



## POLICY REPORT

Report Date: March 2, 2020  
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Meeting Date: March 10, 2020

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design, and Sustainability  
SUBJECT: Heritage Action Plan - Vancouver Heritage Program

### **RECOMMENDATIONS**

- A. THAT Council receive this report as a progress update on Heritage Action Plan initiatives completed since 2013.
- B. THAT Council approve the Vancouver Heritage Program (VHP), its vision, goals and directions, as presented in this report.
- C. THAT Council repeal and replace the "*Heritage Policies and Guidelines*" with the "*Heritage Policies*" generally as set out in Appendix F.
- D. THAT Council endorse application of the *Standards and Guidelines for the Conservation of Historic Places in Canada* to apply to reviews of permit applications for properties listed on the Vancouver Heritage Register, across the City, except for the First Shaughnessy Heritage Conservation Area where specifically developed Guidelines apply.
- E. THAT Council approve, in principle, the proposed amendments to the *Subdivision By-law*, to clarify current procedures, generally as set out in Appendix E.
- F. THAT Council approve, in principle, the proposed amendments to the *Heritage Property Standards of Maintenance By-law*, generally as set out in Appendix G, to:
  - i. apply the by-law's requirements to maintain the physical condition of heritage properties across the City; and
  - ii. make consequential housekeeping amendments;

AND FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment by-laws generally in accordance with Appendices E and G.

## **REPORT SUMMARY**

In 2013, Council acknowledged that Vancouver’s heritage is highly valued by Vancouver residents, and approved the Heritage Action Plan (HAP) consisting of 14 action items to update the City’s Heritage Conservation Program (HCP). Council directed Staff to review the Program and report back on issues and gaps and to provide recommendations for improvement. Staff launched a Program review in 2014 by engaging in a community consultation process and acquiring a consultant team to provide an independent review and recommendations based on Canadian and international best practices.

Since 2013, a significant volume of HAP-related planning policy development has been processed by Staff and approved by Council, most recently the Heritage Incentive Program (RTS 12903) which was approved on March 13, 2019.

The intent of this report is:

1. To provide a progress report on the Heritage Action Plan and its substantial completion, with the exception of the Vancouver Heritage Register Upgrade action item.

(Note: The VHR Upgrade and associated Council report will be completed in 2020/21 after further community consultation, including self-directed input from x̣ẉṃə̣θ̣ḳẉə̣ỵəm (Musqueam), Sḳẉx̣ẉụ́7̣mesh (Squamish), and Ṣə̣ḷiḷẉə̣ṭə̣ł (Tsleil-Waututh) Nations, Urban Indigenous People and systemically excluded ethnocultural communities of Vancouver is received. This additional planning work requires community engagement to address Reconciliation and Equity initiatives, outlined in *Culture|Shift & Making Space for Arts and Culture* (ACCS) delivered through Vancouver Plan public consultation.)

2. To introduce the Vancouver Heritage Program with its new Vision, Goals and Directions, updated Heritage Polices, and amendments to the Heritage Property Maintenance By-law and Subdivision By-law.

## **COUNCIL AUTHORITY / PREVIOUS DECISIONS**

In 2013, Council adopted the *Heritage Action Plan* with its 14 action items to update the Heritage Conservation Program and the Vancouver Heritage Register. (RTS 10148)

In 2015, Council enacted the *Heritage Conservation Area Official Development Plan (HCA ODP)*, which designated the First Shaughnessy area as an HCA - First Shaughnessy Heritage Conservation Area (FSHCA). (RTS 10942)

In 2015, Council adopted a new First Shaughnessy District Schedule to the *Zoning and Development By-law*.

In 2015, Council adopted a new *Heritage Procedure By-law* to provide procedures for managing heritage property in the City of Vancouver.

In 2015, Council adopted the *Heritage Property Standards of Maintenance By-law* to regulate the maintenance and upkeep of protected heritage properties listed in a Schedule to the HCA ODP and of properties within an HCA.

In 2016, Council enacted a by-law to amend the *Heritage Conservation Area Official Development Plan By-law* (“HCA ODP”) in regards to the FSHCA. (RTS 11254)

In 2016, Council enacted by-laws to amend *Heritage Procedure By-law*, *Heritage Property Standards of Maintenance By-law*, First Shaughnessy District Schedule to the *Zoning and Development By-law*, and the *Zoning and Development Fees By-law*.

In 2016, Council approved a Heritage Conservation Reserve, a fund for citywide heritage conservation purposes. (RTS 11682)

In 2017, Council approved amendments to the *Zoning and Development By-law No. 3875* and to the *Downtown Official Development Plan* to allow an increase to the permitted floor area up to a maximum of 10% to be available through amenity shares for heritage conservation. (RTS 12116)

In 2019, Council approved the Heritage Incentive Program (2019-2022), and extended and expanded the Heritage Façade Rehabilitation Program (2019-2022), citywide to provide grants for heritage conservation. (RTS 12903)

In 2019, Council approved funding for a Heritage House Conservation Program managed by the Vancouver Heritage Foundation to support heritage resources that otherwise were not eligible under other City heritage incentive programs.

In 2019, Council approved the *Culture!Shift: Blanketing the City in Arts and Culture – Vancouver Culture Plan 2020-2029*, a 10-year culture plan that includes *Making Space for Arts and Culture*, the cultural infrastructure plan.

### **CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

The City Manager recommends approval of the foregoing.

## **REPORT**

### **Background/Context**

#### **Heritage Action Plan**

The Heritage Action Plan is a set of 14 Council-directed actions established in 2013 (Appendix A). Since then, Council has made a number of additional directives related to the Heritage Action Plan action items and approved directions for:

- Retention of pre-1940 houses:
  - *Green Demolition By-Law* (2014-18)
  - Pilot program to provide grants to character and heritage homeowners for energy upgrades (2015)
  - *Heritage Conservation Area Official Development Plan* and new district schedule for First Shaughnessy (2015)
  - *Heritage Procedure By-law* (2015)
  - *Heritage Property Standards of Maintenance By-law* (2015)
  - *Building Energy Retrofit Fund and Strategy for Existing Buildings* (2015-16)
  - Consideration of the designation of a Mole Hill Heritage Conservation Area (2016)

- *Energy Efficiency Updates* to Vancouver’s By-Law for Low-Rise Multi-family Residential Buildings (2017)
- RS zone amendments to incentivize the retention of character houses and houses on the heritage register (2017)
- Conservation of heritage buildings:
  - Creation of a citywide Heritage Conservation Reserve (2016)
  - Heritage amenity shares in Downtown, Broadway Corridor and the West End in exchange for contributing to the citywide Heritage Conservation Fund (2017)
  - Amendment to the Zoning and Development By-law No. 3875 (Zoning District Schedules C-3A, C-5, C-5A, C-6, RM-5, RM-5A, RM-5B, RM-5C, RM-5D) and the *Downtown Official Development Plan* to allow increase to the permitted floor area up to a maximum of 10% to be available through purchase of heritage amenity shares (2017)
  - New heritage grant programs and reinstated transfer of density (March 2019)
  - Annual grant and a new 2020-2022 Operating Agreement between COV and the Vancouver Heritage Foundation to support heritage conservation citywide (2019)
- Cultural facilities in heritage buildings:
  - *Culture/Shift: Blanketing the City in Arts and Culture, 2020-29* and *Making Space for Arts and Culture* (2019)
- Conservation of mature trees and landscape:
  - *Urban Forest Master Plan Update* (2018)

In addition, the COV Council and Park Board have approved/endorsed a number of policies and initiatives related to the living nature of our cultural heritage focused on reconciliation and cultural redress:

- *Year of Reconciliation* and endorsement of the United Nations *Declaration on the Rights of Indigenous Peoples* (2013),
- Apology for the City of Vancouver’s Role in the 1942 Internment of Japanese Canadian (2013),
- Formal acknowledgment of the unceded traditional territory of the Musqueam, Squamish and Tsleil-Waututh First Nations (2014),
- *City of Reconciliation Framework* (2014)
- *Downtown Eastside Plan* (2014); support for Japanese Canadian heritage recognition
- Canada 150+ initiatives (2017)
- Historical discrimination against Chinese people in Vancouver and Chinatown Transformation initiatives (2017)
- Mayor’s Official Apology to the Chinese Community (April 22, 2018)
- *Northeast False Creek Plan* (2018) implementation in Hogan’s Alley
- Motion to develop a report on historical discrimination against the South Asian community in Vancouver (2019)
- Supporting Revitalization of Punjabi Market district (2019)
- *Exploring Park Board’s Colonial Roots and Current Practices* (2018)

The following table provides a list of HAP action items and a completion status summary:

<b>HERITAGE ACTION PLAN</b> <b>14 Actions - 2013 (RTS 10148)</b>		<b>Completion Status</b>	<b>Achievements and Ongoing Initiatives</b>
<b>ACTION 1</b>	Clarify direction on conditional and discretionary zoning	✓	New Bulletin issued 2014, Character Home Zoning Review, amendments to RS zones, ongoing monitoring and reporting
<b>ACTION 2</b>	Simplify/streamline rezoning, development permit and Heritage Revitalization Agreement approval processes for heritage retention applications	✓	Regulation Redesign, Development and Building Services Centre Org. Review, heritage designation instead of HRA, Heritage Assessment Guidelines developed in 2019
<b>ACTION 3</b>	Increase demolition fees for pre-1940 houses	✓	Green Demolition By-law 2014
<b>ACTION 4</b>	Solicit senior government support for rehabilitation tax incentives	✓	Ongoing participation in discussions with Provincial and Federal agencies
<b>ACTION 5</b>	Update the Vancouver Heritage Register	2020/21	Vancouver Heritage Register Upgrade is in process pending further community engagement, Indigenous Nations direct input and ethnocultural communities input through planning in action with Vancouver Plan in collaboration with ACCS
<b>ACTION 6</b>	Amend RS district schedules using RT 3/6/8 district schedules as a model to encourage heritage retention	✓	Character Home Zoning Review policy work and implementation completed 2017
<b>ACTION 7</b>	Review and update the First Shaughnessy Official Development Plan	✓	Heritage Conservation Area Official Development Plan approved 2015, updated 2016
<b>ACTION 8</b>	Examine incentive program for applicability elsewhere	✓	Citywide incentives in place, Heritage Conservation Reserve established in 2016 and Heritage Amenity Shares in 2017, Heritage Incentive Program 2019
<b>ACTION 9</b>	Extend existing incentive programs in the Downtown Eastside	✓	Heritage Incentive Program, Heritage Façade Rehabilitation Program, Vancouver Heritage Foundation grants, all apply in DTES
<b>ACTION 10</b>	Develop an enhanced deconstruction strategy	✓	Green Demolition By-law 2014 / 2018
<b>ACTION 11</b>	Improve public awareness of Vancouver Building By-law amendments to facilitate heritage conservation	✓	Bulletin on Heritage Buildings 2014 (updated in 2019), Owners Guide for Heritage and Character Homes and Duplexes 2015, in-house training underway
<b>ACTION 12</b>	Develop an energy retrofit program for existing buildings	✓	Building Energy Retrofit grant program 2015, ongoing participation in the Green Building Policy for Existing

			Buildings
<b>ACTION 13</b>	Identify cultural facilities in heritage buildings	2020/21	In consultation with ACCS and Making Space for Arts and Culture, Culture I Shift report 2019, further implementation through VHR Upgrade
<b>ACTION 14</b>	Trees and landscapes	✓	Urban Forest Strategy Update, Living Systems Strategy

Table 1 – Heritage Action Plan – Completion Status

The completion of outstanding action item #5, the VHR Upgrade, will be based on principles established by the Vancouver Heritage Program as presented in this report. The VHR Upgrade will reflect an expanded meaning of heritage which includes tangible as well as intangible values. It will update evaluation methodology for heritage sites to recognize their cultural and social significance and to align heritage policy with action for Reconciliation through self-directed input from xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish), and Səlilwətał (Tsleil-Waututh) Nations, and Urban Indigenous People, and a culture redress of systemically excluded ethnocultural communities of Vancouver.

The VHR Upgrade will introduce new categories of heritage properties to align with the overall national system, a simplified ranking of properties on the Register, new values-based criteria to evaluate property and will fill gaps on the Register. It will also explore application of a web-based, user-friendly platform.

To address Reconciliation and Equity initiatives as outlined in the Council adopted *Culture/Shift & Making Space for Arts and Culture Plan (ACCS)*, including the engagement of property owners, this policy work will be processed through Vancouver Plan (in collaboration with ACCS) and its comprehensive community engagement. The budget of \$150,000 of funding for the Nations to undertake self-determined Cultural Heritage asset mapping identifying Musqueam, Squamish and Tsleil-Waututh cultural landscapes has been approved in 2019 as part of the *Culture/Shift: Blanketing the City in Arts and Culture Plan*. The VHR Upgrade will incorporate the outcomes of this self-determined Indigenous input and results from engagement with cultural communities, including systemically excluded racialized communities. The VHR Upgrade report to Council is planned for 2020/21.

Except for the VHR Upgrade and associated “identification of cultural facilities in heritage buildings”, all other action items are either completed or substantially underway through related initiatives or department work plans.

For a detailed issues analysis related to heritage actions, including recommendations from the consultant’s *Heritage Conservation Program Review* report see Appendix B.

## Heritage Conservation Program (HCP) - History and Evolution

Since the 1960s, it has been recognized that heritage resources are highly valued by both Vancouver residents and City Council and that the maintenance and protection of them may be challenging. This statement was as relevant then as it is today. It has long been and continues to be, the intention of the COV to utilize appropriate tools and approaches for the conservation of the city’s heritage resources and to follow the best practices of the day to achieve this.

The COV has kept up to date with the various changes over the last 50 years to the best practices in heritage conservation, adjusting its heritage program accordingly. The City's first formal step into heritage resource management took place in 1971 when it asked the Province to designate Gastown and Chinatown as historic areas. This was followed by a Transfer of Density from Christ Church Cathedral to a neighboring development site in 1974 and a number of Heritage Designation by-laws being passed in the 1970s. The Heritage Conservation Act was enacted by the Provincial Government in 1977 and, in 1986, the City formally established its own Heritage Conservation Program, which included a Heritage Inventory (created in 1983) and other management tools.

When the Province updated the heritage legislation in 1994, the City incorporated the new tools, including Heritage Revitalization Agreements, into the Vancouver Charter. In 2003, the City participated in updating the national Heritage Register through the Canadian Historic Places Initiative and began incorporating the principles of the *Standards and Guidelines for the Conservation of Historic Places in Canada*, a pan-Canadian document created to guide heritage conservation work in Canada.

Following is a summary of important events in the evolution of the City's heritage management policies and regulations since 1971, including the establishment of the Heritage Conservation Program in 1986:

- 1971: The Province of British Columbia designates Chinatown and Gastown as Historic Areas at the request of the City of Vancouver.
- 1983: A Heritage Inventory begins and becomes the Heritage Register in 1994.
- 1986: A Heritage Conservation Program is established in Vancouver's Centennial Year.
- 1990s: Inventories are completed for post-1940 landmarks as well as for heritage interiors.
- 2000s: Following the Provincial Heritage Branch's introduction of using historic context statements and themes for heritage planning, the City begins to apply the tools in local area plans (e.g. Marpole Plan).
- 2003: Council approves the Heritage Building Rehabilitation Program (expired in 2015) and the Heritage Façade Rehabilitation Program, incentives for heritage conservation within the DTES and begins incorporating the principles of the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- 2013: Council approves the Heritage Action Plan to renew the current Heritage Conservation Program, based on the best practices from other cities.
- 2013-14: Council endorses the United Nations *Declaration on the Rights of Indigenous People*.
- 2014: Council adopts the City of Reconciliation Framework.
- 2014-15: The *Heritage Conservation Area Official Development Plan*, including the First Shaughnessy HCA and new district schedules, is approved.
- 2016: A Heritage Conservation Reserve is established.
- 2015-17: RS zones are amended to have zoning incentives for the retention of pre-1940 character houses.
- 2017-18: Consultant studies are completed to inform and shape comprehensive updates to the Heritage Conservation Program and the Vancouver Heritage Register.
- 2018-19: The City begins using approaches to heritage in Chinatown and Hogan's Alley that centers intangible cultural heritage, or living heritage, as a way of understanding how communities and historic areas express their identity and culture, to inform approaches to community planning and urban development. The Chinatown Transformation Team is developing a Cultural Heritage and Asset Management Plan

- (CHAMP) that uses UNESCO’s Historic Urban Landscape (HUL) approach as a foundational methodology to managing Chinatown’s tangible and intangible assets.
- 2019: The City approved a city-wide Heritage Incentive Program for heritage conservation and seismic upgrades of protected heritage properties.

## **Strategic Analysis**

### **HCP - Current Status**

The HCP consists of the following three components:

1. Vancouver Heritage Register
2. Management Tools
3. Public Engagement/Awareness

#### *1. Vancouver Heritage Register*

The Vancouver Heritage Register (VHR) is an official listing of properties that Council has identified as having heritage value or character. There are 2,257 buildings and sites listed on the Heritage Register (December 10, 2019) as well as 138 parks, trees, monuments, landscape resources, streetscapes, structures, public works, and archaeological sites. The Heritage Register informs both the development and implementation of heritage planning policy and enables effective management of proposed changes to the listed properties through the City’s permit application processes. It gives notice to property owners and potential buyers that a place has heritage value. Being listed on the VHR does not result in formal heritage protection of that place, nor does it create financial liability for either the property owner or the City.

#### *2. Management Tools*

The City has a comprehensive management program to oversee and encourage the protection, restoration, and rehabilitation of historic places within the city. All the management tools are enabled by the Vancouver Charter and include the VHR, neighborhood planning, protection measures, incentives, and the establishment of the Vancouver Heritage Foundation.

The management tools can be broken down into three subsections:

- *Planning/Regulatory*  
Included in this subsection are zoning, development and other bylaws, community and neighborhood plans, heritage policies and guidelines. Some examples are Zoning District and Design Guidelines, which encourage the retention of heritage/character resources in specific neighborhoods; and the creation of protected neighborhoods where new development must be compatible with the area’s historic character (Chinatown, Gastown, Yaletown, and Shaughnessy).
- *Support*  
Included in this subsection are grant programs (current programs are: Heritage Incentive Program, Heritage Façade Rehabilitation Program, and Heritage House Conservation Program managed by the Vancouver Heritage Foundation), property tax exemption tool (currently not available), a Transfer of Density Program (re-introduced in 2019), alternate compliance methods accessible in the Vancouver Building By-law, as well as dedicated Heritage Planning staff within the Planning, Urban Design and Sustainability Department.
- *Protection*  
Included in this subsection are various legal heritage protection tools, such as heritage designation by-laws, heritage revitalization agreements, temporary protection by-laws, heritage conservation covenants, heritage alteration permits, and heritage conservation areas.



### 3. Public Engagement/Awareness

The City has a number of public engagement and awareness initiatives. These include the Heritage Register, four heritage advisory groups (Vancouver Heritage Commission, Gastown Historic Area Planning Committee, Chinatown Historic Area Planning Committee and the First Shaughnessy Advisory Design Panel), the annual Heritage Awards, the heritage plaque program, heritage home and historic district walking tours, and the Vancouver Heritage Foundation (which provides modest grants as well as heritage awareness and education through their programming). Additionally, heritage is a key topic in neighborhood planning and the public engagement associated with those initiatives.

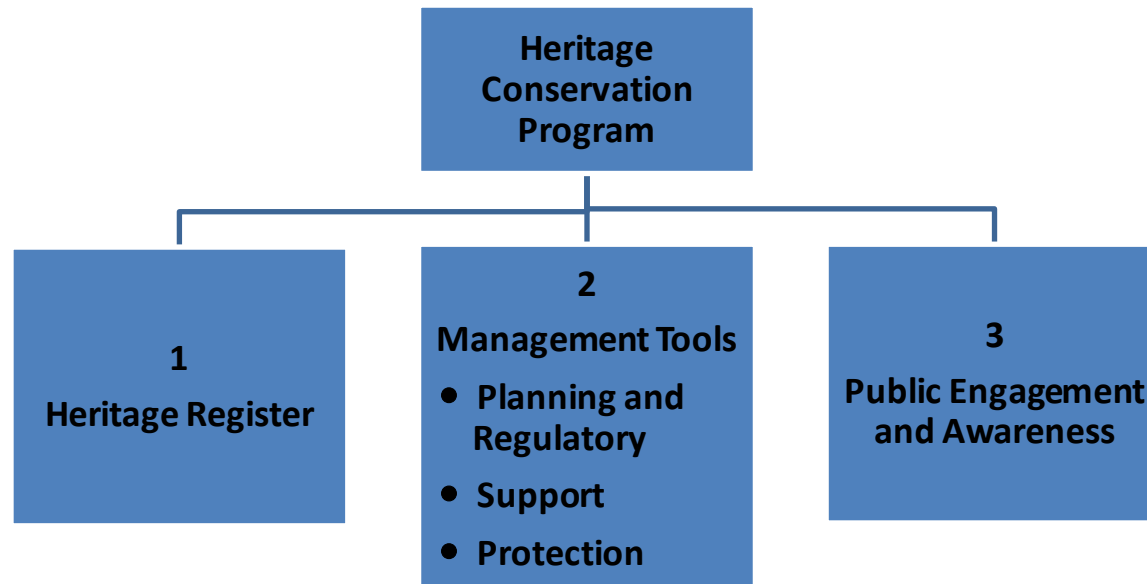


Table 2 – HCP Base Structure

Since inception, the Heritage Conservation Program was focused on developing programs and planning tools for the conservation of city’s built heritage, primarily buildings and historic neighbourhoods of the 20<sup>th</sup> century. Within that mandate it can be said that the HCP was successful albeit preferencing architectural heritage values over cultural and social values; the settler’s history over Indigenous history; the Eurocentric focus over cultural and systemically excluded racialized communities. The HCP was representative of its era. It has evolved over time and now has an opportunity for even more significant transformation.

#### **HCP - Identified Challenges**

The *Heritage Conservation Program Review Report (2017)*, staff analysis and feedback received from the consultation with internal and external stakeholders, advisory bodies and the public have identified the following challenges to the conservation of heritage resources in the city:

- a) Very high and rising land costs.
- b) The high cost of retention as compared to new construction.
- c) Contemporary market preference for new houses over heritage homes.
- d) Extended processing times and additional fees for permit applications involving building retention as compared to new construction.
- e) Onerous Vancouver Building By-law upgrade requirements.
- f) Complications and uncertainties in the underlying condition of a heritage building.
- g) Other civic priorities taking precedence over heritage conservation.

h) Insufficient incentives for heritage projects.

A few of the above listed items are found to be generally beyond the scope of the HCP review and are associated with comprehensive planning and land economic issues, for example - high land values, lack of affordable housing and land redevelopment pressures. Some of the challenges which do relate to the HCP are being, or have already been addressed; for example, in 2019, Council approved a new Heritage Incentive Program (2019-2022), expanded the Heritage Façade Rehabilitation Program citywide (2019-2022) and approved a four-year annual grant to the Vancouver Heritage Foundation to implement a Heritage House Conservation Program.

Based on community input, Staff have recognized important systemic flaws - subjects that were not fully addressed in the consultant reports:

- a) Lack of appropriate inclusion of Musqueam, Squamish and Tsleil-Waututh Nations, Indigenous Cultural Heritage and pre-settler historic period. For example, the 'Priority' sites for addition to the VHR and historic themes identified to capture the history of Vancouver are the product of primarily a colonial understanding of history and values rather than a result of working with the Indigenous Nations and Urban Indigenous population.
- b) Insufficient inclusion of communities that were identified as systemically excluded ethnocultural communities, their histories and heritage.
- c) Lack of consideration for intangible heritage values, including cultural heritage, in the consultant reports as well as within the current HCP itself.

These shortcomings will be more specifically addressed through the forthcoming comprehensive Vancouver Plan community engagement process in collaboration with ACCS and will inform the Vancouver Heritage Register Upgrade. They primarily relate to:

- a) Reconciliation with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), Səlilwətał (Tsleil-Waututh) Nations and Urban Indigenous People.
- b) Cultural redress of Vancouver's ethnocultural communities.
- c) Ability to engage with the community in a meaningful and respectful way in identifying and managing heritage values and assets.

