

HAMMOND

HERITAGE CHARACTER AREA

DISCUSSION PAPER

OCTOBER 2017

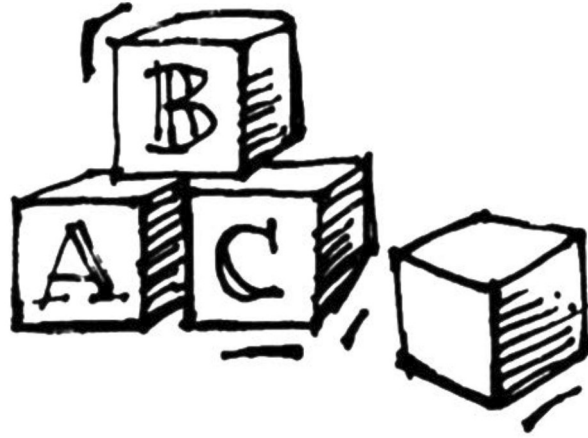
DONALD LUXTON
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1. INTRODUCTION



The goal of this project is to assist the City of Maple Ridge in taking the next steps towards the development of realistic and effective heritage incentives, regulations and heritage procedures that will promote the conservation of heritage resources in the historic community of Hammond. This report outlines a broad range of incentive and regulation-based heritage tools, and forms an important step in the proactive management of the community's significant heritage resources.

Heritage can be defined as anything of a physical, cultural or social nature that is unique to, and valued by, a community, and can be passed from generation to generation. Each community's heritage is distinctive, and the retention of heritage character helps instill a sense of community identity and pride, develops a sense of continuity for residents, and promotes an understanding of place character for current and future generations. Heritage conservation is also important economically; protection of heritage resources can protect property value as well as provide opportunities for businesses, property owners and tourism.

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 provide 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 conservation will be achieved more effectively through incentives rather than by stringent regulation.



2. COMMUNITY BENEFITS OF HERITAGE CONSERVATION



Heritage conservation has many potential cultural, social and economic benefits. Conserving and celebrating a community's heritage allows it 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 physical landmarks and touchstones, and many other intangible heritage features - such as traditions, events and personal histories - add to the City's vibrancy and character. This broad range of heritage resources represents a legacy that weaves a rich and unique community tapestry.

Cultural and heritage-based tourism, including visits to historic sites, is now one of the fastest growing segments of the burgeoning tourism industry. Over the last twenty years, international tourism arrivals in Canada have been growing consistently at an average of 4% per year. The United Nations World Tourism Organization forecasts the number of international tourists globally will nearly double from 880 million in 2009 to 1.6 billion by 2020. Tourism is an important sector of the economy in B.C., generating nearly \$6.5 billion dollars or over 4% of the provincial real GDP. In addition, employment in the tourism sector in 2010 totalled 127,000, accounting for approximately 1 in every 15 jobs in the province.

Travel research organizations have tracked cultural tourism data in recent years, identifying the trends and characteristics of an attractive, accessible and large market. The cultural tourism market is leisure-travel based and grows globally by 15% every year. Cultural tourists in North America tend to be represented by the baby boomers (those over 45 years old) although there is also an emerging trend of cultural tourists in the 20-34 'young professionals' age group, who use the internet to identify where and how to travel.¹ Other current research clearly identifies the growing trend for heritage and cultural tourism, and the strength of the cultural sector in our economy.²

Other benefits of strong heritage policies include maintaining distinctive neighbourhoods, conserving cultural heritage, strengthening community identity and promoting civic pride. Heritage conservation is also inherently sustainable, and supports initiatives such as landfill reduction and conservation of embodied energy. It reinvests in existing infrastructure and promotes avoided impacts through reduced GHG emissions. These are all important considerations in the long-term management of our built environment.

¹ Ontario Cultural & Heritage Tourism Product Research Paper, February 2009.

² <http://www.allianceforarts.com/research-publications/>

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The public benefits of heritage conservation include:

- encouraging retention of unique community heritage;
- celebrations of historical events and traditions;
- partnership opportunities with senior levels of government;
- engagement of the broader community including the private and volunteer sectors;
- flexible heritage planning that assists private owners in retaining historic resources;
- conservation of a broad range of historical sites that supports other public objectives such as sustainability initiatives, tourism development and education;
- reduction of greenhouse gases through avoided impacts;
- investment in heritage sites through community partnerships; and
- generation of employment opportunities and other economic benefits.

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. Numerous studies have demonstrated that this is not so; Professor Robert Shipley of the University of Waterloo assessed 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. Additionally, two reports³ in 2008 and 2012 on a two-phase study of 32 well-established Heritage Conservation Districts in Ontario, many of which were designated in or before 1992, found that real estate values in these districts remain strong. Conducted by the Architectural Conservancy of Ontario with cooperation from the Heritage Resources Centre at the University of Waterloo, the studies conclude “real estate values in Heritage Conservation Districts generally rise more consistently than surrounding areas.”

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%.⁴

The Victoria Heritage Foundation has 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 the City.⁵

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.

As part of the process that led to the establishment of the First Shaughnessy Heritage Conservation Area, the City of Vancouver commissioned an economic study by Coriolis Consulting Corp.⁶ to examine the financial impact of the proposed HCA; it was concluded that the downward pressure on price was not likely to translate into an immediate, significant, persistent drop in value, but that lot values could see small short term decreases and

³ See *Heritage Districts Work! Heritage Conservation District Study Summary Report 2009* and *Heritage Districts Work – More Stories of Success Heritage Conservation District Study Phase Two Summary Report* available at <https://uwaterloo.ca/heritage-resources-centre/projects/recent-projects>

⁴ Research information provided by the Vancouver Heritage Foundation.

⁵ Research information provided by the Victoria Heritage Foundation.

⁶ Economic Analysis of Proposed Changes to First Shaughnessy Zoning District: Supplemental Report, June 2015. Coriolis Consulting Corp. <http://former.vancouver.ca/ctyclerk/cclerk/20150721/documents/phea-YellowMemo-Appendix2.pdf>

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experience smaller future increases than would otherwise have occurred, if buyers did not choose to take advantage of the new benefits offered in the proposed new regulations and did not factor these benefits into the price they would be willing to pay for a property with a pre-1940 house. In fact, there was no perceptible change in property values after the HCA enactment until other intervening factors came into effect, such as the Additional Property Transfer Tax (a 15% tax that foreign entities or taxable trustees pay in addition to the general property transfer tax on transfers of residential property located in Metro Vancouver Regional District).

In general, heritage conservation initiatives provide stability in the marketplace and help protect property values.



View of [buildings and businesses on] Maple Crescent - Port Hammond, circa 1921.
[Philip T. Timms, photographer. City of Vancouver Archives CVA 677-1105]

3. ENABLING LEGISLATION



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

Heritage tools are referenced in a number of provincial acts, such as the *Community Charter* (revitalization tax exemptions) and the *Land Titles Act* (which enables covenants to be registered on land titles), but the majority of the tools the City is liable to use in the conservation of heritage resources are now enabled under the *Local Government Act*. Other provincial acts and policies can have adverse impacts on heritage sites unless specific exemptions or equivalencies apply; the *B.C. Building Code*, the *Energy Efficiency Act* and the *Homeowner Protection Act* now provide alternate compliance allowances for heritage buildings.

3.1 Local Government Act

Under the *Local Government Act (LGA)*, 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. The City of Maple Ridge is empowered to regulate land development through zoning, subdivision control, building bylaws, maintenance and occupancy bylaws, and a number of other regulatory mechanisms, based on an Official Community Plan. Most of the tools that the City will use to provide incentives and regulations for the heritage program are enabled under Part 15 of the *LGA* (see *Appendix B: Local Government Act Excerpts*).



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. The City of Maple Ridge has already established an official Heritage Register. In addition to the tracking and regulatory powers implied by a Heritage 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* and exemptions and alternative compliance under the *Energy Efficiency Act* and the *Homeowner Protection Act*.

