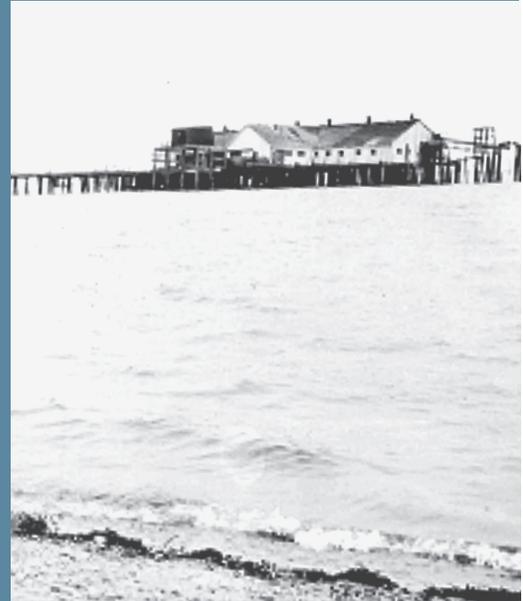
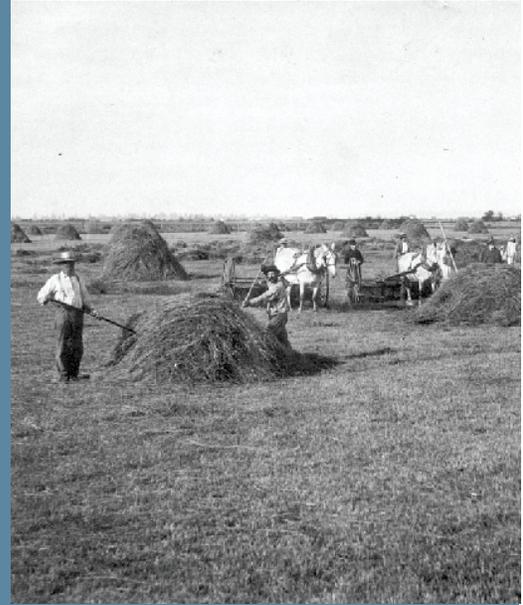


# DELTA HERITAGE STRATEGY 2017



Delta

**DONALD LUXTON  
AND ASSOCIATES INC** 

DONALD LUXTON AND ASSOCIATES INC.  
1030 - 470 GRANVILLE STREET VANCOUVER BC V6C 1V5  
info@donaldluxton.com 604 688 1216 www.donaldluxton.com

# TABLE OF CONTENTS

EXECUTIVE SUMMARY .....	4
1. INTRODUCTION.....	6
1.1 Heritage Strategy Process .....	6
1.2 Defining Heritage .....	8
1.3 Community Benefits of Heritage Conservation.....	10
1.4 The Link between Heritage and Sustainability .....	12
1.5 The Link Between Heritage and Economic Development .....	13
2. PROVINCIAL ENABLING LEGISLATION .....	14
2.1 Local Government Act .....	15
2.2 Heritage Conservation Act.....	16
2.3 Community Charter.....	16
2.4 Agricultural Land Reserve .....	17
2.5 B.C. Building Code.....	18
2.6 Energy Efficiency Act.....	18
2.7 Homeowner Protection Act.....	19
3. CURRENT SITUATION .....	20
3.1 Official Community Plan.....	20
3.2 Delta Agricultural Plan.....	20
3.3 Community Planning and Development Department.....	20
3.3.1 Heritage Protection .....	21
3.3.2 Delta Heritage Register.....	22
3.3.3 Heritage Inventories.....	22
3.3.4 Delta Heritage Advisory Commission .....	23
3.3.5 Municipal Conservation Incentives .....	24
3.3.5.1 Provincial Conservation Incentives .....	24
3.3.5.2 Federal Conservation Incentives .....	25
3.4 Delta Parks, Recreation and Culture Department.....	26
3.4.1 Parks, Recreation and Culture Commission.....	27
3.5 Municipally-Owned Sites.....	27
3.6 Opportunities.....	28
3.7 Challenges and Priorities .....	29
3.7.1 An Integrated Approach to Heritage and Cultural Planning .....	39
3.7.2 New Conservation Incentives .....	30
3.7.3 Delta Heritage Foundation .....	33
3.7.4 A New Approach to Heritage Information.....	36
3.7.5 Museum and Archives Challenges.....	36
3.7.6 Youth Engagement Strategies.....	36
3.7.7 Community Partnership Strategies .....	38

4. THE HERITAGE STRATEGY .....	40
4.1 Action Plan for Implementation.....	41
4.2 Budget Implications .....	53
4.3 Monitoring .....	53
ACKNOWLEDGEMENTS .....	54
APPENDIX A: DEFINITIONS .....	56
APPENDIX B: OFFICIAL COMMUNITY PLAN HERITAGE POLICIES .....	58
APPENDIX C: CONSERVATION INCENTIVES .....	64
C.1 Financial Incentives .....	64
C.1.1 Municipal Financial Incentives .....	64
C.1.1.1 Direct Grants.....	64
C.1.1.2 Property Tax Incentives .....	64
C.1.1.3 Permissive Tax Incentives.....	65
C.2 Non-Financial Incentives .....	66
C.2.1 Heritage Revitalization Agreements.....	66
C.2.2 Relaxations/Variances.....	66
C.2.3 Density Bonus and Transfer Procedures .....	67
C.2.4 Heritage Register Equivalencies and Exemptions .....	67
C.2.5 Administrative Support.....	67
C.2.6 Heritage Support Programs.....	67

# EXECUTIVE SUMMARY

The purpose of this Heritage Strategy is to provide an update of Delta's 1997 Delta Heritage Strategy, in order to provide the community with an effective, sustainable, and realistic plan that will encourage the conservation and long-term viability of community heritage resources.

Through the development of a shared community vision for heritage conservation, the Heritage Strategy has provided an opportunity to assess those aspects of Delta's current Heritage Program that are most successful, determined what needs to be re-focused for maximum effectiveness and outlines a series of actions that best utilize scarce resources. The Heritage Strategy responds to challenges and opportunities that have been identified through an extensive research and public consultation process that included two Open Houses and two online questionnaires of community comments and expectations. This has determined a new vision for Delta's Heritage Program, and sets new directions based on a consensus of community values and priorities. The Strategy identifies a community-based Vision for the heritage program.

## A VISION FOR DELTA'S HERITAGE

Delta will conserve, celebrate, commemorate and respect our rich historic legacy of significant tangible and intangible heritage resources, which contribute to our community identity, economic viability and environmental sustainability.

Delta's Heritage Program will provide a balance for change and new development that recognizes the importance of our historic communities, our rural lands and our natural landscapes. The past, present and future will be connected through community celebrations,

partnerships and heritage activities that will preserve our heritage resources, provide educational opportunities and enrich the lives of our citizens and visitors.

The following Goals provide a renewed focus for Delta's Heritage Program:

GOAL 1:	Provide Municipal Leadership in Heritage Conservation
GOAL 2:	Update Heritage Policies in an Integrated Planning Framework
GOAL 3:	Protect Delta's Rural Heritage
GOAL 4:	Protect Delta's Natural and Cultural Landscapes
GOAL 5:	Build Community Capacity and Partnerships
GOAL 6:	Support Heritage Education and Awareness
GOAL 7:	Make Heritage Information Accessible

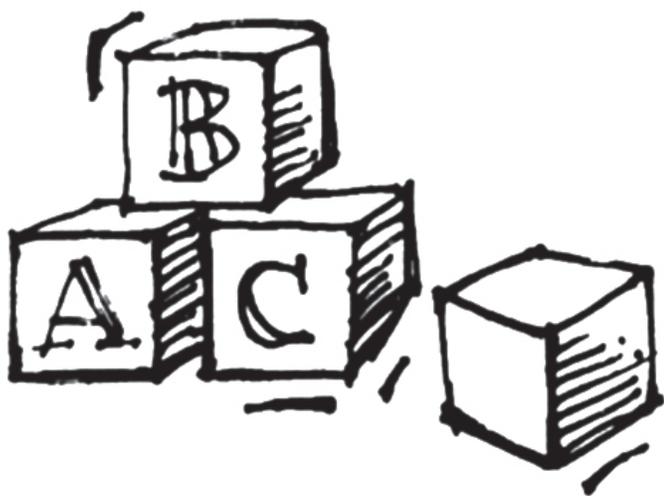
These Goals are supported by forty Actions that will be achieved over a ten-year period. The intent of the recommendations is to proactively encourage the preservation and long-term viability of Delta's heritage resources, for the benefit of the entire community.



Delta Hotel and McNeeley Store, circa 1883 [Delta Museum & Archives Society 1970-1-316]

# 1.

## INTRODUCTION



Delta has commissioned an update of its 1997 Delta Heritage Strategy in order to provide the community with an effective, sustainable, and realistic plan that will encourage the conservation and long-term viability of community heritage resources.

Delta's heritage resources are a valuable part of community pride, identity, local economy and tourist potential and provide a tangible link to the past. Through the development of a shared community vision for heritage conservation, the Heritage Strategy has provided an opportunity to assess those aspects of Delta's current Heritage Program that are most successful, determined what needs to be re-focused for maximum effectiveness and outlines a series of actions that best utilize scarce resources. This has determined a new vision for the Heritage Program, and sets future directions based on a consensus of community heritage values and priorities.

### 1.1 HERITAGE STRATEGY PROCESS

The purpose of the project has been to undertake a thorough review of the first Delta Heritage Strategy, approved by Council on March 11, 1997. Thirteen implementation actions were recommended over a five-year action plan. Many of the recommendations were implemented including a Municipal Heritage Register, heritage procedural review policies, heritage incentives, and conservation areas.

The Delta Heritage Strategy is twenty years old and was due for review. The community vision for heritage was reevaluated and priority heritage issues have been identified. Current procedures and heritage planning tools required evaluation to ensure that they can respond to Delta's priority heritage issues. Delta's heritage communication and information strategies also required review and updating.

The consultant has worked with a Steering Committee made up of members from the DHAC, Agricultural Advisory Committee, Delta Museum & Archives Society and members of each of the four communities (three urban areas and the rural lands), to inform the process and complete community outreach. The review process has included:

- Identification of strengths, weaknesses, opportunities and threats currently facing Delta's Heritage;
- Consideration of the aspects of the 1997 Heritage Strategy that were not implemented and why;
- Clarification of community values that Delta residents collectively place on heritage;
- Identification of goals and objectives for Delta's tangible and intangible heritage that will guide efforts in this area;

- Consideration of how a Heritage Foundation or Society could assist in implementing Delta's Heritage Strategy; and
- A ten-year implementation plan that will guide the annual work plans of staff as well as of the DHAC which may include, among other things:
- Ways to update and repackage Delta's Rural and Urban Inventories
- Renewal of community commitment to our historic sites;
- Identification of potential partnerships and sources of funding that will assist in preserving Delta's heritage;
- Identification of ways to engage the community in the creative and adaptive re-use of our heritage structures that will facilitate their long-term preservation;
- Identification of subject areas for future heritage recognition, interpretation and celebration; and
- Recommendations for incentives and updated policies to achieve heritage preservation goals.

The public consultation process has comprised a significant portion of the work. Its purpose has been to determine the importance and values collectively placed on heritage, understand broad perspectives and aspirations, align heritage conservation to broader community and civic goals, develop a values-based vision grounded in worldwide best practices, build public awareness of local conservation efforts, and set goals and priorities based on public input.

As part of this consultation, the following process occurred in 2014:

- Meeting with the Delta Heritage Advisory Commission (DHAC): March 14
- First Online Questionnaire: May 12-29
- First Steering Committee Meeting: May 22
- Open House #1 May: 22
- Second Online Questionnaire: June 12-26
- Second Steering Committee Meeting: June 19
- Open House #2: June 19
- Third Steering Committee Meeting: July 16
- Meeting with Delta Parks, Recreation and Culture (PRC) Managers: September 12
- Joint meeting with Steering Committee, DHAC and PRC Commission: October 17

This open and transparent process has allowed for the development of a community-based vision for heritage conservation, and a general consensus on the priorities of the Action Plan for implementation.

## 1.2 DEFINING HERITAGE

*Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration (United Nations Educational, Scientific and Cultural Organization).*

Organizations and governments world-wide use similar definitions to describe heritage conservation and the fundamental values that underpin this definition. Conservation efforts remain a close partnership between government and the community, and exist within a framework wherein national standards, provincial statutes and municipal policies guide various aspects of conservation practice.

Delta's conservation initiatives date back over thirty years, and include the identification, protection and promotion of historic places that are important to local culture and history. Although there is often an emphasis on the conservation of built heritage, both tangible and intangible heritage values are present in our built heritage, in our historic sites, the character of heritage neighborhoods, streetscapes, cemeteries and early transportation routes, as well as in our natural vistas, agricultural areas, country roads, naturally wooded areas, significant watercourses, planted features and landscapes.

Cultural landscapes, or distinct geographical areas that represent the combined work of man and nature,

encompass those landscapes deliberately shaped by people, those that have evolved organically and those that have taken on significance by cultural association. The concept of the 'cultural landscape' has recently taken root in conservation circles at the international level and is impacting not only the concept of heritage value, but also the selection of places for conservation.

The importance of intangible cultural heritage is increasingly being recognized worldwide as a legitimate part of values-based heritage conservation, including culturally-embedded traditions, memories, language, practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their shared history and heritage.