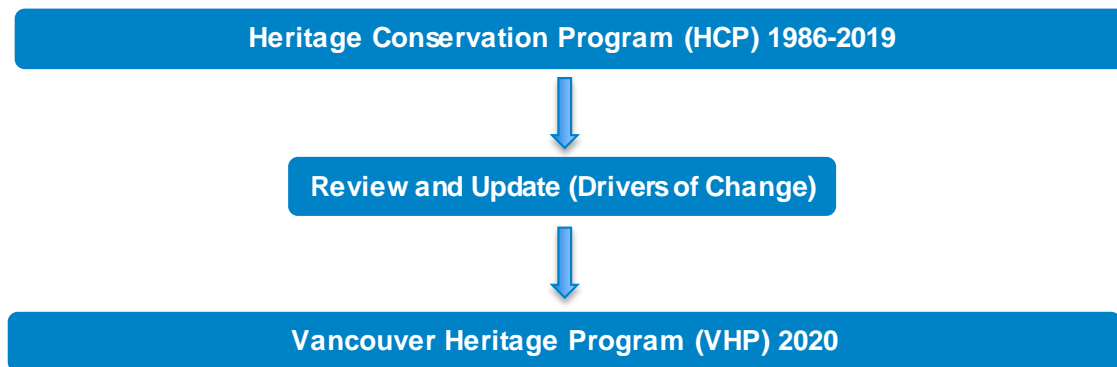
The City-solicited consultant report identified over 40 recommendations for improvement and strengthening of the existing regulations, policies, tools, and incentives in the City's HCP. Staff have reviewed, critically assessed and, together with other community-generated inputs, further developed many of the recommendations. The summary of recommended improvements to the HCP as well as the list of resulting outcomes is available in Appendix B.

### ***HCP - Moving Forward***

Although the consultant report recognized that the City of Vancouver's HCP has provided a "robust and effective platform for heritage conservation" in the past, it identified that the HCP does not have an overarching vision. To that end, the consultant team worked with the public, advisory committees and with Staff to develop a vision, a set of goals and strategic directions, for the HCP based on both local experience and global best practices. In the intervening time since this work was done in 2017, approaches to heritage conservation and to the way we define heritage value have further evolved. Reconciliation and cultural redress have become priorities. As a result, Staff have expanded the vision, goals and strategic directions to more thoroughly address identified needs, in alignment with other City's priorities and initiatives like Vancouver Plan and, *Culture / Shift and Making Space for Arts and Culture* plans.

Heritage planning and conservation have lately emerged as essential contributors to a city and community-building processes. Their belonging with the cultural and social development of a city's well-being has been established. Heritage Planning, as a discipline, has a mandate of bringing both tangible and intangible spheres of heritage values and assets closer together. In so doing, it will create opportunities to further the Truth and Reconciliation spirit. Diversity and inclusivity in identifying heritage values will bring opportunities for cultural redress and recognition of systemically excluded racialized ethnocultural communities. The new Vancouver Heritage Program (VHP) is intended to provide a more conducive heritage policy platform for further integration of heritage with citywide planning and urban development processes. Building on successes and identified challenges of the past, and best national and international practices in heritage resource management, the new VHP is based on the following six guiding principles / drivers of change:

1. Truth & Reconciliation
2. Cultural Redress
3. Cultural Heritage = Tangible + Intangible
4. Historic Urban Landscape (HUL) Planning Model
5. Standards and Guidelines for the Conservation of Historic Places in Canada
6. Sustainable Heritage Conservation (for details see Appendix C).



## Vancouver Heritage Program Vision

*The City of Vancouver’s Heritage Program recognizes that Vancouver is located on the traditional, unceded territories of the Musqueam, Squamish and Tsleil-Waututh Nations, embraces heritage of the Indigenous Nations and Vancouver’s diverse communities, and enables stewardship of heritage resources across the city while supporting sustainable development*

### Goals

RECOGNIZE A DIVERSITY OF HERITAGE VALUES  
 ENHANCE HERITAGE MANAGEMENT TOOLS  
 LINK HERITAGE TO OTHER CITY GOALS  
 PROMOTE PUBLIC AWARENESS, ENGAGEMENT & SUPPORT



- Community and land use plans and policies
- Zoning and Development By-law
- Heritage Property Standards of Maintenance By-law
- Heritage Procedure By-law
- Heritage Policies
- Heritage Guidelines
- Design Guidelines
- Cultural Policies and Guidelines
- Other by-laws (VBBL, Parking, Subdivision)

- Zoning incentives
- Transfer of Density
- Property Tax Exemption
- Grants
- Standards & Guidelines
- Statement of Significance
- Heritage Value Statements
- Heritage Assessments
- Conservation Plan
- Historic Context Statements
- Heritage Advisory Bodies
- Dedicated Heritage Staff
- Heritage, Social & Cultural Asset Mapping and Impacts

- Heritage Designation
- Heritage Revitalization Agreements
- Heritage Restoration Covenants
- Temporary Protection
- Heritage Alteration Permits
- Historic Areas
- Heritage Conservation Areas

## **VHP GOAL #1      RECOGNIZE A DIVERSITY OF HERITAGE VALUES**

*Identify, celebrate and protect a broad range of historic places, including those with social and cultural heritage significance, illustrating the rich diversity and histories of the Musqueam, Squamish, and Tsleil-Waututh Nations, and citizens of Vancouver.*

### **STRATEGIC DIRECTIONS**

- Upgrade the Vancouver Heritage Register to further a values-based understanding of historic places, including those that have value for and that represent the living history of Musqueam, Squamish, and Tsleil-Waututh Nations, histories of Urban Indigenous people, and diverse communities of Vancouver
- Enable the Vancouver Heritage Program, Heritage Register and Heritage Policies to embrace cultural heritage, including Indigenous Cultural Heritage and of systemically excluded ethnocultural communities
- Work with all communities, in particular with Musqueam, Squamish, and Tsleil-Waututh Nations, Urban Indigenous people, ethnocultural communities, and interdepartmentally, in the identification and recognition of heritage values and historic places
- Protect heritage values and historic places based on principles of diversity, inclusivity, and equity, in a meaningful and respectful way
- Continue heritage conservation support for VHR-listed sites

### **RELATED VHP COMPONENTS**

- Vancouver Heritage Register
  - Vancouver Historic Context Statements and Thematic Frameworks
  - Self-determined Indigenous Cultural/Historic Context Statements (by *Musqueam, Squamish, and Tsleil-Waututh* Nations, and Urban Indigenous people)
  - Historic Context Statements by systemically excluded ethnocultural communities
  - Statements of Significance
  - Heritage Value Statements
  - Heritage Assessments
  - Heritage Evaluations
  - Heritage, Social & Cultural Asset Mapping and Impacts

## **VHP GOAL #2      ENHANCE HERITAGE MANAGEMENT TOOLS**

*Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.*

### **STRATEGIC DIRECTIONS**

- Create supportive, inclusive and integrated policies and regulations
- Ensure effective heritage conservation incentives and tools, including appropriate tools to support intangible cultural heritage
- Provide support to pilot projects on intangible cultural heritage, such as Chinatown transformation work
- Streamline processing of heritage applications
- Review and update recruitment, training, outreach, and terms of reference for heritage advisory committees and Vancouver Heritage Commission, to ensure diverse representation and inclusive leadership roles and practices
- Develop the necessary engagement processes and support to fully engage with Musqueam, Squamish, and Tsleil-Waututh Nations, Urban Indigenous population, and systemically excluded ethnocultural communities

### **RELATED VHP COMPONENTS**

- Planning and regulatory tools
  - Community and land use plans and policies
  - Zoning and Development By-law
  - Heritage Property Standards of Maintenance By-law
  - Heritage Procedure By-law
  - Heritage Policies, Guidelines, Procedures and Bulletins
  - Other by-laws (VBBL, Parking, Subdivision)
- Support tools
  - Zoning incentives
  - Transfer of Density
  - Grants
  - Property Tax Exemption
  - Standards & Guidelines for the Conservation of Historic Places in Canada
  - Statement of Significance
  - Heritage Assessments
  - Heritage Value Statements
  - Conservation Plan
  - Heritage, Social & Cultural Asset Mapping and Impacts
  - Heritage Advisory Committees
  - Vancouver Heritage Commission
  - Dedicated Heritage staff (Heritage Planning)

- Protection tools
  - Heritage Designation
  - Heritage Revitalization Agreements
  - Heritage Conservation Covenants
  - Temporary Protection
  - Heritage Alteration Permits
  - HA zones and design guidelines
  - Heritage Conservation Areas

### **VHP GOAL #3      LINK HERITAGE TO OTHER CITY GOALS**

*Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives.*

#### **STRATEGIC DIRECTIONS**

- Implement Reconciliation, equity, inclusion and cultural heritage objectives and goals (*Making Space for Arts and Culture* and *CultureIShift*)
- Embed Vancouver Heritage Program guiding principles, goals and directions into all COV planning activities
- Work together with Arts, Culture and Community Services (ACCS) to develop cross-departmental approaches that include intangible cultural heritage in heritage planning
- Integrate heritage planning with community planning, urban design and urban development processes
- Support achieving multiple sustainability outcomes through heritage conservation and integrated design processes
- Improve stewardship of City-owned heritage resources

#### **RELATED VHP COMPONENTS**

- Community plans (e.g. Chinatown, Vancouver Plan, Broadway Plan, *CultureIShift Plan*, *Making Space for Arts and Culture*)
- City initiatives:(e.g. Gastown Streets Complete, Stanley Park Master Plan, Punjabi Market, Powell Street, Delamont Park, Granville Street)
- Other City strategies (e.g. Greenest City Strategy, Housing Vancouver Strategy)
- Statements of Significance and heritage conservation plans for City-owned heritage resources
- Historic Urban Landscape (HUL) Planning Model and Planning Tools

## **VHP GOAL #4 PROMOTE PUBLIC AWARENESS, ENGAGEMENT & SUPPORT**

*Promote and support the celebration and protection of the city's heritage values and historic places (tangible and intangible heritage), and its living cultural heritage. Provide opportunities for a broad spectrum of public education and awareness.*

### **STRATEGIC DIRECTIONS**

- Promote and support Truth & Reconciliation and Indigenous Cultural Heritage
- Support the writing and telling of Indigenous history by Indigenous Peoples
- Promote and support cultural redress and celebrate diverse cultural histories
- Promote understanding of arts and cultural heritage (tangible and intangible)
- Improve heritage awareness, inclusive leadership practices and opportunities, and engagement programs, tools and resources
- Maximize strategic community partnerships to build greater public awareness, engagement and support for heritage of all communities

### **RELATED VHP COMPONENTS**

- Heritage information on the city website
- Partnership with Musqueam, Squamish, and Tsleil-Waututh Nations, Urban Indigenous people, and systemically excluded ethnocultural communities and marginalized community groups
- Heritage plaques
- Heritage awards
- Heritage public advisory committees
- Vancouver Heritage Commission
- Vancouver Heritage Foundation

### **Heritage Policies**

The City's *Heritage Policies and Guidelines* was adopted in 1986 and has been amended a number of times, most recently in 2002. Since then, heritage planning has evolved into a more complex planning environment, necessitating a more comprehensive update of heritage policies. In addition, the City has undergone a Regulations Redesign initiative in order to simplify, reduce and create a more efficient planning regulatory framework. To achieve both, it is proposed that the *Heritage Policies and Guidelines* be replaced with a new *Heritage Policies* which would extract and separate guidelines and procedures from the policy content (Appendix F). The goal is to create a clear, up-to-date and user-friendly set of policies that would provide reliable directions to property owners, professional consultants, and staff involved in heritage conservation projects or related planning activities. The table below provides a summary of the old *Heritage Policies and Guidelines* (proposed to be rescinded) and compares its content to the proposed new *Heritage Policies*.



Heritage Policies (New)	Heritage Policies and Guidelines (Old)	Rationale
Table of Contents	N/A	Provides clarity, new formatting
Background and Context	N/A	<ul style="list-style-type: none"> <li>• Recognizes importance of heritage to Vancouver residents and reaffirms Council's commitment to heritage</li> <li>• Relates the <i>Heritage Policies</i> to the <i>Vancouver Heritage Program, Reconciliation</i>, cultural redress and inclusion of tangible and intangible heritage values and assets as an overarching policy context</li> </ul>
Intent	N/A	<ul style="list-style-type: none"> <li>• Lists key heritage policies</li> </ul>
Definitions	N/A	<ul style="list-style-type: none"> <li>• Defines the heritage terminology</li> </ul>
1. Identification of Heritage Property	The Vancouver Heritage Register (replaced)	<ul style="list-style-type: none"> <li>• References the <i>Vancouver Heritage Register</i></li> <li>• Lists key requirements for addition to the <i>VHR</i></li> </ul>
2. Protection	Policy on Heritage Designation	<p>Replaced and expanded to:</p> <ul style="list-style-type: none"> <li>• Provides policies related to the use of the <i>Vancouver Charter</i>-enabled heritage protection tools: <ul style="list-style-type: none"> <li>○ <i>Heritage Designation By-law</i></li> <li>○ <i>Heritage Revitalization Agreement</i></li> <li>○ <i>Covenant Section 219</i></li> </ul> </li> </ul>
3. Conservation of Heritage Property	N/A	<ul style="list-style-type: none"> <li>• Refers to application of <i>Standards and Guidelines, Zoning District Schedules and Design Guidelines</i></li> <li>• Establishes requirement of <i>SOS and Conservation Plan</i> for <i>VHR</i> listed properties</li> <li>• Establishes requirement of <i>Conservation Plan and Completion Status Report /Statement</i> for protected heritage properties and those receiving incentives for heritage retention and conservation</li> <li>• Establishes non-support for façade-only retention except in special circumstances involving loss of building's structure to fire or earthquake</li> <li>• Defines the extent of the roof-top addition in relation to the height of the heritage building; one-storey addition on up to three-stories heritage building; up to two-storey addition on heritage building of four or more storeys</li> <li>• Establishes non-support for a roof-top addition which necessitates removal of heritage building's primary structure</li> <li>• Allows for consideration of side or rear addition to a heritage property</li> <li>• Establishes that construction costs related to new additions are not eligible for incentives</li> </ul>
4. Rezoning of Heritage Property	N/A	<p>Introduces policies:</p> <ul style="list-style-type: none"> <li>• Rezoning of a site should not result in the demolition or severe alteration of any building on the <i>VHR</i></li> <li>• A site occupied by a protected heritage property (designated) or listed on a schedule in the <i>Historic Conservation Area Official Development Plan (HCAODP)</i> should not be considered for rezoning if the proposal would result in its demolition or severe alteration</li> <li>• Heritage property on a rezoning site must be retained and conserved, and legally protected (designated) through the rezoning process</li> </ul>
5. Transfer of Density	N/A	<p>Confirms availability of:</p> <ul style="list-style-type: none"> <li>• Transfer of density to a rezoning site of up to 10%</li> </ul>

		<p>for market residential rezoning</p> <ul style="list-style-type: none"> <li>• Transfer of density of up to 10% to a new developments in certain zoning districts</li> <li>• If no density available in the <i>Density Bank</i>, <i>Heritage Amenity Shares</i> should be considered instead</li> </ul>
6. Demolition of Heritage Property	Demolition of a Category “A” Building	<p>Confirms and expands:</p> <ul style="list-style-type: none"> <li>• No permit should be issued for demolition of heritage property until a development permit for new development has been issued</li> <li>• Prior to consideration of demolition of “A” listed heritage building, a structural condition assessment and economic viability study to retain and conserve the building, including the calculation of density bonus should be provided to the DOP (w as in the old policy too)</li> </ul>
N/A	Landscaping Adjacent to Heritage Buildings	Deleted
N/A	Development Permit Guidelines	Deleted and replaced with the next section
7. Incentives for Heritage Retention and Conservation	N/A	<p>Confirms:</p> <ul style="list-style-type: none"> <li>• Variances, relaxations and other discretionary approvals, including bonus density may be available in exchange for protection and conservation</li> <li>• DOP and DPB are to give special attention to heritage property w hen considering conditional uses or other discretionary approvals or variances in order to ensure retention and conservation of heritage property w henever possible</li> </ul>
Proforma Analysis and Calculation of Density		<p>Establishes proforma requirements:</p> <ul style="list-style-type: none"> <li>• Proforma may be required w hen relaxations, variances, bonus density or other conditional approvals are sought</li> <li>• Only costs related to heritage conservation and protection are eligible for consideration</li> <li>• The existing floor area of a heritage building may be exempt from payment of <i>Development Cost Levies (DCL)</i></li> </ul> <p>Establishes proforma exemption:</p> <ul style="list-style-type: none"> <li>• Applications for increased density of up to 10% beyond permitted, for a site containing a heritage property, is exempt from a proforma review , if in the opinion of the DOP, the equivalent cumulative value of variances and discretionary approvals, including density bonus, does not provide an undue benefit to the site.</li> <li>• For the purpose of calculation of 10% bonus, the DOP may limit the site area eligible for 10% density bonus consideration to the parcel or parcels upon w hich the heritage property is currently sited</li> </ul>

### Heritage Property Standards of Maintenance By-law No. 11351- Amendments

The *Heritage Property Standards of Maintenance By-law* was enacted in 2015 to ensure the long-term maintenance and upkeep of protected heritage property and property within a heritage conservation area. Only properties that are listed in a Schedule to the *Heritage Conservation Area*

*Official Development Plan (HCA ODP)*, with the *First Shaughnessy Conservation Area* being the only conservation area in the ODP, and properties that may not have been listed but are located within the boundaries of the *First Shaughnessy HCA* are subject to the provisions of this by-law.

In 2016, Council adopted the *Heritage Property Standards of Maintenance By-law* amendments to update its content but its application remained unchanged.

In the Administrative Report RTS 10942 in 2015, staff have envisioned extending its applicability to protected heritage properties citywide as part of the Heritage Program review. In this report, it is proposed to extend the application of the *Heritage Property Standards of Maintenance By-law* to apply to all protected heritage properties citywide. If approved, this would uphold general heritage conservation objectives and potentially reduce “demolition through neglect” of protected heritage properties throughout the city. The application of the amended by-law would not affect property values or create an additional economic burden to property owners. (Appendix G).

### **Subdivision By-law No. 5208 - Amendments**

Proposed amendments to the Subdivision By-law are limited to Section 2.1 (Definitions) to clarify meaning of terms “Heritage value” and “Protected heritage property” and Section 9.8 where sentence (e) is added to enable the Approving Officer to refuse to approve a subdivision which would result in the loss of heritage value or demolition of a heritage resource listed on the VHR and/or legally protected (Appendix E).

### **Public Engagement & Consultation Activities**

Public engagement and consultation on the Heritage Action Plan have been ongoing since 2014. Since, a robust public consultation program has been implemented which has provided a diversity of in-person and online opportunities for the public and key stakeholders to get involved, learn more, and provide their feedback. Through this multi-faceted process, a high level of engagement has been achieved.

Between 2014 and 2019, consultation events gathered feedback for Heritage Action Plan initiatives many of which have since been approved by Council, specifically the First Shaughnessy Heritage Conservation Area (2015), the Incentives for Character Home Retention in RS Zones (2017), the Heritage Incentive Program (2019) and also an informed Heritage Conservation Program Review and the development of the Vancouver Heritage Register Upgrade (proposed to be shifted to the Vancouver Plan engagement).

Highlights of the various engagement initiatives during 2014-2019, consultation period are summarized below. For more information refer to the table in Appendix H.

### **Stakeholder & Advisory Group Consultation**

- Staff regularly attended meetings to provide information and gather feedback from the following civic advisory bodies and community groups:
  - Vancouver Heritage Commission
  - Gastown Historic Area Planning Committee
  - Chinatown Historic Area Planning Committee
  - First Shaughnessy Advisory Design Panel
  - Vancouver City Planning Commission

- Vancouver Heritage Foundation
- Heritage Vancouver Society
- Fifteen meetings were held with the Heritage Action Plan Public Advisory Committee composed of representatives from Greater Vancouver Homebuilders, Urban Development Institute, and the Real Estate Board of Vancouver, Heritage Vancouver Society, and Vancouver Heritage Foundation.
- Most recently, in 2019 the following meetings were held:
  - Vancouver Heritage Commission
  - Vancouver City Planning Commission
  - Heritage Vancouver Society
  - Vancouver Heritage Foundation
  - Gastown Historic Area Planning Committee
  - Chinatown Historic Area Planning Committee
  - Urban Indigenous Peoples' Advisory Committee

There were also a number of additional interdepartmental meetings and consultations with senior City staff.

### ***Peer Review Panel***

A Peer Review Panel was established, consisting of eight members including staff from the Musqueam, Squamish, and Tseil-Waututh First Nations, as well as academics, historians, and heritage professionals to provide feedback on the consultants' reports. The consultation process was found incomplete as it did not result in Indigenous Nations' feedback or meaningful feedback from historically wronged communities. To rectify this, the processing of the Vancouver Heritage Register Upgrade has been rescheduled for late 2020/21 in order to allow for meaningful and respectful consultation with the Musqueam, Squamish and Tseil-Waututh Nations, Urban Indigenous People and systemically excluded ethnocultural communities. The existing Vancouver Historic Context Statement and Thematic Framework study prepared by heritage consultants have not included a self-directed Indigenous Cultural Statements development or other contributions with an equivalent content, which were to be prepared by Indigenous heritage consultants under the guidance of the Indigenous Nations. This content, once available, will be instrumental in finalizing the Heritage Register Upgrade and associated Council Report.

### ***Public Open Houses***

- In 2015 and 2017, six Public Open Houses were held with over 700 attendees in total. All open houses were facilitated by City staff (including multilingual staff) to engage with participants on the presented content. Information, ideas, and concerns were shared through one-on-one engagement and informal group discussions.

### ***Questionnaires***

- Three questionnaires consisting of multiple-choice and open-ended questions on attitudes toward heritage in the city and proposed directions for the Heritage Conservation Program Review were distributed online and in hard-copy at the open houses held in 2015 and 2017. A total of nearly 2000 responses were received. A full summary of the 2017 questionnaire responses is attached as Appendix H.

### ***Internal Consultation***

- An internal technical team consisting of City staff from was assembled to advise Heritage Staff on the feasibility of proposed changes to the Heritage Conservation Program. Staff involved in the technical team represented the following departments and divisions:
  - Archives

- Arts, Culture & Community Services
- Board of Parks & Recreation
- Communications
- Development, Building & Licensing
- Engineering
- Finance
- Housing
- Indigenous Relations
- Planning
- Real Estate & Facilities Management
- Legal
- In 2018-2020 Heritage Staff conducted internal workshops with other City staff from the following departments and divisions:
  - Arts, Culture & Community Services
  - Board of Parks & Recreation
  - City Manager’s Office
  - Communications
  - Development, Building & Licensing
  - Engineering
  - Planning
  - Sustainability
  - Legal

### ***Feedback Summary***

Early in the consultation period (2014-2016), staff gathered feedback on attitudes toward heritage in the city. Results of this indicated that heritage places are strongly valued and there is significant support for their conservation. Furthermore, heritage buildings are particularly valued for their contribution to a “sense of place” as an expression of culture they represent.

In the period 2017-2020, staff gathered feedback on emerging directions for the Heritage Conservation Program Review, including the draft Vision, Goals and Strategic Directions. Both public and stakeholder consultation suggested that a majority agreed with these, or agreed with minor revisions (refer to 2017 Consultation Summary and motions from Civic Advisory Bodies in Appendix I). Some common themes revealed through this process include the following:

- Support for an evolving understanding of heritage and inclusion of historically wronged and underrepresented communities.
- Increase of the visibility of Indigenous Cultural Heritage and its tangible aspects.
- Suggestions on the inclusion of social and cultural themes as critical to a wholesome understanding of heritage.
- Support for the integration of heritage into community planning.
- Strong desire for improved clarity and flexibility in the development review process for heritage applications.

### ***Financial***

Approval and timing of programs and specific projects to support implementation of the vision, goal and direction of the Vancouver Heritage Program will continue to be brought forward as part of the City’s long-term financial planning and budget processes.

## **Legal**

Part XXVIII of the Vancouver Charter authorizes City Council to adopt by-law and policies in relation to heritage conservation.

## **CONCLUSION**

Since 2013, significant HAP-related policy development has been accomplished and approved by Council. The outstanding component, the Vancouver Heritage Register Upgrade, is planned for processing in 2020/21. To complete the VHR Upgrade, a self-directed Musqueam, Squamish and Tsleil-Waututh Nations' input, as well as Urban Indigenous peoples' feedback would need to be received. Further, self-determined input from historically excluded communities of Vancouver would also be required. The comprehensive public and community involvement will be sought through the Vancouver Plan engagement process and in alignment with the *Culture/Shift & Making Space for Arts and Culture Plan*.