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The City can legally protect heritage sites through heritage designation (as has been undertaken for several sites) or through a Heritage Revitalization Agreement, a voluntary negotiated agreement that may vary bylaw and permit conditions (the City has already undertaken several HRAs). The City has also established a Community Heritage Commission to advise Council on heritage matters; a commission can also undertake other activities as directed by Council. Further information on the provincial legislation is available in a publication, "*Heritage Conservation: A Community Guide*" that is available online (see *Appendix D: Websites*).

3.2 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.

3.3 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 revitalization tax exemptions, to regulate activities. The tax exemption provisions in the *Charter* that can be used for facade improvement and heritage conservation projects are listed below:

- *Section 225:* Revitalization tax exemptions can be offered to "eligible heritage property." 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:* 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.

A number of municipalities have utilized these provisions to promote revitalization, including:

City of Chilliwack: The Official Community Plan for the City of Chilliwack identified the revitalization of the downtown as a priority. In 2004, the *Community Charter* was introduced, offering a new revitalization tax exemption opportunity. As a result of this, the City of Chilliwack has established a downtown revitalization tax exemption program. Council may enter into an agreement with property owners within the designated areas and upon issuance of an exemption certificate to the assessor, those improvements are exempt from municipal property value taxes for a period of time not longer than five years, and with a 50% phase-in for the 6th year.

City of Port Moody: in 2011, the City established a revitalization tax exemption program for heritage properties under *Heritage Revitalization Tax Exemption Bylaw, 2011, No. 2913*.

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.

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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 B.C. 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*.

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3.4 B.C. Building Code

Building Code upgrading is the most important aspect of heritage building rehabilitation, as it ensures life safety as well as long-term protection for the resource. It is essential to consider heritage buildings on a case-by-case basis, as the blanket application of Code requirements does not recognize the individual requirements and inherent strengths of each building. Over the past few years, a number of Code equivalencies have been included in the *British Columbia Building Code*, which facilitate heritage building upgrades. For example, the use of sprinklers in a heritage structure helps to satisfy fire separation and exiting requirements. Heritage sites eligible for alternate compliance provisions are defined as those protected through heritage designation or included in a community heritage register by a local government under the *Local Government Act*,

Given that Code upgrading is a significant factor in the conservation of heritage buildings, it is important to provide viable alternative methods of compliance that protect heritage value and are economically feasible. The City should explore the full range of potential heritage building code equivalencies in order to provide consistent review and knowledgeable advice to building owners. On individual projects, the City can also accept the report of a Building Code Engineer as to acceptable levels of code performance.

Under the current Code, alternate compliance is offered only for interior rehabilitation; building envelope compliance must be negotiated through HPO exemptions or site-specific equivalencies negotiated through the City. The one exception is for windows; the wording of the code requires “two sheets of glass” rather than double-glazing (as it is usually interpreted) and therefore Code requirements can be met through the use of interior or exterior storm windows, or exempted under the heritage definitions of the *Energy Efficiency Act*.



3.5 Energy Efficiency Act

Heritage conservation and sustainability initiatives have mutual goals of conservation. In the case of heritage buildings, this includes considering the inherent performance and durability of their character-defining assemblies, systems and materials, and the minimal interventions required to achieve the most effective sustainability improvements. The conservation of heritage buildings avoids potential impacts by retaining their embodied energy and carbon, and reduces landfill requirements and greenhouse gases. 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 legislation, Energy Efficiency standards do not apply to windows, glazing products, door slabs or other products installed in heritage buildings. This means that the City, as an incentive to listing a site on a Heritage Register or as part of a negotiated agreement, can allow exemptions to energy upgrading measures that would destroy heritage character-defining elements such as original windows and doors.

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These provisions do not preclude that heritage buildings must be made more energy efficient, but they do allow a more sensitive approach to alternative compliance and a higher degree of retained integrity. Increased energy performance can be provided through non-intrusive methods such as attic insulation, improved mechanical systems, and storm windows. Please refer to the *Standards & Guidelines for the Conservation of Historic Places in Canada* for further information.

3.6 Homeowner Protection Act

Amendments to the *Homeowner Protection Act Regulation (HPA)* 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:

1. 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
2. Clarification of the definition of 'substantial reconstruction.' The *Act* explains that 75% of a home must be reconstructed for it to be considered a 'new home' under the *HPA*, thus enabling single-family dwelling to multi-family conversions and strata conversions without the *Act* now coming into play.

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



Street scene in Hammond from mill structure. Train station, telephone office and Dale store in view, 1930s.
[Maple Ridge Museum & Archives P09078]

4. HERITAGE REGULATIONS

Under the provincial enabling legislation, there are a number of regulatory tools that the City can use in the management of heritage sites. Some of these tools also offer the possibility of providing negotiated incentives, especially through the use of a Heritage Revitalization Agreement. The primary regulatory tools that the City will use in heritage management are enabled under Part 15 of the *Local Government Act (LGA)*:

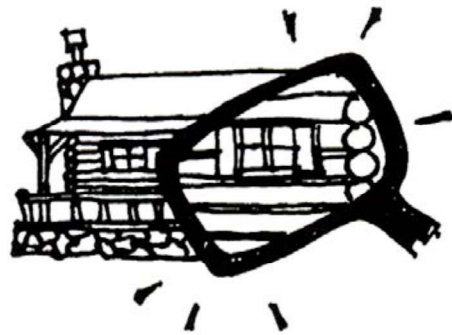
PLANNING TOOLS

- *Official Community Plan (LGA)*: Sets out the City's intent for development. States overall goals for heritage conservation and can also include heritage area designations.
- *Development Permit Guidelines (LGA)*: Provide specific requirements for areas designated as Development Permit Areas.
- *Zoning Bylaws (LGA)*: Outline the general requirements for site development. An appropriate zoning schedule can be tailored to conserve the character of a heritage site or area.
- *Heritage Conservation Areas (LGA)*: The City can define special areas in the Official Community Plan to provide long-term protection to distinct heritage areas.
- *Community Heritage Register (LGA)*: The City can establish an official listing of properties defined as having heritage character or heritage value; this can act as the basis for offering incentives.



ASSESSMENT TOOLS

- *Heritage Inspection (LGA)*: The City can order heritage inspections to assess heritage value and conservation needs.



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- *Heritage Impact Assessment (LGA)*: The City can order an assessment to be prepared at either the expense of the owner or the municipality in order to predict the impact of a proposed development on adjacent heritage resources.



PROTECTION TOOLS

There is one temporary way and four permanent ways in which legal protection can be provided:

- *Temporary Heritage Protection (LGA)*: A heritage resource can be temporarily protected through the withholding of permits and approvals, or the adoption of protection orders and bylaws. The resource must be listed on a Heritage Register. Specific time periods apply, and this protection cannot be indefinitely extended.
- *Heritage Designation (LGA)*: This tool provides continuing protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of continuing protection.



- *Heritage Conservation Covenants (Land Titles Act)*: Allows for the negotiation of a contractual agreement with the owner, which is then registered on the Land Title. This may not vary siting, use or density. This is considered a form of continuing protection.
- *Heritage Revitalization Agreements (LGA)*: This is potentially the most useful conservation tool, and has been widely used by other local governments. It allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of continuing protection.
- *Heritage Conservation Area (LGA)*: Scheduled properties in a Heritage Conservation Area are considered protected, but their development potential under existing zoning cannot be superseded through the use of this tool.

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HERITAGE MANAGEMENT TOOLS

- *Heritage Procedures Bylaw (LGA)*: The City has enacted *Heritage Procedures Bylaw No. 6951-2012* that establishes civic procedures and guidelines for heritage conservation.
- *Heritage Alteration Permits (LGA)*: HAPs are used to allow changes to legally protected heritage property. If a Heritage Conservation Area is established, HAPs may be used for subdivision, additions, new construction or alteration to an existing building.
- *Heritage Site Maintenance Standards (LGA)*: The City has enacted *Heritage Maintenance Standards Bylaw No. 6710-2009* that establishes minimum requirements for the care and maintenance of protected heritage properties.