Delta's heritage encompasses a broad range of tangible and intangible features, some of which have been identified and protected, while other aspects are less well understood. This Heritage Strategy is based on a broad understanding of what constitutes Delta's heritage, with a vision that integrates heritage planning into overall community growth and development.



Third Thirle House, circa 1920 [Delta Museum & Archives Society 1980-52-3]

### 1.3 COMMUNITY BENEFITS OF HERITAGE CONSERVATION

Conserving and celebrating its heritage allows a community to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our community from past to present to future. Historic sites become landmarks and touchstones for the community. A broad range of tangible heritage features exist that add to Delta's vibrancy and character. In addition, a legacy of personal histories, traditions and events weave a rich and unique community tapestry that enriches the life of Delta's residents and visitors.

Cultural and heritage-based tourism, such as the visitation of historic sites, is now the fastest growing segment of the burgeoning tourism industry. Other benefits of strong heritage policies include maintaining distinctive neighbourhoods, conserving cultural heritage, providing community identity and promoting civic pride. Heritage conservation is also an inherently sustainable activity, and supports sustainability initiatives such as reduction of landfill and the conservation of embodied energy. These are all important considerations in the long-term management of our built environment. A well-managed heritage conservation program provides numerous community benefits that include:

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

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



## 1.4 THE LINK BETWEEN HERITAGE AND SUSTAINABILITY

In recent years heritage conservation has found a new place within the sustainability framework in which economic, environmental, social or cultural interests coincide to support common community goals. Preserving heritage values has a significant impact on all aspects of sustainability – social, environmental and economic. Within this larger conservation model, both the tangible and intangible benefits of heritage conservation find a broadened relevance: in the areas of tourism, job creation, business development, education, recreation and the environment, heritage conservation contributes to the diversity, variety and long term sustainability of the urban and rural fabric of our existing communities.

Heritage conservation is inherently sustainable; it minimizes the need to destroy building materials and retains established land use patterns and infrastructure. It also conserves embodied energy, reduces pressure on landfill sites, avoids impacts of new construction and minimizes the need for new building materials. Although heritage conservation and sustainable development are not entirely synonymous activities, they align in their mutual interest of enhancing the relationship people have with their built environment. The environmental impact associated with building demolition is a major concern, and as a consequence an increasing number of existing buildings are being retained and retrofitted

for new uses for reasons that go beyond their historic merit. It is widely recognized that society can no longer afford to waste resources of any type and responsible stewardship, including re-use of the built environment, has become the accepted norm in managing our urban and rural habitats while enhancing their livability.

The conservation of heritage sites is also important from an urban design perspective. Our historic places, early communities and rural lands contribute significantly to Delta's unique sense of place by maintaining historic context and providing a framework for new development. It is also important to upgrade the energy efficiency of heritage buildings, and this can be accomplished in many ways without destroying heritage character-defining elements. Information on energy upgrading measures for heritage buildings is available in the Standards and Guidelines for the Conservation of Historic Places in Canada.

The renewed focus of the Heritage Program should recognize the importance of sustainability initiatives. Heritage conservation should be integrated with sustainability initiatives (including environmental, economic and social initiatives) whenever possible, for the benefit of both.

## 1.5 THE LINK BETWEEN HERITAGE AND ECONOMIC DEVELOPMENT

Heritage is good for Delta's economic environment and good for business. Investment in heritage conservation provides economic stimulus that results in enhanced tax assessments, more interesting urban environments, supports competitive business recruitment and retention strategies, and provides opportunities for business incubation. Heritage conservation does not mean "no change"; rather it is an opportunity for creative community building that also provides sustainable amenities as our urban environments become subject to intensification.

The fastest growing sector of the tourism market is cultural tourism, which consists of travellers engaging in cultural events and activities while away from their home communities. This umbrella term includes, but is not limited to: performing arts; museums and galleries; visual arts; heritage events; visits to historic sites; genealogical research; multicultural/ethnic events; and some tourist attractions. Education is also a significant part of cultural tourism, as these elements may involve a high degree of interactivity.



# 2.

## PROVINCIAL ENABLING LEGISLATION



The Federal government, in collaboration with the provinces, territories and municipalities, has played a role in the development of an overall framework for heritage conservation, including the *Canadian Register of Historic Places* and the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Provincial legislation, statutes and regulations provide the legal framework for conservation practice. Local governments have managed their resources through the legislative tools provided by provincial legislation, such as the **Community Heritage Register, Heritage Designation, Heritage Revitalization Agreements** and

**Heritage Conservation Areas.** These are some of the most significant conservation tools that are available at the local level for the management of heritage resources.

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

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

## 2.1 LOCAL GOVERNMENT ACT

Under the *Local Government Act*, a legal framework is provided for the establishment and continuation of local governments to represent the interests and respond to the needs of their communities. Local governments are enabled with the powers, duties and functions necessary for fulfilling their purposes, including stewardship of public assets, and the flexibility to respond to the different needs and changing circumstances of their communities. Delta is empowered to regulate land development through zoning, subdivision control, building by-laws, maintenance and occupancy by-laws, and a number of other regulatory mechanisms. Heritage incentives can be provided through a number of mechanisms including negotiated agreements and 10-year periods of tax relief. Most of the tools that Delta will use to provide incentives and regulations for the heritage program are enabled under *Part 27: Heritage Conservation*.

One of the tools commonly used as the basis of a municipal heritage program is a Community Heritage Register, an official listing of properties having heritage value, passed by resolution of local government. Inclusion on a Register does not confer any other form of permanent heritage protection, is not listed on the Land Title and does not create any financial liability for the local government. The Register may, however, be used to “flag” properties for possible future protection, and does enable a local government to withhold approval and/or a demolition permit for a limited amount of time. In addition to the tracking and regulatory powers implied by a Register listing, there are also important incentives that can be offered to assist owners with conservation. Properties on a Register are eligible for special provisions, including equivalencies under the B.C. Building Code, alternative compliance under the *Energy Efficiency Requirements* and exemptions from the *Homeowner Protection Act*. Delta has already established a Heritage Register that lists a variety of historically significant sites. Delta has also protected heritage sites through **Heritage Designation** achieved on a site-by-site basis through municipal bylaws.





## 2.2 HERITAGE CONSERVATION ACT

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

## 2.3 COMMUNITY CHARTER

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

The Permissive Exemptions provisions in the Community Charter that can be used for facade improvement and heritage conservation projects are listed below:

- **Section 225:** Permissive tax exemptions can be offered to “eligible property”, as defined by heritage protection. A rebate on municipal and provincial taxes can be provided. There is no specified time limit to the exemption that can be negotiated. These provisions require a 2/3 supporting vote of Council for enactment.
- **Section 226:** Permissive tax exemptions can be offered to revitalization projects. A rebate can only be provided on municipal taxes, and can be offered to any property. There is a 10-year time limit to this exemption, however it requires only a simple majority vote of Council for enactment.

## 2.4 AGRICULTURAL LAND COMMISSION

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

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

The *Farm Practices Protection (Right to Farm) Act* is complimentary to the ALR farmland preservation program. This Act, which came into effect in 1995, gave local government better tools for managing growth,

and moved land use planning for agriculture into the mainstream. Farmers were given the right to farm in the ALR and on land zoned for farm use. The Act protects farmers that are using normal farm practices from nuisance lawsuits and nuisance bylaws of local governments. The Act also establishes a process to resolve concerns and complaints.

As many of Delta's significant historic sites are situated on rural lands, this is a significant issue in determining economic viability for heritage sites. The ALC has demonstrated an increased willingness to negotiate over heritage issues. This is a positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production, and when there is demonstrated intent to conserve through a heritage designation. Each application is reviewed on a case-by-case basis. ALC policies may also have a significant effect on the development of agri-tourism and agri-business, as it can regulate and designate appropriate farm use with respect to the scope of retail sales, wineries and other uses.

Other provincial initiatives regarding farm practices are underway, such as the B.C. Agriculture and Food Climate Action Initiative that is a joint undertaking of B.C. Agriculture Council and the Investment Agriculture Foundation; their initiatives include a B.C. Farm Energy Assessment Pilot Project that is now in its second phase.

To date, the Commission has not been receptive to heritage issues, even when there is no conflict with farming practices.

## 2.5 B.C. BUILDING CODE

Building Code upgrading is the most important aspect of heritage building rehabilitation, as it ensures life safety and long-term protection for the resource. It is essential to consider heritage buildings on a case-by-case basis, as the blanket application of Building Code requirements does not recognize the individual requirements and inherent performance strengths of each building. A number of equivalencies have been adopted in the British Columbia Building Code that enable more sensitive and appropriate heritage building upgrades; a heritage building is defined as either a designated site or one included on a Heritage Register. As example of a Code equivalency is the use of sprinklers in a heritage structure to satisfy fire separation and exiting requirements.

Given that Code compliance is such a significant factor in the conservation of heritage buildings, the most important consideration is to provide viable economic methods of achieving building upgrades. In addition to the equivalencies offered under the current Code, Delta can also accept the report of a Building Code Engineer as to acceptable levels of code performance.

## 2.6 ENERGY EFFICIENCY ACT

The Energy Efficiency Act (Energy Efficiency Standards Regulation) was amended in 2009 to include the following definition:

“designated heritage building” means a building that is

- (b) protected through heritage designation or included in a community heritage register by a local government under the Local Government Act,

Under this new definition, Energy Efficiency standards do not apply to windows, glazing products, door slabs or products installed in heritage buildings. This means that exemptions can be allowed to energy upgrading measures that would destroy heritage character-defining elements such as original windows and doors.



## 2.7 HOMEOWNER PROTECTION ACT

Amendments to the *Homeowner Protection Act* Regulation were made in 2010 to allow for exemptions for heritage sites from the need to fully conform to the B.C. Building Code under certain conditions, thus removing some of the barriers to compliance that previously conflicted with heritage conservation standards and guidelines. The changes involved:

- an amendment to the Homeowner Protection Act Regulation, B.C. Reg. 29/99 that allows a warranty provider, in the case of a commercial to residential conversion, to exclude components of the building that have heritage value from the requirement for a warranty; and
- clarification of the definition of ‘substantial reconstruction.’ The latter clarification explains that 75% of a home must be reconstructed for it to be considered a ‘new home’ under the Homeowner Protection Act, thus enabling single-family dwelling to multi-family and strata conversions without the Act now coming into play.

The definition of a heritage building is consistent with that under the B.C. Building Code and the *Energy Efficiency Act*.

# 3.

## CURRENT SITUATION

The following is an assessment of the situation in Delta regarding the current heritage program and policy framework, and a summary of current challenges and opportunities. Heritage initiatives are currently handled under two key civic departments, Community Planning and Development, which has primary responsibility for planning for built heritage, and Parks, Recreation and Culture, which oversees capital facilities and some relevant programs. Other departments are involved, but not yet formally integrated, in Delta's heritage initiatives.

### 3.1 OFFICIAL COMMUNITY PLAN

The Official Community Plan (Bylaw No. 3950, 1985: Consolidated December 2012) outlines the long-term vision for growth and development in Delta. The OCP contains a number of relevant policies that relate to heritage conservation, including broad issues surrounding growth and development, agriculture and the environment.

The OCP Policies that are relevant to heritage conservation are listed in **Appendix B**, and provide an overarching framework for Delta's Heritage Program.

### 3.2 DELTA AGRICULTURAL PLAN

The Delta Agricultural Plan, dated October 2011, recognizes the growing trends of innovative alternative production systems and agri-tourism opportunities, which are often a good fit with existing heritage sites and can capitalize on heritage value as a selling feature. It also recognizes the following agricultural policy in Delta's OCP:

2.5.17 Consider incentives that encourage the preservation of heritage buildings on the same site.

### 3.3 COMMUNITY PLANNING AND DEVELOPMENT DEPARTMENT

Through a long-term program of heritage planning, Delta has fostered and promoted the retention of a number of unique aspects of local heritage character and value. As administered by the Community Planning and Development Department, this has included the preservation of a number of heritage resources, including historic buildings, structures and other resources. Previous municipal heritage initiatives date back over thirty years, and include early inventories of heritage sites and barns, the 1997 Heritage Strategy, the Rural and Urban Heritage Inventories and a Heritage Management Plan. Heritage sites have been protected through the use of protective tools, including Heritage Conservation Area bylaws.

### 3.3.1 HERITAGE PROTECTION

The following heritage “tools” enabled under the Local Government Act may be used by Delta to protect heritage property that are receiving, or, in the case of a heritage conservation area, are eligible to receive, heritage incentives. The incentives and level of heritage protection would be negotiated on a site-by-site basis.

- Heritage Conservation Covenant
- Heritage Conservation Area
- Heritage Revitalization Agreement
- Municipal Heritage Designation
- Heritage Alteration Permit
- Temporary Protection

There are currently five sites that have received municipal heritage designation, two of which are owned by Delta.



J.A. Williamson House, circa 1910 [Delta Museum & Archives Society 1970-1-416]

### 3.3.2 DELTA HERITAGE REGISTER

A Heritage Register is the official community register of sites of heritage significance. Owners of sites on the heritage inventories are invited to place their properties on the register; there is no obligation. Listing on the Heritage Register offers the possibility of exemptions and equivalencies under enabling legislation, in exchange for temporary delays in approving building permits and demolition permits. Council established the Delta Heritage Register on March 9, 1999. It is the official register of sites of heritage significance in Delta. Properties on the Delta Heritage Register are flagged so that the review process for any type of application regarding them will include referral to the DHAC and the discussion of incentives for their preservation and maintenance. There are currently 75 sites included on the Heritage Register.