The proposed Vancouver Heritage Program (VHP) reaffirms that our collective heritage values and assets are essential for the well-being of Vancouver's diverse communities. The VHP is in alignment with major city initiatives including the *Culture/Shift & Making Space for Arts and Culture* (ACCS) as well as with national and international best practices. The Program will provide an up-to-date platform for inclusive and balanced consideration of heritage values, both tangible and intangible, including Musqueam, Squamish and Tsleil-Waututh Nations', as well as Urban Indigenous peoples' self-expressed histories and cultural heritage. The VHP will enable tools and processes for meaningful and respectful stewardship of heritage resources and integration of heritage planning with citywide planning activities. Accompanying the new Vancouver Heritage Program are proposals for amendments to the *Heritage Property Standards of Maintenance and Subdivision By-laws*, as well as the updated *Heritage Policies*.

The General Manager of Planning, Urban Design and Sustainability supports the proposed updated Vancouver Heritage Program with its vision, goals, and strategic directions, the new *Heritage Policies* and proposed amendment By-laws.

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## 1. Heritage Action Plan - Council Decisions

On May 15, 2013, Council passed this motion:

WHEREAS:

1. Heritage buildings are highly valued by Vancouver residents, and an important component of neighbourhood character;
2. There are many pressures on retention of both commercial and residential buildings in Vancouver;
3. The City of Vancouver is required to compensate building owners for heritage designations by the Province under the provisions of the Vancouver Charter;
4. The City has tools in place, such as Heritage Revitalization Agreements and Heritage Density Transfers,
5. The Vancouver Heritage Register has not been updated since it was adopted in 1986.

THEREFORE BE IT RESOLVED that staff report back to Council on:

- The role of the City in retaining or protecting privately-owned heritage buildings;
- Existing heritage retention programs and information on how they are performing;
- The use of deconstruction, both to preserve heritage features and divert waste from landfill;
- How heritage is defined for the purpose of these programs;
- Potential improvements to these programs, based on best practices in other cities.

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On December 4, 2013 Council passed this motion which refers to 14 HAP action items:

THAT the Committee recommend to Council:

A. THAT Council approve the Heritage Action Plan to update the City's existing Heritage Conservation Program as outlined in the Policy Report dated November 26, 2013, entitled "Heritage Action Plan to Update Vancouver's Heritage Conservation Program";

FURTHER THAT staff proceed immediately with the "Quick Start Actions" described in the above-noted Policy Report;

FURTHER THAT where heritage resources of particular community or cultural significance are at risk, the Director of Planning may consider measures beyond conditional zoning where it would assist community objectives for heritage preservation, subject to approval by Council after a public hearing; and that this policy specifically apply to the Hollywood Theatre;

FURTHER THAT staff report back to Council with the Terms of Reference for the Heritage Action Plan, and particularly with respect to Quick Start Actions 3, 6 and 9, as set out in the above-noted Policy Report, ensuring that the work program includes an independent review and public consultation in developing measures, including incentives, to enhance the protection of heritage homes in single family neighbourhoods;

AND FURTHER THAT Council approve a budget of up to \$450,000 to cover staff and consultant costs to complete the “Quick Start and Medium to Longer-term” components of the Heritage Action Plan described in the above-noted Policy Report. \$285,000 will be funded from the 2014 operating budget, and \$165,000 will be brought forward as part of the 2015 operating budget.

B. THAT the Heritage Building Rehabilitation Program (HBRP) for the Downtown Eastside be extended until the end of 2015.

C. THAT staff, as part of the heritage register update, identify distinct areas of heritage value, particularly areas with high numbers of demolitions of pre-1940s heritage and character homes, and recommend to Council amendments to existing RS zoning to address the loss of this neighbourhood heritage character.

CARRIED UNANIMOUSLY

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**2. HAP – Council Established Action Items – Summary**

<b>HERITAGE ACTION PLAN - RTS 10148 - 2013</b>	
<b>Action Items – Summary</b>	
<b>ACTION 1</b>	Clarify direction on conditional and discretionary zoning
<b>ACTION 2</b>	Simplify/streamline rezoning, development permit and Heritage Revitalization Agreement approval processes for heritage retention applications
<b>ACTION 3</b>	Increase demolition fees for pre-1940 houses
<b>ACTION 4</b>	Solicit senior government support for rehabilitation tax incentives
<b>ACTION 5</b>	Update the Vancouver Heritage Register
<b>ACTION 6</b>	Amend RS district schedules using RT 3/6/8 district schedules as a model to encourage heritage retention
<b>ACTION 7</b>	Review and update the First Shaughnessy Official Development Plan
<b>ACTION 8</b>	Examine incentive program for applicability elsewhere
<b>ACTION 9</b>	Extend existing incentive programs in the Downtown Eastside
<b>ACTION 10</b>	Develop an enhanced deconstruction strategy
<b>ACTION 11</b>	Improve public awareness of Vancouver Building By-law amendments to facilitate heritage conservation
<b>ACTION 12</b>	Develop an energy retrofit program for existing buildings
<b>ACTION 13</b>	Identify cultural facilities in heritage buildings
<b>ACTION 14</b>	Trees and landscapes

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**Heritage Conservation Program Review  
Summary of Consultant Recommendations with Implementation Status and Explanation**

#	Consultant Report Recommendation	Goals and Strategic Directions or Principles	Staff Comment and Status
1	Introduce 'threshold' checklist early in the inquiry process to provide clarity of what documentation (Evaluation/SOS/ CP/HRA) is required, based upon building condition, and at what density increase (threshold) level.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>Staff has developed a help guide to heritage applications to supplement the information available in application forms and to clarify the process.</p> <p><i>Status: complete</i></p>
2	<i>Proforma</i> should only be accepted at one point in the permitting process.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>A Pro forma is subject to clarification and negotiation and its content may change to reflect project scope changes during the DP process, making this recommendation difficult to implement. However, the Pro forma may be required in a very limited number of cases in the future.</p> <p><i>Status: complete</i></p>
3	Clarify density increase thresholds (consider raising interim, [ $<10\%$ density increase] <i>pro forma</i> exemption to apply to projects increasing density by less than 12-15%; or at least consider making the interim exemption permanent on a <i>Short-term priority basis</i> ).	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>It is recommended in this report that the existing practice of shortening the permit process for small and medium-scale projects involving property on the heritage register through the adoption of the interim policy on <i>proforma</i> exemptions for up to 10% bonus density in RS and RT zones be implemented as a new permanent policy.</p> <p><i>Status: to be implemented as part of this report</i></p>
4	Ensure that the application process is clearly defined and is explained on the City's website noting that each project has its own peculiarities.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>The Regulation Review team is reviewing and simplifying land use regulations, policies and processes, and making it easier to locate the associated information on the website.</p> <p><i>Status: underway</i></p>
5	Consider offering permit fee discounts to help incentivize	<p><b>Goal #2:</b> Provide leadership through</p>	<p>Staff undertook a comprehensive review of</p>

	heritage retention projects, recognizing civic budget implications.	clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations and policies.	permit fees for all applications and Council approved in 2017-18, to increase staff and improve services.  <i>Status: complete</i>
6	Accelerate processing times for heritage/character retention projects by prioritizing them and ensuring they do not take longer than outright projects.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Streamline processing of heritage applications.	Staff developed guidelines to clarify requirements for Heritage Evaluations, SOSs, and Conservation Plans, and for staff processing of applications, as well as those applying for permits. <i>Status: complete</i> Character House Incentives in RS Zones is underway.
7	Hire additional Staff to help process permits; consider dedicated Heritage Staff that deal directly with heritage permits, including plan checkers, project facilitators, and inspectors, recognizing this has civic budget implications.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	Staffing levels have been increased and Development, Building and Licensing, and Planning, Development and Sustainability are reviewing their teams and workflow. The heritage planning team has identified requirements for additional staff.  <i>Status: underway</i>
8	Provide heritage training for staff involved in heritage permit processing and increase industry (architects, builders, etc.) literacy regarding the process.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	<ul style="list-style-type: none"> <li>•The Building Bulletin, “Conservation of Heritage Buildings and Compliance with Vancouver’s Building By-law” was issued, in 2014, to help applicants and clients understand the intention and use the alternative compliance method in the VBBL.</li> <li>•City staff and Vancouver Heritage Foundation partnered to develop the help guide, “An Introduction for Homeowners to the 2014 Vancouver Building By-law: One and Two Family Homes Heritage and Character”, which was published and launched in 2015.</li> <li>•Staff will begin Heritage 101 training for Development and Building Services in 2020.</li> </ul> <i>Status: complete (first 2 points) and underway (last</i>

			<i>point)</i>
9	Move to a <i>certified professional system</i> for sign off on major maintenance/repair permits recognizing there could be an additional cost to applicants.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations and policies.	Supported whenever there is an initiative from the applicant, but the formal requirement of a certified professional system is not required at this time.  <i>Status: complete</i>
10	Consider zoning updates to certain single-family areas to better encourage retention of pre-1940 heritage and character homes	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	<ul style="list-style-type: none"> <li>•Staff completed policy work on the Character Home Zoning Review in 2017.</li> <li>•Continuing actions to address the consultant recommendation is through the implementation stage of the Character Home Zoning Review, i.e. development applications for RS sites.</li> </ul> <i>Status: complete (point 1) and underway (point 2)</i>
11	Maintain certain non-conforming uses of heritage buildings (such as corner stores) by introducing more flexibility around the creative use/reuse of heritage buildings in certain areas; this can be addressed through HRAs.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations and policies.	This approach is currently in place.  <i>Status: complete</i>
12	Eliminate (or at least reduce) extra permit fees (currently starting at \$732.00 each) for evaluation/review of an Alternate Solution/Minor Relaxation for retention projects, recognizing this has civic budget implications.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Ensure effective heritage conservation incentives.	Staff undertook a comprehensive review of permit fees for all applications and Council approved new fee schedules, in 2017-18, to increase staff and improve services.  <i>Status: complete</i>
13	Ensure realistic expectations as to the level of upgrading that can be achieved before heritage character is completely compromised, including life safety, seismic and energy-efficiency upgrades. Building staff, including Inspectors, should be involved at the inquiry stage to ensure a consensus	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	The pre-submittal process has been improved to include an early heritage review; interdepartmental review and early feedback has been implemented to avoid loss of heritage values at later stages of the project.  <i>Status: complete</i>

	on these expectations.		
14	Consider, in consultation with Building staff, a new fire and life safety review process for heritage (and potentially character) buildings.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Create supportive regulations and policies.</p>	<p>It is recommended in this report that Council approves amendments to the Building Bulletin 2014-0007-BU, “Conservation of Heritage Buildings and Compliance with Vancouver’s Building By-law (VBBL)”, to clarify existing practices of the Chief Building Officer in the alternative compliance method application.</p> <p><i>Status: to be implemented as part of this report</i></p>
15	Appoint dedicated staff to heritage applications, recognizing this has civic budget implications. Ensure adequate staff training in heritage issues.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>Staffing levels are being reviewed and coordinated in preparation for the City-wide Plan. Heritage planning team requirements are being considered for 2020.</p> <p><i>Status: underway</i></p>
16	Consider the development of a Rehabilitation Subcode, which is even more streamlined than Part 11 of the VBBL, and can apply to historic or existing buildings, or both.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Create supportive regulations and policies.</p>	<p>Currently, Part 11 of the VBBL, with additional CBO’s discretion, can support heritage conservation; a rehabilitation subcode is not required at this time.</p> <p><i>Status: complete</i></p>
17	Heritage/character reviews should occur before a subdivision is approved.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>This has been put into place. Completion of the Character Home Zoning Review and related application process improvements such as the Character Assessment Checklist and dedicated website also contribute.</p> <p><i>Status: complete</i></p>
18	Amend the Subdivision bylaw to instruct the Approving Officer to not approve subdivision applications that would result in the loss of heritage or character	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage</p>	<p>It is recommended in this report to confirm the existing practice, through amendments to the Subdivision By-law, of the Approving Officer to deny</p>

	buildings.	conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	approval for a subdivision application that may result in the loss of the heritage value of a property that is on the heritage register or that is a protected heritage property. <i>Status: to be implemented as part of this report</i>
19	Update the <i>Heritage Policies and Guidelines</i> document to include all heritage policies including reference to applicable by-laws such as heritage Procedure By-law (or feed into a new <i>Heritage Strategy</i> ).	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations and policies.	It is recommended in this report that the <i>Heritage Policy and Guidelines</i> document be amended to enable effective updating of the Heritage Conservation Program.  <i>Status: to be implemented as part of this report</i>
20	<i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> (Parks Canada, 2010) should be formally adopted by the Council for citywide application.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	It is recommended in this report that the existing practice of using the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> for all projects involving property on the heritage register and protected heritage property should apply citywide, through amendments to the Council-adopted Heritage Policies and Guidelines.  <i>Status: to be implemented as part of this report</i>
21	Extend the application of the Heritage Property Standards of Maintenance Bylaw to all designated heritage properties across the city.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.  <b>Strategic Direction:</b> Create supportive regulations and policies.	It is recommended in this report that all owners of protected heritage properties citywide should maintain the physical conditions of their buildings, which are public amenities, through an amendment to the Heritage Property Standards of Maintenance By-law. <i>Status: to be implemented as part of this report</i>
22	Study the potential cost/benefit for other areas in the city to adopt an HCA, including Gastown, Chinatown, Japantown/Railtown, Yaletown, Mole Hill,	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.	The integration of heritage planning with community planning is underway. One key aspect of community heritage planning is the area management of historic and cultural districts and the

	Delamont Park, Granville Island, the 800-1200 block of Granville Street, the South Granville apartment district and Commercial Drive, etc.	<b>Strategic Direction:</b> Create supportive regulations and policies.	designation of heritage conservation areas. The City-wide Plan, with its anticipated robust consultation process, will be instrumental in identifying priority areas for consideration and possible implementation of HAs or HCAs. <i>Status: underway</i>
23	Elevate heritage policies into a cohesive <i>Heritage Strategy</i> on the same plane as the <i>Greenest City Action Plan</i> , <i>Housing Vancouver Strategy</i> , etc. A new <i>Heritage Strategy</i> should include benchmarks/ targets, as well as regular reporting back to determine effectiveness.	<b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives.  <b>Strategic Direction:</b> Integrate heritage with urban design and community planning.	The integration of heritage planning with community planning is already in place through collaborative work with other planning teams on a number of current initiatives. It is recommended in this report to shift from developing a city-wide heritage strategy to a component under the City-wide Plan, where the first component would be an upgraded Vancouver Heritage Register, improved heritage evaluation process, the inclusion of cultural and intangible values as well as the integration of Indigenous cultural heritage. This is underway and planned for 2020. <i>Status: to be implemented as part of this report</i>
24	Adopt the new Vision, Goals and Strategic Directions for the Heritage Conservation Program (to appear either in the existing document or the new <i>Heritage Strategy</i> ).	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations and policies.	It is recommended in this report that the Heritage Conservation Program adopts the Vision, Goals and Strategic Directions.  <i>Status: to be implemented as part of this report</i>
25	Change to 'premium cost approach' rather than 'Encumbered/Unencumbered' incentive calculations, including the transfer of density.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Create supportive regulations	This report is recommending policy and procedures to confirm the existing practice of using the 'premium cost approach' to calculate heritage conservation costs in pro forma analyses.  <i>Status: to be implemented as</i>

		and policies.	<i>part of this report</i>
26	For all projects where heritage incentives are offered or heritage sign-off is required as part of a heritage site application, ensure that accredited/ certified professionals be required to provide heritage consulting services.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Create supportive regulations and policies.</p>	Any project with a contractual obligation to deliver heritage conservation, and, in particular, when incentives are negotiated, is subject to a completion status report prepared by a qualified and/or certified heritage consultant. <i>Status: complete</i>
27	The Board of Parks and Recreation, Vancouver School Board, Vancouver Fire, and Rescue Services, Planning Department, Engineering Department, and Cultural Services should be consulted to determine how to more effectively work together for the common goal of better civic heritage stewardship.	<p><b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives.</p> <p><b>Strategic Direction:</b> Steward the conservation of City-owned heritage resources.</p>	Staff is working closely with identified parties to implement a process for timely SOSs, heritage evaluations and conservation plans for city-owned heritage properties. (1) Completion of SOSs for City-owned sites on the heritage register is envisioned with the VHR Upgrade Program in 2020. (2) Inclusion of heritage conservation plans in project charters for COV facility renewal projects has been implemented. <i>Status: to be implemented as part of this report (1) and Underway (2)</i>
28	City departments, agencies or boards responsible for managing heritage resources should develop a stewardship strategy/ plan for heritage resources that each manages.	<p><b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives.</p> <p><b>Strategic Direction:</b> Steward the conservation of City-owned heritage resources.</p>	This process has been initiated and heritage staff continue to build expectations towards improving stewardship strategies for City-owned / managed heritage resources.  <i>Status: complete / underway</i>
29	Develop Statements of Significance (Step 1) for all City-owned sites on the Heritage Register and the Conservation Plans (Step 2) for City-owned heritage sites when work that requires a Development	<p><b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and</p>	Step 1 - To be accomplished through the Vancouver Heritage Register Upgrade in 2020, subject to the approval of additional funding for a heritage consultant (Indigenous Cultural Heritage input and heritage evaluation

	and/or Building Permit is undertaken.	strive for outcomes that balance multiple objectives. <b>Strategic Direction:</b> Steward the conservation of City-owned heritage resources.	/ SOS consultant). Step 2 - This process is in place with Facilities/ RES, Parks Board, and ACCS Department. <b>Status: complete / underway</b>
30	Historic features in the public realm, including monuments, pavements, and street furnishings, should be surveyed/identified, inventoried and flagged within the City's internal systems to ensure they are appropriately identified for future conservation.	<b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives. <b>Strategic Direction:</b> Steward the conservation of City-owned heritage resources.	Staff will be consolidating the information in Planning and Engineering systems on historic features in the public realm and setting up a routine for the inter-departmental decision-making on maintenance, repairs, removal, and replacement of these elements.  <b>Status: underway</b>
31	Identify budget requirements for the conservation of City-owned and managed heritage sites.	<b>Goal #3:</b> Acknowledge the environmental, social, cultural and economic benefits of heritage conservation. Leverage heritage conservation to meet other City goals and strive for outcomes that balance multiple objectives. <b>Strategic Direction:</b> Steward the conservation of City-owned heritage resources.	The budget for ongoing maintenance and capital improvement projects, including conservation, is part of the City's Capital Budget /Plan.  <b>Status: complete</b>
32	Develop a plan/process to allocate [transfer of] density, as an incentive for heritage conservation, annually.	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Ensure effective heritage conservation incentives.	Staff developed a plan to reintroduce the transfer of density from newly designated heritage sites in Chinatown, Gastown, Hastings Corridor and Victory Square, which Council approved in March 2019. <b>Status: complete</b>
33	When the Transfer of Density program is re-instated, ensure that the creation of new density is based on the previous year's absorption [Council reports 2009 and 2013].	<b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives. <b>Strategic Direction:</b> Ensure effective heritage conservation incentives.	There is a limit of 80,000 sq.ft. annually which is lower than the previous year's absorption rate, to ensure program viability throughout the term of 4 years. Staff is proceeding with the initial year for the transfer of density and will report back in 2020.



			<i>Status: complete</i>
34	Consider fully decoupling Designations and HRAs to reduce processing times and requirements; a Heritage Designation and an HRA provide equivalent heritage protection measures; however, Designations within HRAs should still be considered in cases where future development potential is not fully realized or future, area-wide density increases may occur.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Streamline processing of heritage applications.</p>	<p>Use of heritage designations to shorten the permit process has been put into place.</p> <p><i>Status: complete</i></p>
35	Review and restructure incentive programs for heritage conservation in DTES - focused on heritage premium costs; the program(s) should not offer full shortfall costs in the future. Refer also to Recommendation 10.3. [25]	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>This report is recommending policy and procedures to confirm the existing practice of using the 'premium cost approach' to calculate heritage conservation costs in pro forma analyses.</p> <p><i>Status: to be implemented as part of this report</i></p>
36	Study the potential costs/benefits of HCAs for Gastown and Chinatown (versus HA-zoning).	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>It is understood that the current Historic Areas of Chinatown and Gastown do not require additional protection through Heritage Conservation Area implementation.</p> <p><i>Status: complete</i></p>
37	Provide incentive programs to heritage properties city-wide	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>In March 2019 Council approved the Heritage Incentive Program and Heritage Façade Rehabilitation Program for city-wide application.</p> <p><i>Status: complete</i></p>
38	Establish a heritage incentive/grant fund with a minimum of \$500,000 available per year, recognizing this requires a significant budget allocation.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage</p>	<p>In March 2019, Council approved funding for implementation of the VHF Heritage House Conservation Program of \$300,000 annually over a 4-year term (Capital Plan 2019 - 2022)</p>

		conservation incentives.	<i>Status: complete</i>
39	Appoint the Vancouver Heritage Foundation as the external grant administrator.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>In March 2019, Council approved the grant and appointed the VHF to manage and implement the Heritage House Conservation Program.</p> <p><i>Status: complete</i></p>
40	Tie incentives (beyond HFRP/HBRP) for unreinforced, heritage masonry buildings to seismic upgrade requirements.	<p><b>Goal #2:</b> Provide leadership through clear and consistent heritage policies, effective heritage management tools, and meaningful heritage conservation incentives.</p> <p><b>Strategic Direction:</b> Ensure effective heritage conservation incentives.</p>	<p>In March 2019, Council approved the Heritage Incentive Program for heritage conservation and seismic upgrades of unreinforced masonry citywide.</p> <p><i>Status: complete</i></p>

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## Heritage Action Plan – Issues Analysis - Actions Items and Recommendations

The Heritage Action Plan is a set of 14 Council-directed actions. All of the actions are either completed or substantially underway through related initiatives or department work plans, as outlined in Appendix B. An issues analysis is provided in relation to consultant recommendations in the *Heritage Conservation Program Review* and *Heritage Register System Plan* consultant reports, including achievements, work in progress and proposed amendments to heritage-related by-laws, policies, and bulletins.

### Action 1: Clarify Direction on Conditional and Discretionary Zoning

The consultant report did not have specific advice on conditional uses and discretionary zoning.

#### Issue 1.1: Conditional Uses and Discretion in RS Zones

HAP status: complete

- A bulletin on “Heritage or Character Buildings Review Interim Procedure” was developed and issued, in 2014, which reaffirms a longstanding policy to give special attention to property on the heritage register when approving conditional uses.
- Completion of the Character Home Zoning Review which included citywide amendments to RS zones to add conditional uses and discretion for new development as incentives to retain more pre-1940 and other “character houses”.

#### Issue 1.2: Conditional and Discretionary Zoning Citywide

Council has a longstanding citywide policy in the Council-adopted Heritage Policies and Guidelines to prioritize the retention of property on the heritage register in the consideration of development permit applications under conditional uses in zoning and rezoning to CD-1 zones.

HAP status: complete / underway

- Regulation Review is identifying zoning regulations that are complex and could be simplified including Director of Planning discretion for conditional uses and variances.

### Action 2: Simplify and Streamline Rezoning, Development Permit and Heritage Revitalization Agreement Approval Processes for Heritage Retention Applications

#### Issue 2.1: Review Permit Application Fees

Consultant study:

- Recommendation 5: Consider offering permit fee discounts to help incentivize heritage retention.
- Recommendation 12: Eliminate or reduce extra permit fees for review of VBBL alternative compliance method for heritage and character retention projects, recognizing this has budget implications for the City.

HAP status: complete

- Staff undertook a comprehensive review of permit fees for all applications and Council approved increased fee schedules, in 2017-18, to increase staff and improve services.

### Issue 2.2: Dedicated and Well-Trained Staff

#### Consultant study:

- Recommendation 7: Hire additional staff to help process permits. Consider dedicated heritage staff for building permits, including plan checkers, project facilitators, and inspectors.
- Recommendation 15: Ensure adequate staff training in heritage issues.

#### HAP status: complete / underway

- Staffing levels have been increased and Development, Building and Licensing, and Planning, Development and Sustainability are reviewing their teams and workflow.

Heritage planning team requires additional staff.

### Issue 2.3: Greater Assistance and Information

#### Consultant study:

- Recommendation 1: Introduce a checklist to provide clarity on what is required.
- Recommendation 4: Ensure that application processes are clearly explained on the City website.