4.1 ZONING BYLAWS

Zoning Bylaws are enabled under the *Local Government Act* and outline the general requirements for site development; they are enacted to specify the use, density, siting and subdivision of land, buildings or structures permitted in a community. In order to protect heritage character, a zoning schedule can be calibrated to appropriately conserve the character of a heritage area or neighbourhood. To promote conservation rather than redevelopment, zoning should recognize and be aligned with the heights, FSR, densities and lot coverage of existing heritage and character sites.

4.2 HERITAGE CONSERVATION AREAS

The City can define special areas in the Official Community Plan to provide long-term protection for a distinctive heritage area. A Heritage Conservation Area (HCA) designation is intended to provide long-term protection to a distinctive area that contains resources with special heritage value and/or heritage character, and can provide protection to all or some of the properties in the area. An HCA can include a Schedule of identified properties that become “protected heritage property” under the *Act*. In the HCA, a property owner may not do any of the following without a Heritage Alteration Permit (HAP):

- subdivision of a property;
- addition of a structure;
- addition to an existing structure;
- construction of a new building; or
- alterations to a building, structure, land, or feature.

Implementation of an HCA involves:

- A process of planning and research, through which a community identifies a distinctive area that it determines should be managed by long-term heritage protection.
- In consultation with the area property owners, the City agrees that an HCA is the best tool to provide long-term protection.
- Consultation with area property owners regarding the control mechanisms (including design controls) that may be included in the bylaw.

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- Preparation of a bylaw to amend the Official Community Plan to identify the HCA. The bylaw must include:
 - a description of the special features or characteristics which justify the establishment of the HCA;
 - the objectives of the HCA; and
 - either the official community plan or a zoning bylaw must specify guidelines respecting the manner by which the objectives are to be achieved.
- The bylaw may also:
 - identify circumstances for which an HAP is not required; and
 - include a schedule listing the protected properties in the area, and identify features or characteristics that contribute to the heritage value or heritage character of the area.
- At least ten days before a public hearing is held to discuss the amendment, The City must notify all owners of property listed on the HCA schedule.
- The City adopts the HCA bylaw.
- The City notifies the Land Title Office and the minister responsible for the *Heritage Conservation Act* of the adoption of the HCA bylaw, as well as any additions or deletions that may be made to the HCA schedule.

The principal implications of an HCA designation are:

- An HAP is required for most types of development unless an exception is provided.
- HAPs may vary zoning, subdivision and DCC bylaws but cannot vary use or density of use.
- HAPs may not prevent the use of the land at the density allowed under the zoning bylaw.
- All properties, including non-scheduled sites, would be subject to a heritage site maintenance standards bylaw.
- Notices must be placed on title to any “protected heritage property” in the HCA.
- Owners of “protected heritage property” are eligible for heritage tax exemptions and might benefit from reduced assessment under the *Assessment Act*.
- Owners of “protected heritage property” are eligible for alternative compliance solutions for heritage buildings set out in the *B.C. Building Code*, the *Energy Efficiency Act (Energy Efficiency Standards Regulation)* and the *Homeowner Protection Act Regulation*.
- No compensation claims are permitted.

Relationship to Zoning Regulations

HCA designations are intended to operate together with zoning regulations, as an overlay enabling the local government to manage in some detail how the changes permitted by the zoning regulations will occur. The zoning schedules should not be in conflict with heritage conservation objectives; if allowable density is greater than that of the properties that are intended for conservation, redevelopment will likely be the preferred option.

Scheduled properties in an HCA are considered to be legally protected, but their development potential under existing zoning cannot be superseded through the use of the HCA tool. In order to be successful, HCA heritage objectives and design guidelines must recognize and be aligned with the existing zoning, or the zoning must be revised to recognize heritage conservation objectives.

Design Guidelines

Either the official community plan or a zoning bylaw must specify guidelines respecting the manner by which the HCA objectives are to be achieved. The key role of the design guidelines is to provide the benchmark or standard against which HAP applications will be evaluated; an HAP can be refused if the action would not be consistent with the purpose of the heritage protection of the property. The more fully the Guidelines articulate this purpose, the stronger the City’s position will be to refuse to issue HAPs for inappropriate applications. The inclusion of design guidelines in a bylaw means that they cannot be amended except by bylaw amendment.

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Heritage Alteration Permit Requirements

Under an HCA designation, the heritage alteration permit requirement is triggered in relation to any subdivision of land, building construction, building addition or alteration, or alteration of a feature that is protected heritage property within the area, unless the bylaw provides a permit exemption for the type of development involved. HAPs must be issued in accordance with guidelines set out in the HCA or the zoning bylaw.

A permit may be refused if the development would not be consistent with the purpose of the property's heritage protection, as determined by the Council (or its delegate if this power has been delegated). If the refusal bars the development of the land to the maximum density permitted by the zoning bylaw, the City must inform the applicant of the requirements or conditions under which the use or density proposed by the applicant would be allowed. For example, if an owner was entitled under the zoning to a 100 m² addition to a building in the HCA and the HAP application showed the addition located in the front of the building, interfering with its heritage character as viewed from the street, the City could stipulate that the addition be located to the rear and could vary the required rear yard setback to accommodate the addition. HAPs issued for heritage conservation areas have the same features as those issued for designated heritage buildings and properties that are subject to HRAs.

Limits on Use of HAPs To Vary Bylaws

HAPs may not vary the use permitted on the land that's subject to the permit, or vary the permitted density up or down. As regards density, the 2014 decision in *Society of Fort Langley Residents for Sustainable Development v. Langley (Township) BCCA 271* suggests that density of use regulations cannot be varied by an HAP:

Summary of Decision: A third party seeks to construct a mixed-use building in Fort Langley, which has been designated as a heritage conservation area by the appellant Township. The proposed development exceeds the height and lot coverage requirements established for the heritage conservation area under the Local Government Act. The Township issued a heritage alteration permit pursuant to s. 972 of the Act to facilitate the development. However, s. 972(4) prevents the Township from using such a permit to vary the "density of use" of the property. In the court below, the respondent Society had the heritage alteration permit set aside. The chambers judge concluded that increasing the height and footprint of a building increased the density of use. The Township's power to regulate the density of use of land and buildings is distinct from its power to regulate the siting, size, and dimensions of buildings. Only variations to the former are restricted by s. 972(4) and courts should not impute restrictions on density of use from a bylaw that only restricts the siting, size, and dimensions of buildings. The proposed development complies with the residential density of use provisions in the applicable bylaw and, given the distinction in powers, there are no commercial density of use provisions for the heritage alteration permit to vary.

In cases where the City wishes to provide a density increase as an incentive for heritage conservation work, an HRA could be used as it is now.

Schedule of Protected Heritage Properties

An HCA can optionally include "a schedule listing buildings, structures, land or features within the area that are to be protected heritage property." If the HCA contains such a schedule, there is a public hearing requirement, and the owners of properties listed on the schedule are entitled to individual notice of the hearing. The City must file Land Title Office notices of such status as well as advising the Minister responsible for the *Heritage Conservation Act*. No person is entitled to compensation for any loss or damage or reduction in the value of property that results from the good faith exercise of the power to designate a heritage conservation area. The special consequences of "protected heritage property" status for these buildings include:

- Under the *Assessment Act*, they are dealt with in the same way as designated heritage properties, with potential property tax advantages for the owner.
- Their owners may also be eligible for discretionary heritage property tax exemptions under the *Local Government Act* and the *Community Charter*.
- Alternative Compliance Solutions are available to the owner under the *B.C. Building Code*, the *Energy Efficiency Act (Energy Efficiency Standards Regulation)* and the *Homeowner Protection Act Regulation*.

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- Certain heritage inspection, impact assessment and temporary protection powers can be exercised in relation to protected heritage property.

The protection afforded these properties under the HCA designation is similar to the protection that would be afforded by a heritage designation, but the City would run no risk of a compensation claim. That being the case, the inclusion of such a schedule in an HCA can be very controversial, with particular owners likely to request that Council delete their property from the schedule despite the advantages that accrue to the owner. Using a heritage registry from existing Council-approved guidelines as a basis for scheduled properties could reduce the potential controversy associated with this additional HCA component.

