

# CITY OF CHILLIWACK

## HERITAGE STRATEGIC ACTION PLAN

### 2022-2032

JUNE 2022

**DONALD LUXTON**  
AND ASSOCIATES INC





# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

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# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 1. BACKGROUND

### 1.1 OVERVIEW

Chilliwack is the province's seventh-largest city by metropolitan area, has a population of just under 100,000 and enjoys a rich, diverse and unique heritage. The need for a Heritage Strategic Action Plan was identified by Council in 2018 to develop a clear vision and direction for an integrated community heritage program, taking into account community values and stakeholder roles. In developing the Plan, a variety of tools, policies, and approaches have been evaluated, and the role of various stakeholders and partnerships have been reviewed. The plan provides a broader context for heritage initiatives including the role of intangible heritage and the involvement of local organizations that continue to be involved in heritage and cultural education, promotion and preservation.

The purpose of the Heritage Strategic Action Plan [HSAP] is to assist the City of Chilliwack in taking the next steps towards the development of effective heritage incentives, regulations and heritage procedures that will promote the conservation, commemoration and celebration of a broad range of tangible and intangible resources, through the development of a sustainable and realistic ten-year program of civic and community-driven policies and initiatives. The HSAP outlines prioritized strategies for an enhanced heritage conservation program and policies for 2022-2032; it answers key questions about the existing heritage management situation, defines a community vision for heritage, and recommends a comprehensive and strategic renewal process for the City of Chilliwack Heritage Program.

The Heritage Strategic Action Plan process asks, and answers, five key questions:

- *Where are we now?*  
This identifies the strengths and weaknesses of the current situation in Chilliwack and defines future opportunities.
- *Where do we want to go? [Aspirations]*  
Provides the Vision for the future direction of Chilliwack's heritage program.
- *How do we get there?*  
Identifies possible means of achieving this Vision.
- *What resources do we need to get there?*  
Determines the information and resources required to implement the HSAP.
- *How do we know whether we got there? [Results]*  
Identifies methods for evaluating and monitoring the effective implementation of the HSAP over time.

Key players in the proposed heritage initiatives include City Council (setting overall direction and establishing budgets); Planning Staff (responsible for heritage planning initiatives and support of the Chilliwack Heritage Advisory Committee [CHAC]); other City departments involved in the management of heritage resources; CHAC (provide recommendations to Council regarding the development of a Heritage Action Plan for Chilliwack); the Chilliwack Museum & Archives; local First Nations; and community heritage stakeholders and organizations.

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The newly constructed City of Chilliwack City Hall, circa 1912. [Chilliwack Museum & Archives P871]

## 1.2 ADMINISTRATIVE BACKGROUND

City Council's passed a motion on April 3, 2018, requesting staff bring forward a report with respect to the development of a Heritage Action Plan. The Staff report was brought forward on May 3, 2018, and Council endorsed the staff recommendation to proceed with the development of a Heritage Action Plan. The Staff Report summarized the following:

- **Heritage Conservation in B.C.**

The Province has enabled heritage management by local governments under the *Local Government Act*, which includes a number of legislative tools to help municipalities manage and protect heritage resources. The Act also defines the limitations of these tools. Each municipality must determine the extent and implementation of its own heritage program. Limited funding, if any, is available from senior levels of government to support heritage conservation. Development of a Heritage Strategic Plan is typically the first step in identifying potential actions, and roles of community partners, in establishing and implementing a heritage program, and involves a broad public engagement process.
- **Heritage Initiatives in Chilliwack:**
  - (a) The 2040 Official Community Plan heritage policy direction is to support the Voluntary Municipal Heritage Designation program, the Chilliwack Museum & Archives, and the traditional character of the downtown. Downtown design guidelines reinforce historic character through architectural and site design that is sympathetic with the area's heritage character.
  - (b) *Chilliwack Heritage Inventory*: A 1991 study established a list of 129 historically significant sites, which are mostly privately owned single detached buildings located throughout the city. The Inventory was established based on an evaluation of the building, site or property and available historical records, and is now considered outdated, as current practice would involve a more

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thorough site-by-site evaluation based on the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The Inventory provides public awareness of the existence of local heritage resources, but it does not have legal status and cannot be used to delay or deny a demolition or building permit.

- (c) Voluntary Municipal Heritage Designation: The *Local Government Act* enables municipalities to designate heritage property by bylaw; however, the *Act* also requires the municipality to compensate an owner whose land is reduced in market value as a result of such designation. Given the provisions of the *Act* for compensation, the City of Chilliwack has established a policy to support voluntary designation only, in which homeowners waive future claims for compensation. The policy requires preparation of a Statement of Significance, which indicates the reasons why the property is considered to have heritage value or character. Once designated, the City provides a plaque recognizing the heritage designation, to be placed at the front entrance to the home. Changes to the exterior of a designated building require a Heritage Alteration Permit and are subject to review of the *Standards and Guidelines for the Conservation of Historic Places in Canada*. (Note: sixteen sites have now received municipal heritage designation. See **Appendix A: Designated Sites**.)

As a result, the City of Chilliwack Heritage Advisory Committee (CHAC) was established by Council as a Select Committee. The purpose of the CHAC has been to provide recommendations to Council regarding the development of the HSAP, which engages community stakeholders and establishes a vision for the future direction of heritage resource management, identifying recommended actions to support that vision and the role of all stakeholders in implementing the plan.

## 1.3 2040 OFFICIAL COMMUNITY PLAN

The 2040 Official Community Plan (OCP) projects a long-term 30-year vision. Under the *Local Government Act*, it is 'a statement of objectives and policies' to guide decisions on planning and land use management, ranging from land development to transportation, utilities, environmental protection/ conservation, public safety, health and amenities. The OCP includes policies that help inform the HSAP, including heritage values, Indigenous relations, public art, sustainability and economic development. The section of the OCP most directly relevant to the HSAP is *Goal 5 – Build Healthy Communities: Heritage Values*. The Public Art Objective and Policies are included under Goal 5. Policies related to the Downtown are included in *Development Permit Area 4 - Downtown Form and Character Development Guidelines*. See **Appendix B: 2040 Official Community Plan** for further information.

## 1.4 PARKS, RECREATION AND CULTURE STRATEGIC PLAN 2014-2023

The planning framework of the City's *Parks, Recreation and Culture Strategic Plan* includes a number of references to heritage and cultural heritage in its Service Objectives. These provide future direction for the City's role in promoting, supporting and celebrating Chilliwack's diverse history and heritage legacy. See **Appendix C: Parks, Recreation and Culture Strategic Plan 2014-2023** for further information.

## 1.5 COMMUNITY BENEFITS

The development of an integrated community heritage program can be important for a number of reasons. Each community's heritage is distinctive and can instill a sense of community identity and resident pride. It promotes a sense of continuity for residents, an understanding of where we have been and where we are today. 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. Other benefits of heritage policies can include conserving cultural heritage, strengthening community identity and promoting civic pride.

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Heritage policies can also support economic development. Currently, there are a number of initiatives that build on Chilliwack's unique identity, including the Chilliwack Economic Partners Corporation (works in partnership with the City of Chilliwack, the Downtown Chilliwack Business Improvement Association and the Chamber of Commerce to facilitate business growth and development in the community) and Tourism Chilliwack (supports and promotes tourism of all types). Cultural and heritage-based tourism, including visits to historic sites, is now the fastest growing segment of the burgeoning tourism industry. The City of Chilliwack's economic development objectives are covered in OCP *Goal 3 – Grow the Economy*.

The benefits of an integrated community heritage conservation program can include:

- encourage retention of unique community heritage
- celebrate historical events and traditions
- provide historical information to the public in a number of different ways
- assist private owners in retaining historic resources through flexible heritage planning
- partnership opportunities with senior levels of government
- investment in heritage sites through community partnerships
- engagement of the broader community including the private and volunteer sectors
- generation of employment opportunities and other economic benefits

## 1.6 MUNICIPAL BEST PRACTICE

Comparison to other similar nearby-by municipalities provides some guidance as to how community heritage programs can develop over time, and what steps can be taken to establish successful policies and programs.

In general, municipal best practice indicates that the following principles will help ensure success:

- Surety, clarity, transparency and fairness in the planning process.
- Start small and build on success.
- Lead by incentives, not regulation.

A summary has been prepared of municipal programs in the Lower Mainland that provide comparable situations to Chilliwack. See **Appendix D: Municipal Heritage Programs** for further information.