### 3.3.3 HERITAGE INVENTORIES

Delta has two heritage inventories:

- “Delta’s Rural Heritage - an Inventory”, 1998 (updated 2002)
- “Delta’s Urban Heritage - an Inventory”, 2000

Properties included in the inventories have been evaluated by Delta’s heritage consultant as having heritage significance based on architectural history, cultural history, context, and integrity. About 190 heritage sites are identified in the inventories.

Implications of properties being on the Inventories:

- No additional regulations are placed on a property.
- Properties qualify for heritage incentives that Council may approve from time-to-time (see the Incentives section).
- Properties are “flagged” on Delta’s information database. Then, if any zoning, or building or demolition permit applications are made, staff will contact the applicants to discuss the possible incentives to preserve the heritage features.
- In the case of demolition permit applications, if an agreement cannot be reached to preserve a heritage building, applicants are requested to offer the building for sale for \$1.00 to whoever is prepared to remove it. Applicants are then asked to contribute to the removal, funding which would have otherwise been spent on demolition.

The Inventories have not been updated since their original publication, and are not available electronically.

### 3.3.4 DELTA HERITAGE ADVISORY COMMISSION

The purpose of the DHAC is to offer advice to Council on policies and development issues relating to history, heritage, conservation and preservation. The Commission consists of eleven members appointed or as otherwise directed by Council, who shall serve without compensation as follows:

- Two members of Council, one will serve as the Chair, and one will serve as Vice Chair.
- Nine members, including one representative from the Delta Museum & Archives Society, and one from the Tsawwassen First Nation.

An annual budget is allocated to the DHAC, and a staff liaison and committee clerk are provided as staff support. The DHAC is mandated to undertake the following:

- Identify and monitor the community's built, natural and cultivated heritage resources.
- Make recommendations regarding heritage goals, objectives and policies for the community and their implementation.
- Provide the heritage perspective on development proposals.
- Encourage coordination of heritage conservation activities of local heritage organizations.
- Undertake or support heritage related activities authorized by Council.
- Promote public education and awareness of heritage.
- Investigate the establishment of a Delta Heritage Society.
- Advise on any other matters referred by Council.

The DHAC is also strongly involved in heritage awareness and education initiatives. Each year Delta, through the DHAC, recognizes Heritage Week in the month of February with the publication of the winners of both the Heritage Award of Merit and the Friend of Heritage Awards. Heritage Awards of Merit are conferred to projects, individuals or groups for their contribution in conserving a valuable part of Delta's history. Awards may be granted to urban or rural projects in the area of preservation, restoration, rehabilitation or adaptive re-use and may be considered for their exterior or interior characteristics. Friends of Heritage Awards are conferred to a project, individual or group who promotes heritage conservation and awareness in the areas of education, publication or advocacy.

The DHAC recognizes the importance of higher education in our mandate in promoting public education and awareness in the area of local and regional heritage, conservation and preservation. The Delta Heritage Commission Scholarship is awarded annually to a graduating high school student residing in Delta. This scholarship is provided in an effort to encourage students to display an interest in local or regional heritage, as demonstrated through an original piece of work. The DHAC has also initiated two Heritage Passports, available electronically, that invite the public to explore their neighbourhood's history. During Heritage Week, the passports are also distributed to Delta School District classes that have the study of local history as part of their curriculum.

### 3.3.5 MUNICIPAL CONSERVATION INCENTIVES

The value of conserving a community's heritage is not always immediately recognized, especially if there are perceived financial benefits from redevelopment. Municipal heritage programs are usually a balance of regulations ("sticks") and incentives ("carrots") based on owner cooperation; in virtually all cases, heritage protection is achieved on a voluntary basis. Where there are external pressures threatening heritage assets, it has been recognized that more effective conservation will be achieved through incentives rather than by stringent regulation.

In 2000, Council adopted *Heritage Policies and Programs* that include incentives for heritage projects. Since that time, incentives have been applied in various cases. Incentives are determined on a site-by-site basis and are subject to Council's approval. Not every incentive will necessarily apply to a particular project. Possible incentives include:

- reduced Building Code standards
- zoning relaxations, e.g. minor variances
- extra density or uses
- reduced development standards or charges
- reduced application fees

The award of an incentive is subject to the following conditions:

- The improvements being compatible with the heritage features and with the character and context of the neighbourhood.
- The heritage property being legally protected, i.e. subject to a heritage covenant, a heritage revitalization agreement, in a schedule of a heritage conservation area, or municipally designated.

- For larger incentives, proof of the financial necessity of the incentive may be required.

The incentives would be negotiated by staff, in consultation with the Delta Heritage Advisory Commission, and approved by Council.

Although these incentives offer a financial benefit to the owner in the form of subdivision, extra density, reduced fees, etc., Delta does not currently offer a full range of direct financial incentives in the form of grants or tax exemption as permitted by the *Community Charter*.

#### 3.3.5.1 PROVINCIAL CONSERVATION INCENTIVES

There are several programs under which heritage sites may apply for provincial heritage funding:

- **Heritage Legacy Fund:** Under its Heritage Conservation Program, The Heritage Legacy Fund provides financial contributions of up to \$25,000 for projects involving the preservation, rehabilitation and/or restoration of a built community heritage resource. Eligible applicants include the municipality, registered non-profit societies and registered federal charities.
- **LiveSmart BC:** This is a provincial program dedicated to promoting energy efficiency, including incentive grants for energy efficiency upgrading. The program recognizes that some upgrades may affect heritage character, and special provisions may be accessed for homes that have received municipal designation or are included on a Heritage Register. This includes grants for installation of wooden storm windows on heritage homes.

### 3.3.5.2 FEDERAL CONSERVATION INCENTIVES

The Residential Rehabilitation Assistance Program (RRAP), offered through the Canada Mortgage and Housing Corporation, helps low-income Canadians, people with disabilities and First Nations people live in affordable homes. These programs also support renovations to rooming houses and rental units to increase the availability of housing for those in need. Depending on the individual situation for each resource, one of the following programs may apply:

- **Homeowner RRAP:** Financial assistance to repair substandard housing to a minimum level of health and safety
- **Rental RRAP:** Assistance for landlords of affordable housing to pay for mandatory repairs to self-contained units occupied by low-income tenants
- **Secondary/Garden Suite RRAP:** Financial assistance for the creation of a Secondary or Garden Suite for a low-income senior or adult with a disability, making it possible for them to live independently in their community, close to family and friends
- **RRAP for Persons with Disabilities:** Assistance for homeowners and landlords to improve accessibility for persons with disabilities
- **RRAP for Conversions:** Assistance for converting non-residential buildings into affordable housing



Kirkland House [Delta Museum & Archives Society 1980-52-272]

### 3.4 PARKS, RECREATION AND CULTURE DEPARTMENT

A number of important heritage initiatives are managed through the PRC Department. This includes the administration of budget allocations to heritage sites as follows:

- The Delta Museum and Archives are managed by the PRC, which reports to Council; the Delta Museum & Archives Society owns the historic collections.
- A license agreement with the Kirkland House Foundation to manage the amenities at Hawthorne Grove Park that include the Kirkland House, the grounds and gardens, and the Harris Barn. Delta also contributed \$60,000.00 toward capital projects such as roof replacement, HVAC systems, etc. These requirements vary from year to year, and money is allocated as needed.
- A license agreement with the Delta Community Music School Society who operate out of the old McKee House
- A license agreement with the Boys & Girls Clubs of South Coast BC who operate out of the old St. David's Anglican Church located at Winskill Park.

Cultural programs are identified and implemented when a demonstrated demand is present and a return on investment can be determined. PRC also promotes and runs almost 70 community events per year, and has developed specific expertise in events logistics.

**OCP Policy 2.6.3** states “Develop a strategic plan to enhance municipally owned heritage landscapes, buildings and programs and consider heritage as a criteria or theme for park and building acquisition and/or the delivery of programs.” Section 3: Implementation and Monitoring also states “Parks, Recreation and Culture Strategic Plan – a plan should be prepared to determine long range objectives for parks and recreation facilities planning, and specifically, strategic planning for municipally-owned heritage buildings and sites, arts and culture, parks and outdoor spaces, recreation facilities and services.” This strategic plan has not yet been developed.

### 3.4.1 PARKS, RECREATION AND CULTURE COMMISSION

The purpose of the Parks, Recreation and Culture Commission (PRCC) is to provide advice to Council and staff with respect to the planning, development, use, operation and service delivery of all recreation and culture programs, civic buildings, properties, parks, open space and sport fields. The Commission's mandate is to:

- Follow the Council approved workplans
- Ensure that community access to municipal facilities is fair and equitable
- Set service levels respecting Council approved budgets
- Determine priorities with respect to lifecycle and development expenditures for all parks and facilities
- Make recommendations to Council on services provided by not-for-profit agencies via Fee for Service Contracts

The Commission is also the Liaison to the Kirkland House Foundation, Delta Museum & Archives Society, Fishers' Committee and Delta School District #37.

### 3.5 MUNICIPALLY-OWNED HERITAGE SITES

Delta owns or has some jurisdiction over 17 extant sites on the Heritage Register. Heritage Conservation Plans have not been prepared for any of these sites.

- Kirkland House; maintained by Kirkland House Foundation; municipal funding provided
- Boundary Bay Airport bunker
- Boundary Bay Cemetery
- Burns Bog; joint ownership with Metro and Province
- Chilukthan Slough
- Delta Cenotaph
- Delta Waterworks; within Watershed Park
- Hangar No 3; airport lands leased to others.
- Ladner Clock Tower
- Ladner Harbour
- Ladner Harbour Park and Swenson Trail.
- Ladner's Landing
- McKee Residence (Designated); leased to the Delta Community Music School
- Historic Municipal Hall (Designated)
- Norwegian Cemetery
- Totem pole
- Vancouver Wireless Station/Community

In addition, Delta may own or control other sites of heritage significance that may not yet be identified. One example is the Winkskill Leisure Centre, built as St. David's Anglican Church in 1954 and the first Protestant church built in Tsawwassen; this site has not yet been evaluated. Any update of the Heritage Inventories should take into account any municipally-owned sites of heritage value.

Delta's municipal heritage sites may be eligible for senior government grants (Heritage Legacy Fund, sustainability and infrastructure grants, etc.), which should be accessed whenever possible to provide enhanced conservation.

### 3.6 OPPORTUNITIES

There are opportunities for Delta to expand the effectiveness of its Heritage Program:

- **Enhanced Program of Conservation Incentives**  
Delta can take advantage of provincial enabling legislation to provide an enhanced program of tax-based heritage incentives.
- **Alignment with Provincial Legislation**  
Additional conservation incentives can be provided as resources are added to the Heritage Register, providing access to B.C. Building Code equivalencies, incentives under LiveSmart BC, and exemptions under the *Energy Efficiency Act* and the *Homeowner Protection Act*. The definition of a heritage site for the purposes of granting incentives or equivalencies is now consistent; the site must be either municipally designated or else listed on a Community Heritage Register.
- **Alignment with Provincial Initiatives**  
In 2013, the province released “Our Heritage – Historic Places: Heritage Strategy for British Columbia” which lays out a vision, goals and strategic directions for provincial initiatives. The preservation of rural lands can be supported through alignment with the goals of the Agricultural Land Reserve to preserve traditional agricultural use. Some sites on the Heritage Register would also be eligible for grants through the Heritage Legacy Fund. Heritage BC is launching a “Dynamic Downtowns” program and Delta may wish to explore participating in this new initiative. Funding may be announced for Legacy Projects that are “shovel-ready” for the 150th anniversary of B.C.’s entry into Confederation in 2021.
- **Alignment with Federal Initiatives**  
Delta currently follows the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (see Section 2.3) in the management of its own historic buildings. The Canadian Register of Historic Places also enhances awareness of heritage buildings in Delta which are included on the Municipal Heritage Register. Additionally, Delta has recently received a \$500,000 grant through the Canada 150 Community Infrastructure Program to restore the Historic Municipal Hall at 4858 Delta Street.
- **Current Growth and Development**  
The population of Delta is expanding, as new development takes place. This provides opportunities for the rehabilitation of heritage sites, integration with new development and the ability to capitalize on demographic shifts.
- **Partnership Opportunities**  
Delta already has a close and effective working relationship with groups such as the Delta Museum & Archives Society and the Kirkland House Foundation. There may be other community partnerships that can be developed over time.

### 3.7 CHALLENGES AND PRIORITIES

There are a number of identified many issues or gaps that are affecting the level of heritage conservation that need to be addressed on a priority basis. Some of the most important challenges that will impact the future of heritage conservation in Delta include the following:

- Strong development pressures in the evolving urban landscape.
- Evolution of agricultural practice that makes heritage structures obsolete.
- Lack of clarity about what constitutes a “Heritage Site.”
- The changing nature of heritage volunteerism and advocacy in a shifting demographic landscape.
- Public perception of negative impacts of retained heritage, leading to a heritage “versus” progress mentality.
- Conservation incentives are seen as minimal and ineffective.
- Current incentives are not appropriate for agricultural properties.
- The Heritage Inventories have not been updated, and are not available online.
- Demolition requests have increased as a result of ongoing neglect of heritage structures.
- Heritage areas are challenged by large projects and proposals. There are few strategic policies that address the impact of large projects.
- There is a need for heritage advocacy that is outside the mandate of the DHAC. There may be a role for a heritage society or foundation in Delta.
- There is a need for education, collaboration and community involvement in order to engender “value” for heritage structures and endeavours.
- There is a need to determine what Delta’s residents value and respect in terms of heritage.