HCA Advantages and Implications

Many municipalities in British Columbia have established HCAs since they were first enabled by provincial legislation in 1994. There are approximately 70 existing HCAs in British Columbia, and nearby examples are found in Abbotsford, Port Moody, West Vancouver, North Vancouver, Vancouver and Victoria (which has 9). The tool is also successfully employed in cities throughout the world, including Sydney, Melbourne, Perth and Toronto.

Coupled with heritage site maintenance standards, the HCA designation can effectively prevent owners from both demolishing heritage buildings and allowing them to fall into disrepair. The extent to which retaining the buildings can preserve the character of the area depends on how much, if any, excess density the applicable zoning allows.

Advantages: The principal advantage of the use of the HCA tool is that the City's heritage conservation objectives would be addressed proactively within the context of the OCP for a particular area, rather than on the *ad hoc* basis typified by heritage designations, heritage revitalization agreements and other arrangements precipitated by more or less random owner redevelopment initiatives within the area. Secondly, the City could achieve significant heritage conservation objectives, including the retention of specific buildings and other features having heritage value, without having to deal with compensation claims. Thirdly, heritage site maintenance standards would apply to all properties within an HCA as well as to designated heritage properties, and the enforcement of such standards could be used to discourage owner neglect of heritage properties. Though the HAP requirement, the City can control the redevelopment of significant heritage buildings in the area, as well as controlling the development of any vacant sites and the redevelopment of sites developed with non-heritage buildings, to ensure that they complement the heritage character of the area rather than disrupting it.



Implications: The principal implication to the City is that the designation of an HCA requires a proactive planning effort, in comparison to a heritage conservation approach that reacts to redevelopment proposals for sites having heritage value. Not having sufficient staffing resources allocated to the administration of the HCA could produce delays, inconvenience and expense for property owners in relation to HAP requirements, especially if the designation is not accompanied by judicious HAP exemptions. Care needs to be taken to provide reasonable HAP exemptions for minor changes to “protected heritage property” and relatively major

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changes to non-heritage buildings within the area. These exemptions can themselves be used to promote heritage objectives; for example there could be an exemption from an HAP requirement for scheduled properties for repainting in the same colours, minor repairs or replacing roofing provided that the roofing material is compatible with the heritage character of the building.

RECOMMENDATIONS

A Heritage Conservation Area framework will provide the most effective results when:

1. The HCA boundaries are clear and logical, and appropriately sized to capture the key areas of heritage value. HCAs are generally less successful if used for very small areas, as demonstrated by the Corporation of Delta (where in the past as little as three properties have been listed as an HCA).
2. Identified heritage sites are legally protected through scheduling. A larger number of scheduled sites will ensure better protection of heritage value. This is especially true with residential properties in HCAs; in the experience of other municipalities (e.g. Township of Langley, City of North Vancouver) HCA guidelines for non-scheduled residential properties are difficult to interpret and enforce.
3. The zoning schedule is not in conflict with heritage conservation objectives. Scheduled properties in an HCA are legally protected, but their development potential under existing zoning cannot be superseded through the use of the HCA tool. In order to be successful, HCA heritage objectives and design guidelines must recognize and be aligned with the existing zoning, or the zoning must be revised to recognize heritage conservation objectives.
4. Design Guidelines are clear and site-specific in defining heritage conservation goals both for individual projects and for landscaping and public realm improvements. HCA guidelines need to be specifically tailored to the individual circumstances of the identified area. Reference should be made to the *Standards and Guidelines*, and there should be no conflict in intent (e.g.; *Standard 4*: Do not create a false sense of historical development). *Standard 11* should be referenced for related new construction or interventions within the historic area.
5. The *Heritage Site Maintenance Standards Bylaw* is applicable to all sites within the HCA to ensure proper long-term maintenance.



View from atop a mill building looking north to Maple Crescent, 1921. [Maple Ridge Museum & Archives P09090]

5. HERITAGE INCENTIVES



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. Incentives refer to programs or measures administered by the City or other community-based agencies to encourage the protection and retention of historic resources. Unlike regulatory measures, these tools usually offer something to the owner or developer in return for undertaking rehabilitation work or legal protection. Often they work hand-in-hand with the regulatory policies referred to above, in order to offer tangible advantages to heritage property owners. Examples of incentives include grant programs, tax incentives, technical assistance, or negotiated agreements that waive or vary standard requirements.

Property owners likely to benefit directly from heritage conservation incentives may be individuals, businesses, corporations or organizations, including the following broad categories of ownership:

- Commercial (revenue-generating)
- Residential (revenue-generating)
- Residential (owner-occupied)
- Religious, Governmental, Institutional

Each of these categories has different requirements for incentives, and different types and levels of incentives may need to be offered. For example, religious buildings will not benefit from tax incentives. Similarly, developers of strata-titled residential property will not benefit from tax holidays, as the intent is to sell the property upon completion. Any incentives program will need to consider the broad range of property owner requirements.

5.1 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.

5.1.1 City Financial Incentives

There are a number of financial incentives that the City 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 City or a Heritage Foundation; (2) tax incentives (“tax holiday”); (3) revitalization tax exemptions; (4) interest-free / low-interest loans; and/or (5) reduced permit fees.

5.1.1.1 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). The City of Maple Ridge could consider

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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. The City of Maple Ridge 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.



5.1.1.2 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.

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 protected. 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 Maple Ridge context.

5.1.1.3 Revitalization Tax Incentives

Revitalization 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 (See *Section 3.3 Community Charter*). This is designed to encourage revitalization by lowering costs for property owners in the initial years after a major capital investment.

5.1.1.4 Reduced Permit Fees

The City already offers HRAs and HAPs at negligible rates, which sends a message of administrative support as well as a financial incentive to heritage projects.

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5.1.2 Provincial Financial Incentives

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 City, registered non-profit societies and registered federal charities.

5.1.3 Federal Financial 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 decent, 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

It is recommended that there be further exploration of other available funding sources, especially for non-profit organizations. Additional funding assistance may be available from a variety of other government and private programs. Private foundations may also be willing to support local heritage conservation efforts.

5.2 NON-FINANCIAL INCENTIVES

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

5.2.1 Heritage Revitalization Agreements

Heritage Revitalization Agreements provide a powerful and flexible tool that enable agreements to be specifically written to suit unique properties and situations. This formal written agreement can be negotiated by the City and an owner to protect a heritage property, and may be used to set out the conditions that apply to a particular property, thus providing both regulation and incentive at the same time. A Heritage Revitalization Agreement (HRA) is a contractual agreement between a property owner and the City. The terms of the agreement supersede local government zoning regulations, and may vary use, density, and siting regulations. Through an HRA, heritage projects can be designed with special conditions that promote financial viability for projects that could not otherwise proceed.

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An HRA outlines the duties, obligations, and benefits negotiated by both parties to the agreement. An HRA may:

- detail the timing of the agreement terms;
- vary or supplement the provisions of a bylaw that concerns land use designation, development cost recovery, subdivision and development requirements;
- vary or supplement a permit, bylaw or Heritage Alteration Permit under Part 15 of the *Local Government Act*; and/or
- include other terms agreed to by the City and the property owner.

HRAs are intended to provide a powerful and flexible tool that enables agreements to be specifically written to suit unique properties and situations. They may be used to set out the conditions that apply to a particular property. This tool is suited to unique / non-conforming conservation situations that demand creative solutions. The terms of the HRA supersede local government zoning regulations, and may vary use, density, and siting regulations. This can also be used to provide incentives that the owner can accept in lieu of compensation for continuing protection.