## 2. THE BROADER CONTEXT

### 2.1 DEFINING HERITAGE

*Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration. (as defined by UNESCO).*

Organizations and governments world-wide use similar definitions to describe heritage conservation and the fundamental values that underpin these definitions, even though the emphasis in conservation practice has varied between countries. The model for heritage conservation we rely on in Canada today has evolved over a period of approximately 150 years through activities undertaken on the international, national, provincial and local levels, gaining momentum through what is referred to as the conservation movement in the final decades of the twentieth century.

- **Conservation** includes the identification, protection and promotion of places that are important to our culture and history and includes the preservation, rehabilitation and restoration of these places to retain their historical and cultural significance.
- A **Historic Place** is a structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.
- **Heritage Values** provide the basis for conservation. They must be lasting and maintain ongoing appreciation, teach us about the past and the cultures that came before, provide the context for community identity, afford variety and contrast to our contemporary urban fabric, and supply visible evidence of continuity between the past, present and future.
- **Heritage or cultural significance** means the historic, aesthetic, scientific, social or spiritual value of a place to 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.
- Both **tangible and intangible heritage values** are present in our built heritage, in our historic sites, the character of heritage neighborhoods, streetscapes, cemeteries and early transportation routes, as well as in our natural heritage encompassing vistas, fertile plains, country roads, naturally wooded areas, significant watercourses, planted features and landscapes.
- The importance of **intangible cultural heritage** is increasingly being recognized worldwide as a legitimate part of values-based heritage conservation, including culturally-embedded traditions, memories, language, practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.
- **Cultural landscapes**, or distinct geographical areas that represent the combined work of man and nature, encompass those landscapes deliberately shaped by people, those that have evolved organically and those that have taken on significance by cultural association. The concept of the 'cultural landscape' has recently taken root in conservation circles at the international level and is impacting not only the concept of heritage value, but also the selection of places for conservation.

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to conserve and celebrate Canada's historic places. These consultations resulted in a broad based strategy, the Historic Places Initiative (HPI), which was the most important federal heritage conservation proposal in Canada's history. HPI is a pan-Canadian partnership consisting of a number of interrelated elements. This includes a national heritage register called the Canadian Register of Historic Places (CRHP), comprehensive conservation standards and guidelines, and a certification process for project approval designed to ensure that any work that is

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undertaken in exchange for federal incentives complies with approved standards. The CRHP is a searchable database containing listings of historic places of local, provincial, territorial and national significance. The purpose of the CRHP is to identify, promote and celebrate historic places. It also provides a valuable source of easily accessible and accurate information for government authorities, land use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public.

An integral part of HPI was the development of the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Prepared by Parks Canada to serve as the national standard for the treatment of heritage resources, this documentation has been adopted by many provincial and municipal authorities. It establishes the foundation for the evolution of conservation practice and functions as the principal standard for conservation in Canada today. The proliferation and development of Community Heritage Registers across the country has had a significant impact in supporting the identification and management of heritage assets locally, provincially and nationally.

Conservation efforts are a partnership between government and the community, and exist within a framework wherein national standards, provincial statutes and municipal policies guide various aspects of conservation practice. As well, community organizations, including not-for-profit societies and foundations at the national, provincial and local levels, have provided support to conservation through fundraising and advocacy efforts.

## 2.2 ENABLING LEGISLATION

Provincial legislation, statutes, and regulations provide the legal framework for heritage recognition and conservation mechanisms at the municipal level. Heritage tools are referenced in a number of other provincial acts, such as the *Community Charter* (permissive 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 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 *BC Building Code*, the *Energy Efficiency Act* and the *Homeowner Protection Act* now specifically reference heritage buildings. Further information is provided in **Appendix E: Heritage Toolkit**.

### 2.2.1 LOCAL GOVERNMENT ACT

Under the *Local Government Act (LGA)*, a legal framework is provided for 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. The City of Chilliwack 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 the Official Community Plan. Most of the tools that the City may use to provide incentives and regulations for the heritage program are enabled under Part 15 of the *LGA*, which sets the limits of regulatory power.

Municipal heritage programs generally provide a balance of incentives (“carrots”) and regulations (“sticks”) based on owner cooperation; in virtually all cases in British Columbia, heritage protection is achieved on a voluntary basis, and is not imposed on owners. Where there are external pressures threatening heritage assets, it has been recognized that conservation can be more effectively achieved through incentives rather than by stringent regulation, which municipalities do not see as an option. Incentives-based, voluntary and cooperative heritage programs are therefore the norm in British Columbia. Regulations should not be imposed on owners; rather, heritage projects are negotiated to ensure that there are benefits for the applicant. This approach is supported by offering incentives that result in renewed investment in heritage properties, plus satisfaction and benefits on all sides. The City has established a Heritage Advisory Committee to advise on the Heritage Strategic Action Plan, which can continue to advise Council on heritage matters.

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## COMMUNITY HERITAGE REGISTER

One of the tools commonly used by municipal governments in the management of heritage sites is the Community Heritage Register, an official listing of properties assessed as having heritage value, and passed by resolution of Council. Inclusion of a heritage resource and its property on a Register does not bestow any form of permanent heritage protection; it is not noted on the property's Land Title, and it does not create any financial liability for the local government. However, under Part 15 of the *Local Government Act*, inclusion on a Register does enable a local government to withhold approval and/or a demolition permit for a limited amount of time. In addition to the tracking and regulatory powers provided by a Register listing, there are also important incentives that can be offered to assist owners with conservation. Properties on a Register are eligible for special consideration, including alternative compliance under the B.C. Building Code, exemptions under the *Energy Efficiency Requirements and Homeowner Protection Act*, and permissive tax exemptions under the *Community Charter*.

## HERITAGE DESIGNATION

Heritage designation provides continuing legal protection through the passage of a municipal heritage designation by-law. Chilliwack's program is currently based on Voluntary Designation. Sixteen properties have now received municipal heritage designation.

## HERITAGE REVITALIZATION AGREEMENT

A Heritage Revitalization Agreement (HRA) is a formal voluntary written agreement negotiated by a local government and an owner of heritage property. An HRA outlines the duties, obligations, and benefits negotiated by both parties to the agreement. HRAs 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 conservation situations that may require 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. Any proposed conservation interventions should protect the heritage value of the resource, and should conform to the requirements outlined in the *Standards & Guidelines for the Conservation of Historic Places in Canada*.

### 2.2.2 HERITAGE CONSERVATION ACT

The purpose of the *Heritage Conservation Act (HCA)* is to encourage and facilitate the protection and conservation of heritage property in British Columbia. The *HCA* is most relevant when dealing with archaeological issues, the management of which remains a provincial jurisdiction. Owners of identified archaeological sites are required to conform to provincial requirements.

### 2.2.3 COMMUNITY CHARTER

The *Community Charter* came into effect in 2004 and provides municipalities with a framework for local activities and services. This legislation applies to all municipalities whose core powers were previously found in the *Local Government Act* and replaces the tradition of prescriptive legislation with enabling legislation that allows municipalities to be innovative in meeting the needs of their communities. The *Charter* gives municipalities broad powers, including permissive tax exemptions, to regulate activities. The Permissive Tax Exemption provisions in the *Charter* that can be used for facade improvement and heritage conservation projects are listed below:

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

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## 2.2.4 AGRICULTURAL LAND COMMISSION

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

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

*The Farm Practices Protection (Right to Farm) Act*, which came into effect in 1995, is complimentary to the ALR farmland preservation program. Farmers were given the right to farm in the ALR and on land zoned for farm use. The Act protects farmers that are using normal farm practices from nuisance lawsuits and bylaws. The Act also establishes a process to resolve concerns and complaints.

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

## 2.2.5 BC BUILDING CODE

Building Code upgrading is one of the most important aspects 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.

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. A number of alternative compliance measures have now 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. The City should explore the full range of alternate compliance opportunities in order to provide consistent review and knowledgeable advice to heritage building owners. On individual projects, the City can also accept the report of a Building Code Engineer as to acceptable levels of code performance.

Please note that under the current Code, alternate compliance is offered for interior rehabilitation. 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*.

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## 2.2.6 ENERGY EFFICIENCY ACT

Both heritage conservation and sustainability aim to conserve. 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 *Energy Efficiency Act (Energy Efficiency Standards Regulation)* was amended in 2009 to include the following definition:

"designated heritage building" means a building that is

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

Under this new definition, Energy Efficiency standards do not apply to windows, glazing products, door slabs or 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.

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 *Standards & Guidelines for the Conservation of Historic Places in Canada* and *Building Resilience: Practical Guidelines for the Sustainable Rehabilitation of Buildings in Canada* for further information.

## 2.2.7 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.' This explains that 75% or 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*.