#### HAP status: complete / underway

- Staff has developed a help guide to heritage applications to supplement the information available in application forms and to clarify the process.
- Regulation Review team is reviewing and simplifying land use regulations, policies and processes, and making it easier to locate the associated information on the website.

### Issue 2.4: Better Retention of Historic Features

#### Consultant study:

- Recommendation 13: Ensure realistic expectations about the level of energy efficiency, seismic and life safety upgrading that can be achieved before heritage character is completely compromised. Building staff, including inspectors, should be involved at the enquiry stage to ensure a consensus on these expectations.
- Recommendation 14: Consider a new fire and life safety review process for heritage buildings.
- Recommendation 16: Consider the development of a Rehabilitation Subcode that is more streamlined than Part 11 of the Vancouver Building By-law and can apply to historic or existing buildings or to both.

All three recommendations are intended to reduce the loss of historic features that can occur when heritage buildings are required to comply with the *Vancouver Building By-law*. Life safety is a necessity and these requirements must be met. However, the VBBL has an 'alternative compliance method', through which the Chief Building Officer may approve the compliance of heritage buildings with VBBL requirements, while also retaining the heritage value and historic features of heritage buildings.

Heritage buildings make challenging projects in which the full assessment of physical conditions is often discovered onsite at the construction stage. As a result, it is frequently necessary to change a heritage conservation plan that was legally secured as a condition of rezoning or development permit approval and these decisions are made onsite. Due to the loss of historic features in this process, the consultant is recommending an overhaul of regulations for historic buildings, which would be a complex, lengthy and expensive undertaking. Staff are taking some immediate steps through improvements to the on-site coordination between staff and applicant teams.

HAP status: complete / underway

- Staff are developing a new checklist for building inspectors to use as part of existing steps for site visits to coordinate the review and approval of changes from a legally secured heritage conservation plan with heritage staff and applicant project teams.

Next steps: amend the building bulletin (proposed in this report)

- Staff recommend that Council further clarify existing practices of the Chief Building Officer in the alternative compliance method for the *Vancouver Building By-law*, through approval of amendments to the Building Bulletin 14-0007-BU, "*Compliance of Heritage Buildings with the Vancouver Building By-law*", as presented in Appendix D.

#### Issue 2.5: Supportive Policies and Procedures

Consultant study:

- Recommendation 2: *Pro forma* analysis should be required at only one point in permit processes.
- Recommendation 3: Consider raising the 10% bonus density threshold for *pro forma* exemptions or change the interim policy to a permanent policy.
- Recommendation 6: Ensure processing times for heritage sites and character buildings projects are competitive with outright projects.
- Recommendation 17: Heritage and character-building review should occur before approval of the subdivision.
- Recommendation 18: Amend the *Subdivision By-law* to state that the Approving Officer will not approve subdivision applications that would result in the loss of heritage or character buildings.
- Recommendation 20: *Standards and Guidelines for the Conservation of Historic Places in Canada* should be adopted citywide.
- Recommendation 21: Extend the Heritage Property Standards of Maintenance By-law to protected heritage properties citywide.
- Recommendation 34: Use heritage designation instead of heritage revitalization agreements to shorten the process to protect property on the heritage register.

HAP status: complete

- Use of heritage designations to shorten the permit process has been put into place.
- Completion of the Character Home Zoning Review, and related application process improvements such as the Character Assessment Checklist and a dedicated website.

Next steps: amend by-laws and policies and procedures (proposed in this report)

- Staff recommend that Council:

- Confirm the existing practice of shortening the permit process for small and medium-scale projects involving property on the heritage register through the adoption of the interim policy on pro forma exemptions for up to 10% bonus density in RS and RT zones as a new permanent policy, as presented in Appendix D.
- Confirm the existing practice of using the *Standards and Guidelines for the Conservation of Historic Places in Canada* for all projects involving property on the heritage register and protected heritage property, through amendments to the Council-adopted *Heritage Policies and Guidelines*, as presented in Appendix D.
- Provide more clarity to existing policies to prioritize properties on the heritage register through the adoption of a new policy that rezoning should not result in the demolition of property listed on the heritage register, as presented in Appendix D.
- Confirm the existing practice of the Approving Officer to deny approval for a subdivision application that may result in the loss of the heritage value of a property on the heritage register or a protected heritage property through amendments to the *Subdivision By-law*, as presented in Appendix D.
- Provide clarity to all owners of protected heritage property to maintain the physical conditions of their buildings, which are public amenities, through an amendment to the *Heritage Property Standards of Maintenance By-law* to extend its provisions to protected heritage properties citywide.

### **Action 3: Increase Demolition Fees for Pre-1940 Houses**

#### Issue 3.1: Discourage Demolition of Pre-1940 Homes

The consultant report did not have specific advice on increased fees or other measures to discourage demolition of pre-1940 houses.

Staff reoriented this action to developing the enhanced deconstruction strategy (Action 10) and reclamation and recycling of materials after determining that fees are less feasible and effective as deterrents against the demolition of pre-1940 houses.

HAP status: complete and ongoing work

- Creation of the *Green Demolition By-law*, including new requirements to deconstruct all demolished pre-1940 houses and reuse and/or recycle 90% of their salvaged materials, which were adopted in 2014.
- Amendments to the by-law that expanded the requirements for deconstruction and construction waste salvage to include pre-1950 houses and duplexes, in 2018.
- Staff are exploring the expansion of the Green Demolition By-law to other uses and building typologies and classes, such as apartments and small commercial buildings.

### **Action 4: Solicit Senior Government Support for Rehabilitation Tax Incentives**

#### Issue 4.1: Supportive Income Tax Deductions

The consultant report did not have specific advice on provincial and federal income tax deductions for heritage conservation capital projects.

HAP status: underway

- Planning staff are involved in ongoing provincial and national discussions on income tax deductions for physical improvements to properties on the heritage register and heritage properties owned by First Peoples, which are led by the Heritage Society of British Columbia (Heritage BC) and National Trust for Canada (formerly Heritage Canada).

## **Action 5: Update the Vancouver Heritage Register**

### Issue 5.1: New Categories and Criteria

Consultant study:

- Recommendation 41: Adopt revised heritage register evaluation criteria and rankings.
- Recommendation 42: Reorganize the heritage register according to the four categories recognized by Parks Canada – buildings, cultural landscapes, engineering works, and archaeological sites – and divide the heritage register into ‘protected sites’ and ‘unprotected sites’.

HAP status: underway

- Staff have reviewed the revised criteria and made refinements that were tested by the Vancouver Heritage Commission over a six-month period from June to December 2018.
- A focused Council report on the heritage register update is forthcoming in 2020/21 which will propose new categories for sites, and the evaluation and selection criteria.
- VHR upgrade to include an expanded meaning of heritage to include cultural heritage.

### Issue 5.2: Citywide History and Themes

Consultant study:

- Recommendation 45: Continue to prepare neighborhood-level Historic Context Statements and Thematic Frameworks.
- Recommendation 46: Adopt the citywide Historic Context Statement and Thematic Framework, and review and update as required.
- Recommendation 47: Undertake ongoing analysis of sites on the Heritage Register based on the citywide themes.
- Recommendation 48: Undertake ongoing analysis of sites on the Heritage Register based on the citywide themes.

HAP status: underway

- Planning staff have reviewed and received comments on the consultant studies on the history and historical themes with Indigenous planners and other staff working with cultural communities and heritage at the City and Park Board Planning and Design.

Next steps: Vancouver Plan

- Working with the Musqueam, Squamish and Tsleil-Waututh Nations and Vancouver's communities to explore our colonial roots and represent cultural diversity in history and meaningful action for redress and reconciliation will be addressed as part of Vancouver Plan in partnership with ACCS and in alignment with recently approved (2019) ACCS *Culture|Shift: Blanketing the City in Arts and Culture*.

#### Issue 5.3: Gap Analysis and Priority Sites

Consultant study:

- Recommendation 43: Add the identified 'Priority' sites to the heritage register for underrepresented places and themes.
- Recommendation 44: Continue to update the heritage register through community input and the addition of significant sites.
- Recommendation 49: Monitor and update the heritage register on a regular, cyclical basis.

The consultant has provided a list of over 300 'Priority' sites for addition to the heritage register that fills gaps in under-represented cultural communities, neighborhoods, periods of settlement, styles, and types of building (e.g. rental apartments, historic stores).

HAP status: underway

- Staff will begin to explore discussions with property owners and the broader community dialogue with approximately 55 'Priority' sites located within the Broadway Plan study area.

### **Action 6: Amend RS District Schedules Using RT 3/6/8 District Schedules to Encourage Heritage Retention**

#### Issue 6.1: Incentives for Retention of Pre-1940 Houses in RS Zones

Consultant study:

- Recommendation 10: Consider zoning updates to single-family areas to encourage the retention of pre-1940 heritage and character homes.

HAP status: complete

- Staff completed policy work on the Character Home Zoning Review in 2017.
- Continuing actions to address the consultant recommendation are through the implementation stage of the Character Home Zoning Review, i.e. development applications for RS sites.

### **Action 7: Review and Update the First Shaughnessy Official Development Plan**

#### Issue 7.1: Heritage Conservation in First Shaughnessy Neighbourhood

As the consultant study was completed after the creation of the First Shaughnessy Heritage Conservation Area (FSHCA), no recommendations were included for the neighborhood.



HAP status: complete

- The *Heritage Conservation Area Official Development Plan*, including the designation of First Shaughnessy HCA and amended zone district schedules for First Shaughnessy, have been developed and approved in 2015.

## **Action 8: Examine Incentive Program for Applicability Elsewhere**

### Issue 8.1: Creation of Heritage Grant Fund

Consultant study:

- Recommendation 38: Establish a heritage grant fund with a minimum of \$500,000 available per year, recognizing this will require a significant budget allocation.
- Recommendation 39: Appoint the Vancouver Heritage Foundation as the external administrator for heritage grants.

HAP status: complete

- The creation of a citywide Heritage Conservation Reserve was approved in 2016.
- Amendments were made to the Downtown District and some C and RM zones to enable the existing up to 10% bonus density for heritage in these areas to be achievable in exchange for monetary contributions to the Fund (heritage amenity shares purchase), in 2017.
- Council approved new heritage grant programs, as presented in the dedicated Council report (RTS 12903) in March 2019, which including the approval of the Vancouver Heritage Foundation as an external administrator for one of three grant programs with an annual grant of \$300,000 (2019-2022).

### Issue 8.2: Citywide Incentives and Criteria

Consultant study:

- Recommendation 26: For all projects where heritage incentives are offered, ensure that certified professionals be required to provide heritage consultant services.
- Recommendation 37: Provide incentives programs to heritage properties citywide.
- Recommendation 40: Tie heritage incentives for unreinforced masonry buildings to requirements for seismic upgrades.

HAP status: complete / underway

- Staff developed two citywide incentives programs and associated criteria as described in a dedicated Council report (RTS 12903).
- As directed by Council, staff will roll out the heritage incentive programs and report back after the first year for staff intake and Council approval of grant applications, 2019-2020.

### Issue 8.3: Heritage Site Transfer of Density

Consultant study:

- Recommendation 32: Develop a plan/process to allocate Transfer of Density as an incentive for heritage conservation, annually.
- Recommendation 33: For Transfer of Density, ensure the creation of new density is based on the previous year rate of absorption.

HAP status: complete / underway

- Staff developed a plan to reintroduce the transfer of density from newly designated heritage sites in Chinatown, Gastown, Hastings Corridor and Victory Square, which Council also approved in March 2019.
- Staff will proceed with the initial year for the transfer of density and report back in 2020.

#### Issue 8.4: Calculation Method for Incentives

Consultant study:

- Recommendation 25: Change to 'premium cost approach' (vs. 'encumbered' and 'unencumbered') for Transfer of Density, and all incentives.

HAP status: complete / underway

- Staff are preparing policies and procedures to confirm the existing practice of using the 'premium cost approach' to calculate heritage conservation costs in pro forma analyses.

### **Action 9: Extend Existing Incentive Programs in the Downtown Eastside**

#### Issue 9.1: Heritage Incentives for the Downtown Eastside

Consultant study:

- Recommendation 35: Review and update the incentive program for the Downtown Eastside, which should not cover full shortfall costs in the future.

HAP status: complete

- The Downtown Eastside is included in the catchment for reinstated transfer of density and citywide heritage incentive program as outlined under Action 8.

### **Action 10: Develop an Enhanced Deconstruction Strategy**

The consultant study had no specific recommendations for the deconstruction of historic buildings or the salvage of materials. This action is completed as outlined under Action 3.

### **Action 11: Improve Public Awareness of *Vancouver Building By-law* Amendments to Facilitate Heritage Conservation**

#### Issue 11.1: Familiarity with the Vancouver Building By-law

Consultant study:

- Recommendation 8: Provide training for staff involved in applications for heritage sites and increase industry (architects, builders) literacy about the permit process.

HAP status: complete and ongoing work

- The Building Bulletin, “*Conservation of Heritage Buildings and Compliance with Vancouver’s Building By-law*” was issued, in 2016, to help applicants and clients understand the intention and use the alternative compliance method in the VBBL.
- City staff and Vancouver Heritage Foundation partnered to develop the help guide, “*An Introduction for Homeowners to the 2014 Vancouver Building By-law: One and Two Family Homes Heritage and Character*”, which was published and launched in 2015.
- Staff have begun Heritage 101 training for Development and Building Services in 2019.

## **Action 12: Develop an Energy Retrofit Program for Existing Buildings**

### Issue 12.1: Heritage and Green Rehabilitation

The consultant study had no specific recommendations for energy retrofits.

HAP status: complete and ongoing

- Staff have developed the Energy Retrofit Pilot Program to provide grants to character and heritage house owners for energy efficiency, which was approved in 2015.
- Vancouver Heritage Foundation is administrating the pilot program for the City and both received a provincial Heritage BC Recognition Award for this outreach program, in 2016.
- Staff are continuing work on heritage and green rehabilitation through the Green Building Policy for Existing Buildings.

## **Action 13: Identify Cultural Facilities in Heritage Buildings**

### Issue 13.1: Retention of Existing Cultural Facilities and Heritage Buildings

The consultant study had no specific recommendations for cultural facilities except for City-owned heritage sites, which are addressed under the following section on “Further Actions”.

HAP status: complete / underway

- Council approved *Making Space for Arts and Culture: Cultural Infrastructure Plan* in 2018 and is being integrated into *Culture/Shift*.
- Expand meaning of heritage to include cultural heritage, including intangible and tangible arts and cultural heritage.
- PDS staff work with ACCS staff in developing criteria for heritage evaluation to better reflect cultural heritage (tangible and intangible) for the purpose of adding sites to the VHR.

### Issue 13.2: Preservation of Cultural Space

The consultant study had no specific recommendations for cultural space or community-serving space in historic buildings.

HAP status: complete / underway

- The *Culture/Shift* includes recommendations for the preservation of arts and cultural spaces (tangible and intangible) in existing buildings as well as new development.

- Council approved *Culture/Shift: Blanketing the City in Arts and Culture, Vancouver Culture Plan 2020-2029* with the embedded *Making Space for Arts and Culture* in 2019 (RTS 13175).
- *Making Space for Arts and Culture* included recommendations to prioritize cultural heritage by incorporating cultural heritage into the City Heritage Program including heritage statements, registry and incentives, and other mechanisms to further support preservation of cultural spaces.

## **Action 14: Mature Trees and Landscapes**

### Issue 14.1: Trees and Landscape on Private Property

The consultant study had no specific advice for mature trees and landscape on private property.

HAP status: complete / underway

- Staff are developing the Living Systems Strategy which will include policies and actions for retention of mature trees and landscape on private land.

### Issue 14.2: Trees and Urban Forests on Public Lands

The consultant study did not have recommendations for trees and urban forests on public lands.

HAP status: complete

- Vancouver Park Board has completed, and approved, the *Urban Forest Strategy: 2018 Update* which will guide protection and management of trees and forests on public land.

## **2. Further Actions**

### Action A: Civic Stewardship

#### Issue A.1: Integrated Management

Consultant study:

- Recommendation 27: The Board of Parks and Recreation, Vancouver School Board, Vancouver Fire and Rescue Services, Engineering and Cultural Services should be consulted on ways to coordinate heritage stewardship.
- Recommendation 29: Use statements of significance and heritage conservation plans for City-owned sites on the heritage register.
- Recommendation 31: Identify budget requirements for the conservation of City-owned and managed heritage sites.

HAP status: underway

- Complete Statements of Significance for City-owned sites on the heritage register.
- Conduct heritage evaluation for sites that are not on the Register but identified for heritage potential.
- Include heritage conservation plans in project charters for facility renewal projects.

#### Issue A.2: Public Realm Historic Features

Consultant study:

- Recommendation 30: Historic features in the public realm, (e.g. monuments and street pavers) should be identified, inventoried, monitored and coordinated in internal systems to achieve conservation.

HAP status: underway

- Staff will be consolidating the information in Planning and Engineering systems on historic features in the public realm and setting up a routine for the inter-departmental decision-making on maintenance, repairs, removal, and replacement of these elements.

### Action B: Community Heritage Planning

#### Issue B.1: Historic and Cultural Districts

Consultant study:

- Recommendation 22: Study the cost/benefit for other Heritage Conservation Areas, such as Gastown, Chinatown, Powell Street Area (Japantown), Yaletown, Mole Hill, Delamont Park, Granville Island, Granville Street 800-1200 blocks and South Granville apartment districts, Main Street, Commercial Drive, etc.
- Recommendation 36: Study the potential costs/benefits of Heritage Conservation Areas (versus HA-zoning) for Chinatown and Gastown.

The consultant report recommends that heritage policy be approached as an integral component of planning at all scales of city building from site to street to special areas. One key aspect of community heritage planning is the area management of historic and cultural districts and the designation of heritage conservation areas is a commonly used tool to manage change to clusters of heritage buildings including the forms and character of building additions and infill.

There are a number of historic districts identified in this report for consideration in citywide and area plans and expansion of the *Heritage Conservation Area Official Development Plan (2015)*.

HAP status: underway

- Council directed staff, in 2016, to undertake a study on the creation of a Mole Hill HCA.
- Downtown Eastside Plan (2014) implementation includes acting on the existing policy to explore an HCA for the Powell Street Area ('Historic Japantown').
- Renewal of Granville Street between Drake and Robson is an existing policy for Downtown, including the management of changes to heritage and historic buildings.
- Chinatown Transformation projects were launched in 2017 with a broader focus on community-based planning informed by cultural heritage. Amended HA-1 zoning was adopted in 2018 towards area management. The Chinatown Transformation Team is developing a Cultural Heritage and Asset Management Plan (CHAMP) that uses UNESCO's Historic Urban Landscape (HUL) approach as a foundational methodology to managing change in the neighbourhood.
- Broadway Plan is considering the impact of land-use change on the preservation of community assets in the study area, which includes Delamont Park and Main Street.

## Issue B.2: Integrated Heritage Planning

### Consultant study:

- Recommendation 19: Update the Heritage Policies and Guidelines document to include all existing heritage policies, or feed into a new Heritage Strategy.
- Recommendation 23: Elevate heritage policies into a cohesive Heritage Strategy akin to the Greenest City Action Plan and Housing Vancouver Strategy, etc.
- Recommendation 24: Adopt the Vision, Goals and Strategic Directions for the Heritage Program in the consultant report or in a completely new Heritage Strategy.

The consultant report is the best practice review that recommends the Historic Urban Landscape approach as the new model for the Heritage Program through a proposed vision and framework to lead heritage issues in community planning and development planning (i.e. “heritage review”).

This report was shaped with input from external and internal stakeholder working groups for the Heritage Action Plan but is not a result of applying HUL, which is a community-based approach to heritage that integrates physical preservation with human, economic and social development.

### HAP status: underway

- The consultant report identified the need for citywide policies and actions to coordinate the management of changes to historic sites and areas and integration of built heritage and cultural heritage (i.e. living culture).
- The consultant provided a plan framework for Heritage Program Renewal with a vision, goals, and directions and recommended issues to address through policies and actions.
- In June-August 2017, the City held Open Houses on the consultant studies and a public survey showing support (approximately 75%) for the completion of the heritage strategy.
- Staff have been exploring ideas for policy and action for tangible heritage and living cultures in discussions between Planning and Cultural Services, Development Services, Engineering, Facilities, Indigenous Relations, Social Planning and Park Board Planning.
- In this ongoing work, new issues and directions have emerged including exploring our colonial roots and decolonization, recognizing diversity in Vancouver’s past, cultural redress, and reconciliation with the Musqueam, Squamish and Tsleil-Waututh Nations.

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## Vancouver Heritage Program: Guiding Principles / Drivers of Change

### 1. *Truth & Reconciliation*

Vancouver is located on the traditional, unceded territories of the x̱w̱məθkʷəy̱əm (Musqueam), Sḵw̱x̱w̱ú7mesh (Squamish), and Səlilwətał (Tsleil-Waututh) Nations, who have lived throughout this region for thousands of years. Their ancient continuity on these lands is reflected in their oral histories, art and culture practices, and deep relationships with the lands and waters, and in the archaeological record. The multiple and ongoing legacies of colonization have impacted Indigenous Peoples' rights to practice and revitalize their cultures. Their visibility and voices are still limited within Vancouver's cultural ecosystem.

In 2014, the City of Vancouver was designated a City of Reconciliation with the goal of building a relationship of mutual respect and understanding, incorporating the perspective of Indigenous Peoples, and providing useful services to their communities. Additionally, the City intends to strengthen local First Nations and Urban Indigenous relations, promote Indigenous arts, culture, awareness, and understanding, and to incorporate First Nations and Urban Indigenous perspectives for effective City services (<https://vancouver.ca/people-programs/city-of-reconciliation.aspx>).

In 2015, the federal government released the *Truth and Reconciliation Commission of Canada: Calls to Action Final Report*. In that document, reconciliation is identified as creating and maintaining a respectful relationship between Indigenous and non-Indigenous people<sup>1</sup> and it states that reconciliation can only happen if there is truth, justice, and healing for everyone<sup>2</sup>. The report also called on other levels of government within Canada to use the United Nations *Declaration on the Rights of Indigenous Peoples* (adopted in 2007) as a basis for reconciliation.

More recently, in October 2019, the Province of British Columbia introduced legislation for the *Declaration on the Rights of Indigenous Peoples Act*, which would make BC the first province that brings into law the internationally recognized standards of the *UN Declaration on the Rights of Indigenous Peoples*. <https://news.gov.bc.ca/releases/2019PREM0116-002037>

There is an ever-increasing awareness of the importance of pre-colonial cultural layers that exist on the land traditionally occupied by the Musqueam, Squamish and Tsleil-Waututh Nations and associated Indigenous Cultural Heritage. Consequently, there is a need to address, within the VHP, the lack of sufficient physical presence or inclusion of stories and values of Musqueam, Squamish and Tsleil-Waututh Nations and also of the Urban Indigenous people.

It is considered critical for the advancement of the Reconciliation framework and for the further inclusion of Indigenous Cultural Heritage that Indigenous history is told by Indigenous people and their cultural values shared with others in a form and to a degree with which they desire and feel comfortable. For the purpose of further planning policy development, including heritage planning, the Indigenous Historic Context Statement and Thematic Frameworks (or more appropriately titled content of knowledge as decided by the Nations) which was found missing from the earlier attempted VHR Upgrade planning work, will be self-directed and developed by

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<sup>1</sup> Honouring the Truth, Reconciling for the Future Summary of the Final Report of the Truth and Reconciliation Commission of Canada, the Truth and Reconciliation Commission of Canada. 2015. P. 6 ([www.trc.ca](http://www.trc.ca))

<sup>2</sup> Ibid p. 12.

Indigenous consultants under the guidance of the Musqueam, Squamish and Tsleil-Waututh Nations, and with participation of the Urban Indigenous population.

