from, the City of Victoria and allocates them to homeowner applicants. Owners are restricted to one application per fiscal year per property, but a grant application may contain more than one project. If a grant is approved, the work must be completed within the calendar year.*

*The House Grants Program may cover a portion of project costs, subject to VHF priorities and the availability of funds. Applications for up to \$500 for emergency repairs are reviewed on an individual basis.*

**In 2013:**

- 53 projects totaling \$182,242 in grants were funded
- homeowners invested a minimum of \$520,691
- maximum eligible project costs was \$20,500
- grants were 35% of project costs
- the average grant was \$3,438
- for every \$1,000 grant, leverage to the community was \$2,860

**The Building Incentive Program (BIP):**

*The Building Incentive Program (BIP) (administered by the Victoria Civic Heritage Trust) provides financial assistance to owners of commercial or institutional heritage designated buildings to assist with facade restoration; structural improvements, upgrading required by building codes, and other rehabilitation costs. Grants may cover up to 50% of the cost of eligible heritage work, up to a maximum of \$50,000 per project. Grants are subject to the availability of funds and the number of applicants.*

**Tax Incentive Program for Downtown Heritage Buildings:**

*Tax exemptions up to 10 years are available to eligible owners of Downtown Heritage Designated buildings. The Tax Incentive Program (TIP) is available to offset eligible seismic upgrading costs specific to the conversion of existing space to residential uses or for the rehabilitation of existing Heritage-Designated buildings for uses other than residential, for example:*

- *Professional design and engineering reports, drawings, cost estimates, and specifications as required for the project.*
- *Seismic upgrading of building components, including Code upgrading, bracing of walls, floors, and roof systems, masonry reinforcement, affixing of cornices or other exterior architectural features to the building structure, etc.*

Projects eligible for the City of Victoria Tax Incentive Program will be subject to the following calculation:

$$\text{Term of tax exemption} = \frac{\text{Cost of seismic upgrading}}{\text{Current taxes}}$$

(# of years)

Following project completion, the project will be exempt from property taxes for the specified number of years. The actual value of the exemption will be determined by the revised assessment determined by the B. C. Assessment Authority and the current year's tax rate for each year.

*Example:*

A building being proposed for rehabilitation needs \$200,000 worth of seismic upgrading. It currently pays \$20,000 per year in property taxes. The maximum eligible term of exemption, which City Council may approve, is therefore:

$$\begin{aligned} \text{Seismic Upgrade Cost } \$200,000 &= 10 \text{ Years} \\ \text{Current Annual Taxes } \$20,000 & \end{aligned}$$

The B. C. Assessment Authority provides an estimate of the increased property assessment resulting from the rehabilitation that results in a potential increase in annual taxes to \$42,000 per year. The actual value of the exemption may amount to (estimate)  $\$42,000 \times 10 \text{ years} = \$420,000$ .

**Heritage Awareness:** Victoria Heritage Foundation, Victoria Civic Heritage Trust, *This Old House: Victoria's Heritage Neighbourhoods* Publications, The Hallmark Society, the Victoria Historical Society, the Old Cemeteries Society. Victoria also offers a number of educational programs and material available to the public including: DIY Brochures; Walking Tours; Heritage Promotional material; Conferences; University of Victoria Cultural Resource Management Program.

## BEST PRACTICE CASE STUDY: MONTREAL



**Population:** 1,680,000

**Heritage Databases** (not available in English): The Montréal heritage databases comprise hundreds of records, illustrated with period or contemporary documents, on the history and architectural or urban features of the city's buildings, heritage districts, place names and much more.

**There are four databases:** one on built heritage, one on municipal properties of heritage significance, one on the heritage of Old Montréal in detail, and one on the history of Montréal place names.

**Overall Program Description:** In Montreal, heritage means any asset or group of assets, natural or cultural, tangible or intangible, that a community recognizes for its value as a witness to history and memory, while emphasizing the need to safeguard, to protect, to adopt, to promote and to disseminate such heritage.

In May 2005, City Council adopted the *Heritage Policy*, responding to a need expressed through the decades by Montrealers and reaffirmed during the *Sommet de Montréal*.