## 2.3 PROVINCIAL FINANCIAL INCENTIVES

The Heritage Legacy Fund (HLF) was established in 2003 by an agreement of the provincial government of British Columbia, and is administered by Heritage BC. Cost-shared funding is offered in four streams:

- *Heritage Conservation Program* for the preservation, rehabilitation, and restoration of built community heritage resources.
- *Heritage Awareness Program* for the research, documentation, presentation, and publication of information about specific community heritage resources.
- *Heritage Planning Program* for the creation of planning documents to assist with heritage conservation and awareness.
- *Indigenous Partnership Program* for initiatives to further reconciliation with Indigenous peoples through collaboration.

Registered non-profit societies, registered federal charities, local governments, self-governing First Nations, and School Boards may apply for funding.

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## 3. COMMUNITY ENGAGEMENT

### 3.1 MEETINGS

The following meetings were held with the City of Chilliwack Heritage Advisory Committee:

- June 24, 2019: First Meeting and Workshop
- November 13, 2019: Review of Scope of Work and progress to date.
- January 29, 2020: Discussion of results of Engagement Strategy.
- March 13, 2020: Presentation on the draft HSAP.

In the June 24, 2019 Workshop, the members were asked to participate in a SWOT Analysis of the following key questions:

- *Where are we now?*
- *Where do we want to go?*
- *How do we get there?*
- *What resources do we need to get there?*
- *How do we know whether we got there?*

The discussion may be summarized as follows:

#### Summary of S.W.O.T. Analysis

Strength	Weakness	Opportunity	Threat
Many existing organizations	Losing human resources	Council is supportive of this initiative	Lack of information / misinformation.
Digital methods for communication with the public	Lack of funding options	Public engagement	Lack of technical resources to preserve heritage sites
Longevity of programs and initiatives	Limited relationships with other Indigenous groups	Heritage tourism via the agricultural sector	
Relationship with the Stó:lō First Nation		Partnerships with existing organizations and individuals	

A meeting was held with the Affordable Housing & Development Committee (October 30, 2019), with a discussion of potential methods to promote retention of Heritage and existing buildings:

- Affordability rationale.
- Sustainability rationale.
- Removal of Retention Disincentives.
- Tools and Incentives that may be required.

A meeting was held with the Public Art Committee (October 30, 2019), with a discussion of how can Chilliwack's rich heritage and history be recognized through the Chilliwack Public Art Program?

- Historical Themes as inspiration for Public Art.
- Site-specific recognition of historical events.
- Recognition of Intangible Heritage Themes and Elements.
- First Nations Themes.

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## 3.2 ONLINE SURVEY

The public consultation for the HSAP included an online survey, to which 141 residents responded.

- Of the 141 respondents, 139 were residents, representing all different areas of the city.
- The majority (70%) had lived in Chilliwack for 11 years or more.
- What are the most important heritage characteristics of Chilliwack?
  - Historical buildings or sites (95%)
  - Natural landscapes (72%)
  - Historic communities (60%)
  - Rural / agricultural character (60%)
  - Shared stories of our past (54%)
  - Cultural traditions or practices (49%)
  - Country roads (40%)
  - Public art (28%)
- What are the most important ways to recognize the heritage of Chilliwack?
  - Make heritage information available in public spaces, such as through roadside markers (80%)
  - Make heritage information available online (64%)
  - Work with local First Nations and Indigenous organizations (62%)
  - Identify significant rural or agricultural sites (59%)
  - Identify neighbourhood heritage resources (51%)
  - Create a Chilliwack specific definition of heritage (48%)
- What are the most significant issues affecting heritage sites in Chilliwack?
  - Increasing growth and development pressure (85%)
  - Property owners aren't interested in preserving heritage (67%)
  - It is too expensive to preserve heritage sites (that have fallen into disrepair) (58%)
  - Economic viability (35%)
  - Integrity of the ALR (31%)
  - Sustainability (30%)
  - Changing agricultural practices (21%)
- What do you think should be included in the Heritage Strategic Action Plan?
  - Heritage conservation incentives (84%)
  - Heritage education and awareness (72%)
  - Clear vision and definition of heritage in the context of Chilliwack (68%)
  - Role of the City and stakeholders in heritage preservation process (68%)
  - Links between heritage conservation and economic development (57%)
  - Links between heritage conservation and sustainability (53%)

## 3.3 STAKEHOLDER CONSULTATION

Interviews were held with a broad range of stakeholders throughout October and November 2019, including community members and tourism and industry representatives.

- Written comments were received.
- Telephone interviews were conducted.
- Personal meetings were held when requested.

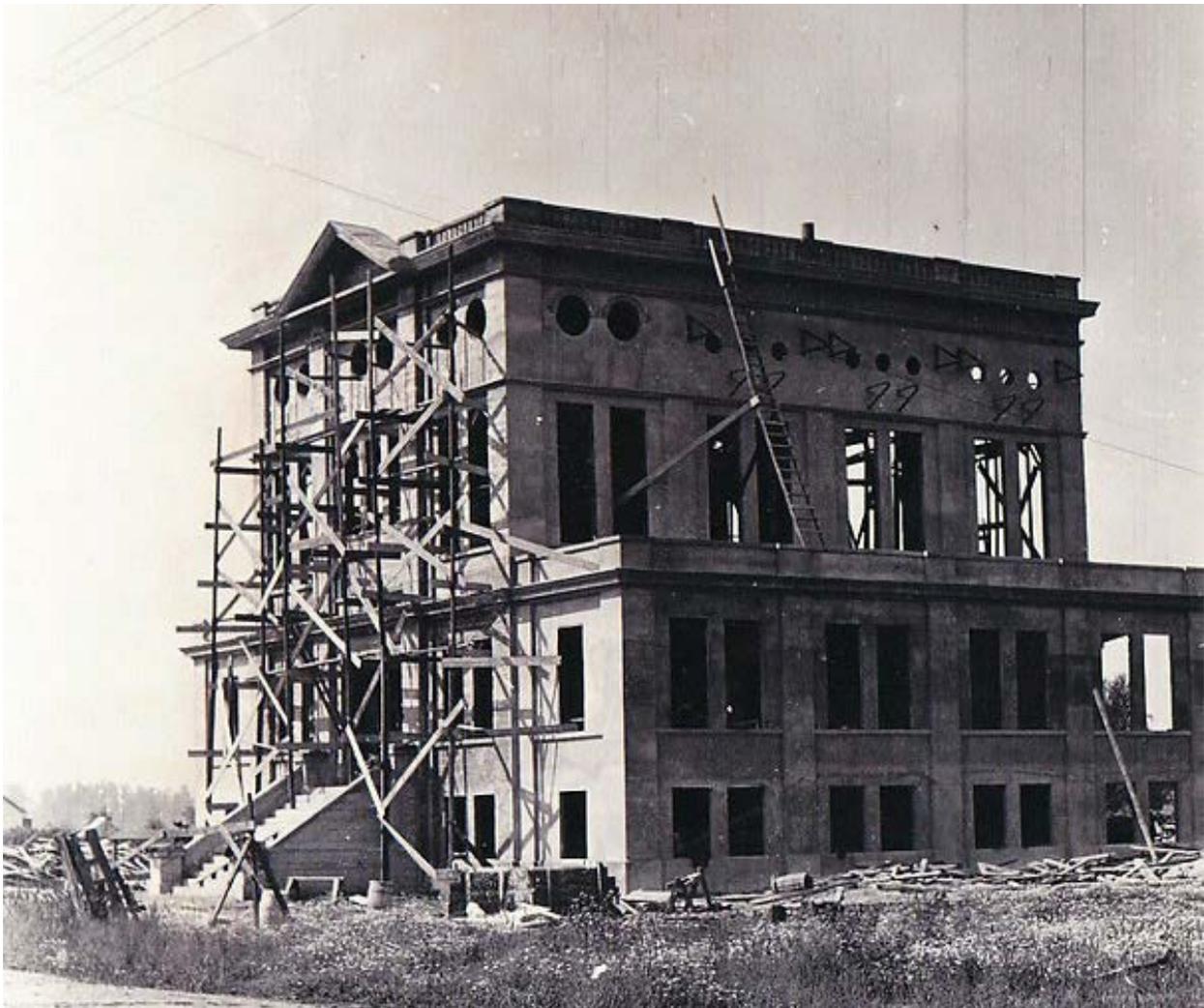
A public presentation about the HSAP was made at a meeting of Heritage Chilliwack on January 9, 2020, with a good turnout, followed by a lively and positive discussion about the HSAP process.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 3.4 ENGAGEMENT SUMMARY

Throughout the engagement process there was general agreement on the need to:

- Improve information and communication (e.g., update the Heritage Inventory, improved online resources, provide more historical information)
- Broaden the definition of “heritage” beyond buildings to include cultural & natural landscapes, cultural heritage, intangible heritage, etc.
- Celebrate our shared community history with an emphasis on acknowledging and paying respect to Indigenous heritage
- Clarify the planning process (Develop a “Heritage Toolkit”)
- Understand the needs of the development community
- Develop links to civic policy framework
- Develop community partnerships



**B.C. Electric Railway Substation, Chilliwack.**

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 4. PROGRAM COMPONENTS

Through the stakeholder engagement and consultation, there was a general agreement that the Heritage Strategic Action Plan should focus on the following areas:

- Preservation of the identity of our community.
- Leadership in the heritage community.
- Shared community history with an emphasis on acknowledging and paying respect to Indigenous heritage.
- Heritage communication, information, access, and awareness.
- Heritage planning and development of a 'heritage toolkit.'