An HRA application requires the following process:

1. The City identifies the need for the use of an HRA. The need may arise from the unusual siting of a building, a unique lot configuration or other unique circumstances.
2. The City and the property owner negotiate the terms of the HRA, including the obligations, duties, and benefits of the agreement.
3. The City seeks legal advice and drafts the HRA bylaw.
4. If the use and/or density of the property are proposed to be changed, a public hearing must be held.
5. Council adopts the HRA bylaw.
6. Within 30 days of adoption of the bylaw, The City files a notice in the Land Title Office to register the HRA on the property title. The City must also notify the minister responsible for the *Heritage Conservation Act*.
7. The HRA may only be altered with the consent of the property owner and the City. The City must adopt a bylaw to amend the HRA. Amendments to legally protected property are enabled through a Heritage Alteration Permit.

Other ways in which HRAs can be used to conserve heritage resources and their heritage value is to:

- enable relocation of a threatened resource;
- create or transfer density; and/or
- permit uses not allowed by existing zoning

The requirements of the HRA can be changed through consultation with the City, and if approved the changes can be authorized by the issuance of an HAP. An HAP provides the flexibility to respond to the requests and needs of owners over time. The requirements for HAPs must be established in the HRA bylaw, which can provide exemptions for minor repairs and maintenance, repainting in the same colours, etc. An HAP cannot vary use or density provisions, which would require a revised HRA bylaw.

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IMPLICATIONS:

- The HRA supersedes local government zoning regulations and provides continuing protection. Therefore the issue of zoning is rendered moot as each HRA is site specific.
- The application needs to conform generally to the intent of City policies, zoning and bylaws, while making certain exceptions for the conservation of heritage property.
- HRAs are NOT precedent setting. They are always site specific. Any concerns about setting precedents are based on how policy is applied.
- HRAs are generally used to regularize non-conforming situations and provide conservation incentives. They should not be used as a tool for relocation except as a last resort.
- As an HRA specifies development potential, including on any newly-subdivided lots, rezoning is not required.
- If the heritage resource is damaged or destroyed, the owner is obligated to obtain a Heritage Alteration Permit and restore and repair to the same condition and appearance as before the damage. If the resource is considered completely destroyed, the building is required to be constructed in a heritage style acceptable to the City and substantially similar in design.
- An HRA can include minimum site maintenance requirements.
- An HRA can outline the owner's obligations to protect, conserve, maintain and rebuild the resource. This may include penalties for lack of protection until completion of the HRA, including compensating the City in the event the heritage improvements or features on the site are moved or destroyed other than through natural causes, or allow additional penalties if the resource has to be replicated.⁷

The primary reason for the use of a Heritage Revitalization Agreement should be to ensure conservation of an identified heritage resource. The proposed conservation interventions should protect the heritage value of the resource, and should conform to the *Standards & Guidelines for the Conservation of Historic Places in Canada*.

5.2.1.1 NEW WESTMINSTER HERITAGE REVITALIZATION AGREEMENT POLICY

The City of New Westminster commonly uses HRAs to protect heritage properties.⁸ Due to community concerns over what were considered to be inappropriate interventions being enabled by HRAs, in 2011 the City defined a process for the use of HRAs⁹, as follows:

Guiding Principle and Objectives for the Use of Heritage Revitalization Agreements

Principle: Preserve and encourage the rehabilitation of valued heritage resources using a clear Heritage Revitalization Agreement policy.

Objectives:

- 1) Ensure that the HRA policy is integrated with other important City policies. This includes the *Official Community Plan*, the *Affordable Housing Strategy* and the *Livable City Strategy*.
- 2) Ensure that HRAs are used appropriately, and that they balance both public and private benefits.
- 3) Create an application process that is clear.
- 4) Establish a follow-up procedure to ensure that heritage conservation work is completed as promised.

⁷ *City of Surrey Bylaw No.16993: George Lawrence House, 6945 185 Street.*

⁸ https://www.newwestcity.ca/database/files/library/Guide___Heritage_Revitalization_Agreements.pdf

⁹ <https://www.newwestcity.ca/database/rte/files/Heritage%20Policy%20for%20the%20Use%20of%20HRAs%20Jan%202011.pdf>

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This HRA process defines a seven-step HRA Application Process

Step #1: Preliminary Inquiry

Step #2: Application

Step #3: Departmental Review

Step #4: Community Consultation: includes the Heritage Commission, relevant Neighbourhood Associations, the Advisory Planning Commission, the Design Panel and immediate neighbours.

Step #5: Heritage Revitalization Agreement and Bylaw Readings

Step #6: Project Phase

Step #7: Project Completion Phase

The *HRA Heritage Policy* states: “Finally, for heritage conservation to be successful, it must meet a community standard of reasonableness. A heritage building owner should be given the opportunity to upgrade or add to the building, especially when the zoning allows it, and provided the proposed changes do not impair the identified character-defining elements of the building.”

Overall, the City of New Westminster’s HRA policy framework is generally applicable to other municipalities, and forms a reasonable basis for the assessment of similar applications in the City of Maple Ridge.

5.2.2 Relaxations/Variances

When approving Development Permit applications, the City 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 City 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.



5.2.3 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

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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. The density transfer process is considerably simplified when a receiver site is identified at the time of application.

5.2.4 Heritage Register Equivalencies and Exemptions

As discussed in Sections 3.4, 3.5 and 3.6, equivalencies and exemptions are currently available to Heritage Register or Protected Heritage Sites under the *B.C. 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.

5.2.5 Administrative Support

Streamlining the development and building permit application processes for heritage properties is a desirable objective (also known as a “Green Door” policy). Heritage projects are sometimes more complex and can require additional review; property owners will object to a complicated procedure if they are already concerned about costs. 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 heritage permit applications.



5.2.6 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.

6. HERITAGE CONSERVATION AREA EXAMPLES

Many other municipalities in British Columbia have established HCAs since they were enabled by provincial legislation in 1994. There are approximately 70 existing HCAs in British Columbia, and examples are found in Port Moody, West Vancouver, North Vancouver and Victoria (which has 9). The following are some relevant examples that demonstrate the challenges and opportunities presented by the use of an HCA bylaw.

CITY OF ABBOTSFORD

The City of Abbotsford has established one HCA in the Clayburn community; after the *Municipal Act* was changed in 1994 to enable heritage conservation areas, this was the first in the province to be established.

CLAYBURN HERITAGE CONSERVATION AREA

Clayburn Village was the first company town to be established in British Columbia. The settlement dates from 1905, when the Vancouver Fireclay Company - later to become the Clayburn Company - built a brick making plant just to the west of Sumas Mountain, convenient to deposits of high grade fireclay in the Straiton area on the southwest slopes of the mountain. A small townsite was laid out to the south of the brick plant where the company built homes for its managers and workers. The identified heritage sites were scheduled.

Implications: To date, the Clayburn HCA has been successful in conserving the heritage character of the area. In November 2016, *Heritage Alteration Permit Guidelines* were released to assist in the public understanding of application procedures.

CITY OF PORT MOODY:

Port Moody's Official Community Plan, adopted in 2000, identified two potential Heritage Conservation Areas (HCAs) in Port Moody.

IOCO HERITAGE CONSERVATION AREA

The first is known as the loco Townsite HCA and includes the former company town that served the Imperial Oil Refinery. The loco Townsite HCA, which was approved by Council in 2002, provides long-term protection of the heritage resources remaining on the loco Townsite. A total of seventeen buildings are scheduled as part of the HCA Bylaw; it is anticipated that all of these buildings will be preserved as part of the current proposed redevelopment.

Implications: To date, the loco HCA has been successful in conserving the heritage character of the area by identifying those buildings that will not be demolished. In anticipation of redevelopment, a stabilization program was undertaken to ensure that the buildings will not deteriorate further. No buildings have been demolished since the HCA was enacted, except for one that had been severely fire damaged prior to 2000.

MOODY CENTRE HERITAGE CONSERVATION AREA

This was the second area identified for heritage conservation purposes in Moody Centre. A process to establish a Heritage Conservation Area in Moody Centre was spearheaded by the community and the Heritage Commission. In 2009, design guidelines were prepared for properties within the identified area and presented to the community. The Moody Centre HCA was adopted as part of the Official Community Plan in January of 2011. A total of 26 buildings – comprised of a mix of commercial, institutional and residential sites – were legally protected in Schedule A of the Bylaw; none of these sites have been demolished, and several buildings that were not scheduled have been subject to HRA agreements.