The objective of the policy is to organize and orient the actions of the city and its partners in order to encourage the development of a collective vision and a shared responsibility for Montréal's heritage and to make heritage a lever of cultural, social and economic development. The policy envisions municipal activities in the following areas:

- Establishment of a system of organization for heritage-related actions.
- Implementation of this organization by ensuring that the city serves as a model owner and administrator.

### **Definitions of Heritage:**

Héritage Montreal - protects sites of interest beyond purely built heritage such as landscape, ecological, archaeological and commemorative value.

#### **The notion of heritage**

The city endorsed the general definition of heritage that was produced by the *Conseil du patrimoine de Montréal* and that appears in the *Énoncé d'orientation pur une politique du patrimoine* (heritage policy directional statement).



*Heritage means any asset or group of assets, natural or cultural, tangible or intangible, that a community recognizes for its value as a witness to history and memory, while emphasizing the need to safeguard, to protect, to adopt, to promote and to disseminate such heritage.*

Montréal's *Heritage Policy* takes into account natural, tangible and intangible cultural heritage, or in other words, all aspects of heritage as defined by UNESCO. The Policy thus subscribes to the major international principles employed in classifying heritage. These principles have been tailored to Montréal's particular situation, as well as to the context of the municipality's jurisdiction in order to ensure a practical implementation of the Policy, which covers the following kinds of heritage:

**Natural heritage**

Primarily consists of natural systems and sites, eco-territories, and riparian and aquatic environments. It includes Montreal's major physical, biological and hydrographical formations, as well as natural environments, thereby ensuring a balance for the plants and animals living in an urban setting.

**Tangible Cultural Heritage**

- **Public art**  
Includes all works of artwork located in urban settings, such as public squares and parks, as well as work integrated into street furniture, buildings and landscaping. Such works consist primarily of sculptures, monuments, murals and landscape features
- **Archaeological heritage**  
Includes layers of soil, remnants, unearthed artifacts and all other traces of human existence from sites in which human activities have been conducted. Such sites include structures, constructions, groups of buildings and developed areas, along with their surroundings and any artifacts associated with them.
- **Archival heritage**  
Includes plans, photographs, films, sound and computer recordings and written documents attesting to creations by a large number of people and institutions that have been active in Montreal. It comprises the documents produced or received by individuals or organizations for meeting their needs and for carrying out their activities, that were preserved for the general information such documents provide.
- **Built heritage**  
Includes different urban structures and components of these structures that are typical of Montreal, such as the network of roads, infrastructure and other components that contribute to structure the public domain, buildings and building complexes, and the distinguishing features of these sites and the various ways in which they fit into the landscape. Built heritage also includes different kinds of properties that relate to lifestyles or to specific uses within a given socio-historical context.

- **Movable heritage**  
Includes municipal collections that are artistic, archaeological, documentary, ethno-historical and scientific in nature. The category includes creative works, along with archaeological artifacts, plant and animal specimens and corporate, industrial and street furniture.
- **Landscaped heritage**  
Includes developed sites and complexes such as parks, squares and public or private gardens, prominent trees and shorelines. Such features, along with those contained in Montreal's natural, built and archaeological heritages, define the city's landscapes. These productions are the result of the combined works of nature, human beings and the achievements of certain renowned designers, and are based on a concept of landscape that comprises notions of nature and of culture, as well as the manner in which a community perceives, characterizes and identifies itself with its living space.

### ***Intangible Cultural Heritage***

Includes a body of creations, knowledge, know-how, practices, arts and extant popular traditions that pertain to any aspect of our social lives, as well as to the toots, objects or artifacts associated with them. Intangible heritage is borne in the collective memory and is handed down primarily from generation to generation through the processes of learning, observation and imitation. This form of heritage serves as a source of cultural endeavours, marks the city's identity, is preserved and is shared by a range of communities and socio-economic groups and is often referred to as "living heritage."

### **Incentives:**

#### ***Renovation a la carte***

The program encourages owners to restore components with heritage value instead of replacing them as one aspect of the program. Any individual or legal entity with a right of ownership over a building that meets the following requirements is eligible (provided all other program conditions are met):

- The building was constructed or converted into a residential or mixed-use building (a building that is both residential and commercial) at least 20 years ago.
- The average property value per unit (land and building) does not exceed the maximum amounts listed in the chart "Building Eligibility".