Key players in the proposed heritage initiatives include City Council (setting overall direction and establishing budgets); Planning Staff (responsible for heritage planning initiatives and support of the Chilliwack Heritage Advisory Committee [CHAC]); other City departments involved in the management of heritage resources; CHAC (provide recommendations to Council regarding the development of a Heritage Action Plan for Chilliwack); the Chilliwack Museum & Archives; local First Nations; and community heritage stakeholders and organizations. The following is a discussion of some of the components that should be considered in the continuing development of Chilliwack's heritage initiatives.

### 4.1 ALIGNMENT OPPORTUNITIES

There are a number of current opportunities for the City to expand the effectiveness of its Heritage Program, through alignment with senior government policies and initiatives.

- **Alignment with Provincial Legislation**  
Additional conservation incentives can be provided as resources are added to the Heritage Register, providing access to B.C. Building Code equivalencies, and exemptions under the *Energy Efficiency Act* and the *Homeowner Protection Act*. The definition of a heritage site for the purposes of granting incentives or equivalencies is now consistent; the site must be either municipally designated or else listed on a Community Heritage Register.
- **Alignment with Provincial Initiatives**  
The preservation of rural lands can be supported through alignment with the goals of the Agricultural Land Reserve to preserve traditional agricultural use. Some sites on the Heritage Register will also be eligible for grants through the Heritage Legacy Fund.
- **Alignment with Federal Initiatives**  
The City can continue to take advantage of the existing federal initiatives such as the Canadian Register of Historic Places and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The Visions, Goals and Actions of the Heritage Strategic Action Plan have been developed to recognize current challenges regarding heritage conservation, as well as take advantage of current opportunities.

### 4.2 A BROADER DEFINITION OF HERITAGE

The 1991 Inventory does not identify the broader range of community heritage beyond built heritage. Many other aspects of community history can be recognized, some managed within a formal heritage program and others managed in different ways or through partnerships.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

In order to further recognize, interpret and celebrate the broader range of community heritage resources, the following options could be considered:

- A *Thematic Framework* and *Historic Context Statement*, such as been undertaken for a number of other municipalities, could be developed as part of an update of the Heritage Inventory. This would identify and explore the historic themes that have shaped the community's development over time as well as the built environment and cultural landscapes that contribute to these themes. The studies are important planning tools in the present and future management of heritage sites and allow for the determination of gaps where there may be underrepresentation and/or unacknowledged resources associated with certain demographics, themes, or typologies. This could include many important aspects of community history such as agricultural, military and multicultural histories.
- Continue to work with partners such as The Chilliwack Museum & Archives, Tourism Chilliwack, the Atchelitz Threshermen's Association, the CFB Chilliwack Historical Society, Heritage Chilliwack and others in the development of community heritage programming and initiatives.
- Continue to work with the Stó:lō and other First Nations in the understanding of our shared history, and to determine opportunities for further understanding, collaboration and inclusion.



Logger Sam. [Jimmie Family Photo Collection]

## 4.3 INDIGENOUS HERITAGE

Chilliwack City Council is committed to truth and reconciliation, and building good relationships with Indigenous neighbours. The City recognizes its indigenous heritage, particularly in its *Official Community Plan* that affects lands, developments, all residents and the relationships with First Nations. The Ts'elxwéyeqw Tribe provides the following First Nations' perspective on Chilliwack in history, and in its current development and future outlook:

*The City of Chilliwack is within S'ólh Téméxw (Stó:lō Territory), with the largest population of aboriginal people in close proximity to Vancouver. The Ts'elxwéyeqw and Pilalt are the two Stó:lō tribes whose territories are directly associated with the Chilliwack municipal area. Today's Indian Act Bands were established in the late 1800s from some of the many historic villages of these two tribes, including Cheam, Kwaw kwaw Apilt, and Skwah (Pilalt); and Aitchelitz, Skowkale, Shxwhà:y, Soowahlie, Squiala, Tzeachten, and Yakweakwioose (Ts'elxwéyeqw). Pilalt villages and reserves are located along the Hope River. Ts'elxwéyeqw villages and reserves are located along the Chilliwack River system.*

*The City derives its name from the Halq'eméylem word "Ts'elxwéyeqw" which elder Albert Louie, of Yakweakwioose, talked about it meaning 'as going as far as you can go upriver' in reference to travelling by canoe up the Chilliwack River sloughs leading to Soowahlie. Halq'eméylem is the traditional language of the Stó:lō (People of the River).*

*Ts'elxwéyeqw and Pilalt history, as Stó:lō tribes, extends thousands of years in the past. Archaeological sites and evidence located within the City demonstrate the long-term occupation and use by the Pilalt and Ts'elxwéyeqw.*

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

After European contact at the turn of the 18th century, the Stó:lō population declined significantly, reaching a low point in the early 1900s. Since then, the Stó:lō population has increased and now has one of the fastest growing demographic profiles in the region. The Chilliwack area and surroundings continue to be used by the Ts'elxwéyeq, Pilalt and other Stó:lō people for many traditional cultural purposes and practices.

The Stó:lō people contribute to the local economy in many ways, through natural resource development, cultural tourism, educational and economic development partnerships, employment (the Stó:lō Nation service delivery agency is one of Chilliwack's the largest employers), environmentally friendly constructions (the Stó:lō Resource Centre in Chilliwack maintains the only LEED Gold standard in the Central Fraser Valley), and sustainable resource management (the Ts'elxwéyeq manages natural resources in the Chilliwack River Valley and for the Pilalt in the Wahleach Lake area). The Stó:lō people have historically been and will continue to be an integral part of the Chilliwack community.

Current initiatives to recognize local First Nations heritage includes the renaming of three schools, public art such as the Vedder Road roundabout, road naming, signage and the observance of the National Day for Truth and Reconciliation.

## 4.4 ARCHAEOLOGICAL SITES

Archaeology remains a provincial jurisdiction. The City will continue to protect archaeological resources in accordance with the *Heritage Conservation Act* and the provincial permit system.

## 4.5 BUILT HERITAGE

The *Chilliwack Heritage Inventory*, undertaken in 1991, established a list of 129 historically significant sites that were mostly privately-owned single detached buildings located throughout the city. The Inventory was based on an evaluation of the building, site or property and available historical records, and is now considered outdated. Its recognition of heritage was focused on buildings and did not address any significant aspects of cultural, natural or Indigenous heritage. Of the 129 sites identified in 1991, 34 properties have been identified as falling into one of three categories – no longer existing, demolition permit in progress, or recent rezoning. There was a general agreement during stakeholder engagement that it was an important next step to update the Heritage Inventory to current standards.

A heritage inventory is not enabled under the *Local Government Act*, or any other legislation, and therefore has no legal status and does not trigger potential permit delays. Municipal heritage inventories across British Columbia are a successor of the *Canadian Inventory of Historic Building*, a nationwide program launched in 1970 to identify, document, and catalogue heritage resources. After the decentralization of the program, jurisdictions adopted and continued their own variations of heritage inventories.

The City's Heritage Inventory, while increasing awareness of local history and built heritage, can generate confusion and misunderstanding as to the status of identified places. Furthermore, the ability of the City to monitor and manage the heritage resources listed on the Inventory is severely limited as an Inventory, unlike a Community Heritage Register, is not enabled under the *Local Government Act*.