- There is a need to strengthen the relationship/ partnership opportunities with Tsawwassen First Nation for aboriginal heritage within Delta.
- There is a need to find, explore, create opportunities to celebrate Delta’s heritage for each historic community.

Through the public consultation process, a number of urgent challenges were identified. There was a general consensus that Delta’s Heritage Program appeared to be “stalled” and that a number of very significant sites are significantly threatened, especially by neglect, and could easily disappear. In order to address these general comments, further consultation identified the following key priorities:

#### 3.7.1 INTEGRATED APPROACH TO HERITAGE AND CULTURAL PLANNING

There is currently little integration of Delta’s heritage and cultural initiatives, and a perceived fragmentation of built heritage initiatives and heritage awareness and education programs. This is based on a lack of internal coordination and communication, and a split of responsibilities between different departments and advisory groups. There is also no specific strategic direction on cultural initiatives, and a need for a strategic plan to provide this direction.

This does not mean that such services and initiatives are absent, rather that there are opportunities to more effectively integrate municipal heritage and cultural initiatives. Heritage and cultural initiatives tend to be collaborative in nature, often linked to other interests. In the future, this should be more clearly stated in the OCP policies, but at the present time, existing roles can be clarified and working relationships better understood.

Heritage and cultural issues will touch virtually every municipal department in some way, but the key players are Community Planning and Development and Parks, Recreation and Culture. The following governance structure is recommended for their heritage and cultural initiatives:

#### **Community Planning and Development**

Should continue to have primary responsibility for the planning and management of built heritage resources, as well as heritage incentives programs. The DHAC should continue to advise Council on heritage planning issues, and undertake its heritage awards, DHAC scholarships and Heritage Week activities.

#### **Parks, Recreation and Culture**

Should continue to have primary responsibility for civic heritage buildings, including McKee and Kirkland Houses, and the Delta Museum & Archives. The Parks, Recreation and Culture Commission (PRCC) should continue to advise Council on planning, development, use, operation and service delivery of culture programs, civic buildings, properties and parks. PRC should consider undertaking the recommended Strategic Plan “to determine long range objectives for parks and recreation facilities planning, and specifically, strategic planning for municipally-owned heritage buildings and sites, arts and culture, parks and outdoor spaces, recreation facilities and services.”

#### **Joint DHAC / PRCC Initiatives**

Delta’s heritage and cultural initiatives could be improved through enhanced coordination between DHAC and PRCC. This could occur through bi-annual joint meetings and improved communication. There are a number of areas of overlap, including: heritage awareness (plaques and historic information); heritage awareness and youth engagement (scholarships, coordination with School District #37); and Heritage Week (could include PRC involvement). These areas of overlap should be charted and discussed to ensure that Delta is achieving maximum impact with available resources.

#### **3.7.2 NEW CONSERVATION INCENTIVES**

Throughout the course of public consultation, it was stated clearly that there is an immediate need to stabilize key heritage properties. Delta’s existing program of conservation incentives was noted as ineffective in terms of promoting more sites being included on the Heritage Register, being legally protected or being conserved.

The most effective way to encourage heritage resource owners or potential owners to conserve and invest in the rehabilitation of their properties is by offering incentives. Heritage incentives are only applicable as part of a development application, and Delta is currently not offering conservation grants or tax-based incentives. There are no incentives or assistance available to an owner of a heritage building that is not considering redevelopment. Maintenance of heritage buildings can also be an expensive undertaking, particularly when respecting the minimum accepted standards for heritage preservation and restoration.

Heritage initiatives provide many tangible and intangible benefits, and have a strong positive impact on the development of a complete community and the emergence of a vibrant culture of creativity and innovation. There is, however, a widely-held perception that protecting heritage property reduces property values or inhibits development. Studies have shown that this is not so; Professor Robert Shipley of the University of Waterloo looked at almost 3,000 properties in 24 communities across Ontario between 1998 and 2000. His study concluded that heritage designation could not be shown to have a negative impact on property values.

In fact, there appears to be a distinct and generally robust market in protected heritage properties. Generally, these properties perform well, with 74% of them maintaining their value at average or better than average market value. The rate of sale among designated properties is also as good, or better than, average market trends. Moreover, the values of heritage properties tend to be resistant to downturns in the general market.

The Vancouver Heritage Foundation undertook a research project to determine whether there were positive or negative impacts to heritage designation, through a comparison of the assessed values of heritage and non-heritage properties in four Vancouver neighbourhoods (Strathcona, Kitsilano, Mount Pleasant & Hastings Sunrise). The study found that between 1999 and 2005, Heritage Register and designated heritage houses increased in value by 42%, while non-heritage houses increased in value at a slightly lower rate of 39%.<sup>1</sup>

The Victoria Heritage Foundation tracked the market values and assessments of 142 heritage houses designated prior to 1988. Between 1988 and 1999 the tax assessments for these individual designated (and well-maintained) heritage houses increased at a rate 26% higher than the average tax assessments for residences throughout for the City. This resulted in an increased tax return to the City as a result of the heritage incentives that were provided.<sup>2</sup>

The experience of these two heritage foundations, and others in the province, is that when incentives are available, the property values of heritage houses rise at a higher rate than normal building stock, therefore providing higher assessments and ultimately increased property taxes. This is a desirable outcome for the municipality, which reaps the downstream benefits of this investment in heritage conservation. The same is true for tax incentives, which can be used to stimulate investment in under-utilized properties that will ultimately pay higher property taxes. Heritage conservation initiatives provide stability in the marketplace and helps protect property values. This is especially true when conservation incentives are offered, creating a category of prestigious properties that are highly valued in the marketplace.

In general, heritage incentives leverage many times their original value in owner investment, construction and job creation. In addition to being a sound community investment, they are a sound financial investment for the municipality.

<sup>1</sup> <http://www.vancouverheritagefoundation.org/research.html>

<sup>2</sup> Research information provided by the Victoria Heritage Foundation.

A range of incentives are needed that can assist the individual homeowners as well as the developers, and provide staff with the necessary tools to enter into discussions when a site is facing change, and the action plan has itemized some options addressing quite specifically what can be done.

The OCP includes a Policy that allows for the establishment of financial incentives:

2.7.6 Consider the use of a grants program, tax incentives program, or other incentives to encourage heritage property owners to conserve and enhance their properties, provided the property is municipally designated or subject to a Heritage Revitalization Agreement.

There are a number of financial and non-financial incentives that the municipality can offer to encourage heritage conservation. Generally, financial incentives can be considered to be of five types, including:

1. direct grants (“out-of-pocket”), from either the municipality or distributed through a Heritage Foundation;
2. tax incentives (“tax holiday”);
3. permissive tax exemptions;
4. interest-free / low-interest loans; and/or
5. reduced permit fees.

It is important to remember that incentives should ensure the long-term financial viability of each heritage conservation project and that the application of incentives is subject to the following conditions:

- All properties on the Heritage Register, or eligible for the Register, should be considered for financial incentives, but legal protection should be a pre-requisite before any municipal heritage incentive is granted.
- The amount of incentives offered should be directly related to the level of conservation, and should reflect a good conservation outcome. The heritage character-defining elements of the site are to be maintained.
- The proposed work on the site would be compatible with, and sympathetic to, the character and context of the heritage site, according to the Standards and Guidelines for the Conservation of Historic Places in Canada.
- For larger incentives, proof of financial necessity may be required through a pro forma economic analysis.

Given the identified need to provide enhanced incentives, it is recommended that Delta consider establishing the following incentives:

**Conservation Tax Exemptions:** as provided for under the *Local Government Act* and/or the *Community Charter*. These should be examined on a case-by-case basis, and will be most effective for larger, generally commercial, properties.

**Conservation Grants:** will be most effective for private home-owners and tax-exempt sites. These grants can be offered on a first-come, first served basis and can be distributed through a Heritage Foundation or through the DHAC. It is recommended that given the population of Delta (approximately 100,000) and in comparison with other similar programs, that a contribution of \$40,000 be considered as a minimum starting point for annual funding. The experience of other municipalities also indicates that these grants leverage much greater investment from the building owners, and also contribute to improved tax assessments for the improved properties.

For further information on the potential for enhanced financial or non-financial conservation incentives, please refer to **Appendix C**.

### 3.7.3 DELTA HERITAGE FOUNDATION

One method to distribute grants, and potentially raise further funds for conservation, would be the establishment of a Heritage Foundation or similar organization that could promote community heritage projects. These Foundations can be very effective in working with building owners and in education and awareness initiatives, but require core funding in order to operate. There are a number of successful models in B.C.; all but one (the Vancouver Heritage Foundation) are funded directly by each municipality.

Delta Council has explored the possibility of establishing a Heritage Foundation to implement certain strategies and actions for its Heritage Program. Among the advantages of a heritage foundation that were considered was the ability of a foundation to raise funds. People often feel more comfortable donating money to an established heritage foundation that focuses on heritage conservation grants and activities. Establishing a new heritage foundation nonetheless requires a substantial organizational and financial commitment to be successful and Delta does not feel it currently has these resources. While establishing a new heritage foundation may not be a viable option now, it could be considered in the future.

Four primary models of heritage foundations were explored and could be considered at some future, more appropriate, time:

#### ***Option One: Flowthrough Model***

Most municipal heritage foundations operate on this basis. An annual municipal grant is provided to the foundation, with the funds, in turn, distributed as financial incentives. Administrative costs tend to remain low, but the activities also remain limited.

##### *Advantages:*

- Almost all funding goes directly to the mandate of providing financial incentives
- Immediate results
- Low administrative cost

##### *Disadvantages:*

- Not self-sustaining
- Less likely to attract donations and bequests, as the foundation does not focus on this issue

#### ***Option Two: Fundraising Model***

The Vancouver Heritage Foundation operates on this model. It has been extremely successful at fulfilling its mandate, but has been only partially successful in achieving the goal of self-sufficiency. It is now recognized that there needs to be a long-term partnership with the City of Vancouver, and that a financial contribution will likely always be required to help fund the administration of the Foundation. Fundraising has been difficult, as the competition for charity dollars is very stiff, and people are reluctant to commit large sums of money that, in turn, are disbursed to private homeowners. However, their endowment continues to grow, and the Foundation remains confident of long-term success, especially in the planned giving area.

##### *Advantages:*

- Eventually wholly or partially self-sustaining
- More likely to attract donations and bequests as this is the Board's primary mandate

##### *Disadvantages:*

- Almost all funding goes to administration at the beginning
- Results not evident in the short-term
- Competition against other charities for scarce resources

### *Option Three: Dedicated Heritage Fund*

There is also an option of establishing a dedicated heritage fund within an existing charitable organization, in lieu of establishing a separate and distinct heritage foundation. This is not the same as the establishment of an endowment within another organization (such as the Vancouver Heritage Foundation's relationship with the Vancouver Foundation), rather it tasks an existing organization with a heritage incentives mandate.

#### *Advantages:*

- Uses existing staff/administrative resources
- Can be set up quickly and efficiently

#### *Disadvantages:*

- Lack of individual heritage identity for marketing and fundraising purposes
- Staff may lack technical expertise or focus on heritage
- Fundraising specifically for heritage may not be a priority

### *Option Four: Hybrid Model*

The flowthrough and fundraising models can be combined; some heritage foundations actually represent a blending of these functions. This would require a Board with expertise in both heritage issues and fundraising. An annual grant would be provided by the municipality, a substantial portion of which would be used for administration (part-time staff salary). The staff member and the Board would be tasked with disbursing modest grants at first, but would work towards attracting matching funds, corporate donations and bequests.

#### *Advantages:*

- Allows modest granting to begin with, but also recognizes the importance of attracting community resources
- Some immediate results
- Eventually works towards long-term self-sufficiency
- Can work to attract donations and bequests

#### *Disadvantages:*

- May take a long time to achieve self-sufficiency
- Conflict between fundraising/endowment and giving grants, as both are priorities

#### 3.7.4 A NEW APPROACH TO HERITAGE INFORMATION

The distribution of information has changed radically in the past decade, and the public now expects information to be available online. Consideration should be given to how best to update the base of heritage information, and make it more widely available.

The Heritage Inventories have been a very effective tool in managing the Heritage Program, but a number of deficiencies have been noted that the Inventories:

- are now out of date and should be revised.
- are only available in print format and should be digitally accessible.
- do not recognize the broader range of Delta's heritage resources and should be expanded to include other categories of resources.

The future of information delivery is digital. This reality needs to be recognized in order to make the delivery of heritage information as effective as possible.

In order for a digital communication strategy to be effective, there will need to be information support provided. There is an immediate need to collect archival and historic information, including oral histories and community collections, before they disappear or become unavailable. An effective archives facility is also an essential support for the delivery of heritage information.

There are a range of Actions required to support the digital delivery of heritage information, including giving the heritage program an online presence, making information available on heritage and cultural initiatives and pursuit of digitization strategies.

#### 3.7.5 MUSEUM AND ARCHIVES CAPACITY

The Delta Museum & Archives Society was founded in 1969, and operates three facilities, the Delta Museum, the Delta Archives and the Edgar Dunning Reading Room.

The Delta Museum & Archives holds a significant collection of community historical records, but has, in the past, had limited resources to make them physically or digitally accessible. With the new management structure and inclusion within Delta's corporate structure, the Delta Museum and Archives will have access to technical services and other resources needed to manage and share its collections. Delta is also providing an environmentally-controlled facility in the same building as the Edgar Dunning Reading Room to display collections.