## 2. **Cultural Redress**

As a reflection of equitable and inclusionary practice, it is important to support the vitality of diverse cultural heritage, including and reflecting all peoples of Vancouver, including those communities who have suffered from discriminatory policies and actions. “The City of Vancouver has formally acknowledged and apologized for legislated forms of discrimination, such as colonial dispossession of the Musqueam, Squamish, and Tsleil-Waututh Nations, the Chinese Head Tax, internment and forced relocation of Japanese Canadians, the refusal of South Asian passengers on the Komagatu Maru, and urban planning regimes that displaced Black Canadians in Hogan’s Alley. From *c̓əsnaʔəm* to Chinatown (温哥华唐人街), and Paueru-gai (パウエル街)/ Powell Street to Punjabi Market (ਪੰਜਾਬੀ ਮਾਰਿਕਟ, بیاجنپ ٹکرام), the City has committed support to share these important stories, preserve and restore cultural sites, and support stewardship of intangible cultural assets and vibrant living cultures.”<sup>3</sup>

“Cultural redress initiatives attempt to repair the harms of systemic exclusion and discrimination – including past practices of dispossession of land, forced relocations, internment, race-based taxes, race-based refusal of asylum and immigration, racial segregation, and displacing or demolishing of racialized communities’ neighbourhoods – all of which have had intergenerational impacts resulting in persistent inequities.”<sup>4</sup>

The proposed Vancouver Heritage Program promotes and supports cultural redress based on equity principles. The new program embraces a broader concept of heritage, where community-led processes support heritage values and priorities borne directly from the community. The program provides opportunities for racialized communities to tell their own stories, as well as includes measures to ensure representation from, and accessible support for, people with lived experiences, in leadership and decision-making roles and practices. The support for Reconciliation and Cultural Redress is built in all four VHP goals and will also be a key consideration for the completion of the outstanding VHR upgrade planning work.

The proposed Vancouver Heritage Program will continue to support projects such as the Chinatown Transformation Team’s work on intangible heritage, and will also support cultural redress in other communities as the Vancouver Plan explores the cultural asset mapping model for other historic neighbourhoods.

## 3. **Cultural Heritage = Tangible + Intangible**

“Cultural heritage is the legacy of physical artifacts and intangible attributes of a group or society that is inherited from past generations. However, cultural heritage is not limited to monuments and collections of objects. It also includes lived expressions inherited from our ancestors and passed on to our descendants. These include oral traditions, performing arts, social manners, rituals, celebrations, practices and knowledge and techniques related to traditional handcrafts. Despite its fragility, intangible cultural heritage or living heritage is an important factor in maintaining cultural diversity.” ( <http://www.unesco.org/new/en/santiago/culture/cultural-heritage/> ).

<sup>3</sup> Excerpt from *Culture!Shift: Blanketing the City in Arts and Culture*, 2019

<sup>4</sup> Excerpts from *Culture!Shift: Blanketing the City in Arts and Culture*, 2019



Intangible values, often represented by activities, knowledge, and skills, as well as associated objects or places, that communities or individuals recognize as part of their cultural heritage, and which are relayed through the generations, may have easily been overlooked or neglected when it comes to protecting them ( <https://ich.unesco.org/en/convention#art2> ). The heritage value categories like aesthetic, cultural, spiritual, social or educational are not always found to correlate to physical places (structures) and yet are of great importance for a deeper understanding of cultural heritage. Because of this, it can be difficult or impossible to always be able to associate an intangible value with the physical (tangible) place, but there will be some intangible values that can be linked to specific locations and therefore fall under the auspices of the VHP. Consequently, the VHR can incorporate the registration of physical buildings or places including their intangible cultural values (the arts and culture uses and activities).

Additionally, the use of Statements of Significance as a primary tool in identifying heritage values may not be the only tool for registering and processing intangible values. A Heritage Value Statement may be more helpful tool for cultural heritage conservation and associated cultural programming purposes. And for those categories of intangible heritage (stories, dance, rituals) that defy classification or protection techniques offered by our current tools (e.g. Heritage Register), new planning management tools would need to be developed in close collaboration with communities who's heritage that is. The Vancouver Heritage Register upgrade will more specifically address development of processes for evaluation and inclusion of intangible values. To that end, there will be meaningful dialogue with Vancouver communities in order to be inclusive and to identify and to appropriately celebrate a diverse collection of intangible cultural heritage under the Vancouver Plan engagement process in partnership with ACCS. This will be based on global, national and local best practices, as explained below.

The VHP establishes the principle of a balanced approach in identifying and including tangible and intangible values in the application of the VHP. Particularly important is to acknowledge that intangible values are the core of Indigenous Cultural Heritage as well as essential in understanding heritage values of Vancouver's many ethnocultural communities. The VHP recognizes that intangible cultural heritage can only be considered heritage if the people who create, maintain and transmit it recognize it as being heritage ( <https://ich.unesco.org/en/what-is-intangible-heritage-00003> ).

***Tangible Heritage***

*"...includes buildings and historic places, monuments, artifacts, etc. which are considered worthy of preservation for the future. These include objects significant to the archaeology, architecture, science or technology of a specific culture."*

***Intangible Cultural Heritage***

*"...includes: performing arts; traditional craftsmanship, knowledge and practices; social practices, rituals and festive events; and oral traditions and expressions including language."*

UNESCO

***Global Best Practices***

There have been a number of global examples of the importance of including intangible cultural heritage into heritage conservation programs, beginning in 1979 with Australia's *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, and more recently UNESCO's

Historic Urban Landscape (HUL) recommendations in 2011 both emphasize the importance of safeguarding and assisting in the regeneration of cultural activities and the social fabric within historic districts. In other words, the connection of people to historic places through their activities and practices, and the resulting intangible cultural heritage should be an integral part of community and urban planning – an approach that Vancouver has recently used in the context of the future of Chinatown. The Chinatown Transformation Team (CTT) is leading pilot projects and testing new incentives and management tools to explore innovating and equitable approaches to heritage. By supporting the work that CTT is leading, the proposed Vancouver Heritage Program can keep Vancouver at the forefront of rapidly changing approaches internationally.

#### *National Best Practices*

There are two national documents that provide best principles for understanding and celebrating intangible cultural heritage: *The Standards and Guidelines for the Conservation of Historic Places in Canada* (2010), (<https://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>), which promotes a values-based approach to heritage conservation, and Parks Canada's *Framework for History and Commemoration: National Historic Site System Plan 2019*, (<https://www.pc.gc.ca/en/lhn-nhs/plan/cadre-framework>), which sets out ten key practices for interpreting and presenting Canadian history. Both documents clearly state that intangible heritage is as important as tangible heritage.

#### *From Parks Canada's National Historic Site System Plan 2019:*

*"The importance of the history of Indigenous peoples, in all time periods and since time immemorial, is central to an understanding of this place which is now known as Canada."*  
p. 38

#### *First Peoples Cultural Council*

The First Peoples Cultural Council released a Policy Paper in September 2019 titled *Recognizing and Including Indigenous Cultural Heritage in BC*. "It addresses the immediate need to revitalize, manage, and protect indigenous cultural heritage (ICH) in meaningful and substantive ways" (Appendix J).

#### *From Recognizing and Including Indigenous Cultural Heritage in BC:*

*"This is an urgent concern for indigenous peoples, as much of what is considered invaluable cultural heritage is living. Examples of living heritage include language, stories, and oral histories, songs, dance, ceremonies, harvesting knowledge and practices, and cultural transmission."*  
p. 9

#### *City of Vancouver – Arts, Culture and Community Services*

In 2019, Council approved the *Culture!Shift: Blanketing the City in Arts and Culture, Vancouver Culture Plan 2020-2029*, a 10-year culture plan that included *Making Space for Arts and Culture*, a cultural infrastructure plans (RTS 13175). In that report, intangible cultural heritage is identified as "the knowledge and practices of communities, including performing, and visual arts, crafts, food and medicines, social practices, rituals, and cultural events as well as more tangible objects including instruments, artifacts and cultural spaces" [p. 15]. The report advocates incorporating

new approaches to both intangible and tangible cultural heritage within the City's HCP through Statements of Significance, the Heritage Register, the Heritage Incentive Program and other mechanisms that are used to support conservation and preservation of cultural spaces [Direction #4, Goal 4.3, p. 34]. For details on key actions in *Making Space* associated with cultural heritage, visit:

[https://council.vancouver.ca/20190910/documents/ACCS-RTS13175-AppendixD-MakingSpaceforArtsandCulture.PDF?\\_ga=2.74610578.1495118607.1582048489-713843611.1580248577](https://council.vancouver.ca/20190910/documents/ACCS-RTS13175-AppendixD-MakingSpaceforArtsandCulture.PDF?_ga=2.74610578.1495118607.1582048489-713843611.1580248577)

#### **4. Historic Urban Landscape (HUL) Planning Model**

The HUL planning model, with its UNESCO established principles of heritage management, has partially been utilized, in some instances, in Vancouver's planning practice with an initial pilot through Chinatown transformation work. The benefits of increasing the role of communities in planning processes, of the inclusion of indigenous values, and of culturally and socially diverse communities, are recognized for their potential to contribute to the COV's heritage management and planning processes. The HUL recommendations emphasize that a city is made up of many layers, both tangible and intangible, all of which contribute to the city's uniqueness. HUL reiterates the shift from the protection of the physical integrity of historic areas and sites to also include the safeguarding and regeneration of cultural activities and the social fabric within heritage areas and sites. In other words, the connection of people to historic places through their activities and practices, and the resulting living cultural heritage values should be an integral part of Urban Development.

<http://historicurbanlandscape.com/themes/196/userfiles/download/2016/6/7/wirey5prpznidqx.pdf>

The HUL Guidebook: Managing Heritage in Dynamic and Constantly Changing Environments, launched at the 15<sup>th</sup> World Conference for the League of Historical Cities in 2016, identified the following seven steps to this planning model:

1. "Undertake a full assessment of natural, cultural and human resources (i.e. community assets),
2. Use participatory planning and multi-stakeholder consultations to decide on conservation aims and actions,
3. Assess the vulnerability of community assets to socio-economic change and to climate change,
4. Integrate heritage values and assessment of their vulnerability status into a wider framework of city development,
5. Prioritize policies and actions for conservation and development, including good stewardship,
6. Establish appropriate partnerships (public-private) and local management framework, and
7. Develop mechanisms for the coordination of the various activities between different factors."

In addition to the above seven-step process, the HUL model also recommended essential planning tools. These tools were specifically developed and practiced by cities with multi-layered cultural landscapes. The HUL planning model is effective in addressing planning needs of culturally diverse societies. For Vancouver's circumstances, this would be of particular importance for the inclusion of Indigenous Nations' histories, cultural redress of racialized ethnocultural communities, as well as consideration of often neglected, cultural intangible values. For practical purposes, the tools have been grouped into four categories:

- *Engagement tools* for intercultural dialogues to identify values and to develop visions and plans by learning from diverse communities about their histories, traditions, values, and needs.
- *Knowledge and planning tools* to recognize cultural values, map assets, undertake integrated heritage, social and environmental impact assessments and preserve community heritage assets in long-range planning, development, and urban design.
- *Regulatory systems* to help manage tangible heritage and intangible cultural assets.
- *Financial tools* that build local capacity through income-generation and partnerships.

Although the planning process, as described by the seven steps listed above and the four groups of planning tools, has generally been known to our planning practices, a more systemic and consistent application would likely result in improved heritage and urban planning outcomes. Identifying and mapping out the community cultural and tangible heritage assets, including Indigenous Cultural Heritage, through meaningful and respectful community engagement and integrated impact assessments, would be particularly relevant to the forthcoming Vancouver Heritage Register upgrade and to the Vancouver Plan. The HUL heritage planning approach, including the cultural asset mapping and impact assessment, has already been used in the recent planning work in Chinatown and is also underway as part of the Broadway Plan planning process.

#### **5. *Standards and Guidelines for the Conservation of Historic Places in Canada***

The best practice in the national context is the *Standards and Guidelines for the Conservation of Historic Places in Canada (2003 & 2010)*, which, like UNESCO, follows a values-based approach to heritage conservation. These best practices are widely adopted and applied in federal, provincial and municipal heritage policies and programs for the management of change to buildings and structures that have been identified as having heritage value, and to archaeology sites, cultural landscapes, and historic districts. The *Standards and Guidelines* reflect international best practices through promoting the protection of a historic place's heritage value by retaining its tangible and intangible character-defining elements.

##### ***Historic Place***

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

##### ***Heritage Value***

*"Aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present and future generations."*

##### ***Character-Defining Elements***

- *"The materials, forms, location, spatial configuration, uses and cultural associations or meanings that contribute to the heritage value of an historic place that must be retained to preserve the heritage value."*

The current City practice limits the application of principles and methodologies of the *Standards and Guidelines* to the heritage review of sites listed on the Heritage Register and located within historic areas of Downtown Eastside. It is proposed that the *Standards and Guidelines* in the future apply to all heritage projects involving heritage properties (listed on the VHR) and/or protected heritage properties (legally protected by designation or HRA by-laws, or by

Restoration Covenant) citywide. Heritage properties located within the Heritage Conservation Area (First Shaughnessy Heritage Conservation Area) are subject to specifically approved Design Guidelines which are also based on the *Standards and Guidelines*.

The VHP has adopted *Statements of Significance (SOS)* as a policy tool that is based on the *Standards and Guidelines* and is designed to assess the value of a historic place to the community in relation to national, provincial and/or local histories. An SOS has three parts:

- Factual description of the historic place (e.g. date of construction);
- Summary of its heritage value (e.g. architectural style or cultural use);
- A list of its character-defining elements – both tangible (e.g. exterior materials) and intangible (e.g. gathering space) that must be retained to protect the heritage value.

Statements of Significance are useful for managing change to historic places. They can be prepared for any type or scale of historic place from individual sites to urban districts. Currently, staff is developing the process for appropriately reflecting the content of intangible values/living culture, Indigenous Cultural Heritage and pre-settler Indigenous history in these documents, in a meaningful way. This activity is coordinated with the Provincial - Heritage Branch and with Parks Canada heritage staff for standardization purposes. The update to this activity will be provided with the VHR Upgrade report. Values-based heritage conservation is not only applied in heritage policy and programs across Canada, but it is also the source of the heritage legislation in the Vancouver Charter, the purpose of which is to protect and control and regulate property of heritage value and/or “heritage character”. Specifically, the Charter includes a legal definition of heritage value that is similar to and based on, the *Standards & Guidelines*: “Heritage value means historical, cultural, aesthetic, scientific or educational worth or usefulness of property or an area.”

In 2019, Parks Canada released a new site system plan - *Framework for History and Commemoration: National Historic Site System Plan 2019* – with the goal of including places, people and events that are underrepresented in their system, specifically the history of indigenous peoples, environmental history, diversity, and finally, Canada and the world. The COV is following this approach.

*“Confronting the legacy of colonialism and its impact on Indigenous peoples is a necessary and important part of reconciliation. Further, it is also important to consider all aspects of Indigenous peoples’ history, rather than just their interactions with the state and settlers. Making the history of Indigenous peoples a priority through active engagement and consultation and encouraging collaboration and relationship-building supports reconciliation and a future that we can all forge together.”*  
*National Historic Site System Plan 2019: p. 25*

## **6. Sustainable Heritage Rehabilitation**

Sustainable heritage rehabilitation is the rehabilitation of historic places using a combination of economic, social/cultural and environmental objectives to ensure the long-term viability of those places while retaining heritage value. The approach is based on the *UN Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005)* which stated that the economic, social/cultural and environmental objectives are complementary components of sustainable development.

A new pan-Canadian approach to sustainable development with the basic premise that a historic building can be made more sustainable without the loss of heritage character or value was introduced in 2016 - *Building Resilience: Practical Guidelines for Sustainable Rehabilitation of Buildings in Canada*

[https://www.historicplaces.ca/media/49493/resilience\\_en\\_june%202016.pdf](https://www.historicplaces.ca/media/49493/resilience_en_june%202016.pdf).

Application of sustainability principles in heritage rehabilitation of historic places has environmental benefits through the reduction of a building's energy consumption, carbon footprint and GHG emissions (by conserving energy and water), the reduction of materials consumption and landfill material, and by providing healthier indoor air quality. There is no doubt that improving the performance of existing buildings is a necessary step in responding to climate change, and that these changes can take advantage of existing sustainable design features in a building (such as passive heating and cooling) that are both functional and that might be considered character-defining elements. Additional environmental benefits of heritage rehabilitation come with a deeper understanding of embedded energy concept and life-cycle analysis which often can prove the viability of building's retention and rehabilitation, rather than replacement.

Sustainable heritage rehabilitation has social/cultural benefits that draw on the contribution that heritage conservation makes to a community's sense of place, which is typically comprised of buildings, open spaces, stories, and traditions. The retention of these places results in both tangible and intangible benefits. Examples of tangible social/cultural benefits include the retention of community spaces/amenities, the provision of affordable start-up business opportunities, arts spaces including performance space, artists' live-work and affordable housing options and mitigation of displacement concerns. Intangible benefits include the retention of layers of cultural memories and community identities, securing existing or introducing new cultural uses, the support for educational opportunities, cultural diversification, and stronger social connections.

The economic benefits of sustainable heritage rehabilitation include the support of regional and local economies and the development of skilled jobs that are durable and equitable. For example, the maintenance and repair of historic buildings typically require skilled jobs and local sources for authentic materials. Additionally, heritage buildings and districts contribute to a strong cultural and heritage tourism market.

The principle of sustainable heritage rehabilitation is to retain and reuse a historic building by taking advantage of its inherently sustainable design features and by encouraging the original or compatible adaptive re-use, the result of which is a meaningful contribution to the economic, cultural, social and environmental well-being of the city and of the planet. This principle has recently been made part of requirements for eligibility under the Heritage Incentive Program, approved by Council in March 2019.

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## Bulletin 2014-007-BU - Update

This bulletin was drafted in 2014 for the purpose of explaining how the Chief Building Official (CBO) interprets and applies the “alternative compliance method” for heritage buildings in the Vancouver Building By-law. The proposed update clarifies some of the statements and the terminology used to make the document easier to understand to both the public and to staff. The document also addresses the most frequent issue-generating scope of work (windows, doors, skylights) or energy efficiency-related requirements emphasizing the CBO’s ability to relax a number of VBBL requirements as necessary to conserve the heritage value and/or character of building provided they do not create an unsafe condition and that an acceptable level of performance is achieved.

### BULLETIN 2014-007-BU - Blacklined Draft

December 3, 2014

Amended \_\_\_\_\_, 2020

#### CONSERVATION OF HERITAGE BUILDINGS AND COMPLIANCE WITH VANCOUVER’S BUILDING BY-LAW (VBBL)

The conservation of heritage buildings in the City of Vancouver has always been an important city objective. ~~The intent of this Building Bulletin is to describe and explain how the Chief Building Official interprets and applies the “alternative compliance method” for heritage buildings in the Vancouver Building By-law.~~

~~On December 4, 2013, Vancouver City Council endorsed the Heritage Action Plan which included a number of immediate and longer term actions to encourage and support heritage conservation in Vancouver. The report, entitled Action Plan to Update the Heritage Conservation Program, may be found at:  
<http://former.vancouver.ca/ctyclerk/cclerk/20131204/documents/ptec8.pdf>~~

Part 11 of the ~~2014~~ VBBL (~~previously Part 10~~ ~~previously Part 10~~ prior to 2014) has an alternate compliance method for “heritage buildings”, which the Chief Building Official interprets and may apply to buildings on the Vancouver Heritage Register and to other buildings that are considered to have heritage value and/or heritage character. ~~There is no requirement for “heritage buildings” to be already listed or added to the Heritage Register to qualify for an alternative compliance method.~~

The alternate compliance method balances current building by-law provisions with existing conditions such as exiting, windows, doors, spatial separation, door swing, hardware, etc., in order to make it feasible to retain and to continue to use heritage buildings. The intent is to provide flexibility, and to maintain a balance between VBBL requirements and ~~conservation of historic features (i.e. building materials, elements)~~ of heritage buildings.

Part 11 ~~as an objective~~ requires all new work to comply with the VBBL. ~~However, there is flexibility in the level of upgrading required for replacing a historic feature with a new feature compatible with a heritage building, or building element material or element which may not meet current standards, or where restoring a historic feature heritage element, which does not comply with the VBBL, including building assemblies which contain a mix of existing and new materials, such as a wall or roof.~~

The intent of Part 11 is to require upgrades based on changes in use, additions, and levels of work on the building, while providing for the conservation (~~including i.e.~~ retention, repair, restoration replication, and/or replacement) of ~~heritage historic features elements~~. The basic approach is that the level of safety or performance in a building cannot be decreased while new work is generally to be in conformance with the current by-law. This was meant to apply to completely new construction and not to replacement or ~~restored replication~~ of ~~heritage historic features elements~~ such as walls, windows and doors. ~~If the conservation work does not create an unsafe condition, or reduce the level of performance of a building, or increase the non-conformity of the building, and it is required to retain conserve the heritage character, then it meets the intention of Part 11.~~

In 2014, the ~~2010-4 Edition of the~~ VBBL ~~was, scheduled to be released January 1, 2015, will~~ was updated and, at that time, introduced ~~contains~~ a number of provisions to further conserve ~~protect~~ heritage buildings, including: ~~Some specific changes will include:~~

- In consultation with the Director of Planning, the ~~definition of “heritage buildings” was expanded so that the~~ CBO can consider ~~both buildings on the Vancouver Heritage Register, and other buildings that are considered to have heritage value and/or heritage character.~~ There is no requirement for “heritage buildings”, as interpreted in the use of VBBL Part 11, to be already listed or to be added to the Heritage Register to qualify for an alternative compliance method.
- ~~Replacement, +~~ Repaired or ~~restored replica~~ windows, doors and skylights ~~will~~ are not ~~be~~ required to comply with “NAFS – North American Fenestration Standard/Specification for Windows, Doors, and Skylights” provided they achieve an acceptable level of performance, contribute to the conservation of the heritage building, and are acceptable to the CBO and Director of Planning. This ~~will~~ requires a professional to sign-off on the use of site-built window requirements for Part 3 Buildings and use of the “site-built” requirements for Part 9 buildings. This change was made because it is difficult to comply with NAFS for custom-built windows which are intended to maintain the heritage ~~value and/or heritage character~~ of the building.
- Energy efficiency need not be in full compliance with the current VBBL provided it achieves an “acceptable” level of performance. In some situations, upgrading the building envelope may be detrimental to the existing wall assembly.
- Refer to Section 11.5 of the VBBL for specific heritage requirements including alternate acceptable solutions in Table 11.5.1.1.
- In unique circumstances, the CBO may relax other VBBL requirements as necessary to conserve the ~~heritage value and/or heritage~~ character of a building provided they do not create an unsafe condition and provided there will be an acceptable level of performance.

The City of Vancouver ~~will~~ continue to work with owners to conserve heritage buildings while maintaining an acceptable level of safety and building performance.



**BULLETIN 2014-007-BU – Consolidated**  
**December 3, 2014**  
**Amended March 10, 2020**

CONSERVATION OF HERITAGE BUILDINGS AND COMPLIANCE WITH VANCOUVER'S  
BUILDING BY-LAW (VBBL)

The conservation of heritage buildings in the City of Vancouver has always been an important city objective. The intent of this Building Bulletin is to describe and explain how the Chief Building Official interprets and applies the “alternative compliance method” for heritage buildings in the Vancouver Building By-law.

Part 11 of the VBBL (previously Part 10 prior to 2014) has an alternate compliance method for “heritage buildings”, which the Chief Building Official interprets and may apply to buildings on the Vancouver Heritage Register and to other buildings that are considered to have heritage value and/or heritage character. There is no requirement for “heritage buildings”, as interpreted in the use of VBBL Part 11, to be already listed or added to the Heritage Register to qualify for an alternative compliance method.

The alternate compliance method balances current building by-law provisions with existing conditions such as exiting, windows, doors, spatial separation, door swing, hardware, etc., in order to make it feasible to retain and to continue to use heritage buildings. The intent is to provide flexibility and to maintain a balance between VBBL requirements and conservation of historic features (i.e. building materials, elements) of heritage buildings.

Part 11 requires all new work to comply with the VBBL. However, there is flexibility in the level of upgrading required for replacing a historic feature with a new feature compatible with a heritage building, which may not meet current standards, or restoring a historic feature, which does not comply with the VBBL, including building assemblies which contain a mix of existing and new materials, such as a wall or roof.

The intent of Part 11 is to require upgrades based on changes in use, additions, and levels of work on the building while providing for the conservation (i.e. retention, repair, restoration and/or replacement) of historic features. The basic approach is that the level of safety or performance in a building cannot be decreased while new work is generally to be in conformance with the current by-law. This was meant to apply to completely new construction and not to replacement or restoration of historic features such as walls, windows, and doors. If the work does not create an unsafe condition, or reduce the level of performance of a building, or increase the non-conformity of the building, then it meets the intention of Part 11.