Since the *Chilliwack Heritage Inventory* was undertaken in 1991, the global concept of what constitutes 'heritage' has evolved into a values-based system that recognizes a much broader and deeper understanding of the value of cultural heritage and the importance of intangible heritage values. The *Standards and Guidelines* recognize this shift, which encompasses the broad range of Indigenous heritage and the ways in which it can be celebrated. The HSAP can support this dialogue over time and recognize the broad range of Chilliwack's shared history.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN



To further develop the program to enhance planning for heritage conservation, the following sequential steps could be considered:

- Update the 1991 Inventory through a field review to ensure that sites still exist, and retain sufficient integrity to be considered for inclusion on the Heritage Register. Provide current photos and updated research as required.
- Establish a Community Heritage Register by Council resolution, which can include the sixteen existing designated sites).
- Undertake the development of a *Thematic Framework* and *Historic Context Statement* [see **Section 4.2**] that would identify and explore the historic themes that have shaped the community's development over time as well as the built environment and cultural landscapes that contribute to these themes. Provide a Gap Analysis of the Thematic Framework to determine what themes are under-represented and identify sites that may broaden the list of potential Heritage Register sites to include unrecognized aspects of cultural heritage.
- Undertake the development of an updated, values-based evaluation system for the City's Heritage Register.
- Review Inventory list to determine sites recommended for the Heritage Register. Undertake public nomination process (online survey recommended). Complete research for chosen sites and prepare individual Statements of Significance for sites recommended for the Heritage Register.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 4.6 HERITAGE PLANNING

There are several key directions the City could consider to enhance heritage planning outcomes:

- Continue the current practice of recognizing historic context in neighbourhood plans.
- The City can consider a “Village Walk Heritage Conservation Area” and establish Infill Heritage Design Guidelines to support this area.
- Seek amendments to the land use designation of properties identified within the Heritage Inventory to “Low Density Residential.”
- Consider revising the mandate of the Community Heritage Advisory Committee to help manage and implement community heritage planning and activities on an ongoing basis. A renewed CHAC mandate may include the ability to undertake support activities and/or to take on other nonregulatory activities delegated to it by a council or regional district board, and may:
  - advise the City on matters included in the committee’s terms of reference
  - advise the City on matters referred to it, and/or
  - undertake or support heritage activities authorized by the City.



Yale Road, Chilliwack, 1908.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 4.7 HERITAGE INCENTIVES

The City should continue to provide financial support for voluntary heritage designation requests by property owners. This will ensure that property owners who decide to protect their sites receive support and recognition for this process.

In order to promote improved heritage conservation outcomes, the City could also consider the establishment of a modest financial incentives program, based on the successful use of similar incentives in comparable municipalities (see **Appendix D: Municipal Heritage Programs**). If a financial heritage program was considered, an initial step would be a preliminary study that would review the:

- number and location of sites targeted for incentives
- lot size, existing zoning and potential for redevelopment
- current property tax assessments

This study would help identify the most appropriate incentives and support mechanisms, and will also provide estimates for what level of municipal resourcing may be necessary. Some of these may be relatively simple to implement or already underway, such as negotiated agreements, building code equivalencies and the streamlining of application procedures. Others may take more time to research, administer, and adopt (e.g., grant programs, tax incentives). This study should also confirm the appropriate delivery model for financial heritage incentives. The City can administer directly, or consider the feasibility of establishing a 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.



# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 4.8 COMMEMORATION AND INTERPRETATION

The City continues to directly support the public awareness of, and access to, heritage resources through the services and programs of the Chilliwack Museum & Archives. The City's public art program also supports commemoration and interpretation, and there has been a recent program of vinyl wraps of archival images that is a partnership of the City, CM&A and CHAC.

The City should continue to support these initiatives, and continue to develop partnerships in these initiatives. This can include:

- Continue to build on existing Public Art policies.
- Consider how community history can be included and inform other civic policies and initiatives such as the Road Naming Policy and the Public Art program.
- Continue to emphasize the importance of other aspects of Chilliwack's rich legacy including agricultural and military histories.
- Continue to coordinate with First Nations with respect to public art, road naming and signage.



**Left: Squiala First Nation Chief David Jimmie and City of Chilliwack Mayor Ken Popove stand at one of the entrance signs to Chilliwack, which now includes a Halq'eméylem phrase, 2020.**

## 4.9 COMMUNITY PARTNERSHIPS

Achieving planned heritage conservation objectives is a collaborative process that involves civic staff, landowners, representatives of other agencies, and professional consultants. Over many decades, Chilliwack has developed a resilient and resourceful network of community volunteers, heritage advocates, and not-for-profit societies that have worked in the heritage field. Strong ties exist across organizations in the planning and implementation of heritage interpretation and community-based activities. These organizations not only have a long history, but each has its own ties to other interests across diverse disciplines. A number of government entities, organizations and societies currently share in Chilliwack's heritage stewardship.

Chilliwack's network of heritage volunteers is supported in part by descendants of agricultural pioneers, people who are "keepers" of the knowledge about early technologies, construction methods, and stories of community that surround Chilliwack's historic places and its collections. The development of strategies regarding the best use of unique resource of people and ideas, the encouragement of local enterprise in heritage-related areas, and the transfer of knowledge to support conservation will be critical in the years ahead and will ultimately determine what skills, knowledge, and resources are available to future generations. The population of the City is expanding, representing a changing demographic that provides new opportunities for community engagement, awareness and involvement.

There are many potential partnerships that could support the City's heritage initiatives. In addition to those mentioned above, these partnerships could include the following broad categories of stakeholders.

- **Local First Nations**

The local First Nations have an enduring presence. Their traditional histories stretch back to the beginning of time, are intertwined with European settlement, and continue to the present day. Chilliwack is located on the traditional and unceded territory of the Ts'elxwéyeqw (Chilliwack) and Pelólhxw (Pilalt) communities of the Stó:lō. The Ts'elxwéyeqw are one of the tribes of the Stó:lō – People of the River. Their

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

tribal name, 'Ts'elxwéyeqw' is commonly known in English as 'Chilliwack.' The Seven First Nations of the Ts'elxwéyeqw Tribe are Áthelets, Shxwhá:y, Sq'ewqéyl, Sxwoyehálá, Th'ewá:li, Ch'íyáqtel, and Yeqwyeqwi:ws. The more commonly known 'anglicized' versions of these names are: Aitchelitz, Shxwhá:y Village, Skowkale, Squiala, Soowahlie, Tzeachten and Yakweakwioose, as a result of the creation of *Indian Act* Bands and Reserves.

- ***The Chilliwack Museum & Archives***

The Museum's permanent collection started in 1958 when the Chilliwack Museum was first opened in a room in the local police station. Since 1958, the Museum has moved several times. The current configuration has the Museum housed in the City's former City Hall building while the object storage and Chilliwack Archives are housed in a municipally-owned structure three blocks from the museum. The Museum & Archives are governed by the Chilliwack Museum and Historical Society. The Board of Directors are elected at a yearly annual general meeting. The City provides direct support to the CM&A facilities, services and programs.

- ***Chilliwack Economic Partners Corporation***

Incorporated in 1998 as a private company under the BC Companies Act, CEPCO's sole purpose is to help create economic growth in the City of Chilliwack. CEPCO works in partnership with the City of Chilliwack government, the Downtown Chilliwack Business Improvement Association, and the Chamber of Commerce to facilitate business growth and development in the community. Formed in 1999, The Chilliwack Agricultural Commission is an ad hoc committee of CEPCO that recognizes the importance and value of Chilliwack's diverse agricultural sector and has successfully promoted agricultural growth, development, education and awareness in Chilliwack. The Chilliwack Creative Commission was formed in 1999 as a subsidiary of CEPCO in response to a growing demand from the film industry for attractive film locations in the Fraser Valley.

- ***Downtown Chilliwack Business Improvement Association***

The BIA is a non-profit organization representing over 350 businesses and merchants in historic Downtown Chilliwack. After completing a number of initiatives to improve the historic appearance of the Downtown, the BIA continues to be actively involved in the following Downtown Redevelopment. With a number of prime redevelopment properties available, and working closely with the City of Chilliwack to take advantage of the Downtown Revitalization Tax Exemption Bylaw, the BIA is focusing on redevelopment and attraction of new businesses to the Downtown.

- ***The Business Community***

Many people in the business community understand the commercial potential of arts, heritage and culture, especially relating to cultural tourism initiatives. These links could include a variety of people, business groups and organization such as property owners, property developers, real estate agents, private companies, corporate sponsors, merchant groups and those involved in the film industry.

- ***Local Service Clubs***

Local service groups (such as the Rotary, Kiwanis and Lions) sponsor community projects and may be willing to partner on heritage initiatives. These project partnerships would need to be assessed on a case-by-case basis.