#### 3.7.6 YOUTH ENGAGEMENT STRATEGIES

The youth of our community are its future. There are many ways to build on Delta's current youth engagement strategies and improve educational initiatives, such as the Delta Heritage Commission Scholarship, awarded annually to a graduating high school student. This is just one example of the ways in which youth can be involved in heritage and cultural initiatives through volunteerism, employment and education. OCP Policy 2.6.11 states: "Develop traditional and nontraditional programs and services directed at age specific groups, including youth and seniors that will develop the social, physical and intellectual health of the individual, while using multipurpose recreation facilities." Other OCP policies regarding Youth are listed in **Appendix B**.



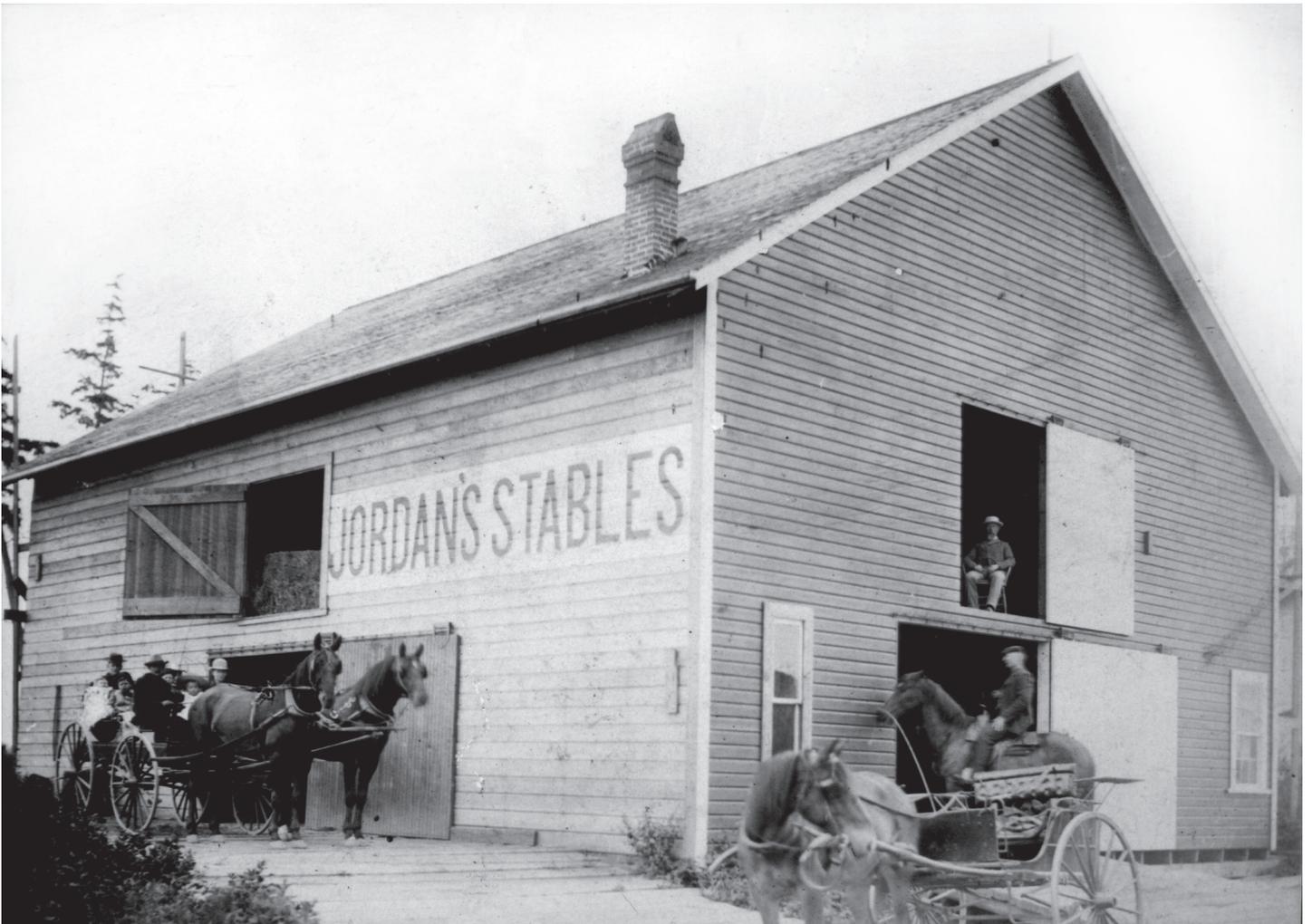
Port Guichon, 1903 [Delta Museum & Archives Society 1970-1-1062]

### 3.7.7 COMMUNITY PARTNERSHIP STRATEGIES

Delta has already established several long-term partnerships that have protected heritage sites, provided community use in heritage buildings, and promoted heritage education and awareness. There may be further opportunities to develop partnerships, and work together with groups that have a sympathetic mandate to interpret shared heritage and history.

Through the consultation process, community interest was expressed in a broader interpretation of intangible community heritage, including an improved understanding of First Nations archaeological resources and traditional lands. Joint strategies were discussed with TFN representatives regarding strategies for the protection and interpretation of shared cultural landscapes, including historic trails and heritage walks.

Through the proposed Actions, Delta can develop a strategy for more effective communication of its goals and mandate of its heritage program, and seek opportunities for partnerships that can be nurtured over time.



Jordan's Stable [Delta Museum & Archives Society 1985-172-3]

# 4.

## THE HERITAGE STRATEGY

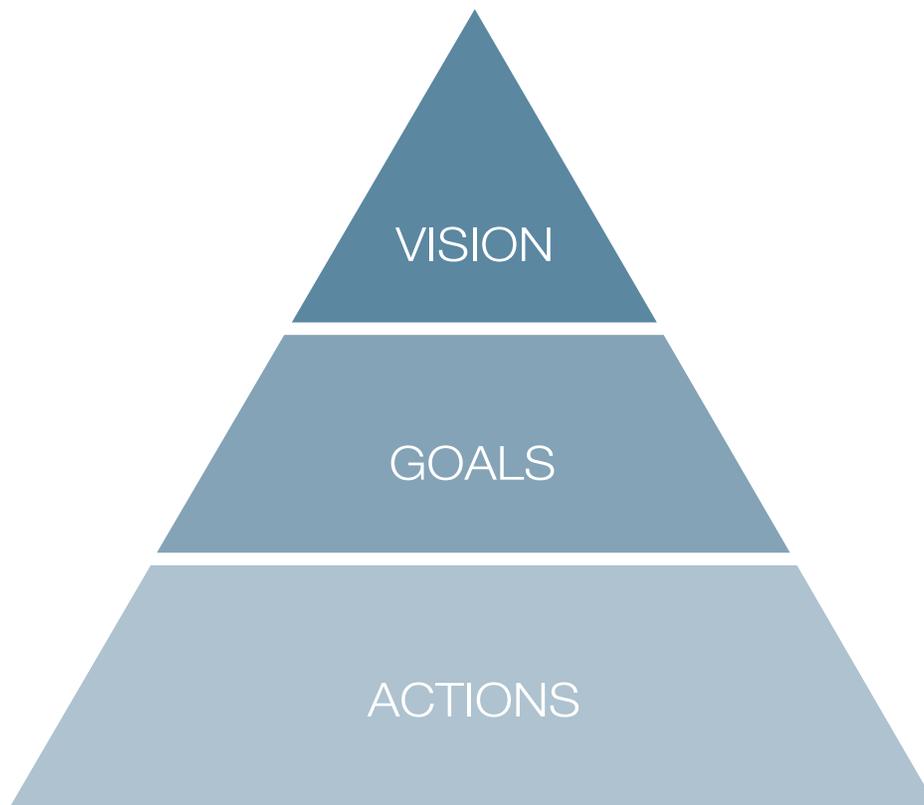
The Vision, Goals and Actions of the Heritage Strategy have been developed to recognize and address urgent priorities regarding heritage conservation, as well as

take advantage of current opportunities. The identified priorities have been addressed in the sequencing of the recommended Actions.



Annieville Cannery, 1905 [Delta Museum & Archives Society 1980-52-171]

## 4.1 ACTION PLAN FOR IMPLEMENTATION



### **A VISION FOR DELTA'S HERITAGE**

*Delta will conserve, celebrate, commemorate and respect our rich historic legacy of significant tangible and intangible heritage resources, which contribute to our community identity, economic viability and environmental sustainability.*

*Delta's Heritage Program will provide a balance for change and new development that recognizes the importance of our historic communities, our rural lands and our natural landscapes. The past, present and future will be connected through community celebrations, partnerships and heritage activities that will preserve our heritage resources, provide educational opportunities and enrich the lives of our citizens and visitors.*

The following Goals, and their supporting forty Actions, will provide a renewed focus for Delta’s Heritage Program:

GOAL 1:	Provide Municipal Leadership in Heritage Conservation
GOAL 2:	Update Heritage Policies in an Integrated Planning Framework
GOAL 3:	Protect Delta’s Rural Heritage
GOAL 4:	Protect Delta’s Natural and Cultural Landscapes
GOAL 5:	Build Community Capacity and Partnerships
GOAL 6:	Support Heritage Education and Awareness
GOAL 7:	Make Heritage Information Accessible

The implementation of the Heritage Strategy will unfold over time, through the combined efforts of Delta, key stakeholders, individuals and community partnerships. This process will benefit from a coordinated community effort to advance the goals of heritage conservation. The following Action Plan provides a road map for how the goals of the Heritage Strategy can be prioritized, who can take the lead and who can provide support for each proposed Action, and what resources will be required for success.

The Action Plan flows from the Vision and Goals of the Heritage Strategy, which were determined through a consensus-based consultative process. The Goals are supported by recommended Actions that will be achieved over a ten-year period, between 2017 and 2027. These Actions have been prioritized within the following timeframe:

**Timeframe for Implementation:**

- Short Term Actions: up to 3 years (2017-2020)
- Medium Term Actions: 3-5 years (2020-2022)
- Long Term Actions: 5-10 years (2022-2027)
- Ongoing Actions: (underway and continuing 2017-2027)

Potential budget implications are discussed in **Section 4.2** following the Action Plan.

There are a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs (such as digital access grants) and private and corporate sponsors; securing these resources will require support time and resources from Delta and volunteers.

- **Planning:** Community Planning and Development
- **DHAC:** Delta Heritage Advisory Commission
- **PRC:** Parks, Recreation and Culture (including the Delta Museum & Archives)
- **PRCC:** Parks, Recreation and Culture Commission

**GOAL #1: PROVIDE MUNICIPAL LEADERSHIP IN HERITAGE CONSERVATION**

ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
1.1	Support heritage conservation initiatives through budget allocations for programs and conservation incentives. Initiate a conservation tax exemption program and a \$40,000 annual allocation for Conservation Grants (distributed through a Heritage Foundation or the DHAC)	<b>2.4.16</b> <b>2.5.17</b> <b>2.6.3</b> <b>2.7.1</b> <b>2.7.3</b> <b>2.7.8</b>	Ongoing	Delta	Planning, DHAC	TBD	Demonstration of municipal leadership in heritage conservation. Improved conservation incentives and outcomes. Greater investment in conserving heritage resources.
1.2	Commission Heritage Conservation Plans for municipally-owned heritage resources.	<b>2.6.3</b> <b>2.7.7;</b> <b>Sect.3:</b> <b>PRC Strat. Plan)</b>	Ongoing (phased implementation)	Planning	DHAC	\$10,000-\$15,000 per plan	Municipal leadership in conservation. Improved conservation of significant resources.
1.3	Hold biannual joint meetings of the DHAC and the PRCC to discuss strategies and overlapping areas of interest.	<b>1.1</b>	Ongoing	DHAC, PRCC	Planning, PRC	Neutral	Improved coordination of municipal heritage and cultural initiatives. Improved integration and delivery of heritage and cultural services.
1.4	Consider the establishment of a dedicated Heritage Foundation within two years that could assist in the conservation of Delta's heritage resources (by administering grants, undertaking educational programs, etc.).	<b>2.7.3</b> <b>2.7.6</b>	Medium Term	Delta	Planning, DHAC	TBD; will require an annual budget allocation	Could assist in the provision of conservation incentives. Potential engagement of a broad cross-section of the community in heritage initiatives. Potential fund-raising for heritage. Potential for building an endowment.

GOAL #2: UPDATE HERITAGE POLICIES IN AN INTEGRATED PLANNING FRAMEWORK

ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
2.1	Update OCP Policies to include enhanced goals and objectives for Heritage Conservation and Archaeology.	<b>LGA</b>	TBD (next OCP Update)	Delta	Planning, DHAC, PRC, PRCC	Part of OCP allowance.	Improved policy framework. Better integration of heritage and cultural initiatives within municipal planning framework.
2.2	Adopt Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada. Provide training in the application of the Standards and Guidelines to relevant staff and Commission members.	<b>2.6.3 2.7.5 2.7.8</b>	Short Term	Delta	DHAC, PRC, PRCC	Neutral, except for potential training costs; allow \$2,000 per year.	Improved conservation outcomes. Consistent approach to review process.
2.3	Consider an enhanced Heritage Incentives Program, with conservation grants and permissive tax exemptions.	<b>2.7.3 2.7.6</b>	Short Term	Delta	Planning, DHAC	TBD	Improved conservation outcomes. Better support for private heritage site owners. Improved investment in heritage properties.
2.4	Encourage retention of historic building stock through flexibility in adaptive re-use.	<b>2.1.7 2.1.11 2.7.3</b>	Ongoing	Planning	DHAC	Neutral	Allows owners and developers to explore unique solutions to making older building stock economically viable. Minimized impact on landfill, energy consumption and the need for new building materials.
2.5	Promote the use of Building Code Equivalencies and Provincial Act exemptions (e.g., Energy Efficiency Act, Homeowner Protection Act).	<b>2.1.11 2.7.3</b>	Ongoing	Planning	DHAC	Neutral	Access equivalencies and exemptions whenever possible. Improved awareness of the construction options available to owners and developers involved in conservation projects that support the retention of the character-defining elements of heritage buildings.
2.6	Encourage more sites being added to the Heritage Register.	<b>2.7.1 2.7.2 2.7.3 2.7.4 C.I.1 D.G.4</b>	Ongoing	DHAC	Planning, public nominations	Neutral	Identification of a broad range of heritage resources, natural sites and cultural landscapes for planning purposes. Improved understanding and appreciation of local heritage resources.