In 2014, the VBBL was updated and, at that time, introduced a number of provisions to further conserve heritage buildings, including:

- In consultation with the Director of Planning, the definition of “heritage building” was expanded so that the CBO can consider both buildings on the Vancouver Heritage Register and other buildings that are considered to have heritage value and/or heritage character. There are no requirements for “heritage buildings”, as interpreted in the use of VBBL Part 11, to be already listed or added to the Heritage Register to qualify for an alternative compliance method.

- Repaired or restored windows, doors, and skylights are not required to comply with “NAFS – North American Fenestration Standard/Specification for Windows, Doors, and Skylights” provided they achieve an acceptable level of performance, contribute to the conservation of the heritage building, and are acceptable to the CBO and Director of Planning. This requires a professional to sign-off on the use of site-built window requirements for Part 3 Buildings and use of the “site-built” requirements for Part 9 buildings. This change was made because it is difficult to comply with NAFS for custom-built windows which are intended to maintain the heritage value and/or heritage character of the building.
- Energy efficiency need not be in full compliance with the current VBBL provided it achieves an “acceptable” level of performance. In some situations, upgrading the building envelope may be detrimental to the existing wall assembly.
- Refer to Section 11.5 of the VBBL for specific heritage requirements including alternate acceptable solutions in Table 11.5.1.1.
- In unique circumstances, the CBO may relax other VBBL requirements as necessary to conserve the heritage value and/or heritage character of a building provided they do not create an unsafe condition and provided there will be an acceptable level of performance.

The City of Vancouver will continue to work with owners to conserve heritage buildings while maintaining an acceptable level of safety and building performance.

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Policy to be repealed:

## **HERITAGE POLICIES AND GUIDELINES**

*Adopted by City Council May 13 and September 23, 1986, July 7, 1987, July 12, 1988 and July 5, 1994*

*Amended October 3, 1989, March 12, 1991, June 16, 1992, January 20, 1998 and September 10, 2002*

*Reaffirmed April 18, 1991*

### **The Vancouver Heritage Register**

City Council has agreed that the buildings, landscape resources, streetscapes and archaeological sites identified in the **Vancouver Heritage Register**, dated August 1986, have heritage significance.

### **Policy On Heritage Designation**

The following has been established as the City's policy on heritage designation:

- The City's long-term goal is to protect through voluntary designation as many resources on the Vancouver Heritage Register as possible.
- Legal designation will be a prerequisite to accepting certain bonuses and incentives.
- The City may initiate designation of buildings of extraordinary merit. Prior to proceeding with designation, the City will address the question of a compensation package to the owner.

### **Demolition Of A Category A Building**

Council has instructed that, prior to consideration of a proposal for the demolition of an "A" building, a formal independent consultant's report on the physical condition and economic viability of retaining the building should be reviewed by the Director of Planning. The consultant's report is to be carried out at the expense of the applicant. Council reaffirmed this policy on April 18, 1991.

### **Landscaping Adjacent To Heritage Buildings**

Council has instructed that as street trees and street landscaping adjacent to heritage buildings are perceived as a component to the building, each proposal to modify such adjacent public lands be considered on its own merit by the appropriate Department or Board as part of the City's heritage incentive package.

### **Development Permit Guidelines**

#### **Conditional Uses or CD-1 Districts**

Council has instructed the Director of Planning and the Development Permit Board to give special attention to the resources on the **Vancouver Heritage Register**, when approving any conditional use or in an area zoned

comprehensive development, so that whenever possible, resources on the Register are conserved.

#### **Relaxation of Regulations**

Section 3.2.5 of the **Zoning and Development By-law** and the interpretation sections of most official development plans permit the relaxation of regulations in order to conserve a building on the **Vancouver Heritage Register**. The Director of Planning may allow an increase in floor space ratio in order to permit a development that includes the conservation of a building on the Register, provided that he has regard to the cost of the heritage-related conservation, the value of the increased floor area, the impact upon livability and environmental quality of the neighbourhood and the appropriateness of requiring heritage designation as a condition of approval. Where the floor space increase being considered is more than 10 percent greater than the maximum permitted under the zoning, prior Council approval is required.

Section 3.2.1(e) of the Parking By-law permits relaxation for the retention of a heritage site, a building in an HA District or a building on the Vancouver Heritage Register, providing that the Director of Planning may require heritage designation of a building on the Register in exchange for the relaxation.

Council has advised the Director of Planning that it favours liberal use of this relaxation provision where required parking is an impediment to conversion of a building to residential use.

### **Bonus for Heritage Preservation**

The following procedure is to be followed in applying the heritage density bonus provision as permitted by the RM-5, RM-5A, RM-5B and RM-5C Districts Schedule and the Downtown Official Development Plan:

- (1) Eligibility: All Category A buildings on the **Vancouver Heritage Register** located in the RM-5, RM-5A, RM-5B and RM-5C districts and Downtown District (DD) are automatically eligible for consideration. Category B and C buildings may also be eligible for consideration, but must be first approved by Council. In making its decision, Council will consider the advice of the Director of Planning and the Vancouver Heritage Commission, which will be based on the heritage value and geographic concentration of the B and C buildings and the contribution of the proposal to the planning objectives and character of the local area.
- (2) The Director of Planning or the Development Permit Board, on the advice of the Vancouver Heritage Commission, defines the heritage features required to be retained in order to earn bonus density.
- (3) Developer reviews his proposals with Planning staff.
- (4) Bonus amount is calculated by city staff, with the assistance of the applicant, using standardized procedure (see next page).
- (5) Developer makes formal development permit application with appropriate supporting material to indicate details of and rationale for the proposal and analysis of relevant impacts. It is likely that the development permit application would be a “preliminary” one at this stage.
- (6) Director of Planning coordinates final staff review of the proposal with regard to appropriate by-laws, policies and guidelines and in consultation with relevant civic departments, Vancouver Heritage Commission and Urban Design Panel, including whatever public review process he deems appropriate.
- (7) The Development Permit Board or the Director of Planning considers the development permit application along with the recommendations of staff and advisory bodies and makes a decision on the development proposal, subject to Council approval to increase the floor space ratio.
- (8) Council considers a recommendation from the Director of Planning or the Development Permit Board and decides on the proposal to increase the floor space ratio.
- (9) In making a decision, the Development Permit Board and City Council can determine which portion of the heritage bonus density may be used on-site and which portion may be transferred to another site(s) under the **Transfer of Density Policy**.

### **Calculation of Density Bonus**

The following method is to be used in calculating the amount of bonus space for retaining heritage features of a building.

In calculating bonus floor space, two scenarios would be considered:

- (1) Value of land as if **unencumbered** by the heritage structure - the site would be utilized in its highest and best use.
- (2) Value of the land **encumbered** by the heritage structure - the site would be utilized in its highest and best use incorporating the required heritage features of the existing improvements.

The value of the land in Scenario 1 is estimated using the Market Comparison Approach, whereby the sale prices (per buildable square foot) of comparable sites is used.

The value of the land in Scenario 2 would be estimated using a Land Residual Technique, whereby the value of the land is calculated as follows and is a residual amount:

Market Value of the Completed Development - this value would be estimated by the appropriate appraisal method (i.e., Income Approach [income-producing project] or Market Comparison Approach [condominium project]).

Less: Construction (Hard) Costs  
Less: Indirect (Soft) Costs - all indirect costs such as professional fees (for architect, lawyer, engineer, development manager), holding costs, contingencies, etc., are deducted.  
Less: Developer's Profit  
Equals: Residual Value of the Land

The difference between the values calculated under Scenarios 1 and 2 indicates the dollar amount a developer must be compensated to be indifferent between the "encumbered" and "unencumbered" options. By dividing this dollar amount by the market value of land per (buildable) square foot, the amount of required bonus space is estimated.

In order to provide the developer with an incentive to proceed with the "encumbered" option, a percent premium may be necessary. This premium should be applied against the value of the land unencumbered and not the encumbered land value; otherwise, a property "heavily" encumbered receives a very low incentive.

Again, the dollar value of the premium would be divided by the land value per buildable square foot to estimate the amount of additional incentive bonus space.

Once the total amount of bonus space (required plus incentive space) is calculated, the developer and city staff must determine whether the bonus area can be utilized on-site from both a density and highest and best use perspective. If not, a transfer of density may be appropriate and recommendations related to the transfer of density would apply.

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## Proposed *Heritage Policies*

# Policy

## Heritage Policies

*Approved by Council* \_\_\_\_\_

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## Background and Context

City Council recognizes that Vancouver's heritage is highly valued by Vancouver residents and that heritage sites require appropriate ongoing maintenance and long term protection. The City's *Heritage Conservation Program* has provided a framework for both heritage planning and heritage conservation since its formal adoption in 1986. In 2020, Council approved a new vision, goals and directions for the *Vancouver Heritage Program (VHP)* to align with priorities set on Reconciliation with Musqueam, Squamish, and Tsleil-Waututh Nations, and Urban Indigenous People, cultural redress of systemically excluded ethnocultural communities, and an expanded understanding of heritage that includes both tangible and intangible assets and values. The *VHP* embraces the principles of diversity, inclusivity and equity in identifying and protecting heritage values and places for the benefit of all Vancouver's communities.

## Intent

The purpose of this document is to lay out key policies applicable to heritage planning and resource management. The *Heritage Policies* are integrated with and implemented through the *Vancouver Heritage Program* and are based on the *Vancouver Charter*.

In addition to these policies, other regulations may also be applicable:

- The Heritage Procedure By-law, Heritage Property Standards of Maintenance By-law, Parking By-law, Subdivision By-law, Zoning and Development By-law, Transfer of Density Policy and Procedure offer additional information, define requirements and enable opportunities related to heritage planning and conservation.

For more information on heritage, including heritage incentives, visit the City of Vancouver's Vancouver Heritage Program webpage.

## Definitions

**"Heritage Alteration Permit"** means a permit authorized under the *Heritage By-law* or *Heritage Procedure By-law*;

**"Heritage Character"** means the overall effect produced by traits or features which give property or an area a distinctive quality or appearance;

**"Heritage Conservation Area"** means an area designated as a heritage conservation area by an official development plan;

**"Heritage Premium Cost"** means costs directly related to the heritage conservation project, not including costs related to other improvements, maintenance or new additions to the heritage property;

“**Heritage Property**” means property that:

- a) has sufficient heritage value or heritage character to justify its conservation (may or may not be listed on the *VHR*); or
- b) is protected heritage property;

“**Heritage Value**” means aesthetic, cultural, educational, historical or scientific worth or usefulness of property or an area;

“**Proforma**” means a financial analysis based on market assumptions for revenues, costs and land values;

“**Protected Heritage Property**” means “protected heritage property” as defined in the *Vancouver Charter*.

## Policies

### 1 Identification of Heritage Property

To be eligible for consideration for addition to the *Vancouver Heritage Register*, a property needs to be at least 20 years old, and meet the evaluation criteria. A nomination must be supported by the Vancouver Heritage Commission and approved by Council.

### 2 Protection

A property that has heritage value or heritage character can be protected from demolition or unsympathetic alteration in several ways.

#### 2.1 Heritage Designation By-law

A heritage designation by-law approved by Council after a Public Hearing legally protects heritage property from unauthorized demolition or alteration. The City’s policy on heritage designation is as follows:

- (a) Legal protection through voluntary designation of properties listed on the *VHR* has been identified as one of the major goals of the *Vancouver Heritage Program*.
- (b) Legal protection is a prerequisite to accepting certain incentives for heritage conservation.
- (c) The City may initiate designation of properties of extraordinary heritage value which may or may not be listed on the *VHR*.
- (d) Prior to proceeding with heritage designation, the City will consider the compensation to be provided to the owner, as per the *Vancouver Charter*.
- (e) A heritage designation by-law is accompanied by a section 219 covenant (*Restoration Covenant*) and registered on title.
- (f) Heritage designation by-law should be considered only if a high level of heritage retention, including structural, and conservation with high level of authenticity and integrity is achieved, except in cases of voluntary designation which may or may not have conservation work proposed but the subject heritage property exhibits high level of authenticity and integrity of its heritage values.

## 2.2 Heritage Revitalization Agreement (HRA)

HRAs are agreements created by by-law, between Council and an owner of a heritage property. An HRA can vary or supplement a number of by-laws, including the *Zoning and Development By-law* and the *Subdivision By-law*, in return for the retention, conservation and legal protection of heritage property. An HRA requires *Council* approval and may require a public hearing. An HRA should only be used if:

- (a) the application of the *Zoning and Development By-law* and its heritage relaxation provisions are insufficient to secure the desired or required levels of retention and heritage conservation, and
- (b) it results in a high level of retention and heritage conservation achieved on site, and when additional development would not adversely affect the retained heritage property.

An HRA is primarily a heritage conservation tool and it should not be considered a redevelopment tool or a substitute for a rezoning process, or when resulting in limited physical retention of the heritage property (e.g. façade-only retention). An HRA is typically accompanied by a section 219 covenant (*Restoration Covenant*) registered on title and may require an economic analysis (proforma).

## 2.3 Covenant Under Section 219 of the Land Title Act

An owner of a heritage property and the City may enter into this type of agreement (also known as *Restoration Covenant*) to conserve heritage property. A *Restoration Covenant* may be required as a condition of approval of *Zoning and Development By-law* variances, relaxations, incentives or other benefits sought by the owner. Similar to an HRA, a *Restoration Covenant* is registered on title and obligates future owners over time. A *Restoration Covenant* does not require a by-law or Council approval.

# 3 Conservation of Heritage Property

## 3.1 Requirements

- (a) A development proposal that includes a heritage property should be generally consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*, applicable Zoning District Schedule and Design Guidelines.
- (b) A Development Permit application involving heritage property listed on the *VHR* should include a *Statement of Significance* and *Conservation Plan*. The content of the *Conservation Plan* should be cross-referenced in development permit documentation.
- (c) A Development Permit application involving protected heritage property and/or receiving heritage incentives, including consideration of *Zoning and Development By-law* relaxations and/or variances, must ensure implementation of the Conservation Plan by engaging a qualified heritage professional to supervise heritage conservation work, and must submit a heritage conservation *Completion Status Report* or *Statement* as a condition of the *Occupancy Permit*.
- (d) Façade-only retention is generally not considered to be an appropriate heritage conservation procedure. A proposal based on this approach may not be supportable and will not typically be eligible for heritage incentives. However, in a case where a significant portion of a heritage building was lost due to an unforeseen event like fire or earthquake, façade-only conservation may be supportable.

- (e) A compatible one-storey or, in some cases, two-storey setback rooftop addition may be considered if the additional height or floor area (density) meet the applicable zoning requirements. Generally, heritage buildings up to three storeys may be considered for a one-storey setback rooftop addition. Buildings with four or more storeys may be considered for up to a two-storey setback rooftop addition, subject to meeting other architectural, urban design and planning requirements (e.g. height and density limits, design guidelines), as well as the building's structural capacity to carry the additional load. Setback requirements vary and are assessed on a site-specific basis.
- (f) Where a proposed rooftop addition would result in the removal of a building's primary structure (vertical and/or horizontal components) or if the addition of a significant new structural enforcement would adversely affect retention of existing heritage fabric and/or heritage value of the heritage property, the rooftop addition may not be supported.
- (g) An addition to the side or rear of a heritage property may be considered, on a site-specific basis, subject to:
  - (i) the availability of land on the development site to accommodate the addition,
  - (ii) the impact on the existing heritage property, and architectural and urban design considerations.This condition also applies to rezoning applications involving heritage property.
- (h) Construction costs related to new additions are not eligible for consideration for heritage grants through the City's heritage conservation programs.

#### 4 Rezoning of Heritage Property

Rezoning should not result in the demolition or severe alteration of any building on the *VHR*.

A site occupied by a protected heritage property (protected by a heritage designation by-law or a schedule of protected heritage properties in the *Heritage Conservation Area Official Development Plan*) should not be considered for a rezoning if the proposal would result in demolition, severe alteration, replacement of original building structure, removal of character-defining elements or loss of heritage value, and/or with the façade-only retention of a protected heritage property.

To be considered favourably for rezoning, the heritage property on a rezoning site must be preserved, a high level of retention and conservation proposed, and it must be seismically upgraded. Legal protection of the heritage resource is required.

#### 5 Transfer of Density

Transfers of density from an eligible heritage donor site (the *Density Bank*) to an eligible rezoning site not involving a heritage property, of up to 10% over the base zoning on the rezoning site may be considered (for market residential rezoning).

A 10% transfer of density may also be available to new developments in certain zoning districts subject to Development Permit Board approval.

If there is no density available in the *Density Bank*, a *Heritage Amenity Shares* purchase could be considered instead.

## 6 Demolition of Heritage Property

### 6.1 Demolition of Heritage Property

Except as set out in the *Zoning and Development By-law* where development necessitates the demolition (building damaged or destroyed by fire, deemed by the Chief Building Official to be beyond re-use or rehabilitation, or presents hazard to public health or safety), no development permit shall be issued for the demolition of a building listed on the *VHR* or in the *Heritage Conservation Area* under the *Official Development Plan* unless the Director of Planning is satisfied that all applicable policies and guidelines adopted by Council have been met, and until a development permit for the new development has been issued.

The development permit for the new development shall not be issued unless and until all building permits for the new development and a building permit for the demolition are issuable.

### 6.2 Demolition of an “A” Listed VHR Building

Council has instructed that, prior to consideration of a proposal for the demolition of an “A” listed building on the *VHR*, a formal independent consultant’s report on the physical/structural condition and economic viability of retaining and conserving the building, including a calculation of a density bonus, should be submitted to and reviewed by the Director of Planning. The consultant’s report is to be paid for by the applicant. The report should provide an unbiased assessment of retention and conservation options.

## 7 Incentives for Heritage Retention and Conservation

Variations, relaxations, and other discretionary approvals for development, including bonus density, are the most common form of incentives provided to owners of heritage property in exchange for its protection and conservation. In some cases, grants may also be available.

### 7.1 Zoning And Development By-law Variance / Relaxation

The *Zoning and Development By-law*, including District Schedules, Official Development Plans, and Comprehensive Districts (CD-1) By-laws, contain provisions to encourage heritage retention and conservation. The Director of Planning and the Development Permit Board are to give special attention to heritage property when considering conditional uses, or other discretionary approvals or variances, so that heritage property is retained and conserved whenever possible. Other policies and guidelines, including Community Plans, may also give direction on heritage retention and heritage related considerations.

In general, if a District Schedule, an Official Development Plan or a Community Plan require retention or conservation of heritage property in order to warrant some increased benefit for the site, such as additional density or approval of a conditional use, then further incentives for the retention and conservation of that heritage property should not be applied, except in circumstances of a new heritage designation being proposed, subject to an economic analysis (proforma) and approval by the Director of Planning.

## 8 Proforma Analysis and Calculation of Density Bonus

### 8.1 Proforma Requirement

Where relaxations, variances, bonus density or other conditional approvals are sought, a proforma analysis may be required in a form acceptable to the Director of Planning in consultation with the Director of Real Estate and Facility Management or successor authority, who will determine the method to calculate the bonus density and the review of the proforma.

Heritage incentives are only available to compensate for costs related to heritage conservation (heritage premium cost) and protection. Under a rezoning application which involves heritage property, heritage premium costs are also eligible for consideration and may be factored into the proforma analysis. However, if the value of proposed additional density (FSR) on a rezoning site is greater than the commensurate heritage bonus density considered under this policy (heritage premium cost), a further Community Amenity Contribution may be warranted.

The existing floor area of a heritage building that is being conserved is generally exempt from the payment of *Development Cost Levies (DCLs)*.

### 8.2 Proforma Exemption

An application for increased density up to 10% beyond the maximum permitted density for the development proposed for a site containing a heritage property is exempt from a proforma review, provided that the Director of Planning, who may seek the advice of the Director of Real Estate and Facility Management or successor authority, is of the opinion that the variances, relaxations, or discretionary approvals sought by an application do not provide an undue benefit to the site.

In the calculation of the 10% bonus, the Director of Planning may limit the site area which is eligible for the 10% density increase to the parcel or parcels upon which the heritage resource is currently sited.

BY-LAW NO. \_\_\_\_\_

**A By-law to amend Heritage Property  
Standards of Maintenance By-law No. 11351  
Regarding the scope of application,  
the definitions and housekeeping**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of the Heritage Property Standards of Maintenance By-law.
2. Council strikes out Section 1.2 and substitutes:  
  
**“Application**  
  
1.2 This by-law applies to all real property that is designated as protected by a heritage designation by-law, or is within a heritage conservation area.”
4. In Section 1.3, Council:
  - (a) strikes out the definition of “protected heritage property” and substitutes:  
  
““protected heritage property” means, for the purposes of this by-law, all real property that is designated as protected by a heritage designation by-law.”;  
and
  - (b) strikes out the definition of “ODP”.
5. Council strikes out Section 2.3 and substitutes:  
  
**“Repair and Maintenance Standards**  
  
2.3 An owner or occupier of protected heritage property or property within a heritage conservation area must carry out all repairs and maintenance in accordance with this By-law.”.
6. Council strikes the word “maintenance” from the heading of section 2.4 and substitutes “Maintenance”.
7. Council strikes the word “infestation” from the heading of section 2.5 and substitutes “Infestation”.
8. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.

9. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this \_\_\_\_\_ day of \_\_\_\_\_, 2020

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Clerk

\*\*\*\*\*



**Heritage Property Standards of Maintenance By-law No. 11351**  
(Consolidated for convenience only)

A By-law prescribing minimum standards and regulations for the repair and maintenance of heritage property.

WHEREAS Section 596 of the *Vancouver Charter* authorizes the Council of the City of Vancouver (hereinafter “the Council”) to establish minimum standards for the maintenance of protected heritage property and property that is within a heritage conservation area;

AND WHEREAS the Council wishes to ensure that protected heritage property and property that is within a heritage conservation area is preserved for future generations and does not deteriorate due to lack of repair, maintenance and conservation;

AND WHEREAS protected heritage property and property that is within a heritage conservation area requires reasonable repair and maintenance by owners or occupiers in order to be protected and conserved;

AND WHEREAS Council wishes to supplement the general maintenance standards that are already in effect in the City of Vancouver, with specific maintenance standards intended to apply to protected heritage property and property that is within a heritage conservation area;

NOW THEREFORE, THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

**1. Application and Interpretation**

**1.1 Name of By-law**

The name of this by-law, for citation, is the “Heritage Property Standards of Maintenance By-law”.

**1.2 Application**

**This by-law applies to all real property that is designated as protected by a heritage designation by-law, or is within a heritage conservation area.**

**1.3 Definitions**

In this By-law:

**“Accessory Building”** means an improvement on a site where the use or intended use is ancillary to that of the principal building located on the same site;

**“Architectural Features”** means siding, wall facings, corner boards, brackets, columns, pilasters, windows, doors, window and door surrounds or architraves, projections, cornices, pediments and balustrades and their paints, finishes and colours, architectural hardware and all other similar exterior or interior features;

**“Chief Building Official”** means the city official appointed as such by Council and includes the authorized representatives of the Chief Building Official;

**“Director of Planning”** means the city official appointed as such by Council and includes the authorized representatives of the Director of Planning;

**“Features”** includes architectural and landscape features;

**“Heritage Alteration Permit”** means a permit authorized under Part XXVIII, Division (5) of the *Vancouver Charter*, the Heritage By-law, or the Heritage Procedure By-law;

**“Heritage Conservation Area”** means an area designated as a heritage conservation area under sections 561(2)(c) (iv) and 596A of the *Vancouver Charter* by an official development plan;

**“Landscape Features”** means any fence, retaining wall, fountain, patio, terrace, statuary or similar feature that is located on a site and outside the exterior walls of a building;

**“Occupier”** means the person who occupies or lives in a building or premises and includes a tenant;

~~“ODP” means an official development plan that designates a heritage conservation area;~~

**“Owner”** means a registered owner of real property or a person in possession of real property and includes the agent or representative of a person owning or in possession of real property or in receipt of the rents or profits therefrom whether on his own account or as agent or trustee for any other person;

~~“Protected Heritage Property” means, for the purposes of this by-law, buildings, structures, land and features that are specifically listed as protected heritage property in a schedule included in an ODP;~~

~~“Protected Heritage Property” means, for the purpose of this by-law, all real property that is designated as protected by a heritage designation by-law;~~

**“Routine Building Maintenance”** means ordinary maintenance or repair and does not include removal or replacement, or a change in design, materials, or appearance; and

**“Routine Garden Maintenance”** means ordinary maintenance and includes weeding, mowing lawns, planting, and pruning shrubs and trees in compliance with the Protection of Trees By-law.