- ***Tourism Chilliwack***

Tourism Chilliwack was established in 1998 as part of the Chilliwack Economic Partners Corporation (CEPCO). The organization was created to forge a partnership between the City of Chilliwack and the tourism industry, to promote growth and diversification and to increase the economic impact of tourism. In 2006, Tourism Chilliwack became incorporated, with the City of Chilliwack as its sole shareholder. It is a non-traditional Destination Marketing Organization that has a business function but also conforms to governance policies and undertakes strategic planning. Tourism Chilliwack operates Chilliwack Heritage Park a 65-acre park with a 150,000 square foot building.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

- **Heritage Chilliwack**

Founded in 2014, the mandate of the Heritage Chilliwack Society is to educate the public on the historical importance and heritage of Chilliwack, BC through speaker presentations, educational events, annual heritage awards, and tours. In collaboration with Tourism Chilliwack, the Society has published a self-guided downtown walking tour brochure. The Society also provides grants to help cover the costs of applying for designation through the City of Chilliwack's *Voluntary Heritage Designation Program*, and also runs a Classroom Sponsorship Program.

- **Atchelitz Threshermen's Association**

The Association began in the fall of 1982 after a successful mini Threshing Bee was held in the Greendale area. In 1983, the Atchelitz Threshermen's Association was registered and was given a site by Chilliwack to establish a working farm museum. In the last few years the A.T.A. has made many upgrades to the site, with the goal of increasing public participation in the Association and its activities.

- **CFB Chilliwack Historical Society**

The Canadian Forces Base Chilliwack Historical Society gathers, maintains, and displays archives in order to help relive and remember the proud history of the 'Home of the Royal Canadian Engineers/Canadian Military Engineers.'

These partnership opportunities should be explored whenever possible, to ensure that broad public support can be attained whenever possible to support the City's heritage initiatives.



## 5. THE HERITAGE STRATEGIC ACTION PLAN

A Heritage Strategic Action Plan is a long-range document presents a shared community vision for heritage in the City, and an implementation plan that outlines how this vision will unfold over time. Heritage stewardship is a shared responsibility between government and community, and the development of a comprehensive framework for focusing heritage efforts during the next decade will build on current cooperative practices between community and government and provide long-term direction for staff and Council in developing policies in the coming years. Drawing on the collective experience of heritage stakeholders with long involvement with heritage initiatives, the development of this Plan has provided an opportunity to recognize and clarify partnerships, review understandings across the heritage community in Chilliwack, identify challenges, threats and opportunities for heritage in the City of Chilliwack in the foreseeable future and provide strategies for addressing them.

The Heritage Strategic Action Plan defines a ten-year process that is a reflection of Chilliwack's unique history, its communities and its way of life that will enhance the sustainability and long-term viability of heritage resources in the City. The natural, cultural, tangible and intangible heritage of Chilliwack defines its identity, gives it a distinct character, and contributes to the residents' quality of life. The Heritage Strategic Action Plan respects these cherished values, and embeds them in its recommendations.

The Vision of this Plan has been derived from consultation with the broader community, and reflects a community values-based approach to heritage resource management. The Plan has been based on an analysis of the existing challenges and opportunities through consultation with City staff, community stakeholders, heritage program participants and the general public. A number of significant community values emerged from the program of community consultation that forms the foundation of the Plan's recommendations.

### 5.1 THE VISION

Through the various stakeholder and community meetings and workshops, the following vision was developed for the City's Heritage Program:

#### **A VISION FOR CHILLIWACK'S HERITAGE TO 2032 AND BEYOND**

*As we plan for Chilliwack's future, we will recognize the importance of our rich and diverse history, our historic communities, our rural lands and our natural and cultural landscapes, through inclusive and diverse community celebrations, partnerships, and heritage activities that will preserve our tangible and intangible heritage resources, provide educational opportunities and enrich the lives of our citizens and visitors.*

### 5.2. GOALS

The following four Goals will provide a renewed focus for the City of Chilliwack's Heritage Program, and invite the ongoing participation of the broader community in heritage initiatives:

**GOAL #1: ENHANCE THE CITY'S HERITAGE PROGRAM**

**GOAL #2: CELEBRATE THE CITY'S RICH AND DIVERSE HERITAGE**

**GOAL #3: BROADEN THE DEFINITION OF HERITAGE**

**GOAL #4: ENRICH HERITAGE PARTNERSHIPS**

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 5.3 ACTION PLAN FOR IMPLEMENTATION

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

The Action Plan flows from the Vision and Goals of the Heritage Strategy, which were determined through a consensus-based consultative process. The Goals are supported by recommended Actions that will be achieved over a ten-year period, between 2022 and 2032. These Actions have been prioritized within the following timeframe:

### COMMUNITY-LED INITIATIVES

**Key Strategic Direction #1: Collaborate with First Nations**

**Key Strategic Direction #2: Heritage Education and Awareness**

### CITY-LED INITIATIVES

**Key Strategic Direction #3: Update the Heritage Inventory**

**Key Strategic Direction #4: Create a Community Heritage Register**

**Key Strategic Direction #5: Support Voluntary Heritage Designation**

**Key Strategic Direction #6: Establish 'Village Walk Heritage Conservation Area'**

**Key Strategic Direction #7: Enhance Heritage Planning**

**Key Strategic Direction #8: Explore a Heritage Incentives Program**

### **TIMEFRAME FOR IMPLEMENTATION:**

- Short Term Actions: up to 3 years (2022-2024)
- Medium Term Actions: 4-5 years (2025-2026)
- Long Term Actions: 6-10 years (2027-2032)
- Ongoing Actions: (underway and continuing 2022-2032)

### **ABBREVIATIONS:**

- CHAC: Chilliwack Heritage Advisory Committee
- CM&A: Chilliwack Museum & Archives

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

<b>COMMUNITY-LED INITIATIVES</b>						
<b>KEY STRATEGIC DIRECTION #1: COLLABORATE WITH FIRST NATIONS</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
1.1	Ongoing consultation and engagement with Local First Nations regarding cultural heritage initiatives.	Ongoing	CM&A / City	Local First Nations	May require specific project budgets	Increased understanding of cultural heritage issues.
1.2	Continue to collaborate on public education and awareness initiatives regarding Local First Nations	Ongoing	CM&A	Local First Nations	May require specific project budgets	Enhanced public education and awareness about the broader spectrum of Chilliwack's history. Enhanced understating of local cultural heritage.
1.3	Continue to coordinate with First Nations with respect to public art, road naming and signage.	Ongoing	City / Public Art Committee	Local First Nations	May require specific project budgets	Enhanced public awareness of local history and cultural heritage. Ongoing engagement with Local First Nations.
1.4	Continue to protect archaeological resources in accordance with the Heritage Conservation Act and the provincial permit system.	Ongoing	City / Provincial Archaeology Branch	Property Owners	Staff allocation	Assist owners and developers in understanding their responsibilities surrounding provincially protected and potential archaeological sites when conducting land-altering activities.
<b>KEY STRATEGIC DIRECTION #2: HERITAGE EDUCATION AND AWARENESS</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
2.1	Continue to support the services and programs of the Chilliwack Museum & Archives regarding heritage and archaeological resource interpretation, conservation, promotion and celebration.	Ongoing	City / CM&A	Local First Nations / Community Partners	Annual budget	Enhanced heritage understanding and awareness throughout the community.
2.2	Continue to celebrate Chilliwack's unique sense of place through the promotion of local heritage themes within initiatives, events and the local media.	Ongoing	City / CHAC	CM&A / Community Partners / Local First Nations / Local Media	May require specific project budgets	Improved understanding and appreciation of local heritage. Retention of local celebrations and customs unique to Chilliwack. Increased public volunteerism and pride in community.
2.3	Continue heritage education and awareness initiatives, including online / digital initiatives.	Ongoing	City / CHAC	CM&A / Community Partners / Local First Nations	Apply for cost-share grants and seek sponsorship as required.	Enhanced public education and awareness. Better information base for the Heritage Program. Recognition of significant historic places throughout the entire City.