#### **Major Residential Renovation**

Owners are granted a percentage of the cost of work as established by the Ville de Montréal, up to the maximum eligible amount per unit, which varies according to the type of dwelling. The financial assistance can reach 75 % of the maximum eligible cost of work but the rate of financial assistance is adjusted so the owner meets at least 33 % of the total cost of the project. It is also possible to renovate buildings without rental units if it is a single-unit building (single-family home). The percentage of financial assistance is then 50 %.

For renovation projects, the maximum amount of financial assistance is \$500,000 per building. For demolition-reconstruction projects, the maximum amount granted may be higher.

**Eligibility:**

- The building was constructed or converted into a residential building at least 20 years ago.
- The building is rundown, i.e. it includes at least one important component requiring substantial renovation.
- The cost of the work required on the building exceeds the amounts fixed by the program.
- The average property value per unit—land and building—does not exceed the amounts fixed by the program (see chart "Building Eligibility")

**Assistance towards home ownership**

*Financial assistance towards home ownership to invest and live in Montréal*

With the Home Ownership Program, owners take advantage of:

- A refund of the real estate transfer tax if you are a family and you purchase an existing residential building with 2 or 3 above-ground dwelling units.

**Purchase price**

- Household without children (more than one buyer): \$250,000
- Household with at least one child: \$280,000
- Household with at least one child (family housing unit – 3 bedrooms): \$360,000

In addition, owners are entitled to receive 6 months of free public transit on purchase of a one-year OPUS full-fare pass, and to 2 Accès Montréal cards to take advantage of rebates on many activities offered in the cultural metropolis. The amount of financial assistance is \$4,500, \$10,000 or \$12,500 according to the type of household and, in some cases, the habitable floor area.

**Tools:**

**Urban Heritage Interactive Publications**

These interactive publications provide tools, tips, and strategies to help owners take care of Montreal's Urban Heritage.



*Heritage and Quality Heritage Guide, 2014*



*Heritage and Quality Heritage Guide, 2013*

**Heritage Awareness:** Montréal's Architectural Heritage Campaign, created in 1991, is an initiative of the city with the collaboration of the Héritage Montréal foundation. This annual event was designed to educate Montrealers about the importance of protecting our heritage and to recognize property owners' efforts to maintain their property.

## BEST PRACTICE CASE STUDY: SAN FRANCISCO



**Population:** 837,442

**Approximate number of sites on the Register:** 230 landmark sites; over 3,300 parcels are listed in *or determined eligible* for listing on the California Register

**Historic Districts:** 11

**Heritage Department Employees:** 14

**Heritage Program:** Established in 1967

**Overall Program Description:** In San Francisco, historic preservation is a strategy for conserving significant elements of the built environment in order to maintain a tangible physical connection to the past.

Preservation of significant historic and cultural properties is an important aspect of planning in San Francisco. Much of San Francisco's character, enjoyed by residents and visitors alike, depends on the retention of its rich historical building fabric. In practical terms, maintaining and rehabilitating older buildings and neighborhoods can mean savings in energy, time, money, and materials; preservation is an inherently "green" strategy.

The Planning Department's Historic Preservation program therefore plays an important economic, environmental, and cultural role in the ongoing development of San Francisco.

Historic Preservation program staff are responsible for a variety of tasks, including project review, environmental review, Historic Preservation Commission support, and historic and cultural resource surveys.

### **Recent Activity**

**NEW: Window Replacement Standards** The Planning Department recently developed a comprehensive guide to help property owners choose the appropriate window treatments and to efficiently apply for a permit.

**SF Heritage** (a non-profit society):

Charged to preserve and enhance San Francisco's unique architectural and cultural identity, SF Heritage aims to help manage change over time, advocating for smart growth through the protection and reuse of historic structures and landscapes. Acknowledging the symbiosis between cultural and material sustainability, SF Heritage collaborates with local, state and national partners on education, neighborhood outreach and public testimony to help preserve the built environment that defines San Francisco.