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Implications: In general, the Moody Centre HCA has been successful in conserving the heritage character of the area. There has been ongoing discussions about the residential areas that were not included as part of the HCA, which demonstrate historic character and a large lot pattern. As redevelopment pressures have increased, there is renewed interest in either extending the HCA or identifying more sites for the Heritage Register; there is no current agreement on any changes to the HCA.

CITY OF NORTH VANCOUVER: OTTAWA GARDENS HERITAGE CONSERVATION AREA

The Ottawa Gardens HCA was enacted in 2009; it includes design guidelines and one scheduled heritage site, 254 West 6th Street (the Larson Residence); this site was already protected through an HRA when the HCA was enacted. No other Heritage Register sites were added at the time of enactment. It is noted that other properties will be added as protection occurs. No changes to the existing zoning were introduced as part of the HCA process.

Implications: To date, the Ottawa Gardens HCA has been only moderately successful in conserving the heritage character of the area; it has provided design controls but has overall not been effective in providing any regulatory control. HRA projects are proceeding individually but these would likely have occurred without the HCA.

CORPORATION OF DELTA

Delta currently has two HCAs identified in the OCP, one in Ladner (still under the Ladner Heritage Control Period) and one that includes the historic portion of Arthur Drive. Neither of the two HCAs list scheduled properties, but this may be considered in the future. In addition, two other areas suggested as HCAs are included in the Ladner Area Plan, which is a document separate from the OCP; these HCAs will be considered through the 2017 Heritage Action Plan.

Implications: As they are relatively untested, it is unknown how successful these HCAs will be. The first Delta HCAs were notably small, which presented some challenges in their administration. The lack of scheduling may create further challenges over time, as there is considerable development pressure and there may be disagreements over which sites should be preserved.

TOWNSHIP OF LANGLEY

The Township of Langley has enacted Heritage Conservation Area bylaws in two of the community's oldest settlements, Fort Langley and Murrayville.

FORT LANGLEY HERITAGE CONSERVATION AREA

(Excerpts from the *Fort Langley Community Plan Bylaw #2527*)

The Fort Langley Official Community Plan provides a statement of the Township of Langley's policies for the future of Fort Langley. It conforms with the goals and objectives of the Langley Official Community Plan and provides more detailed land use policies. The community of Fort Langley is a place with a significant historical role that has retained much of the scale and character of a rural small town in the midst of the urbanization of the Fraser Valley. The area's residents prize its character and ambiance. Fort Langley's beauty and small town atmosphere also attract visitors from out of-town. This attractiveness to tourists is the strength of Fort Langley's commercial area and its hope for future expansion and growth.

Implications: The biggest challenge to the Fort Langley HCA has been the recent Coulter Berry application, for a building that was granted zoning variances but was considered by the community to be completely out of character with the heritage area (43 feet in height instead of 29.5 feet guideline height); part of the intention of the variances was to provide additional parking on site. The design was also considered to be out of character due to the use of uncharacteristic facing materials (brick). In October 2013, the Supreme Court of B.C. heard a legal challenge by the Society of Fort Langley Residents for Sustainable Development and ruled that the Township's heritage alteration permit was invalid, as the Township did not have legal right to allow altering of the density of a site within the Heritage Conservation Area through the use of an HAP. The Township responded by introducing other bylaws that essentially spot-zoned the Coulter Berry site. The process was very controversial, and the resulting building proves both the weakness of the

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existing design guidelines, and the problems with the misfit between the existing zoning for the area and its low-scale character. It is also instructive that the character of an area can be significantly altered through the introduction of ill-conceived interventions.

MURRAYVILLE HERITAGE CONSERVATION AREA

The special historic character of Murrayville had been identified in its community plan as early as 1988, but redevelopment pressure and the potential of destructive road widenings triggered further consideration of a revised regulatory framework. The area contains a mix of early commercial, residential and institutional buildings. After a rancorous community debate over the road widenings ('Keep Five Alive' – the public campaign to keep Murrayville's unique five-cornered intersection intact), a set of design guidelines were developed that would ultimately be included as part of the HCA. A total of 12 sites were scheduled under the HCA Bylaw.

Implications: To date, the Murrayville HCA has been successful in conserving the heritage character of the area. In the midst of overall development pressure, the HCA has provided a strong framework for revitalization, and has been accompanied by complimentary streetworks and infrastructure improvements. The renewal of area business in the historic buildings has been seen as a key part of its success.

STEVESTON

A Steveston Village Heritage Conservation Area was enacted as part of a larger Steveston Village Conservation Strategy and Implementation Program in 2009. This was the culmination of a four-year process that involved extensive community consultation. This included revised zoning and a local area grant program. As part of the bylaw, 17 sites were scheduled.

Implications: To date, the Steveston Village HCA has been successful in conserving the heritage character of the area. It has been instructive that success was due to strong community support and involvement. Over the time of its development, the program was comprehensively studied, and the background documents indicate a high level of analysis and consideration. In general, it has stabilized the situation in the area by providing a strong vision for revitalization based on historic character and tourism potential.

NEW WESTMINSTER

Under the Queen's Park Heritage Conservation Area passed in June 2017, those wishing to renovate the front/sides or demolish a pre-1941 house, or build a new house in the Queen's Park neighbourhood are required to obtain a Heritage Alteration Permit and follow a set of area-specific design guidelines. Through the HCA, the City is authorized to reject applications if the proposed change is not consistent with the design guidelines and other heritage-related criteria. No properties were scheduled as part of the HCA Bylaw.

Implications: The Queen's Park HCA is very recent, and there are many aspects of the process that have not yet been sorted out. There are still questions about how applications will be reviewed (staff or appointed community committee). Also, the intent of the design guidelines is slanted towards a "traditional appearance" and may encourage ersatz or copycat historical-looking new houses.

VANCOUVER: FIRST SHAUGHNESSY HERITAGE CONSERVATION AREA

The First Shaughnessy District (FSD) of Vancouver is one of the city's premier and most historic communities. Vancouver's original 'garden city' suburb, First Shaughnessy evokes the high British Arts and Crafts movement, which is rooted in traditional tastes and a refined, estate character. This auspicious neighbourhood, now over a century old, is a unique expression of Vancouver's early development and a lasting reminder of the influence of one of the city's most powerful and active real estate developers, the Canadian Pacific Railway. After its first century of growth and development, First Shaughnessy found itself struggling to maintain its distinct character, as the erosion of the historic building stock and the insertion of new homes detracted from its genteel and historic ambience. Demolition enquires had dramatically increased and recent site redevelopments put pressure on remaining heritage properties. Due to an escalating number of demolitions, the City of Vancouver declared a one-year moratorium on redevelopment in First Shaughnessy in June 2014 to allow for the evaluation of an HCA

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framework for the area; in the 18 months prior to the moratorium, there were inquiries to demolish 19 of the 317 pre-1940 homes that remained in the neighbourhood.

The existing First Shaughnessy Official Development Plan (FSODP) dated to the early 1980s and, considering the contemporary real estate environment, was no longer able to proactively encourage heritage retention, with respect to both individual, historic homes and the overall historic garden suburb landscape. Many residents of the area and the general public had expressed significant concerns about the loss of neighbourhood character. City staff had additionally identified ongoing issues with the existing FSODP that resulted in a general departure from the historic identity of the community.

As part of the Heritage Action Plan process, a full range of issues regarding the establishment of an HCA in FSD were assessed, including:

- The development of a neighbourhood Historic Context Statement and Thematic Framework.
- A field survey of every house within FSD to verify integrity and approximate date of construction.
- Comprehensive research into all pre-1940 buildings to ensure the accuracy of dates and heritage information.
- Assessment of two primary options that to address the heritage management framework in First Shaughnessy. The first involved maintaining the exiting FSODP and incorporating changes to increase the potential for historic house/landscape retention. The second option involved the introduction of Heritage Conservation Area legislation designed to promote the historic character of the neighbourhood through a carefully considered suite of stronger regulatory policies.
- The Impacts of a Heritage Conservation Area were assessed from legal, economic, public and stakeholder perspectives. Each analysis resulted in a positive outcome for First Shaughnessy's historic identity through the protection measures afforded by a Heritage Conservation Area.
- A revised zoning schedule and comprehensive design guidelines were developed to provide incentives for retention projects.
- Public and stakeholder consultation was held to present information and solicit comments.