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2.4	Continue to encourage and support special events and initiatives that educate, commemorate, and increase awareness.	Ongoing	City / CHAC	CM&A / Community Partners	May require specific project budgets	Enhanced public education and awareness. Enhanced community outreach.
2.5	Continue to explore a range of interpretation methods that can express Chilliwack's heritage within the public realm, including public art, historic trails/streetcar routes, signs, plaques, utility box wraps, etc.	Ongoing	City / Public Art Committee /CHAC	CM&A / Community Partners / Local First Nations	May require specific project budgets	Increased heritage awareness opportunities. Broader communication of heritage information in the public realm.
2.6	Explore ways to interpret the City's military history and the work of the military engineers.	Ongoing	City / CHAC	CFB Chilliwack Historical Society	May require specific project budgets	Increase understanding of the City's rich military history and heritage.
2.7	Explore social media and heritage interpretation projects with community partners, which could include utilizing social media or showcasing an area to draw in people with pictures or signage.	Ongoing	City / CHAC	CM&A / Community Partners	May require specific project budgets	Enhanced public engagement in heritage. Improved heritage awareness. Support for educational and interpretive programs that engage the community in local history.
2.8	Promote and enhance the heritage tourism potential and economic benefits of existing heritage assets.	Ongoing	City	Tourism Chilliwack / Community Partners	May require specific project budgets	Enhanced public education and awareness. Enhanced community outreach.

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<b>CITY-LED INITIATIVES</b>						
<b>KEY STRATEGIC DIRECTION #3: UPDATE THE HERITAGE INVENTORY</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
3.1	Update the 1991 Inventory through a field review to determine which sites still exist, and retain sufficient integrity to be considered for inclusion on the Heritage Register.	Short Term	City / CHAC		Consultant Estimate \$35,000	Updated information base for the Heritage Program and an important step in the establishment of the Heritage Register .
<b>KEY STRATEGIC DIRECTION #4: CREATE A COMMUNITY HERITAGE REGISTER</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
4.1	Establish a Community Heritage Register by Council Resolution that includes 16 designated sites.	Short Term	City		Staff Allocation	Creation of a Register that can be updated as required. Enhanced management of heritage sites. Greater clarity of process.
4.2	Officially adopt the <i>Standards and Guidelines</i> for all City heritage applications and initiatives	Short Term	City		Neutral, except for training costs	Consistent benchmarks for all City heritage processes. Improved conservation outcomes. Consistent approach to review process.
4.3	Undertake a <i>Thematic Framework and Historic Context Statement</i> for Chilliwack [See Section 4.2]. Gap Analysis to determine what themes are under-represented and identify sites that may broaden the list of potential Heritage Register sites.	Short Term	City / CHAC	Local First Nations	Consultant Estimate \$35,000	Updated information base for the Heritage Program. Improved understanding of the entire context of Chilliwack's heritage. Enhanced framework for understanding and evaluating historic and cultural resources.
4.4	Undertake the development of an updated, values-based heritage evaluation system as the basis for determining sites to be included on the Heritage Register.	Short Term	City / CHAC		Consultant Estimate \$10,000	Provide clarity on how sites will be evaluated for inclusion on the Heritage Register.
4.5	Review Inventory list and evaluate to determine recommended heritage sites. Undertake public nomination process. Prepare individual Statements of Significance for sites recommended for the Heritage Register.	Medium Term	City / CHAC	Local First Nations	Consultant Estimate \$120,000	Provides an analysis and documentation of heritage value of sites recommended for the Heritage Register.
4.6	Add identified sites to the Heritage Register as required.	Medium Term	City		Staff Allocation	Continue to add identified sites as they are evaluated and documented.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

<b>KEY STRATEGIC DIRECTION #5: SUPPORT VOLUNTARY DESIGNATION</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
5.1	Continue to support Policy Directive No. G-15: 'Heritage Designation,' which outlines a program of voluntary heritage designation.	Ongoing	City	Heritage Property Owners	Annual budget allocation; Staff allocation	Increased protection for Chilliwack's heritage sites.
<b>KEY STRATEGIC DIRECTION #6: ESTABLISH "VILLAGE WALK H.C.A."</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
6.1	Review the planning requirements for the establishment of a 'Village Walk Heritage Conservation Area.'	Short Term	City	Property Owners; Community Partners	Staff allocation; Consultant budget if required.	Initiation of process to define a Heritage Conservation Area.
6.2	Undertake consultation as required.	Short Term	City	Property Owners; Community Partners	Staff allocation	Public engagement to assure support for enactment.
6.3	Establish planning framework for the HCA including Infill Heritage Design Guidelines.	Short Term	City		Staff allocation; Consultant budget if required.	Provide clarity regarding proposed planning context, mechanisms and expectations.
6.4	Enact the Village Walk HCA.	Short Term	City		Staff allocation	Increased protection for Chilliwack's heritage sites.
<b>KEY STRATEGIC DIRECTION #7: ENHANCE HERITAGE PLANNING</b>						
<b>ACTION</b>	<b>TIME</b>	<b>LEAD(S)</b>	<b>PARTNER(S)</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
7.1	Seek amendments to the land use designation of properties identified within the Heritage Inventory to 'Low Density Residential'	Ongoing	City		Staff allocation	Reduce conflict between existing heritage buildings and development potential.
7.2	Continue the current practice of recognizing historic context in neighbourhood plans.	Ongoing	City		Staff allocation	Enhanced understanding of neighbourhood heritage context.
7.3	Review the mandate of the Community Heritage Advisory Committee to help manage and implement heritage planning and activities on an ongoing basis.	Short Term	City		Staff allocation	Enhanced capacity for community engagement in the heritage planning process. Ongoing engagement during the development of the Heritage Register
7.4	Promote the use of Building Code Equivalencies and Provincial Act exemptions (e.g., Energy Efficiency Act, Homeowner Protection Act).	Ongoing	City		Staff training	Equivalencies and exemptions accessed whenever possible. Improved awareness of the construction options available to owners/developers involved in conservation projects that support the retention of the character-defining elements of heritage buildings. Conduct workshops with relevant departments to promote the use of Building Code equivalencies.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

7.5	Continue to monitor the Heritage Conservation Program to ensure relevance and effectiveness, and ensure integration within the City's administrative framework.	Ongoing	City	CHAC	Neutral	Ongoing feedback for program maintenance.
7.6	Support flexible use of historic farm structures and flexible zoning for non-conventional use.	Ongoing	City	ALC / Ministry of Agriculture	Staff Allocation	Increased cultural and agricultural tourism. Improved long-term economic viability for rural heritage resources.
KEY STRATEGIC DIRECTION #8: EXPLORE A HERITAGE INCENTIVES PROGRAM						
ACTION		TIME	LEAD(S)	PARTNER(S)	BUDGET	OUTCOMES
8.1	Explore the viability of a Heritage Incentives Program, that could include financial, developmental and administrative incentives.	Short Term	City, CHAC	Consultant if required	Staff allocation; $\pm$ \$10,000 if consultant required. Potential annual budget allocation if heritage grant program is established.	Potential increase in community interest in conserving heritage properties due to enhanced heritage incentives. Increase in the retention and revitalization of Chilliwack's historic building stock. Improved tax base through the development of restored heritage sites.
8.2	Identify opportunities for other grant programs that may apply to heritage buildings.	Ongoing	City, CHAC	Non-profit / institutional owners	Neutral	Economic development is fostered through long-term investment in heritage and cultural resources.

## 5.4 BUDGET IMPLICATIONS

The Heritage Strategic Plan will assist in the development of annual budget requirements. Staff time allocations will need to be assessed. One-time costs for individual projects may be anticipated, and can be brought forward for Council consideration as part of the annual budget process. Outside resources that may be available to help undertake some of these initiatives, including senior government grant programs (such as digital access grants); securing these resources will require support time and resources from the City and volunteers.

A budget for the phased Heritage Register process may be estimated in the following range:

- Field review to update the 1991 Inventory: \$35,000
- *Thematic Framework, Historic Context Statement* and Gap Analysis: \$35,000
- Values-based Heritage Register evaluation system: \$10,000
- Review heritage sites, public nominations, research for chosen sites and SOSs (approx. 80): \$120,000

## 5.5 MONITORING

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

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

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## ACKNOWLEDGEMENTS

The *Chilliwack Heritage Strategic Plan 2022-2032* was undertaken in 2019-22 for the City of Chilliwack by Donald Luxton & Associates Inc.: Donald Luxton, Principal; Megan Faulkner, Heritage Planner; and R.J. McCulloch, Heritage Planner.

We would like to extend our sincerest thanks to the Staff Liaison for the project, Karen Stanton, Manager of Long Range Planning, Planning & Strategic Initiatives, City of Chilliwack, for her assistance throughout the course of the project and the community consultation. In addition we would like to thank Erin Leary, Planner III, Planning & Strategic Initiatives and Trish Alsip, Administrative Assistant, Administration for their assistance during the course of the project.