SF Heritage is a nonprofit membership organization. Since its founding in 1971, SF Heritage has built on its activist underpinnings and has dedicated itself to citywide advocacy and education. This includes special programs, regularly-scheduled tours and rental of the Haas-Lilienthal House and grounds (property donated to Heritage in 1973).

In 1971, a group of like-minded individuals concerned with the demolition of historic buildings in San Francisco formed The Foundation for San Francisco's Architectural Heritage. The group was particularly concerned with the Western Addition, which had suffered from post-war "urban renewal" policies that had leveled whole neighborhoods. Soon after its incorporation, Heritage entered into negotiations with the City of San Francisco Redevelopment Agency in cooperation with the Landmark Board to identify the best examples of remaining buildings scheduled for demolition, and to find a way to preserve them. By December 1977, Heritage was able to declare the Western Addition project substantially completed with twelve homes relocated in what may have been the largest house moving project in San Francisco history.

### ***Preserving Historic Downtown***

In the mid-1970s San Francisco entered into what would become the greatest downtown building boom since the post-1906 reconstruction. This new wave of development threatened several important historic structures including the Alaska Commercial Building and the Fitzhugh Building. Rather than fight individual conservation battles, Heritage embarked on a course of action that would lead to a comprehensive preservation policy.

The first step was to survey downtown and to identify architecturally significant structures. This survey was completed in 1978, and Heritage announced its intention to publish a summary of the findings; this became the book "Splendid Survivors: Downtown San Francisco's Architectural Heritage."

### **Historic Property Inventory**

In the early 1980s, continued erosion of the historic downtown core demonstrated that the process of educating developers, city officials and the public about the significance of San Francisco's downtown architecture was not able to get ahead of the rapid rate of development. Developers also began to focus on resources in adjacent areas, posing a threat to even more historic structures.

With a two-year \$35,000 grant from the San Francisco Foundation, SF Heritage began an extended survey into these threatened areas. Financial assistance from the National Trust for Historic Preservation allowed Heritage to contract with John M. Sanger Associates, Inc. to study the downtown conservation measures of other major cities. This study developed into Splendid Extended, an inventory of several thousand properties. In August of 1983, with the extended survey in its final stages, the City of San Francisco made the downtown plan public. Planning department staff used Heritage's survey as a principle resource, supplemented by additional research and field study, to arrive at ratings for significant structures.



**Incentives:**

- **Mills Act**

The Mills Act is an important economic incentive program available in California for use by private property owners of qualified historic buildings. Enacted by the State of California in 1976 and amended in the San Francisco Administrative Code in 1996, the Mills Act provides for a potential 50 percent reduction in property taxes on qualified historical properties in exchange for the owner's agreement to maintain and preserve the resource in accordance with standards established by the Secretary of the Interior's *Standards for the Treatment of Historic Properties*.

- **Federal Tax Credits**

A 20% Rehabilitation Tax Credit is available for the rehabilitation of income-producing properties listed individually in the National Register or as contributors to a National Register Historic District. This significant tax savings is applied only to buildings rehabilitated according to the U.S. Secretary of the Interior's Standards for Rehabilitation.

- **Preservation Easements**

Property owners can gain significant tax savings by adding a preservation easement to their historic building. This easement ensures the preservation of a property's significant architectural features while allowing the owner to still occupy and use the building. Easements also limit the future owners of a building from demolishing the building or altering it in a way that negatively impacts its architectural features. In this way, Preservation Easements provide for the permanent protection of historic buildings.

- **California Historical Building Code (CHBC)**

The CHBC provides an alternative building code for the preservation or rehabilitation of buildings designated as "historic." These regulations are intended to facilitate repair or accommodate a change of occupancy so as to preserve a historic resource's original or restored architectural features. Issues addressed by the CHBC include: use and occupancy; means of egress; archaic materials and methods of construction; fire protection; alternative accessibility provisions; mechanical, plumbing, and electrical requirements; and alternative structural regulations.