2.7	Plan for the preservation of the identity of historic communities.	2.1.7 2.1.11 2.6.3 2.7.5 2.11.21 B.5	Short Term	Planning	DHAC, community consultation and public input	TBD	Preservation of the unique and character-defining aspects of historic communities within a sustainable framework. Proactive identification of appropriate protection for heritage sites prior to development. Policy guidance for infill development that will preserve historic character.
2.8	Reinforce heritage character in neighbourhood planning.	2.1.11, 2.1.13 2.2.28 2.6.3 2.7.5 2.11.21 B.5	Ongoing	Planning	DHAC	Allowance in Planning budget.	Alignment of long-term policies and guidelines with current resident expectations and best heritage practices. Recognition of significant historic places throughout all of the historic communities.
2.9	Broaden the definition of heritage to reflect the importance of natural and cultural landscapes, postwar sites, etc.	2.4.16 2.6.3 2.7.1 2.7.2 2.7.4	Ongoing	DHAC, PRCC	Planning, community consultation and public input	Neutral	Improved understanding and appreciation of local heritage resources. Identification of a broad range of heritage resources for planning purposes. Improved base of heritage information. Better identification of potential heritage resources.
2.10	Develop a Parks, Recreation and Culture Strategic Plan that specifically addresses strategic planning for municipally-owned heritage buildings and sites as well as broader cultural heritage opportunities.	2.6.3 (PRC Strat. Plan) 2.7.7 Sec. 3 (Strat Plan)	Short Term	PRC	PRCC, public consultation and input	TBD; may require consultant study	Improved understanding of strategies for the conservation of municipally-owned heritage resources. Improved administrative framework for the management of heritage sites.
2.11	Recognize the importance of heritage conservation in sustainability and economic development strategies.	2.11.6 2.11.21	Ongoing	Planning	DHAC	Neutral	Enhanced policies and programs that link heritage to the broader civic goals of economic development, sustainability, housing initiatives, arts and cultural services and community planning.

GOAL #3: PROTECT DELTA'S RURAL HERITAGE

ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
3.1	Support flexible use of historic farm structures.	<b>2.5.17</b> <b>2.7.10</b>	Ongoing	Delta	ALC / Ministry of Agriculture / Farm Owners	Neutral	Improved conservation of significant agricultural sites.
3.2	Investigate ways of providing incentives to maintain historic farms with significant heritage structures.	<b>2.5.17</b> <b>2.7.3</b> <b>2.7.6</b> <b>2.7.10</b>	Short Term	Delta	DHAC / ALC / Ministry of Agriculture / Farm Owners	Neutral	Improved investment in historic farms. Increased community interest in conserving heritage properties due to increased incentives.
3.3	Support innovative agri-business and agri-tourism initiatives.	<b>2.5.17</b> <b>2.7.10</b>	Ongoing	Delta	ALC / Ministry of Agriculture / Farm Owners	Neutral, unless incentives are identified.	Improved long-term economic viability for rural heritage resources. Retention and enrichment of Delta's rural heritage resources.

GOAL #4: PROTECT DELTA'S NATURAL AND CULTURAL LANDSCAPES							
ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
4.1	Further identification of significant natural landscape features.	<b>2.4.16</b> <b>2.6.3</b> <b>2.7.1</b> <b>2.7.2</b>	Medium Term	DHAC, PRCC	Community Partners; community consultation and public nominations	Neutral	Identification of a broad range of natural sites landscapes for planning purposes. Improved understanding and appreciation of local heritage resources.
4.2	Further identification of significant cultural and agricultural landscape features, including shared Delta and TFN resources.	<b>2.6.3</b> <b>2.7.1</b> <b>2.7.2</b> <b>C.I.2</b> <b>C.I.3</b> <b>D.G.1</b> <b>D.G.2</b> <b>D.G.4</b>	Medium Term	DHAC, PRCC	TFN, Community Partners; community consultation and public nominations Community Partners. Public nominations	Neutral	Identification of a broad range of heritage resources, and cultural and rural landscapes for planning purposes. Improved understanding and appreciation of local heritage resources.
4.3	Develop a strategy for shared Delta /TFN cultural Landscapes	<b>2.6.3</b> <b>2.7.1</b> <b>2.7.2</b> <b>C.I.2</b> <b>C.I.3</b> <b>D.G.1</b> <b>D.G.2</b> <b>D.G.4</b>	Ongoing	Delta / TFN	DHAC, PRCC	Neutral; may require specific project funding.	Broaden the definition of "heritage" – based on global best practices - to include other categories of potential heritage resources (e.g., intangible cultural heritage, First Nations heritage, etc.).
4.4	Further recognition of the importance of key natural features such as the Fraser River Estuary and Burns Bog.	<b>2.6.3</b> <b>2.7.1</b> <b>2.7.2</b>	Ongoing	Planning, PRC	DHAC, PRCC	Neutral	Identification of a broad range of natural sites landscapes for planning purposes. Improved understanding and appreciation of local heritage resources. Enhanced ecological protection.
4.5	Protection of significant trees.	<b>2.4.16</b> <b>2.6.3</b> <b>2.7.1</b> <b>2.7.2</b>	Ongoing	DHAC, PRCC	Planning, PRC, Public Nominations	Neutral	Identification of a broad range of heritage resources, natural sites and cultural landscapes for planning purposes. Improved understanding and appreciation of local heritage resources.

GOAL #5: BUILD COMMUNITY CAPACITY AND PARTNERSHIPS

ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
5.1	Greater support for community heritage initiatives.	<b>2.7.11</b>	Ongoing	DHAC, PRCC	Planning, PRC; Community Partners; community consultation and public input	TBD, may require specific project funding.	Enhanced public engagement in heritage. Improved heritage awareness. Continue to support educational and interpretive programs that engage the community in local history.
5.2	Enhanced Heritage Week activities.	<b>2.7.11</b>	Ongoing	DHAC, PRCC	Planning, PRC	Existing budgets	Better public awareness of local history and heritage initiatives.
5.3	Develop heritage partnerships with public and private sectors, community organizations, etc.	<b>2.7.11</b>	Ongoing	DHAC, PRCC	Planning, PRC, Community Partners; community consultation and public input	Existing budgets	Better coordination among groups with a heritage mandate. Shared stewardship for Delta's heritage resources. Provision of opportunities for partnering and cost-sharing initiatives of common interest.
5.4	Develop and implement youth engagement strategies, including educational, employment and volunteer opportunities.	<b>2.6.11</b> <b>2.8.11</b> <b>2.8.12</b> <b>2.8.13</b> <b>2.8.14</b> <b>2.8.15</b> <b>2.8.16</b> <b>2.8.17</b>	Ongoing	PRC, PRCC, Planning, DHAC	Other municipal departments	Neutral; may require specific project funding.	Involvement of youth in community history and heritage initiatives. Awareness of community values and traditions. Opportunities for youth to contribute and participate. Life-long learning experiences.
5.5	Work with the Province of BC and the Heritage Society of BC in the Dynamic Downtowns initiative; review if this is an appropriate initiative for Ladner Village.	<b>Schedule B.3</b>	Short Term	Planning	DHAC	Existing budgets	Integration of the broad goals for heritage conservation into planning for Ladner Village.

GOAL #6: SUPPORT HERITAGE EDUCATION AND AWARENESS							
ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
6.1	Enhanced municipal support for organizations that promote heritage.	2.7.11	Ongoing	Delta	DHAC, PRC	TBD	Better support for community initiatives. Public engagement and stakeholder support.
6.2	Enhanced support for historic interpretation initiatives.	2.7.11	Ongoing	DHAC, PRCC	Planning, PRC	TBD; may require specific project budgets	Recognition of significant historic places throughout Delta. Enhanced heritage awareness and educational opportunities.
6.3	Continue to support and promote heritage tours (driving, walking, cycling, etc.).	2.7.11	Ongoing	DHAC, PRCC	Planning, PRC	Neutral	Enhanced heritage awareness and educational opportunities.
6.4	Explore a wider range of interpretation methods that can express Delta's heritage within the public realm, including public art, historic trails, utility box wraps, etc.	2.7.11	Ongoing	DHAC, PRCC	Planning, PRC	TBD; may require specific project budgets	Enhanced heritage awareness and educational opportunities. Broader communication of heritage information.
6.5	Enhanced online and digital heritage resources.	2.7.1 2.7.2	Short Term	DHAC	Planning, DM&A	TBD, grant applications	Enhanced heritage awareness and educational opportunities. Broader communication of heritage information.

GOAL #7: MAKE HERITAGE INFORMATION ACCESSIBLE

ACTION		OCP Policy	Time	Lead	Partners	Budget	Outcomes
7.1	Better understanding of local First Nations history.	<b>2.7.12</b> <b>C.1.3</b>	Short Term	Delta / TFN	DHAC	TBD	Enhanced understanding of local heritage.
7.2	Update the Rural and Heritage Inventories.	<b>2.7.1</b> <b>2.7.2</b>	Short Term	Planning	DHAC	TBD	Better understanding of current heritage situation, including information on municipally-owned sites with heritage value.
7.3	Make Heritage Inventory information available online.	<b>2.7.1</b> <b>2.7.2</b>	Short Term	Planning	DHAC	TBD	Broader communication of heritage information.
7.4	Support the development of online historical and archival information.	<b>2.7.1</b> <b>2.7.2</b>	Short Term	DHAC	DM&A	TBD, grant applications	Broader communication of heritage information.
7.5	Develop a Delta Historic Context Statement and Thematic Framework that would identify Delta's key historic themes and guide the evaluation of significant heritage resources.	<b>2.7.2</b>	Medium Term	DHAC	Planning	\$25,000	Improved understanding of the entire context of Delta's heritage. Enhanced framework for understanding and evaluating historical resources.

7.6	Undertake further study of the varied ethnic history of Delta and ties to current communities.	<b>2.7.1</b> <b>2.7.2</b> <b>C.1.3</b>	Medium Term	DHAC	Planning, DM&A, community partners	Neutral	Better understanding of local history. Improved recognition of Delta's pioneers.
7.7	Undertake further study of the agricultural and fishing history of Delta.	<b>2.7.1</b> <b>2.7.2</b>	Medium Term	DHAC	Planning, DM&A, community partners	Neutral	Better understanding of local history. Improved recognition of Delta's seminal industrial activities.
7.8	Undertake a review of Museum and Archives facilities, including physical facilities and municipal agreements. Review Feasibility Study and develop a realistic timeframe for implementation.	<b>2.6.3 (PRC Strat. Plan)</b> <b>2.7.11 Sec. 3 (Strat Plan)</b>	Short Term	Delta	Planning, PRC	TBD	Rationalization of museum, archival and cultural activities. Development of cultural infrastructure that engages the entire community, conserves and promotes local history and heritage, helps develop a healthy community and promotes local identity and tourism opportunities.
7.9	Support oral history programs.	<b>2.7.1</b> <b>2.7.2</b>	Medium Term	DHAC	Planning, DM&A, community partners	Neutral	Gathering of historical information while still available.



Lanning, Fawcett & Wilson Limited, 1907 [Delta Museum & Archives Society 1984-98-14]

## 4.2 BUDGET IMPLICATIONS

Council is not being asked to fund and implement any Actions at this time. The proposed budget and timing for implementation is based generally on current staffing and budget levels. The Heritage Strategy will assist in the development of annual DHAC work plans, and in determining annual budget requirements. Although the cost to implement the Heritage Strategy is relatively modest, some items have additional associated costs that have been spread over the ten-year implementation period. One-time costs for individual projects may be anticipated, and can be brought forward for Council consideration as part of the annual budget process:

### **Potential Budget Implications**

- Annual allocation for Conservation Grants or Heritage Foundation: \$40,000 recommended.
- Heritage Conservation Plans for Municipally-owned heritage sites, allow \$10-\$15,000 per plan.
- Allowance for training in Standards and Guidelines, allow \$2,000 per year.
- Parks, Recreation and Culture Strategic Plan, costs to be determined.
- Development of shared Delta / TFN cultural landscapes, may require specific project funding.
- Heritage Inventory Update, allow for consultant costs.
- Delta Historic Context Statement and Thematic Framework, allow \$25,000 consultant costs.
- Delta Museum & Archives capital improvements, costs to be determined.
- Enhanced heritage interpretation initiatives, costs to be determined.
- Support for digitization initiatives, allow for seed funding and cost-shared funding.
- Community Partnerships: promotion and coordination costs (minimal).

There are a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs (such as digital access grants) and private and corporate sponsors; securing these resources will require support time and resources from Delta, the DHAC, community partners and volunteers.