Through this process, a Heritage Conservation Area was recommended to be the most effective tool to achieve the goal of heritage character retention. In addition, the project consultant recommended scheduling all 317 pre-1940 sites, in order to provide the strongest possible management framework for the area. Retaining the existing FSODP would not have had the desired effect of protecting the established heritage value of the neighbourhood, and would have led to additional demolitions and the continued erosion of the garden suburb aesthetic.

The recommendations were presented to Vancouver City Council, and after a series of three public hearings, the First Shaughnessy Heritage Conservation Area bylaw was enacted on September 29, 2015. As the integrity of every site had not been fully assessed, a process was put in place to allow for reconsideration when a pre-1940 site was determined to have lost sufficient integrity to warrant removal.

Implications: To date, the FSDHCA has been successful in conserving the heritage character of the area. A strong signal was given that the old way of doing business in the area had been forcefully changed. Given other changes in the economic situation, and an unsuccessful lawsuit challenging the process, it is too early to assess exactly how the new initiatives will roll out, but in general it appears that owners have accepted the idea that retention of the legally-protected sites is now mandatory.

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- Susan Elbe, Planner, Community Planning & Development Department

A: HERITAGE CONSERVATION TOOLKIT

The Heritage Conservation Toolkit lists the legislative tools available before, during and after a permit application is made. For further information please refer directly to the relevant legislation (Revised Statutes and Consolidated Regulations of British Columbia: Web Site: <http://www.bclaws.ca/>).



TOOLS THAT NEED TO BE IN PLACE BEFORE NEGOTIATION:

- Official Community Plan (*Local Government Act*)**
Sets out the City's intent for development. States overall goals for heritage conservation and can also include heritage area designations. (Maple Ridge has enacted)
- Zoning and Development Bylaws (*Local Government Act*)**
Outlines the existing general requirements for site development. (Maple Ridge has enacted)
- Development Permit Controls (*Local Government Act*)**
Provides specific requirements for areas designated as Development Permit Areas. (Maple Ridge has enacted)
- Heritage Conservation Areas (*Local Government Act*)**
The City can define special areas in the Official Community Plan to provide long-term protection to distinct heritage areas.
- Community Heritage Register (*Local Government Act*)**
The City can establish an official listing of properties defined as having heritage character or heritage value; this can act as the basis for offering incentives. (Maple Ridge has enacted)
- Community Heritage Commission (*Local Government Act*)**
Enables the establishment of a Community Heritage Commission, which may have a citywide mandate or be limited to a specific area or purpose. (Maple Ridge has established)
- Heritage Procedures Bylaw (*Local Government Act*)**
The City can enact a bylaw that establishes civic procedures and guidelines for heritage conservation. This bylaw may also delegate authority to an officer or authority for the negotiation of heritage issues. (Maple Ridge has enacted)
- Heritage Site Maintenance Standards (*Local Government Act*)**
The City can enact a 'Heritage Site Maintenance Standards Bylaw,' that establishes minimum requirements for the care and maintenance of legally protected heritage properties. (Maple Ridge has enacted). This can also include any property within an HCA.
- Reservation and Dedication of Municipal Property (*Local Government Act*)**
The City can commit to the long-term protection of public property. Although previously enabled, there is new scope added to this tool.

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☐ **Administrative Procedures**

- *Priority Routing*
The City can institute a policy of expediting applications involving identified heritage resources.
- *Heritage Awareness Programs*
The City can continue to make the public aware of the importance of heritage resources through education programs.
- *Commemoration and Interpretation*
The City can provide for commemoration and/or interpretation of historic sites or buildings. This is not the equivalent of designation.
- *Complementary Public Works*
The City may commit to public works that complement the character of heritage sites or areas.

TOOLS AVAILABLE DURING NEGOTIATION:

☐ **Financial Incentives**

- *Financial Assistance (Local Government Act)*
Direct monetary grants can be offered in exchange for heritage conservation.
- *Tax Incentives/Exemption (Local Government Act)*
Full or partial tax exemptions for up to ten years can be offered.
- *Revitalization Tax Exemption (Community Charter)*
Full or partial tax exemptions can be offered for eligible property and revitalization projects.

☐ **Development/Zoning Incentives**

- *Heritage Revitalization Agreements (Local Government Act)*
This is potentially the most useful conservation tool, and has been widely used by other local governments. It allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of continuing protection. (Maple Ridge has enacted HRAs)
- *Heritage Conservation Covenants (Land Titles Act)*
Allows for the negotiation of a contractual agreement with the owner, which is registered on the Land Title. This may not vary siting, use or density, and is considered a form of continuing protection. (Maple Ridge has enacted Covenants)
- *Equivalencies and Exemptions*
Buildings identified on a Heritage Register or legally protected are eligible for building code equivalencies under the *British Columbia Building Code*, the *Energy Efficiency Act* and the *Homeowners Protection Act*.
- *Heritage Density Bonuses (Local Government Act)*
Increases in density, although previously available, may now be achieved more easily through a Heritage Revitalization Agreement.
- *Transfer of Density (Local Government Act)*
Although previously enabled, transfers may now be expedited through negotiated agreements.
- *Development Variance Permits (Local Government Act)*
Allow for development requirements to be varied or waived.

☐ **Alternate Compliance**

Alternate compliance provisions (including exemptions and equivalencies) are enabled for heritage sites (including Heritage Register sites) under the following legislation:

- *B.C. Building Code*
- *Energy Efficiency Act*
- *Homeowner Protection Act*

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- Heritage Designation (*Local Government Act*)**
This tool is now enabled under the Local Government Act, and provides long-term protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of continuing protection. (Maple Ridge has enacted)
- Heritage Alteration Permits (*Local Government Act*)**
Once a Heritage Conservation Area is established, HAPs may be required for subdivision, additions, new construction or alteration of an existing building. HAPs may also be used to allow changes to legally protected heritage property.
- Tree Protection (*Local Government Act*)**
Although previously enabled, there are now procedures that streamline the ways in which the City can protect and maintain significant identified trees.

TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN:

- Temporary Heritage Protection (*Local Government Act*)**
A heritage resource can be temporarily protected through the withholding of permits and approvals, or adopting protection orders and bylaws. The resource must be listed on a Heritage Register, and a Heritage Procedures Bylaw should be in place. Specific time periods apply, and this protection cannot be indefinitely extended.
- Heritage Designation (*Local Government Act*)**
See above for details; if the resource is of sufficient community value, the City may enact an involuntary designation. However, doing so will make the City liable for financial compensation.
- Heritage Inspection (*Local Government Act*)**
The City can order heritage inspections to assess heritage value and conservation needs.
- Heritage Impact Assessment (*Local Government Act*)**
The City can order an assessment to be prepared at either the expense of the owner or the municipality in order to predict the impact of a proposed development on adjacent heritage resources.
- Relocation**
When it is not possible to save a structure on its original site, it may be desirable to move it to another location to ensure its conservation. Costs may be borne either by the developer or the City.
- Documentation**
When it is not possible to save a structure, it may be desirable to document it before demolition. Costs may be borne either by the developer or the City. The City can set standards for documentation (such as provided by the Township of Langley).
- Salvage**
When it is not possible to save a structure, it may be desirable to salvage artifacts or portions of the structure before demolition.

Further information on these tools may be found in “Heritage Conservation: A Community Heritage Guide,” or through reference to the appropriate legislation.