- **Preservation Loan Program (PLP)/Preservation Loan and Technical Assistance Program (PLTAP)**

Joint contract with the City of San Francisco to assist low and moderate income property owners in the restoration and rehabilitation of architecturally significant houses. Funding through the Mayor's Office of Housing and Economic Development helped set up the Preservation Loan Program (PLP) by the end of 1977. In just four years, PLP made possible the rehabilitation of nineteen significant houses in districts all over the city. Minorities and/or women heads-of-household made up 90 percent of the loan recipients.

By 1982, with the original loan pool nearly depleted, PLP shifted its focus and took a new name to reflect its new emphasis. The renamed Preservation Loan and Technical Assistance Program (PLTAP) worked increasingly with nonprofit housing development corporations on multi-unit residential rehab projects for low-to-moderate income people.

**Tools: Heritage FAQ Page:  
Examples from the San Francisco FAQ Page**

- ***Do I need a permit to replace the windows of my building?***  
Yes. A building permit to replace windows is required for every building in San Francisco, even non-historic buildings. Building permits are required for windows located on the front, rear, and sides of the building. Additional review by the Planning Department is required for all replacement windows that are visible from the street or other public right-of-way. The 2003 revised *Residential Design Guidelines* require that some property owners use historically appropriate window replacements, such as wood-sash, rather than vinyl or aluminum. The Planning Department has recently developed a comprehensive guide to help building owners choose the appropriate window treatments and to efficiently apply for a permit. For detailed information, please consult the *Window Replacement Standards*. *A reminder:* Please do not purchase replacement windows before confirming with the Planning Department that the windows can be approved. The Planning Department will not approve inappropriate replacement windows, even if they have already been purchased or installed. The Planning Department also strongly suggests repairing, rather than replacing windows.
- ***Can I add a garage to my building?***  
Inserting a new garage opening can have a major impact on a historic resource and its surrounding neighborhood. Due to this potential impact, the Planning Department reviews proposals for new garages on a case-by-case basis. In some instances garages are not approved for historic resources, particularly if the addition would negatively impact the building's character-defining features such as front yard setback, bay windows, front porches, or historic fences. More information on the procedures and criteria for adding garages are found in *Guidelines for Adding Garages and Curb Cuts*.
- ***Can I add an addition to my house?***  
A vertical or horizontal addition to any building, regardless of historic status, must conform to the *Residential Design Guidelines*. Additions to known historic resources must also meet the Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties and any applicable requirements outlined in Article 10 of the Planning Code. Generally, if an addition does not alter, change, obscure, damage, or destroy any character-defining features of a historic resource or building located within a historic district then it will be deemed in conformance. The Planning Department strongly urges project applicants to engage with a Historic Preservation Technical Specialist early in the design process, in order to identify potential limitations.
- ***Can I raise my house to add an extra story?***  
Enlarging buildings by raising them and adding a new first floor was common at one time. Many cottages throughout San Francisco were originally one to 1.5 stories in height. These modest cottages were set on wood pilings instead of solid foundations. Buildings that must be raised for seismic retrofitting or to install a foundation will be approved. However, despite historic precedents, raising buildings designated as historic resources may not be considered appropriate and all proposals will be reviewed on a case-by-case basis.

**Heritage Awareness:**

- San Francisco Architectural Heritage
- The Friends of 1800
- Victorian Alliance
- San Francisco Historical Society
- San Francisco Public Library History Center
- San Francisco Planning & Urban Research (SPUR)
- Docomomo US, Northern California chapter

## BEST PRACTICE CASE STUDY: CHICAGO



**Population:** 2,718,782

**Chicago Historic Resources Survey:** 17,000+ properties in the database

**Designated Sites:** 370; 53 landmark districts and 7 district extensions.

**Overall Program Description:** The Department of Planning and Development's Historic Preservation Division works with property owners, city departments, sister agencies, and the general public to promote the preservation of Chicago's historic resources. The division researches and prepares landmark designation reports and reviews permit applications for work on proposed and designated landmarks. It also administers the Demolition-Delay Ordinance, maintains the Chicago Historic Resources Survey, and promotes the preservation of historic buildings through incentives, preservation planning, public outreach, and technical assistance. The division staffs the Commission on Chicago Landmarks, which is responsible for recommending potential landmark designations to the City Council.