## 4.3 MONITORING

Heritage conservation is an ongoing process. Once updated policies, procedures and regulations are established, it is necessary to continue to monitor the Heritage Strategy to ensure its ongoing effectiveness. A cyclical re-examination of the Heritage Strategy – of planning, implementation and evaluation – should be initiated, to review the results and effectiveness on a regular basis.

This assessment could occur at the end of the Implementation cycles, with a review at the end of 3, 5 and 10 years, to ensure that the Heritage Strategy remains relevant and useful by assessing the proposed and achieved outcomes of each Action over time.

# ACKNOWLEDGEMENTS

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## DELTA

- Tanya Mitchner, Planner, Community Planning and Development
- Judi Stene, Deputy Director, Parks, Recreation and Culture
- Diana Cousins, Senior Policy Analyst
- Kate Steel, Emergency Social Services and Resource Coordinator
- Laurie Collicutt, Superintendent of Sport Development and Community Events
- Nancy Cuddeford, Manager of Community Recreation Services - South Delta
- Julie Halfnights, Recreation Complex Facility Manager (South Delta Recreation Centre)
- Ken Kuntz, Director of Parks Recreation and Culture
- Pat Ansell, Recreation Complex Facility Manager (Sungod Recreation Centre)
- Alan Evans, Projects and Energy Manager
- Susan Elbe, Planner, Community Planning and Development

## HERITAGE STRATEGY UPGRADE STEERING COMMITTEE

- Elaine Horricks, Delta Heritage Advisory Commission
- Bill Ferrer, Delta Heritage Advisory Commission
- Gabrielle Martin, Delta Museum & Archives Society
- Louise Ahlm, Councillor, Tsawwassen First Nation
- Noel Roddick, Delta Farmer's Institute
- Jerry Keulen, Agricultural Advisory Committee
- Terry Bremner, heritage property owner
- Steve Knoblauch, heritage property owner
- Kathy Bossort, former Archivist
- Matt Rogers, Resource Member, Delta Heritage Advisory Commission
- Param Grewel, heritage property owner
- Joe Hoar, heritage home occupant
- Jeannie Kanakos, Chair, Delta Councillor

## DELTA HERITAGE ADVISORY COMMISSION, 2014

- Councillor Jeannie Kanakos, Chair
- Councillor Sylvia Bishop, Vice-Chair
- Ruth Adams, Tsawwassen First Nation
- Peter Broznitsky
- Marilyn Clayton
- Bill Ferrer
- Sarah Gallop
- Elaine Horricks
- Linda Jones
- Mike Carleton, Delta Museum & Archives
- Warren Nottingham, Delta Museum & Archives, Resource Member
- Matt Rogers, Resource Member
- Susan Elbe, Area Planner - Community Planning and Development, Staff Liaison

## DELTA COUNCIL, 2014

- Mayor Lois E. Jackson
- Councillor Sylvia Bishop
- Councillor Robert Campbell
- Councillor Scott Hamilton
- Councillor Jeannie Kanakos
- Councillor Bruce McDonald
- Councillor Ian L. Paton

## DELTA COUNCIL, 2017

- Mayor Lois E. Jackson
- Councillor Sylvia Bishop
- Councillor Robert Campbell
- Councillor Jeannie Kanakos
- Councillor Heather King
- Councillor Bruce McDonald
- Councillor Ian L. Paton

# APPENDIX A: DEFINITIONS

**Canadian Register of Historic Places:** A listing of all historic sites of local, provincial and national significance. Sites are documented through a Statement of Significance. The Register is administered by the Government of Canada.

**Conservation** includes the identification, protection and promotion of places that are important to our culture and history. It involves three components that aid in the protection of the heritage value:

- *Preservation:* The process of maintaining and/or stabilizing the existing materials, form and integrity of a historic place.
- *Restoration:* The process of uncovering or revealing the state of a historic place or material as it appeared in a particular period in its history.
- *Rehabilitation:* The processing or action of making possible a continuing or compatible contemporary use of a historic place or individual material/component and restoration of these places to retain their historical and cultural significance.

**Cultural Landscape:** Any geographical area that has been modified, influenced, or given special cultural meaning by people [*Standards and Guidelines*].

**Heritage Inventory:** A list of sites evaluated as having potential heritage value.

**Heritage Register:** A list of sites that are officially recognized by resolution of Council as having heritage value.

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

**Historic or Cultural Significance:** The historic, aesthetic, scientific, social or spiritual value of a place to past, present, or future generations.

**Historic Context Statement:** A historic context statement provides a framework for understanding and evaluating historical resources. The significance of an individual site can be judged and explained by providing information about patterns and trends that define community history. Each site should be considered in the context of the underlying historical influences that have shaped and continue to shape the area. Historic context may be organized by theme, geographic area, or chronology, and is associated with a defined area and an identified period of significance. In this way, common, ever-present and representative historic sites, as well as interesting, rare or exceptional examples, can be identified and placed in context.

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

**Intangible Cultural Heritage:** Practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage. [UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage].

**Legal Protection:** Continuing protection provided through a bylaw of Council including either municipal heritage designation or a Heritage Revitalization Agreement, or a Section 215 Covenant on Title.

**Statement of Significance:** A statement that identifies the description, heritage value, and character-defining elements of an historic place. A Statement of Significance is required in order for an historic place to be listed on the Provincial and Canadian Registers of Historic Places. The document is used at the local level as a planning tool for future conservation interventions.

**Thematic Framework:** A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it was changed and how it relates to other sites linked by the theme. Historical themes are identified when a thematic history is prepared. The *National Historic Sites of Canada System Plan* provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance. Thematic Frameworks identify the best themes for future designations and commemorations, help to prioritize research priorities and encourage a more comprehensive representation of heritage themes.

# APPENDIX B: OFFICIAL COMMUNITY PLAN HERITAGE POLICIES

## SECTION 1: INTRODUCTION

### 1.1 GOALS

The goals of this OCP are to create a community that is:

**Livable:** Delta will be sustainable, healthy and safe, and a place in which today's quality of life will also be enjoyed in the future.

**Complete:** Delta will be a community in which people of all ages, family structures, backgrounds and interests can live, work and play.

**Green:** Delta will protect the natural environment, agricultural lands, and heritage features.

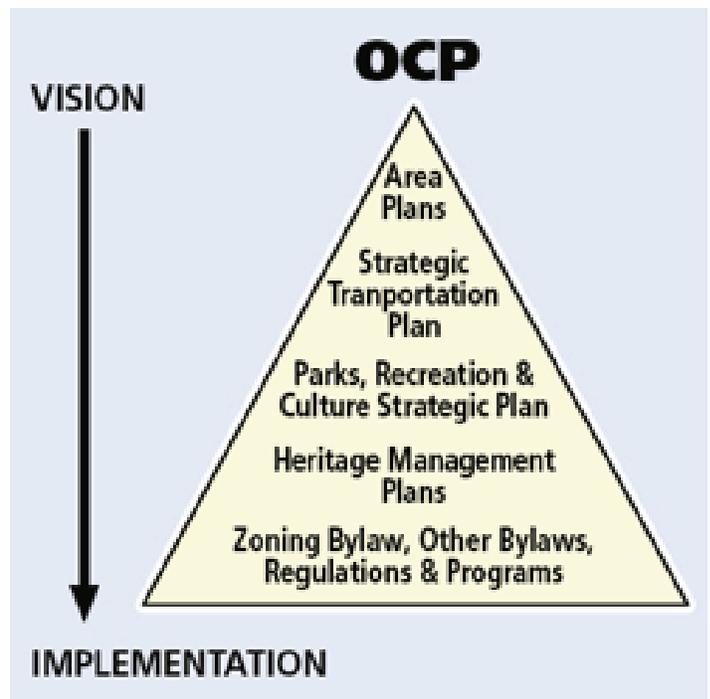
**Planned:** Delta will foster development in a planned and integrated manner that respects natural systems, manages urban growth, preserves built and natural heritage, provides transportation choices and reinforces neighbourhood identity.

**Prosperous:** Delta will provide a wide range of economic opportunities and sustain a healthy and diverse economy.

**Involved:** Delta will balance competing interests and values, maintain fairness and equity and involve all residents and stakeholders in decision-making processes.

### 1.3 THE OCP AND OTHER PLANS AND BYLAWS

Delta has a number of bylaws and policies to achieve the objectives defined in the OCP. Delta has a Zoning Bylaw which sets out the legally permitted uses on each lot, and the conditions under which the lot can be used or buildings can be constructed. Any changes to the Zoning Bylaw must be in conformity with the land use designations and policies of the OCP (both Schedule A and the Area Plans). The OCP cannot, however, prevent building permits from being issued or land being used for purposes allowed in the Zoning Bylaw, unless the land is subject to Development Permit Guidelines to that effect. Policy plans such as Neighbourhood Traffic Calming Plans or Heritage Management Plans provide the details of how broad OCP objectives will be implemented in specific neighbourhoods or on specific sites.



## SECTION 2: PLAN OBJECTIVES AND POLICIES

### ***Providing Housing Choice***

**2.1.7** Consider older commercial areas as possible sites for multi-family or mixed use housing (e.g. developments that include a mix of residential, commercial and other uses, often with commercial uses on the ground floor, and residential uses above), and wherever possible, ensure that the community preserves its heritage.

### ***Enhancing Delta's Neighbourhoods***

**2.1.11** Encourage the creation or enhancement of existing neighbourhood focal points where uses are effectively integrated into residential areas (e.g. local park, pathways or trails, heritage building or corner store).

**2.1.13** Where appropriate, incorporate local heritage elements or references into the design of new developments.

### ***Quality of Design in Commercial Areas***

**2.2.8** Encourage the retention and improvement of existing heritage buildings so as to enhance the character and ambience of a street or an area.

### ***Trees***

**2.4.16** Investigate options to protect mature trees, heritage trees and urban forests.

### ***Houses on Farm Land***

**2.5.17** Consider incentives that encourage the preservation of heritage buildings on the same site.

### ***Planning For Parks, Recreation And Culture***

**2.6.3** Develop a strategic plan to enhance municipally owned heritage landscapes, buildings and programs and consider heritage as a criteria or theme for park and building acquisition and/or the delivery of programs.

## 2.7 HERITAGE

Thousands of years ago, aboriginal peoples established fishing camps on the banks of the Fraser River. Much of the area was marshland, subject to tidal flooding, but First Nations people settled the upland areas in Tsawwassen and North Delta, and the municipality's archaeological sites are amongst the oldest known in the province. The provincial government, through its archaeological branch, is responsible for the protection and preservation of historic sites and artifacts that are dated prior to 1846.

About 190 heritage buildings are identified in the Delta Rural Inventory (1999, and revised in 2002) and the Delta Urban Inventory (2000). Of these buildings, 22 are currently on the Delta Heritage Register, with the agreement of the owners. This allows owners to use reduced building code standards in making renovations, in exchange for not demolishing their buildings until a plan for reuse of the site is agreed with the municipality. In addition, six buildings (Delta Museum, McKee House, John Oliver Barn, Inverholme Schoolhouse, Burrvilla, and Paterson House) are municipally designated as heritage sites. The first three are owned by Delta, the fourth and fifth by the GVRD (at Deas Island Park), and the last is in private ownership. Buildings which are municipally designated must be preserved and cannot be demolished without Delta's permission.

In 1997, a Heritage Strategy was prepared for Delta, which set a 5-year work schedule for developing a set of comprehensive heritage Policies. This included preparing a Rural Heritage Management Plan in 1998, the two inventories and the Heritage Register described above. A Heritage Incentives program was approved by Council in 1998.

The purpose of Delta's heritage conservation Policies is to use incentives rather than regulations to encourage property owners to maintain and restore their heritage properties. The incentives include relaxations of zoning regulations and development costs.

### *Preserving Heritage Resources*

#### **Objective:**

Identify and preserve Delta's significant heritage resources.

#### **Policies:**

**2.7.1** Develop an information database identifying historical resources.

**2.7.2** Regularly update Delta's urban and rural heritage inventories and registers and investigate opportunities to identify and designate additional heritage landscapes.

**2.7.3** On a site-specific basis, offer appropriate heritage incentives (e.g. zoning relaxations) in exchange for legal heritage protection of buildings on Delta's heritage inventories (municipal designation or Heritage Revitalization Agreement).

**2.7.4** Encourage property owners to place their heritage properties on the Delta Heritage Register, and to register their buildings under the federal Historic Places Initiative.

**2.7.5** Define and prepare guidelines for Heritage Conservation Areas where there is a concentration of heritage buildings which should be protected, and where new development should be in keeping with the existing character of the area.

**2.7.6** Consider the use of a grants program, tax incentives program, or other incentives to encourage heritage property owners to conserve and enhance their properties, provided the property is municipally designated or subject to a Heritage Revitalization Agreement.

**2.7.7** Develop management plans for municipally owned properties which are municipally designated as heritage sites.

**2.7.8** Encourage heritage conservation principles, and where heritage buildings cannot be saved on site, encourage their removal to other suitable sites.

**2.7.9** For heritage buildings which are approved for demolition, require a historic search, which includes photographs, title searches from the original Crown grant to the present owner, and as found drawings, to be provided to the municipality and to the Delta Museum & Archives.

**2.7.10** Encourage the responsible heritage management of historic farm buildings and farm landscapes.

#### **Public Awareness**

##### **Objective:**

Raise awareness and understanding of Delta's heritage.

##### **Policies:**

**2.7.11** Encourage community organizations to promote awareness of heritage and heritage events (e.g. heritage week, plaques, displays, driving and walking tours).

#### **Archaeological Resources**

##### **Objective:**

Work with stakeholders to protect archaeological sites.