B: LOCAL GOVERNMENT ACT EXTRACTS

PART 15: HERITAGE CONSERVATION

Division 5 — Continuing Protection

Designation of heritage conservation areas

- 614** (1) For the purposes of heritage conservation, an official community plan may designate an area as a heritage conservation area to which section 615 (1) [*requirements for heritage alteration permit*] applies.
- (2) If a heritage conservation area is designated under subsection (1),
- (a) the official community plan must
 - (i) describe the special features or characteristics that justify the designation, and
 - (ii) state the objectives of the designation, and
 - (b) either the official community plan or a zoning bylaw must specify guidelines respecting the manner by which the objectives are to be achieved.
- (3) If a heritage conservation area is designated under subsection (1), the official community plan may do one or more of the following:
- (a) specify conditions under which section 615 (1) does not apply to property within the area, which may be different for different properties or classes of properties;
 - (b) include a schedule listing buildings, other structures, land or features within the area that are to be protected heritage property under this Act;
 - (c) for the purposes of section 615 (3), identify features or characteristics that contribute to the heritage value or heritage character of the area.
- (4) At least 10 days before the public hearing on an official community plan that includes a schedule under subsection (3) (b), the local government must give notice in accordance with section 592 to the owner of each property that is to be included in the schedule, unless the property was already included in the schedule.
- (5) Within 30 days after the adoption of a bylaw that includes a property in or deletes a property from a schedule under subsection (3) (b) to an official community plan, the local government must
- (a) file a notice in the land title office in accordance with section 594, and
 - (b) give notice to the heritage minister in accordance with section 595.

Permit requirements in relation to heritage conservation areas

- 615** (1) If an official community plan designates a heritage conservation area, a person must not do any of the following unless a heritage alteration permit authorizing the action has been issued:
- (a) subdivide land within the area;
 - (b) start the construction of a building or structure or an addition to an existing building or structure within the area;
 - (c) alter a building or structure or land within the area;
 - (d) alter a feature that is protected heritage property.
- (2) Subsection (1) does not apply if conditions established under section 614 (3) (a) apply.
- (3) If a heritage alteration permit is required by subsection (1), a delegate may act in relation to such a permit only if
- (a) the property is protected heritage property, or
 - (b) the permit relates to a feature or characteristic identified under section 614 (3) (c).

Heritage site maintenance standards

- 616** (1) A local government may, by bylaw, establish minimum standards for the maintenance of real property that is
- (a) designated as protected by a heritage designation bylaw, or
 - (b) within a heritage conservation area.
- (2) Different standards may be established under subsection (1) for different areas or for different types or classes of property.

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Division 6 — Heritage Alteration Permits

Heritage alteration permits

- 617** (1) A local government or its delegate may issue a heritage alteration permit authorizing alterations or other actions if the authorization is required by
- (a) this Act or by a bylaw or order under this Act,
 - (b) a heritage revitalization agreement, or
 - (c) a covenant under section 219 of the *Land Title Act*.
- (2) Subject to subsection (4), the heritage alteration permit may, in relation to protected heritage property or property within a heritage conservation area, vary or supplement provisions of one or more of the following:
- (a) a bylaw or heritage alteration permit under this Part;
 - (b) a land use permit under Part 14 [*Planning and Land Use Management*];
 - (c) a land use regulation bylaw under Part 14;
 - (d) a bylaw under Division 11 [*Subdivision and Development: Requirement and Other Related Matters*] of Part 14;
 - (e) a bylaw under Division 19 [*Development Costs Recovery*] of Part 14.
- (3) A permit issued under this section prevails over a bylaw or permit referred to in subsection (2) to the extent of any conflict.
- (4) The following restrictions apply to subsection (2):
- (a) the use or density of use may not be varied;
 - (b) a flood plain specification under section 524 (3) may not be varied;
 - (c) in relation to property within a heritage conservation area, the permit must be in accordance with the guidelines established under section 614 (2) (b) for the heritage conservation area.
- (5) A local government or its delegate may refuse to issue a heritage alteration permit for an action that, in the opinion of the local government or delegate, would not be consistent with the purpose of the heritage protection of the property.
- (6) If the refusal to issue a heritage alteration permit prevents
- (a) the use of land that is allowed under the applicable zoning bylaw, or
 - (b) the development of land to the density that is allowed under the applicable zoning bylaw in respect of that permitted use, the local government or delegate must inform the applicant of the requirements or conditions under which a use or density proposed by the applicant in accordance with section 588 (2) [*limits on use of this Part*] would be allowed.

Terms, requirements and conditions in a heritage alteration permit

- 618** (1) A heritage alteration permit may be made subject to the terms, requirements and conditions that the local government or its delegate considers consistent with the purpose of the heritage protection of the property.
- (2) Without limiting subsection (1), a heritage alteration permit may include one or more of the following:
- (a) conditions respecting the sequence and timing of construction;
 - (b) conditions respecting the character of the alteration or action to be authorized, including landscaping and the siting, form, exterior design and finish of buildings and other structures;
 - (c) if the permit is required by this Part or a bylaw or order under this Part, a requirement that the applicant provide a specified amount of security, in a form satisfactory to the local government, to guarantee the performance of the terms, requirements and conditions of the permit.
- (3) Interest earned on security under subsection (2) (c) becomes part of the amount of the security.
- (4) If a local government considers that the holder of a heritage alteration permit has contravened or failed to comply with a term, requirement or condition of the permit, the local government may undertake and complete the work required to satisfy the term, requirement or condition, or to ameliorate the effects of the contravention or noncompliance, at the cost of the holder of the permit.
- (5) The local government may recover the cost of the work undertaken under subsection (4) and the cost of incidental expenses incurred by the local government by applying the security provided under subsection (2) (c) in payment for the cost of the work and incidental expenses, with any excess to be returned to the holder of the permit.

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- (6) If there is no security deposit or the amount of security is insufficient, the local government may add the cost of work undertaken and incidental expenses, or the remaining costs, to the taxes payable to the local government with respect to the property for the year in which the work is performed.
- (7) When a permit lapses or the actions it authorizes are completed, the local government must, subject to subsection (5), return any security provided under subsection (2) (c) to the person who provided it.
- (8) If a local government delegates the power to require security under subsection (2) (c), the delegation bylaw must include guidelines for the delegate as to how the amount of security is to be determined.

C: DEFINITIONS

Character-Defining Elements: the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the *heritage value* of a *historic place*, which must be retained in order to preserve its *heritage value*.

Conservation: all actions or processes that are aimed at safeguarding the *character-defining elements* of a cultural resource so as to retain its *heritage value* and extend its physical life. This may involve “*Preservation*,” “*Rehabilitation*,” “*Restoration*,” or a combination of these actions or processes. Reconstruction or reconstitution of a disappeared cultural resource is not considered conservation and is therefore not addressed in this document.

Heritage Guidelines: statements that provide practical guidance in applying the *Standards for the Conservation of Historic Places*. They are presented as recommended and non-recommended actions.

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

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

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

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

Minimal Intervention: the approach that allows functional goals to be met with the least physical intervention.

Standards: Principles for the respectful conservation of historic places.

D: WEBSITES

FEDERAL GOVERNMENT

Canadian Register of Historic Places

<http://www.historicplaces.ca>

Standards and Guidelines for the Conservation of Historic Places in Canada

<http://www.historicplaces.ca/en/pages/standards-normes.aspx>

Canada Mortgage and Housing Corporation

<https://www.cmhc-schl.gc.ca/en/>

PROVINCE OF BRITISH COLUMBIA

Statutes and Consolidated Regulations of British Columbia

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

Local Government Act

http://www.bclaws.ca/civix/document/id/complete/statreg/r15001_00

Heritage Branch, Province of British Columbia

<http://www2.gov.bc.ca/gov/content/governments/celebrating-british-columbia/historic-places/conserving-buildings-properties>

Heritage Conservation: A Community Guide

<http://www2.gov.bc.ca/gov/content/governments/celebrating-british-columbia/historic-places/conserving-buildings-properties>

Heritage Legacy Fund of British Columbia

<http://www.heritagebc.ca/funding/heritage-legacy-fund>