### **Policy/Strategies/Guidelines/Planning and By-Law Tools**

- **Demolition Delay Ordinance** (90 days to explore alternative options):  
The Demolition-Delay Ordinance, adopted by City Council in 2003, establishes a hold of up to 90 days in the issuance of any demolition permit for certain historic buildings so that the Department of Planning and Development can explore options, as appropriate, to preserve the building, including but not limited to landmark designation.

The ordinance applies to buildings rated "red" and "orange" in the Chicago Historic Resources Survey (CHRS). These buildings are designated on the city's zoning map. The delay period starts at the time the permit application is presented to the department's Historic Preservation Division offices and can be extended beyond the original 90 days by mutual agreement with the applicant. The purpose of the ordinance is to ensure that no important historic resource can be demolished without consideration as to whether it should and can be preserved.

**STRATEGY 1:** A separate Demolition-Delay Ordinance, adopted by City Council in 2006, establishes a delay of up to 90 days in the issuance of demolition permits for roof-top water tanks in order that the Department of Planning and Development can explore options, as appropriate, to preserve the tank. Fewer than 200 remained in the city at the time of the ordinance adoption, which applies to any wooden or metal tank that is elevated and visible from the public way. The delay period starts when the permit is presented to the department's Historic Preservation Division offices and can be extended beyond the original 90 days by mutual agreement with the applicant. Tanks that pose imminent health or safety hazards are not covered by the ordinance.

- **Landmarks Ordinance** (and the Rules and Regulations of the Commission on Chicago Landmarks) -updated May 1, 2014  
The Commission on Chicago Historical and Architectural Landmarks was created in 1957 by the City Council. It served primarily as an advisory board, whose principal purpose was to compile a list of significant buildings. In 1968, the City Council adopted a **landmarks ordinance that gave the Commission the responsibility of recommending to the Council which specific landmarks should be protected by law**. The ordinance also gave the Commission the authority to review building permits for landmarks, to ensure that any proposed alterations would not negatively affect the character of the landmark.

In 1987, the ordinance was revised to more clearly articulate the processes for landmark designation and permit review and to add an economic hardship provision for owners. The Commission also was renamed the Commission on Chicago Landmarks at that time.

In 1997 and 1999, other revisions were made to the ordinance, including regarding the status of "pending" landmarks, the waiving of permit fees for owners of landmark properties, and requiring review by the City Council of any demolitions approved by the Commission. In 2009, the Commission membership was expanded from 9 to 10 members (to add an additional ex-officio member as part of a city department reorganization).

- **Chicago Zoning Ordinance**  
Floor area bonuses for "adopting" an historic landmark

#### **Municipal Preservation Incentives/Financing**

- **Permit Fee Waive for Chicago Landmark Properties**  
Provides a tax incentive for permit issued on historic landmarks. This incentive is available for all individually landmarked buildings as well as all buildings and new construction in landmark districts. Only fees for permits for which Commission approval is required can be waived.
- **Class-L Property Tax Incentive**  
Reduces the property tax rate for 12 years for rehabilitating a landmark building in a commercial or industrial use. Must provide a minimum investment of 50% of the building's assessed value to be eligible for the incentive. The Class L property tax incentive was established to encourage the preservation and rehabilitation of landmark commercial, industrial, and income-producing non-profit buildings.

Under the Class L incentive, the assessment levels for the improvement or building portion of the assessment are reduced to 10 percent for the first 10 years, 15 percent in year 11, 20 percent in year 12, and back to the regular assessment level in year 13. The other portion of the assessment, the land portion, is also eligible for the incentive if the building has been vacant or unused continuously for the prior two years.

- **Facade Rebate Program**

For certain qualifying industrial and commercial buildings, a 30% or 50% rebate (depending on the use and type of project) of approved costs for facade renovations of up to \$5,000 per storefront or \$10,000 per industrial unit.

- **Property Tax Freeze for Historic Residences** (owner-occupied only) -

In 1983, the State of Illinois passed a statute enabling homeowners who rehabilitate their landmark property to receive a freeze on their property tax assessment for eleven years.