#### 1.4 Severability

A decision by a court that any part of this by-law is illegal, void, or unenforceable severs that part from this by-law, and is not to affect the balance of this by-law.

## 2. Standards of Maintenance for Protected Heritage Property and Property within a Heritage Conservation Area

## 2.1 Maintaining Property

An owner or occupier of protected heritage property or property within a heritage conservation area must:

- (a) maintain all buildings, structures, architectural features and landscape features in good repair; and
- (b) maintain all buildings, structures, architectural features and landscape features in accordance with this by-law and all other applicable by-laws.

## 2.2 Heritage Alteration Permits

An owner or occupier of a protected heritage property or property within a heritage conservation area must not cause, permit or allow work on the property for which a Heritage Alteration Permit is required without having first obtained a Heritage Alteration Permit.

## 2.3 Repair and Maintenance Standards

An owner or occupier of protected heritage property or property within a heritage conservation area must carry out all repairs and maintenance in accordance with ~~an ODP~~ this By-law.

## 2.4 Routine Maintenance

An owner or occupier of protected heritage property or property within a heritage conservation area may carry out routine garden maintenance and routine building maintenance without a Heritage Alteration Permit.

## 2.5 Weather and Infestation

An owner or occupier of protected heritage property or property within a heritage conservation area must repair and maintain all buildings, structures and features so as to reasonably prevent or retard damage caused by weather, wind, sun, moisture, infestation, rot, decay or similar causes, including but not limited to:

- (a) preventing water penetration;
- (b) preventing or repairing damage resulting from such causes; and
- (c) preventing entry or infestation of lands or buildings by rodents, pests or vermin.

## 2.6 Exterior Finishes and Painting

An owner or occupier of protected heritage property or property within a heritage conservation area must:

- (a) protect exterior finishes from damage caused by weather, wind, sun, moisture, infestation, rot, decay or similar causes; and
- (b) paint, clean, maintain and repair buildings and landscape features as necessary to protect exterior finishings and architectural features.

## **2.7 Structural Integrity**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain the structure and all structural supports of all buildings and structures in good repair and condition.

## **2.8 Storm Water Drainage**

An owner or occupier of protected heritage property or property within a heritage conservation area must drain storm water from land by an approved method so as to prevent ponding or the entry of water into buildings.

## **2.9 Fences, retaining walls, and approved enclosures**

An owner or occupier of protected heritage property or property within a heritage conservation area must keep fences, retaining walls, and enclosures:

- (a) in good repair;
- (b) free from accident hazards including hazards posed by glass, razor wire, barbed wire, or nails; and
- (c) free from posters, signs, advertising materials, words, pictures, drawings, graffiti, except that this does not apply to notices or orders posted in accordance with municipal, provincial or federal legislation.

## **2.10 Accessory Buildings and Landscape Features**

An owner or occupier of protected heritage property or property within a heritage conservation area must keep accessory buildings and landscape features in good repair.

## **2.11 Foundation Walls**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain the foundation walls of a building:

- (a) in good condition and repair;
- (b) weather tight;
- (c) free from cracks, leaks and decay; and
- (d) in a state of maintenance and repair sufficient to prevent the entry of moisture into the building.

## **2.12 Exterior and Parapet Walls**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain the exterior walls and parapet walls of a building and their components:

- (a) in good condition and repair;
- (b) weather tight;
- (c) free from cracks, leaks or decay;
- (d) free from loose or unsecured objects and materials;

- (e) in a state of maintenance and repair sufficient to prevent or retard deterioration due to weather or infestation;
- (f) clean and free from soot, grime, mildew, mould, and peeling paint; and
- (g) free from posters, signs, notices, advertising materials, words, pictures, drawings, or graffiti.

### **2.13 Attachments**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain fixtures and attachments to a building including but not limited to signs, lighting, canopies, marquees, awnings, screens, grills, pipes, ducts, air conditioners, and all other similar equipment, attachments, and extensions, and their supporting members:

- (a) in good condition and repair;
- (b) properly and safely anchored; and
- (c) protected against deterioration and decay by periodic application of a weather coating material such as paint or other protective treatment, unless constructed of materials inherently resistant to deterioration.

### **2.14 Architectural Features**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain the exterior architectural features of a building in good condition and properly and safely secured or anchored.

### **2.15 Exterior Doors and Windows**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain exterior doors, windows, skylights, and hatchways of a building, and their components, in good condition and repair.

### **2.16 Roofs**

An owner or occupier of protected heritage property or property within a heritage conservation area must keep the roof of a building, including the flashing:

- (a) in good repair;
- (b) weather-tight and free from leaks; and
- (c) free from loose or unsecured objects and materials.

### **2.17 Eavestroughs and Downpipes**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain eavestroughs and downpipes that are attached to a building or accessory building:

- (a) in good condition and repair;
- (b) in good working order;

- (c) water-tight and free from leaks; and
- (d) in such a manner that rainwater does not penetrate the building or spill in an uncontrolled manner upon sidewalks, driveways, stairways or landings.

### **2.18 Fire Escapes, Stairs, Balconies, Porches, and Landings**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain fire escapes, stairways, balconies, porches and landings, and all components in, on or attached to a building:

- (a) in good condition and repair;
- (b) properly and safely anchored; and
- (c) free from rust, holes, cracks, excessive wear and warping, and hazardous obstructions.

### **2.19 Protected Interior Fixtures and Architectural Features**

An owner or occupier of protected heritage property or property within a heritage conservation area must maintain all interior architectural features and fixtures that have been designated as protected by a heritage designation by-law or are protected heritage property, in good repair.

### **2.20 Pests, Rodents, and Vermin**

An owner or occupier of protected heritage property or property within a heritage conservation area must keep lands and buildings free of pests, rodents and vermin.

### **2.21 Protection of Vacant Property**

An owner or occupier of protected heritage property or property within a heritage conservation area that is left unoccupied during construction or redevelopment must:

- (a) in the case of a building left unoccupied for 15 days or longer:
  - (i) secure all entries, and
  - (ii) post signage that reads “Protected Heritage or Heritage Conservation Area Site – No Vandalism or Removal of Materials”; and
- (b) in the case of a building left unoccupied for 45 days or longer:
  - (i) secure all entries,
  - (ii) post signage that states “Protected Heritage or Heritage Conservation Area Site – No Vandalism or Removal of Materials”, and
  - (iii) board up all windows securely, to a standard that minimizes the potential for unauthorized entry.

## **3. Notices and Orders**

### **3.1 Notices and Orders**

The City Building Official or the Director of Planning may give notice or order a person:

- (a) to discontinue or refrain from proceeding with any work or using or occupying any land or building or doing anything that contravenes this by-law; or
- (b) to carry out any work or do anything to bring any land or building into conformity with this by-law, within the time specified in such notice or order.

### **3.2 Service of Notice Or Order**

A notice or order shall be sufficiently served under this by-law:

- (a) on an owner, by mailing it by registered mail or by another method that provides proof of delivery, to the owner at the address of the owner as shown on the records of the Assessment Authority of British Columbia;
- (b) on an owner or occupier, by personal service to the owner and to each occupier; or
- (c) on an owner or occupier, by posting a notice or order in accordance with section 3.3.

### **3.3 Posting of Notice Or Order**

Subject to the provisions of section 3.4, a notice or order issued under this by-law shall be sufficiently served on an owner or occupier by posting of the order or notice on or near:

- (a) protected heritage property or property within a heritage conservation area; or
- (b) heritage conservation area property subject to temporary heritage protection under sections 583, 586, 589 or 590 of the *Vancouver Charter*.

### **3.4 Power of Entry Of The Director of Planning**

The City Building Official or the Director of Planning is authorized to enter on to land or premises at any reasonable time for the purpose of posting an order or notice issued under this by-law, except that the City Building Official or the Director of Planning must:

- (a) make a reasonable attempt to notify the owner or occupier prior to or upon entering the land or premises; and
- (b) present a copy of the order to the owner or occupier upon request.

### **3.5 Prohibition Against Interference**

A person must not:

- (a) interfere with the posting of an order or notice under this by-law; or
- (b) remove, alter, deface or destroy an order or notice posted under this by-law.

## **4 Offences and Penalties**

### **4.1 Offences**

4.1 A person who:

- (a) violates any provision of this by-law, or does any act or thing which violates any provision of this by-law, or suffers or allows any other person to do any act or thing which violates this by-law;
- (b) neglects to do or refrains from doing anything required to be done by this by-law; or
- (c) fails to comply, or suffers or allows any other person to fail to comply, with an order or notice given under this by-law,

is guilty of an offence against this by-law, and liable to the penalties imposed under this by-law.

#### **4.2 Fine for Offence**

Every person who commits an offence against this by-law is punishable on conviction by a fine of not less than \$1,000.00 and not more than \$10,000.00 for each offence.

#### **4.3 Fine for Continuing Offence**

Every person who commits an offence of a continuing nature against this by-law is liable to a fine not less than \$1,000.00 and not more than \$10,000.00 for each day such offence continues.

### **5. Enactment**

#### **5.1 Force and Effect**

This by-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this 29th day of September, 2015

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Heritage Conservation Strategy - Public Survey and Results – August 2017



## Heritage Action Plan

# Heritage Conservation Program Emerging Directions Questionnaire Summary

August 2017



## CONSULTATION OVERVIEW

### Background

The Heritage Action Plan is a set of actions to update the City's Heritage Conservation Program. This is the first comprehensive review of the entire Heritage Conservation Program since it was established in 1986 to mark the city's centennial. The aim is to expand our understanding of heritage values, improve policies and tools to support heritage, and set strategic directions and priorities for the next 10 years. We sought public feedback on the draft Vision, Goals, and proposed Heritage Strategy to help inform recommendations to City Council.

### Public Engagement

To help inform the Heritage Action Plan, we held three public open houses in June 2017. These consultation events were well attended, attracting over 470 people that generated hundreds of conversations. We invited members of the public to complete a questionnaire to share their thoughts and attitudes on the emerging directions to conserve and celebrate heritage resources. The questionnaire was available for a seven week period between June 10 and July 31, 2017. It was broadly promoted with four newspaper advertisements, and posters in local community centres and libraries. There was an extensive social media campaign with nearly 82,000 views of Facebook or Twitter posts, and over 1,000 views of [vancouver.ca/heritage-action-plan](http://vancouver.ca/heritage-action-plan) webpage. In addition, a public advisory committee comprised of key stakeholder and heritage experts provided input throughout the planning process.

The questionnaire was widely available, including:

- At three consultation open houses (June 2017)
- Through the Heritage Action Plan list-serv
- On the Heritage Action Plan webpage ([vancouver.ca/heritage-action-plan](http://vancouver.ca/heritage-action-plan))
- Through social media links (Facebook, Twitter)
- Email invitation to Talk Vancouver panel members

#### Quick Stats

- 703 completed questionnaires
- 91% of respondents live in Vancouver
- 58% are over 50 years of age
- 90% heard about the Heritage Action Plan online

## QUESTIONNAIRE SUMMARY

### Executive Summary

The following is a high-level overview of findings from the 703 responses to the Heritage Action Plan questionnaire.

Support the proposed vision for the Heritage Conservation Program.



Support the proposed goals for the Heritage Conservation Program.



Support the proposed strategic directions and actions for the Heritage Strategy 2017-2027.



Support the draft historic themes for the Heritage Conservation Program.



Please note: As a result of rounding, percentages may not necessarily add up to 100

## **Other thoughts we heard**

### **Main themes:**

- Interest fostering a culture of heritage to ‘integrate heritage into our daily experience of the city.’
- Desire for greater integration of heritage with other city goals and policies, i.e. social, economic, and sustainability
- Concern with façadism and faux heritage
- Desire for greater focus on architectural quality and significance
- Interest in more heritage awareness programs and projects, i.e. public realm, collaboration with schools, new media, etc.
- Support for evolving understanding of heritage and historic significance, and inclusion of traditionally under-represented groups
- Concerns of the impacts of real estate speculation, development and increased density on neighbourhood character and community
- Desire for consideration to be given to trees and greenery
- Interest in more diverse and stronger incentives for to promote heritage and character conservation
- Desire for greater emphasis on neighbourhoods and heritage context
- Interest in stronger/stricter means for heritage protection, enforcement, and desire for moratorium on demolitions
- Concern with the speed of the planning process and potential impacts on existing heritage buildings
- Suggestions on the inclusion of social and cultural themes
- Desire for stronger linkage between conservation and sustainability
- Variety of heritage conservation management tools ideas and suggestions
- Greater clarity on the Vancouver Heritage Register
- Mixed responses of the role of single family neighbourhoods with support for maintaining single-family neighbourhoods as low-density areas, as well as concerns about housing affordability.

### **Sample comments:**

- “I would like to see the addition of the goal of 'Creating A Culture Of Heritage Preservation'. This would be in conjunction with goal #4 but would go beyond public education and extend the engagement to anyone buying property and let them know that the City is serious about heritage conservation. In view of the incredibly high public support for heritage creating this culture would be welcome by the majority of Vancouverites. ”
- “There needs to be more focus on preserving heritage buildings, not just promote them.”
- “I would like to see the City evolve to having an "ethic of conservation" which fits its 'green' goals. I am concerned that some of the sustainability requirements on heritage buildings are counterproductive in that they don't consider the embodied energy in the building, the extra energy it takes to make modern materials and the fact that modern materials often don't last as long or are as easily repaired.”
- “More specific language, and some recognition that heritage conservation actually entails CONSERVING heritage... i.e. façadism, in which building shells are recreated as the most superficial retention of heritage details, often including no heritage materials whatsoever.”
- “more emphasis on determining and preserving Vancouver's heritage of fine architecture”
- “Connect the physical heritage w/ the people that are connected. Means also telling the story about the people.”

- “In the long term, the best way to preserve historic places is to digitize them and integrate them with popular media, so they'll be remembered and drawn from even by those who never visit them.”
- “More focus on education of public e.g. history is not always beautiful buildings, scientific values are important too (e.g. industrial buildings)”
- “Need more focus on identifying sites that should be preserved and improved regardless of their age.”
- “Please consider addressing real estate speculation as a threat to heritage, along with affordable housing.”
- “Provisions for increasing density does not help in creating community, resulting in ‘walls’ of buildings, i.e. Cambie St by Queen Elizabeth Park.”
- “Would also like to see protection of old growth trees.”
- “Stronger Financial Incentives to Promote Preservation”
- “I support protecting a variety of places and using clear policies that connect with environmental, social, and economic goals and policies, especially because development often does not attribute enough value to heritage features. And I know there are zoning policies/plans that protect features of neighbourhoods as a whole (controlling building heights, densities, uses, etc.), but I think there should be greater emphasis on supporting the heritage and unity of neighbourhoods as whole entities. One beautifully protected and maintained building does not work without connections to the buildings, uses, people around it.”
- “Better protection for heritage property from speculation and demolition.”
- “Some urgency as the losses of heritage sites has already been far too great.”
- “Not nearly enough and most likely you will take my filling in 'don't support' as being that I want more destruction.”
- “Economic history, railway, logging, fishing and the Military presence are lost stories in our city. Towers on the beach and batteries by MOA part of Puget Sound defense during WW2. Also Jericho sailing is great use of an old site. COV could have some historical story boards in this area. Jericho is also the site of Habitat forum in 1976.”
- “Each one of these proposed tenants needs to be fleshed out more, in order to better define what structural, cultural, or other factors are at play”
- “Transferrable/bonus density should come with the caveat that some of the capital windfall must be reinvested in the heritage building to ensure its longevity”
- “Would like to see Heritage designation as having more meaning. Less ability to tear down is important.”
- “I don't think they are specific enough about heritage conservation deferring to other goals (densification, accessibility, sustainability)”
- “It is OK, but I'd like to see some provision for protecting neighbourhoods from aggressive condo development.”
- “I'm just wary of how it housing affordability will be affected”

**Question 1**

Proposed vision: The City of Vancouver’s Heritage Conservation Program encourages and fosters the retention and conservation of historic places across the city, while supporting the ongoing sustainable development of its neighbourhoods.

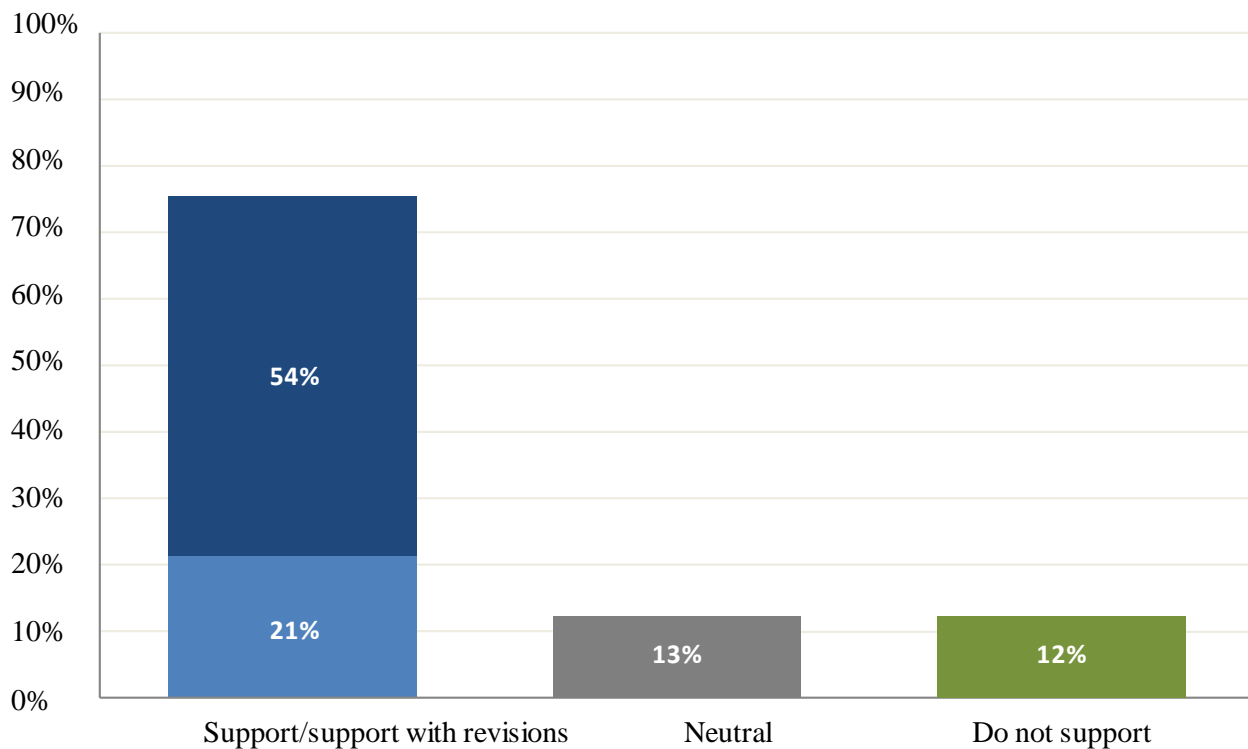
Generally, what do you think of the proposed vision for the Heritage Conservation Program?

**Snapshot**

- Three-quarters (75 percent) of respondents fully supported or supported with some changes the proposed vision for the Heritage Conservation Program.
- Over half (54 percent) were fully in support.

**Results**

Total respondents (700)



**Question 2**

Proposed goals:

1. Diversity of heritage values – Identify, celebrate and protect a broad range of historic places, which illustrate Vancouver’s history, diversity and development over time
2. Effective heritage management tools – Clear and consistent heritage policies, management tools, and conservation incentives
3. Connection to other City goals –Leverage heritage conservation to meet other City goals and outcomes that balance multiple objectives
4. Broad Public Awareness – Promote and support the celebration and protection of heritage values and historic places, and provide opportunities for a broad spectrum of public education and awareness.

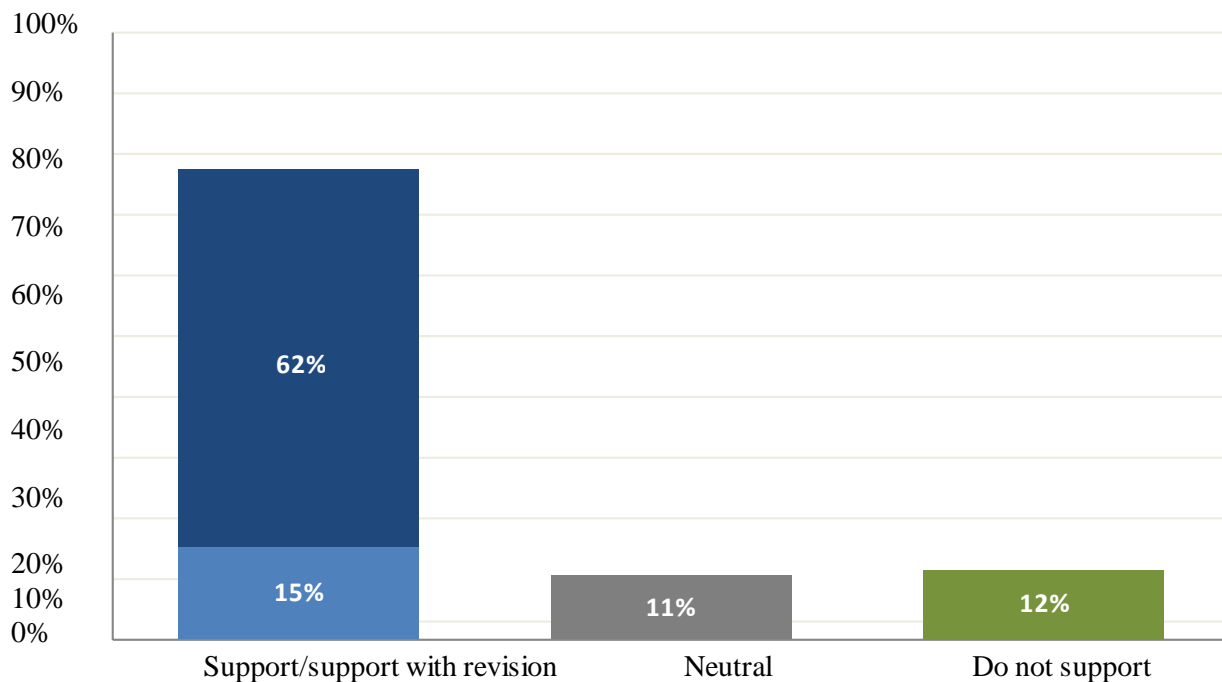
Generally, what do you think of the proposed goals for the Heritage Conservation Program?

**Snapshot**

- Over three-quarters (77 percent) of respondents fully supported or supported with some changes the proposed goals for the Heritage Conservation Program.
- Nearly two-thirds (62 percent) were fully in support.

**Results**

Total respondents (686 responses)



**Question 3**

Strategic directions and action have been development to implement the vision and goals for the Heritage Conservation Program. These identify priorities for the next 10 years, which will be monitored and updated over time.

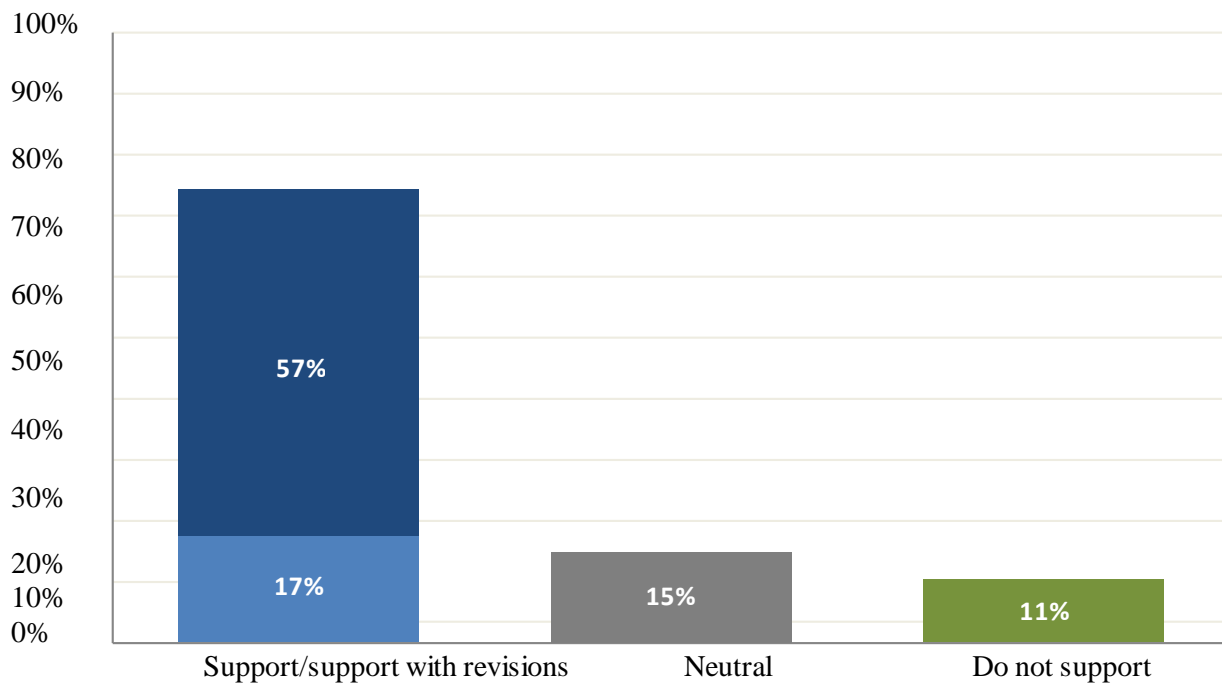
Generally, what do you think of the proposed strategic directions and actions for the Heritage Strategy 2017-2027?