##### **Policies:**

**2.7.12** Continue to inform the Archaeological Branch of development proposals which affect areas identified by the province as being of archaeological significance.

#### **YOUTH**

##### **Objective:**

Provide opportunities for youth to contribute and participate in community life.

##### **Policies:**

**2.8.11** Encourage and support youth participation in municipal and community organizations and events.

**2.8.12** In cooperation with non-profit organizations, promote recreation programs (e.g. drop-in centers) to ensure that the needs of youth who do not participate in organized sports programs are met.

**2.8.14** Where feasible, support youth programs through municipal financial assistance.

**2.8.15** Encourage employment opportunities for youth through the support of youth employment agencies and programs.

**2.8.16** Through Parks and Recreation programs and municipal volunteer opportunities, promote opportunities to develop youth leadership skills.

**2.8.17** Consult with youth in the design of facilities and programs that serve youth.

## SECTION 3: IMPLEMENTATION AND MONITORING

### ***Parks Recreation and Culture***

**Strategic Plan** – a plan should be prepared to determine long range objectives for parks and recreation facilities planning, and specifically, strategic planning for municipally-owned heritage buildings and sites, arts and culture, parks and outdoor spaces, recreation facilities and services.

### SCHEDULE B: LADNER AREA PLAN

#### **D. Development Permit and Heritage Conservation Guidelines**

Certain lands within the Ladner Area Plan are also subject to Development Permit and Heritage Conservation Guidelines as contained in Schedule E of the Official Community Plan.

#### **Policy B.5: Encourage Heritage Conservation**

- Use heritage conservation areas to protect the residential appearance of existing special neighbourhoods containing historic or character houses.
- Use heritage conservation techniques, including regulations and incentives, to encourage preservation of sites identified as being of heritage significance which are located outside existing and proposed Heritage Conservation Areas.

### SCHEDULE C: NORTH DELTA AREA PLAN

#### **I. Historical and Archaeological Sites**

##### **Objective I: Historical And Archaeological Sites**

To recognize, preserve, and protect important historical, aboriginal peoples' and European settlers' sites, buildings, and objects in North Delta.

##### **Policy I.1: Identify Heritage Sites**

Continue to identify heritage sites, and, if appropriate, designate as Municipal heritage sites.

##### **Policy I.2: Review Potential Archaeological Sites**

Require an archaeological survey or an exemption from the Provincial Archaeological Branch for development in any area within 50 metres (165 feet) of a provincially-identified archaeological site and within the area shown on the "Archaeological Potential Map".

##### **Policy I.3: Build Public Awareness**

Build public awareness of archaeological and historical sites in North Delta.

#### SCHEDULE D: TSAWWASSEN AREA PLAN

##### **G. Historical and Archaeological Sites**

###### **Objective G.1: Historical Preservation and Awareness**

To recognize, protect, and promote public appreciation of native peoples' village sites, artifacts and European pioneers' heritage buildings and historic objects found within Tsawwassen.

###### **Policy G.1: Archaeological Sites**

Continue to incorporate the recognition, exploration and protection of archaeological sites into the development process.

###### **Policy G.2: Archaeological Surveys**

On the lands within 50 metres (approximately 165 feet) of an identified archaeological site, or within the Archaeological Potential Area (as indicated on the map, "Historical and Archaeological Sites"), permit no rezoning or subdivision until an archaeological survey has been completed or an exemption, in writing, has been received from the Provincial Archaeology Branch.

###### **Policy G.3: Archaeological Awareness**

Enhance the protection and preservation of archaeological sites and artifacts by raising public awareness and knowledge.

###### **Policy G.4: European Settlement Sites**

Continue to promote the recognition and protection of European heritage sites.

#### SCHEDULE E: DEVELOPMENT PERMIT GUIDELINES AND REQUIREMENTS

*Heritage Conservation Areas* includes Part A: General Provisions and Part B: Guidelines, Objectives and Justifications.

# APPENDIX C: CONSERVATION INCENTIVES

## C.1 FINANCIAL INCENTIVES

Heritage conservation incentives can be provided through financial support. Each project needs to be individually assessed to determine which incentives may apply, as different levels of assistance may be required to ensure financial viability.

### C.1.1 MUNICIPAL FINANCIAL INCENTIVES

There are a number of financial incentives that the municipality can offer to encourage heritage conservation. Generally these can be considered to be of five types, including: (1) direct grants (“out-of-pocket”), from either the municipality or a Heritage Foundation; (2) tax incentives (“tax holiday”); (3) permissive tax exemptions; (4) interest-free / low-interest loans; and/or (5) reduced permit fees.

#### C.1.1.1 Direct Grants

One of the most motivating incentives, especially for homeowners, can be direct financial assistance. Modest financial grants are sometimes extremely effective in promoting conservation, especially in the residential context. These are often only seed money or a show of support, rather than reflecting a large share of restoration costs. Grants sometimes “top up” a project so that the specific heritage character-defining elements (e.g., porches) can be restored. Sometimes relatively small projects can have a dramatic impact on the appearance of a heritage building exterior (e.g., opening of an enclosed verandah, heritage paint colours, or re-installation of wood windows and doors). Delta could consider allocating a budget amount for heritage restoration grants that could be directed towards the conservation of properties, similar to what occurs in the City of Surrey and the Township of Langley. The City of Kelowna offers a grant program that is administered by an outside agency (the Central Okanagan Heritage Society).

There are a number of municipalities throughout the province that offer programs through municipally-funded foundations that provide direct financial assistance to the owners of residential heritage properties. These include Vancouver, New Westminster, Oak Bay and Saanich; Victoria has separate heritage foundations for residential and commercial properties. Delta may wish to consider the feasibility of establishing a similar heritage foundation, which in addition to administering grant programs, could also serve an education and awareness function. A heritage foundation would also be able to actively fundraise to fulfill its mandate and establish an identity distinct from the municipal government. Matching funding could be sought for potential grant programs through corporate sponsorship, private foundations and other sources.

#### C.1.1.2 Property Tax Incentives

Currently, if a property owner undertakes a rehabilitation of a heritage building, they usually encounter an increased property tax assessment due to an increase in market value. This, combined with the high cost of meeting building code requirements, can make the upgrade of heritage properties a marginal economic proposition. The assessment and taxation process is governed by provincial legislation and is inflexible.

Municipalities may choose to forgive all or part of the municipal portion of the property tax on a heritage property as long as the property is legally protected by a heritage conservation covenant or a heritage conservation area designation. In these cases, the tax relaxation may be calculated based on the extent and cost of the rehabilitation.

Experience in the United States has demonstrated that incentives tied to income tax are amongst the most effective mechanisms for the preservation of heritage buildings. In Canada, federal income tax incentives for conservation do not currently exist, but municipal tax-based heritage grants have been proven to be successful in many cities including Vancouver and Victoria. The potential for tax-based heritage incentives will need to be explored further as to their applicability within the Delta context. Heritage resources that are tax-exempt (e.g., churches) will not be able to take advantage of this type of incentive.

#### C.1.1.3 Permissive Tax Incentives

Permissive tax exemptions are enabled under Section 226 of the Community Charter. The City of Port Moody has enacted a Heritage Revitalization Tax Exemption Bylaw, 2011, No.2913 under these provisions. This is expected to encourage revitalization by lowering costs for property owners in the initial years after a major capital investment. The purposes of Port Moody's tax exemption program are to:

- support conservation of heritage properties;
- foster revitalization through heritage and cultural awareness;
- increase the economic viability of the Heritage Conservation Area and Heritage Character Areas of Moody Centre; and,
- enhance quality of life in the city.

The program is intended to accomplish these objectives by:

- lowering costs for heritage property owners to invest in the restoration, rehabilitation and repair of heritage properties;
- establishing a financial incentive for

redevelopment that meets heritage and sustainability guidelines;

- cultivating a heritage precinct for business attraction and cultural tourism; and,
- promoting a heritage aesthetic that improves the sense of place and promotes vitality in the identified historic area of the city.

Eligible properties must be listed on the City's Heritage Register or located within the Moody Centre Heritage Conservation and Character Areas. To qualify, a project must be either 1) heritage conservation projects of \$15,000 or above in eligible costs, or 2) projects that retain the existing principal building with a construction value of \$100,000 or greater, as follows:

- i. Wherein the land use is consistent with the Official Community Plan land use designation, as amended from time to time; and
- ii. That involves preservation of the heritage significance of a building on the City's Heritage Register and results in qualifying project costs of \$15,000 or greater (Type I); or
- iii. Improvements on a Lot which result in a construction value of \$100,000 or greater as determined by the building permit(s) issued where (Type II):
  - (a) the existing principal building is retained; and
  - (b) the Project is exemplary of the Moody Centre Heritage Conservation Area Guidelines as determined by the Director of Development Services; and
  - (c) green building elements are included such as reused materials, and/or conservation of water and energy as demonstrated through the completion of the City's Checklist for Community Sustainability; or

- (d) a heritage Statement of Significance is prepared to direct the Project and, upon completion of the heritage conservation works as per the *Standards and Guidelines for the Conservation of Historic Places in Canada*, the Lot is added to the Heritage Register.
- iv. In the case of a Type I project as described in this bylaw, qualifying project costs shall include any of the following:
- (e) conservation and repair of significant original architectural elements, including doors, windows, roofing, or other significant features as identified in the Statement of Significance documented in the Heritage Register;
  - (f) reconstruction of significant historical features, using materials that replicate the original;
  - (g) work to restore a building to structural soundness as per the Standards and Guidelines for the Conservation of Historic Places in Canada, with reference to the BC Building Code;
  - (h) the conservation of interior elements will be eligible if it is necessary for a building's structural integrity;
  - (i) interior services including plumbing, electrical and heating are eligible if necessary to ensure the continued use of the building and the replacement technology is consistent with a recognized Canadian green building standard;
  - (j) professional design and engineering reports, drawings, cost estimates, and specifications as required by the City for the project.

Notably, the tax provisions are tied to recognized heritage conservation *Standards and Guidelines*.

## C.2 NON-FINANCIAL INCENTIVES

Heritage conservation incentives may also be provided through non-monetary support. In addition to the measures listed below, the municipality should examine the entire permit application and approval process, to ensure the removal of any disincentives to heritage conservation.

### C.2.1 HERITAGE REVITALIZATION AGREEMENTS

Heritage Revitalization Agreements (HRA) provide a powerful and flexible tool that enable agreements to be specifically written to suit unique properties and situations. Through an HRA, projects can be designed with special conditions that promote financial viability for projects that could not otherwise proceed. It is a formal voluntary agreement negotiated by the municipality and an owner of heritage property that outlines the duties, obligations and benefits negotiated by both parties specifically written to suit unique properties and situations. This agreement can also be used to provide incentives that the owner can accept in lieu of compensation for continuing protection. The proposed conservation interventions should protect the heritage value of the resource.

### C.2.2 RELAXATIONS/VARIANCES

When approving Development Permit applications, the municipality has discretionary powers and may relax some requirements, especially when other amenities are being offered. In return for the conservation and rehabilitation of a heritage building, the municipality may be able to relax requirements related to parking, setbacks and access. Similarly, some requirements could be relaxed in order to prevent conservation principles and guidelines from being compromised. One example would be a lot with an existing heritage home that is zoned for duplex use. In this case, an infill house could

be built on the property instead, and perhaps a slight increase in allowable density could also be allowed. Each situation will be unique and will require special consideration.

#### C.2.3 DENSITY BONUS AND TRANSFER PROCEDURES

One of the most effective heritage incentives that can be offered is the redistribution of density or an increase in allowable density. Density refers to the ratio of floor area to the lot size. Sometimes there is an option to increase the allowable onsite density without compromising the context of the heritage building. In other cases, a heritage building may be located on a property that has much higher development potential than currently occupied by the building, meaning that there is residual density that is not being utilized. In this situation, the residual density can be transferred or sold to another property, negating the need to achieve the allowable density onsite. In other cases, a conservation incentive – usually used to offset the costs of rehabilitation – may be offered through the creation of an additional bonus density that can be sold to a receiver site, with the resulting financial benefits being considered part of the incentives (compensation) package. Each of these situations requires careful study of the potential impact on the heritage site, and an understanding of appropriate receiver sites for transferred density. The transfer of density can be accomplished either through the use of a Heritage Revitalization Agreement (for individual sites) or the creation of a municipal density bank process.

#### C.2.4 HERITAGE REGISTER EQUIVALENCIES AND EXEMPTIONS

Equivalencies and exemptions are offered to Heritage Register or Protected Heritage Sites under the BC Building Code, the Energy Efficiency Act (Energy Efficiency Standards Regulation) and the Homeowner Protection Act Regulation. The definition of a heritage building is consistent under all three pieces of legislation. These equivalencies and exemptions are offered on a case-by-case basis, and must be individually applied in each circumstance.

#### C.2.5 ADMINISTRATIVE SUPPORT

Streamlining the development and building permit application processes for heritage properties is a very desirable objective (also known as a “Green Door” policy). Heritage property owners will object to a complicated procedure if they are already concerned about costs. Heritage projects are sometimes more complex and can require additional review. Time equals money, therefore it is recommended that the permit review procedure be simplified as much as possible, and that every consideration be given to expediting Municipal procedures.

#### C.2.6 HERITAGE SUPPORT PROGRAMS

The municipality can also provide support through:

- the provision of technical advice;
- complementary public works projects in defined heritage character areas (e.g., street improvements such as pedestrian lighting, paving, street furniture and way-finding signage); and/or
- referral to other agencies or organizations for further assistance.