*Eligible buildings include:*

- A building individually listed on the National Register of Historic Places
- A Contributing building in a National Register Historic District
- A building locally designated as a Landmark
- Contributing buildings in a locally designated Historic District

The incentive freezes property taxes over an eleven-year period for rehabilitation of an owner-occupied single-family home, condo, coop unit, or multi-family building of up to 6 units, where one unit is owner-occupied.



## BEST PRACTICE CASE STUDY: MELBOURNE



**Population:** 116,431 within City administrative boundary; 4.35 million in metro area

**Heritage Conservation Program Establishment:** 1982

**Approximate number of sites on Register:** 8,000 properties listed on i-Heritage Database; >1,500 registered properties on Heritage Inventory

### **Overall Project Description:**

The City of Melbourne's heritage planning policies and initiatives date back to the early 1980s, when it commissioned the first heritage studies in the city. The Register of Historic Places, established in 1974, was already in place and the City moved quickly through the 1980s to activate a robust heritage planning and conservation program. In 1988, the Melbourne Heritage Restoration Fund was launched as a non-profit partnership between the City and State of Victoria. As an integral part of the city's planning scheme, Melbourne's heritage conservation program seeks to manage and protect identified historic places by implementing a variety of planning controls, offering financial incentives and promoting awareness through the city's i-Heritage Database. The City has recently adopted a 15-year Heritage Strategy and has also developed an Indigenous Heritage Study and Strategy (Part 1) to ensure that Indigenous sites, stories and events are together identified, managed and celebrated.

### **Program Components:**

- **Melbourne Heritage Restoration Fund:**
  - Financial incentives to help conserve and restore the heritage of the City of Melbourne for the enjoyment of the wider community
  - Managed through Victoria's Heritage Restoration Fund
- **i-Heritage Database** on city's website, which contains the following information (when available) on more than 8,000 properties, as well as **streets** and **laneways**:
  - building grading
  - architectural style
  - heritage status
  - notable features
  - statements of significance
  - historical information
  - builder
  - photograph of current building

- **Heritage Overlay** – planning controls that require permits for work undertaken on historic buildings on specific properties and in specific areas,
- **Heritage Precincts:**
  - Statements of Significance developed for each precinct, along with key attributes
  - All buildings within precinct are governed by requirements of Heritage Overlay
  - 11 Precincts developed within Capital City Zone
- **Heritage Strategy:**
  - Endorsed in 2013
  - Outlines the direction of the program over the next 15 years
  - The City has also generated a separate **Indigenous Heritage Study and Strategy** (Part 1)

## BEST PRACTICE CASE STUDY: PERTH



**Population:** 21,860 within City administrative boundary; 1.97 million in metro area

**Approximate number of sites on Register:** 260 (some sites include more than one building)

### Overall Project Description:

The award-winning heritage conservation program operated by the City of Perth is notable for its strong incentive framework for property owners, where *all* listed (on City register) properties are eligible for grants. The grants can also be used to initiate *Conservation Plans*, which help to ensure that properties are preserved/rehabilitated/restored to a high calibre. There is also a Heritage Rate Concession program that helps property owners maintain their heritage buildings, as well as loan subsidies. Transfer and Bonus density programs provide further incentives for the conservation of historic buildings. Three Heritage Conservation Areas have been established in the centre of the city.

### Program Components:

- **Heritage Grants:**
  - All rateable, heritage listed properties (on register of heritage places attached to City Planning Scheme) are eligible.
  - Grants are awarded to help assist in the conservation, understanding or use of a heritage building.
  - **Conservation Plans** are strongly encouraged before any work is undertaken, these are also **eligible for grants**; Conservation Plans are a requirement to be eligible for grants from the State (Western Australia) Heritage Council.
- **Heritage Rate Concession** – the aim of the rate concession program is to support heritage property owners in the maintenance of their buildings. The City appreciates that the discount will not cover all the costs of maintenance, but the intention is to develop this scheme to provide more practical assistance. Meanwhile, it offers owners an **incentive to conduct regular maintenance**, which will also help to secure their investment in the property and limit the chances of major expenses for future repairs
- **Heritage Loan Subsidies (State Government of Western Australia):**
  - The City of Perth is a participating Local Government Authority in the Heritage Loan Subsidy Scheme
  - The scheme offers loans at a reduced rate to successful applicants in order to **help owners of heritage properties undertake conservation works**
  - A property must be listed on the City's register in order to be eligible