**Snapshot**

- Nearly three-quarters (74 percent) of respondents fully supported or supported with some changes the proposed strategic directions and actions for the Heritage Strategy 2017-2027.
- Over half (57 percent) were fully in support.

**Results**

Total respondents (696 responses)





**Question 4**

Historic Context Statements and Thematic Frameworks are tools that summarise and describe any aspect of the past, either tangible or intangible, such as a city’s history and the people, events, and eras that shaped it. The draft historic themes include: habitation, governance, economies, society, and arts. Each historic theme has several sub-themes and detailed components that provide additional layers of descriptive information.

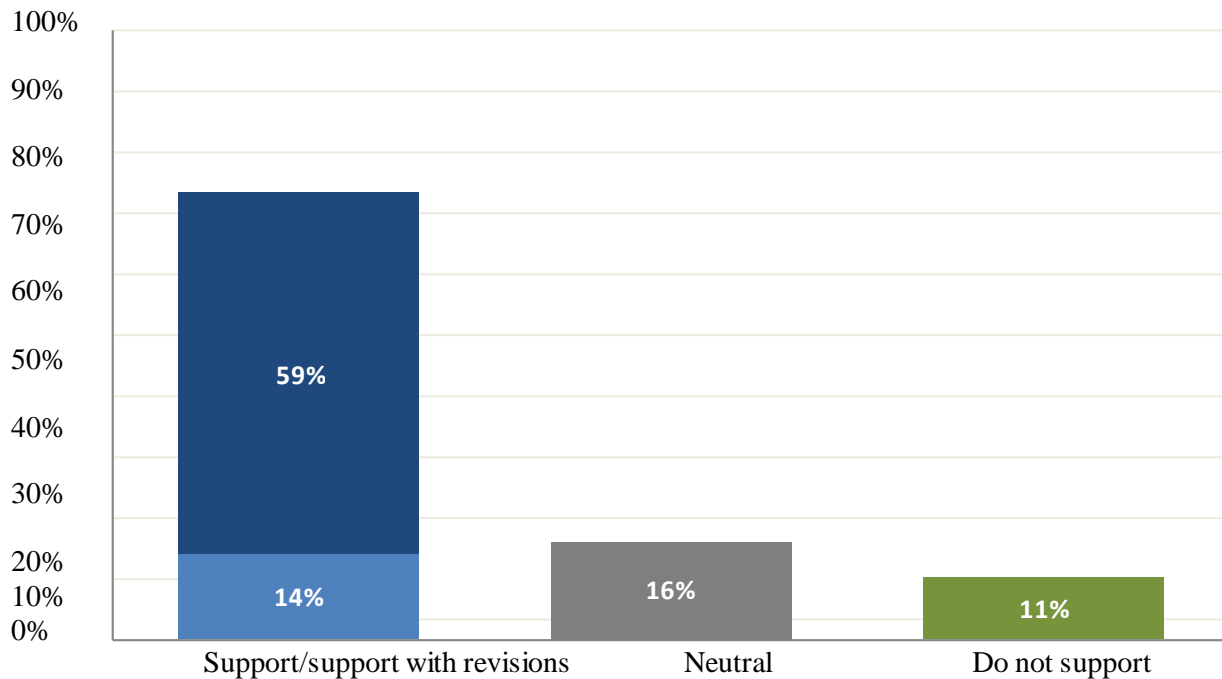
Generally, what do you think of the five draft historic themes identified for the Heritage Conservation Program?

**Snapshot**

- Nearly three-quarters (73 percent) of respondents fully supported or supported the draft historic themes for the Heritage Conservation Program.
- Over half (59 percent) were fully in support.

**Results**

Total respondents (692 responses)



**Demographics**

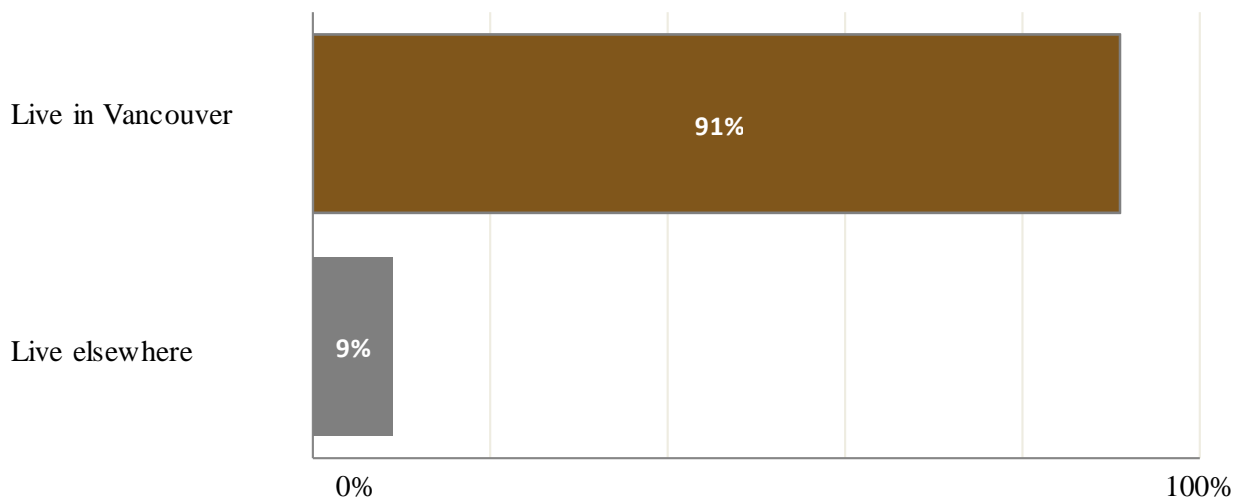
Where do you live?

**Snapshot**

- The majority of respondents (91 percent) live in Vancouver.

**Results**

Total respondents (684 responses)



**Demographics**

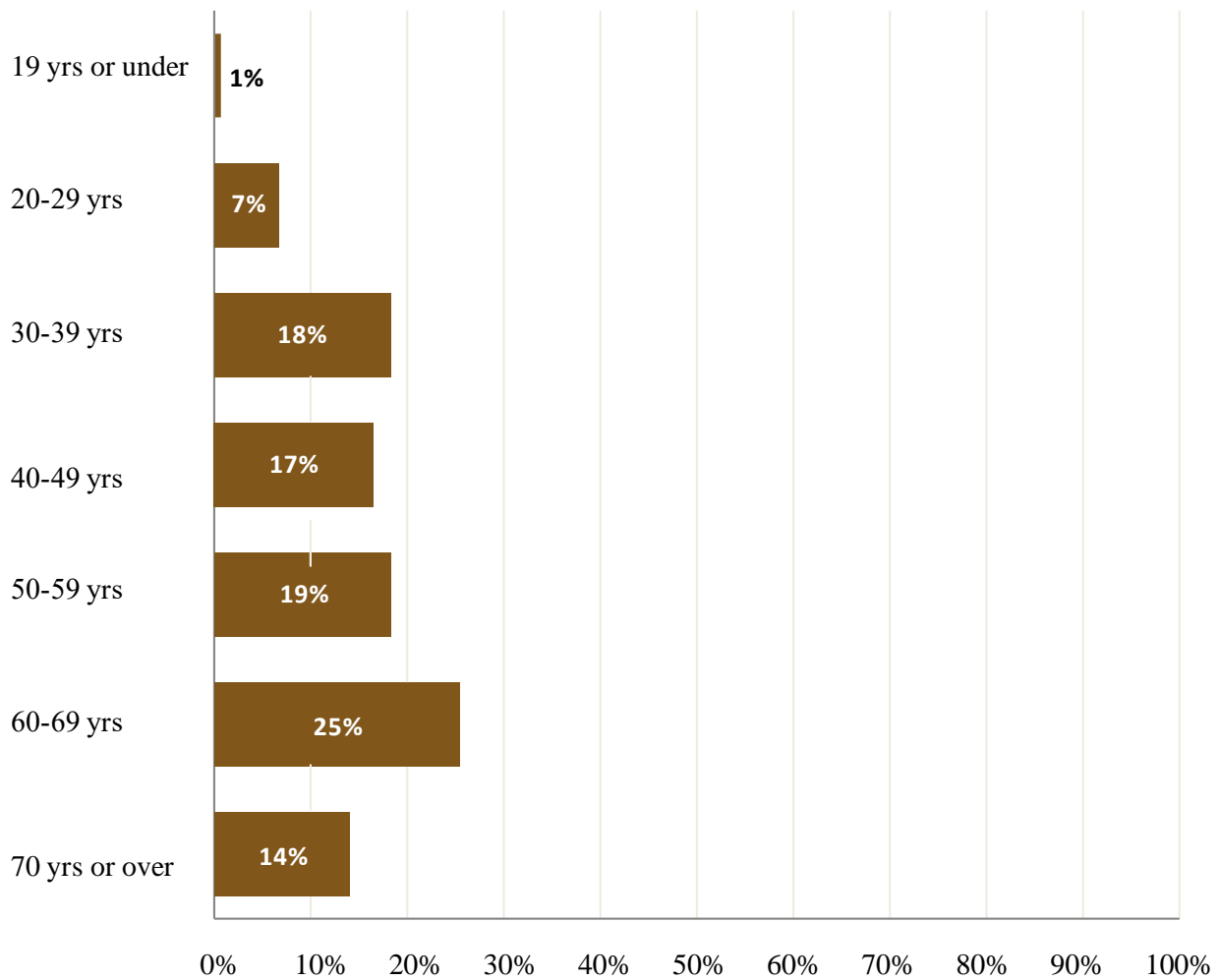
What is your age category?

**Snapshot**

- More than half (58 percent) of respondents were over 50 years of age.
- A quarter of respondents (25 percent) were 60-69 years of age

**Results**

Total respondents (701 responses)



**Demographics**

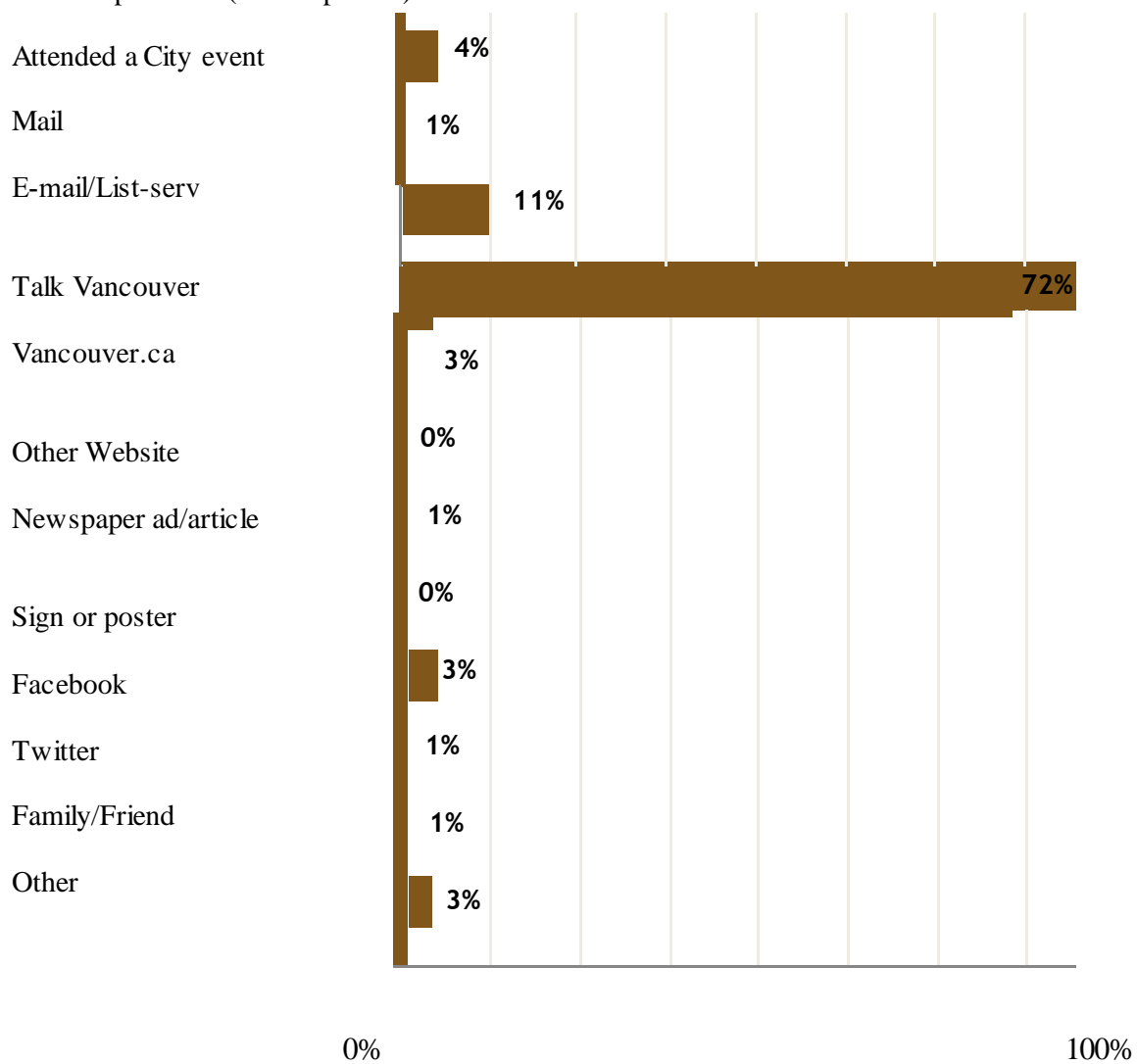
How did you hear about the Heritage Action Plan consultation? Choose all that apply.

**Snapshot**

• Over two-thirds (90 percent) heard about the *Heritage Action Plan* consultation through an online source.

**Results**

Total respondents (756 responses)



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## Heritage Advisory Committees - Minutes

From the Minutes of the Chinatown Historic Area Advisory Committee Meeting of July 12, 2018:

MOVED by Helen Lee AND SECONDED Mark Shieh  
*That CHAPC is generally supportive of the direction of the Heritage Strategy and will contact Helen Cain should they have further questions.*

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From the Minutes of the Vancouver Heritage Commission Meeting of July 16, 2018:

MOVED by Commissioner Leduc  
SECONDED by Commissioner Massie

- A. *THAT the Vancouver Heritage Commission supports staff's request to fully integrate heritage into community planning and the forthcoming citywide plan through changes and additions to the Heritage Action Plan that Council approved in 2013.*
- B. *THAT the Vancouver Heritage Commission supports the integration of built and cultural heritage, including the histories of Indigenous peoples and historically wronged cultural communities, as part of a comprehensive heritage strategy for the City of Vancouver.*
- C. *THAT, on the matter of the proposed Heritage Toolkit, the Vancouver Heritage Commission recommends that the City of Vancouver adopt the National Standards & Guidelines for the Conservation of Historic Places in Canada to control exterior alterations and ensure that new developments do not result in "façadism".*
- D. *THAT the Vancouver Heritage Commission agrees that no property on the Heritage Register should be demolished due to a rezoning or a subdivision of the property.*
- E. *THAT the Vancouver Heritage Commission supports the adoption of the Heritage Property Standards and Maintenance By-law city-wide, and understands that an amendment to the Vancouver Charter could be sought to allow the City of Vancouver to provide maintenance for neglected protected heritage properties at the owner's expense.*
- F. *THAT the Vancouver Heritage Commission supports the development and refinement of a process involving building inspectors, heritage planners, architects and consultants to ensure that character-defining elements are not lost in the rehabilitation of heritage properties, and to identify roadblocks that are standing in the way of heritage projects and to ensure that all available tools are interpreted in the most liberal manner possible to allow projects to proceed.*

From the Minutes of the Vancouver Heritage Commission Meeting of March 12, 2019:

MOVED by Commissioner Jacques  
SECONDED by Commissioner Gordon

WHEREAS

1. *The Vancouver Heritage Commission (the "Commission"), at its meeting on July 16, 2018, supported the integration of heritage into community planning in the forthcoming city plans, and supported the integration of built and cultural heritage into the City's heritage strategy;*

2. *The Commission agreed that its Statement of Significance subcommittee should test the proposed Heritage Register System Plan for a period of six (6) months; and*
3. *The Commission broadly agrees with the staff's goals on the Heritage Action Plan.*

*THEREFORE BE IT RESOLVED*

- A. *THAT the Vancouver Heritage Commission thanks staff for the Heritage Action Plan staff update provided at its meeting on March 11, 2019.*
- B. *THAT the Vancouver Heritage Commission identifies and expressed its concern that the splitting of the Vancouver Heritage Register into Class 1 and Class 2 will disadvantage buildings that are currently classified as Bs and are perceived in the development community to have more heritage value than Cs.*
- C. *THAT the Vancouver Heritage Commission wishes to draw attention to specific areas of the downtown – Granville Street and the 800 blocks of Cambie Street and Beatty Street – for special attention by staff as the update to the Heritage Action Plan proceeds.*
- D. *THAT the Vancouver Heritage Commission (the “Commission”) identifies and expressed its concern with how some intangible elements of the city's heritage will be recognized in the City's heritage policies and its register, and how it will be reflected in the Commission's duties as it responds to development applications.*
- E. *THAT the Vancouver Heritage Commission draws attention to the challenges facing Vancouver's schools, specifically those that have historic value and are not on the Vancouver Heritage Register and the complexities of seismically upgrading heritage schools and getting that work funded.*
- F. *THAT the Vancouver Heritage Commission supports the integration of elements of intangible heritage, such as social spaces, into the planning process of the Broadway Plan and the forthcoming City-wide Plan.*
- G. *THAT the Vancouver Heritage Commission recognizes that the terms of reference for the City's Planning Department and Heritage Group may be in a process of change following direction from Council.*

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From the Minutes of the Vancouver Heritage Commission Meeting of November 18, 2019:

**2. Culture I Shift –Update**

Branislav Henselmann, Managing Director, Cultural Services, provided an overview on the *CultureIShift: Blanketing the City in Arts and Culture*, and the *Making Space for Arts and Culture: Cultural Infrastructure Plan*, followed by staff presentations.

The Chair provided closing comments to the staff presentations. Commissioners agreed to email additional comments to the Chair, who will amalgamate into one document and submit to

Cultural Services staff. Zlatan Jankovic, Staff Liaison, provided an update on the Heritage Group's work within the culture plan and responded to questions.

### **3. Staff Update**

#### **Heritage Action Plan –Heritage Conservation Program Renewal –Update**

Staff provided a brief update on the report to Council on the Heritage Conservation Program Renewal, tentatively scheduled for February 28, 2020, and the report on the Heritage Register Update scheduled for late 2020, and answered questions.

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From the Minutes of the Vancouver City Planning Commission of March 27, 2019:

## **2. BUSINESS MEETING**

### **a) Heritage Action Plan and Heritage Incentive Program Update**

Planning, Urban Design and Sustainability staff provided presentations and responded to questions and comments from the Commission.

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**Policy Paper: Recognizing and Including Indigenous Cultural Heritage in B.C.**

“The objective of this policy paper is to present a compelling and informed position for supporting an Indigenous-led organization that can address gaps in cultural heritage legislation and policy, and support heritage related initiatives in Indigenous communities to achieve measurable goals. Intended audiences for the paper include provincial and federal governments, heritage professionals and organizations, Knowledge Keepers and Indigenous leaders, Indigenous communities and organizations, non-government organizations, and academics and academic institutions.

This paper is organized in seven sections, beginning with this introduction. The second section describes the current context of Indigenous heritage in B.C.; sections three and four outline why it is important to protect Indigenous heritage and the leading organizations in B.C. and Canada in this effort; section five sets out ten recommendations for safeguarding Indigenous heritage in B.C. and Canada; section six lists references; and the final section, seven, contains three appendices.”<sup>5</sup>

For more information:

<http://www.fpcc.ca/files/PDF/Heritage/FPCC-ICH-Policy-Paper-190918-WEB.pdf>

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<sup>5</sup> Excerpt from: Policy Paper: Recognizing and Including Indigenous Cultural Heritage in B.C.



## Consultant HAP Reports

The lead consultant on the Heritage Action Plan, Donald Luxton & Associates, has delivered three reports related to the Heritage Action Plan, that provide a comprehensive review of the City's Heritage Conservation Program and Vancouver Heritage Register.

1. Heritage Conservation Program Review, June 2017

This consultant report has provided a review of the City's HCP since its beginnings in the 1960s through a number of evolutionary changes to 2017. It has placed our heritage conservation practices in the context of global, Canadian and provincial heritage conservation doctrine and implementation. The study has provided an analysis of the effectiveness of the existing Heritage Conservation Program and has provided 40 recommendations to update the HCP.

2. Vancouver Historic Context Statement and Thematic Framework, June 2017

This consultant report identifies historical civic themes, relates them to extant historic resources or associated property types, and provides a citywide thematic framework. Based on the Parks Canada National Historic Sites of Canada System Plan, it is intended to be used to update and manage the Vancouver Heritage Register Upgrade process. However, while it was envisioned as a comprehensive study, the draft citywide historical themes in the report have limited pre-settler history and do not adequately represent the historic presence of the Musqueam, Squamish and Tsleil-Waututh Nations, Urban Indigenous population and of Vancouver's ethnocultural communities.

3. Heritage Register System Plan, June 2017

This consultant report provides context and best global practices upon which to model the upgrade to the Vancouver Heritage Register (VHR). The report offers a gap analysis to identify shortfalls, as well as recommendations to improve the existing system, including new register categories, methodology and evaluation criteria. Additionally, the consultant has delivered a list of more than 300 'priority' sites to be considered for the VHR that fill gaps in colonial history for eras of settlement (e.g. 1960s), places (e.g. cultural landscape), buildings (e.g. apartment) and styles (e.g. Modernism). However, the list does not adequately address Indigenous cultural values and of other ethno-cultural communities and it is generally biased towards colonial-era buildings and their architectural preservation.

To rectify the lack of adequate engagement with Musqueam, Squamish and Tsleil-Waututh Nations, Urban Indigenous community and systemically excluded racialized ethnocultural communities and social groups, the processing of the VHR Upgrade has been postponed until meaningful, respectful and comprehensive community consultation through the Vancouver Plan engagement process.

The three consultant reports prepared by the consultant team led by Donald Luxton & Associates, to inform the Heritage Action Plan, may be viewed as follows:

- City of Vancouver: Heritage Conservation Program Review, dated June 2017, based on international best practices with recommendations for the Heritage Conservation Program update.  
Link: <https://vancouver.ca/files/cov/heritage-conservation-program-review-june-2017.pdf>
- Vancouver Historic Context Statement and Thematic Framework, dated June 2017, based on the Parks Canada *National Historic Sites of Canada System Plan* to inform values-based heritage planning practices and the Vancouver Heritage Register upgrade.

Link: <https://vancouver.ca/files/cov/historic-context-statement-thematic-framework-summary.pdf>

- City of Vancouver – Heritage Register System Plan, dated June 2017, with recommendations for the Vancouver Heritage Register upgrade.  
Link: <https://vancouver.ca/files/cov/vancouver-heritage-register-system-plan.pdf>

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