- **Heritage Agreements** – define the commitments and the responsibilities of the owner and the incentives that they will receive in return; required for major incentives, such as transfer of density
- **Transfer of Density** - the City of Perth offers an incentive to conserve cultural heritage places and conservation areas by transferring a portion of unused plot ratio from a place (donor site) to a receiving site (recipient site) where the transfer will not adversely impact on the cultural heritage and general amenity of the city
- **Bonus Density** - allows Council to award additional plot ratio (density) to what is prescribed in the Planning Scheme for a development, in return for the protection of the cultural heritage significance of a heritage listed place
- **Heritage Conservation Areas:**
  - Three conservation areas in the centre city
  - King Street and William Street Conservation Areas classify properties as either 'Considerable Cultural Heritage Significance'; 'Some/Moderate Cultural Heritage Significance'; or 'Non-heritage properties'
  - The Barrack Street Conservation Area classifies properties as either 'Heritage' or 'Non-heritage'

## BEST PRACTICE CASE STUDY: SYDNEY



**Population:** 187,561 within City administrative boundary; 4.76 million in metro area  
**Approximate number of sites on Register:** 2,360

### Overall Project Description:

The City of Sydney's heritage conservation program is supported by the comprehensive Heritage Development Control Plan. Some of the major program components include: a transfer of density program (Heritage Floor Space Scheme); Heritage works without [development] consent policies; and Heritage Conservation Areas, which are spread throughout the city. The transfer of density program is designed to make heritage conservation programs financially feasible by transforming unused development potential into a transferable commodity. Providing heritage property owners with the opportunity to carry out certain works without development consent helps encourage the continued maintenance of historic buildings. Buildings within the Heritage Conservation Areas are evaluated and grouped into three categories, including Contributory, Neutral and Detracting. Buildings deemed to be Contributory can be the focus of conservation efforts within the neighbourhood.

### Program Components:

- **Heritage Development Control Plan** – provides objectives and provisions for the [conservation] of buildings with heritage significance, either individually or as part of their street or area. The aims, in relation to heritage are to:
  - Establish the framework for detailed heritage and conservation planning; and
  - Ensure that development applications for heritage items and works within heritage conservation areas and heritage streetscapes are assessed on the basis of heritage significance and desired heritage outcomes.
- **Heritage Floor Space Scheme** - provides an incentive for the conservation and ongoing maintenance of heritage items in central Sydney by allowing owners of heritage buildings to sell unused development potential from their site, known as heritage floor space (HFS):
  - When a heritage item owner completes conservation works they may be awarded HFS by the City of Sydney
  - The awarded HFS can then be sold to a site that requires it as part of an approved development application
  - The money raised offsets the cost of conserving the heritage item
  - Depending on quantum and market conditions, the current purchase price is approximately \$400 per square metre
  - Conservation Management Plan required
  - Covenant registered on title of heritage property



- **Heritage works without consent** - to make it easier for owners to maintain and repair their properties, the Sydney Local Environmental Plan specifies certain development that may be carried out to heritage items or within heritage conservation areas without the need for development consent. These works may include re-painting a building in an original or appropriate colour scheme, replacing rusty gutters and down pipes to match original details or restoring a front verandah to its original detail.
- **Heritage Conservation Areas** – established throughout City; buildings within each Area are determined to be either:
  - *Contributory*: make an important and significant contribution to the character of a heritage conservation area of heritage streetscape and have a reasonable to high degree of integrity and date from a key development period of significance. Contributory buildings are defined as buildings that are from a significant historical period layer, highly or substantially intact or significant historical period layer, altered yet recognisable and reversible.
  - *Neutral*: do not contribute or detract from the significant character of the heritage conservation area or heritage streetscape. Buildings that do not belong to a key period of significance, good contemporary infill, and development from a key period of significance, which has been irreversibly altered, are identified as neutral.
  - *Detracting*: intrusive to a heritage conservation area or heritage streetscape because of inappropriate scale, bulk, setbacks, setting or materials. They do not represent a key period of significance and detract from the character of a heritage conservation area or heritage streetscape.