### CHILLIWACK HERITAGE ADVISORY COMMITTEE

- Councillor Sue Knott, Chair
- Councillor Bud Mercer, Vice Chair
- Ray Ramey, Atchelitz Threshermen's Association
- Jim Harris, CFB Chilliwack Historical Society
- Jon Kinneman, Algra Brothers
- Dr. David Schaepe, Director, Stó:lō Research & Resource Management Centre
- Tristan Evans, Archivist, Chilliwack Museum & Archives
- Kathryn Bourdon, Community Member
- Laura Reid, Community Member

### MAYOR & COUNCIL

- Mayor Ken Popove
- Councillor Sue Knott
- Councillor Chris Kloot
- Councillor Jason Lum
- Councillor Bud Mercer
- Councillor Harv Westeringh
- Councillor Jeff Shields

### PUBLIC ENGAGEMENT PARTICIPANTS

We would also like to provide our thanks to those who participated in the Public Engagement Process: Ryan Anderson, Project Manager, OTG Developments; Carsten Arnold, Carsten Arnold Photography; Brian Burr, Chief Financial Officer, Richlane Builders; Allison Colthorp, Executive Director, Tourism Chilliwack; Shawna Maurice, Executive Director, Chilliwack Museum & Archives; Laura Reid, President Heritage Chilliwack; Netty Tam, Manager of Business Development, Chilliwack Economic Partners Corporation; and John Vander Hoek, Director, Karvin Developments Ltd.

We are also indebted to the many people who participated in the online survey for this project.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## A. DESIGNATED SITES

### MUNICIPAL DESIGNATIONS:

The following properties have City of Chilliwack municipal heritage bylaws and are legally protected under the *Local Government Act*:

PROPERTY	LOCATION	DATE OF DESIGNATION
• Jean McNaughton Park	45951 Victoria Avenue	February 17, 1992
• Caskey House	9467 Corbould Street	Nov. 21, 1994
• Carmichael House	45614 Spadina Avenue	May 16, 1994
• Walker House	9079 Banford Road	October 30, 1989
• Princess Armories	45707 Princess Avenue	Feb. 25, 1991
• Yarrow Post Office	Wilson Road	February 14, 1983
• Promontory Womens' Institute Hall	5650 Teskey Way	August 2, 1988
• Portion of Highway known as Old Yale Wagon Road	Majuba Hill Road	February 14, 1983
• Former City Hall	45820 Spadina Avenue	January 26, 1981
• Gervan House	46054 First Avenue	June 18, 2013
• Stonehurst House	46290 Yale Road	June 18, 2013
• Brock House	46063 Gore Avenue	February 4, 2014
• Adanac House	46860 Adanac Avenue	November 21, 1994
• Skelton House	45483 Spadina Avenue	March 20, 2018
• Rolfe House	45621 Wellington Avenue	May 15, 2018
• Hazel House	9865 Hazel Street	September 21, 2021

### NATIONAL HISTORIC SITE:

The following site has received National Historic Site Designation:

PROPERTY	LOCATION	DATE OF DESIGNATION
• Chilliwack City Hall National Historic Site	45820 Spadina Avenue	November 24, 1984

### FEDERAL RECOGNITION:

The following site is a Recognized Federal Heritage Building

PROPERTY	LOCATION	DATE OF DESIGNATION
• Brigadier Murphy Armoury, CFB Chilliwack	Canadian Forces Base	November 3, 1997

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## **B.** 2040 OFFICIAL COMMUNITY PLAN

The 2040 Official Community Plan (OCP) projects a long-term 30-year vision. The section of the OCP most directly relevant to the HSAP is *Goal 5 – Build Healthy Communities: Heritage Values*. Policies related to the Downtown are included in *Development Permit Area 4 - Downtown Form and Character Development Guidelines*.

### **GOAL 5 – BUILD HEALTHY COMMUNITIES HERITAGE VALUES**

The City has designated 13 municipal heritage sites in recognition of their historic importance and architectural merits. A 1991 study indicated that there are a number of potential heritage properties, but they are scattered throughout the city and are predominantly privately owned. As the City advocates a voluntary designation process, the preservation of these properties is contingent on individual decisions by the concerned owners. The City's goal is to foster a greater public awareness and appreciation about Chilliwack's history and cultural heritage. This is largely facilitated by a two-prong approach.

First, the City provides annual funding to the Chilliwack Museum and Archives, which engages the public through historic displays, arts and craft exhibitions, talks and heritage tours. The museum also offers educational events for young students and conducts research into Chilliwack's modern and First Nations history.

Second, in all revitalization efforts the City and Downtown BIA have emphasized preserving the heritage main street character of Wellington Avenue and Yale Road East. The Downtown Façade Improvement Program of the 1990s is one of the success stories of this approach and has led to some significant changes to the Wellington Avenue store fronts and streetscape, attracting the interest of film and TV production companies. As main street improvements continue, preserving the traditional downtown's character will remain a focus of downtown revitalization.

The effort of preserving First Nations history has intensified in the past decades, primarily through improved documentation of the oral history and archaeological research. The Province has enacted strong legislation and regulations to protect the integrity of First Nations artifacts, and the City will continue to work with all stakeholders to facilitate due process.

### **OBJECTIVES**

1. Promote public awareness, education, and support for the City's heritage and the protection of archaeological resources.
2. Reinforce the historic character of the downtown commercial core.

### **POLICIES**

1. Increase public awareness of, and access to, heritage resources through the services and programs of the Chilliwack Museum.
2. In accordance with the City's Heritage Designation Policy, continue to designate heritage sites that are volunteered by the concerned property owners, and celebrate heritage designations as public events to enhance public awareness.
3. Where applicable, consider heritage impact in the development approval process and the neighbourhood planning framework; and where conflict occurs, focus on finding a compatible and economically viable solution through land use and site/building design.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

4. Continue to support the Chilliwack Museum and Archives in innovations and community initiatives regarding heritage and archaeological resource interpretation, conservation, promotion and celebration.
5. Protect archaeological resources in accordance with the *Heritage Conservation Act* and the provincial permit system
6. Preserve the main street character of the Five Corners area through development guidelines and a design review process, with a special focus on architectural and site designs that are sympathetic with the area's heritage character. (see *Development Permit Area 4 - Downtown Form and Character* development guidelines)

## GOAL 5 – BUILD HEALTHY COMMUNITIES

### PUBLIC ART

The City has received valuable input from the community on the significance of public art to healthy community development. As the downtown revitalizes, and public gathering places become a centre stage for expression, public art becomes an important part of our urban culture. The City encourages developments in community centres and other strategic locations to incorporate public art and enrich our urban landscape. To ensure good decisions on public art proposals from private initiatives, a public art policy is indispensable. Such a policy will complement other cultural activities and programs in the City to ensure a thriving local culture and a high quality of life that befits an emerging metropolitan area.

### OBJECTIVE

Recognize public art as part of healthy community development and everyday experience.

### POLICIES

1. Develop a public art policy that articulates the vision, values and criteria of the community, establishes the protocol of evaluation, recommendation and public input, and determines priority locations for public art's display.
2. Consider public art features (with public access) as amenity contributions to the City when volunteered during the development application process.
3. Give high priority to the downtown, community cores, large shopping centres and strategically located parks for public art development.

## DEVELOPMENT PERMIT AREA 4

**Downtown Form and Character development guidelines include the following:**

### Objectives

1. To enhance the image of the downtown as a retail and service center.
2. To maintain and foster the downtown's unique main street character, and advance downtown economic and cultural objectives through:
  - a. control of the design of new infill buildings and alterations to existing heritage designated buildings;
  - b. control of future development to ensure consistency with the established form and character of the areas;
  - c. maintenance and enhancement of the pedestrian-orientated streetscape.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## C. PARKS, RECREATION AND CULTURE STRATEGIC PLAN 2014-2023

The planning framework of the City's *Parks, Recreation and Culture Strategic Plan* includes a number of references to heritage and cultural heritage in its Service Objectives. These provide future direction for the City's role in promoting, supporting and celebrating Chilliwack's diverse history and heritage legacy.

### SERVICE OBJECTIVES

The following service objectives are consistent with the two goals described in the previous section. All City parks recreational and cultural initiatives directed toward achieving the two goals could be categorized under one or more of these twenty-one objectives.

#### Fostering a Sense of Community

1. **To Encourage Special Events and Celebrations:** Special events (e.g. carnivals, fairs, and the likes) can be contributed to a feeling of community identity and spirit. Therefore, the municipality should be involved in supporting special events to the extent necessary to ensure promotion of this objective.
2. **To Support Local Groups:** Local clubs, groups and agencies are and will be organizing and sponsoring leisure opportunities. The "people doing things for themselves" aspect of such groups is socially worthwhile and desirable. The City should support such groups in their efforts. Support may occur in a number of ways, including subsidized access to facilities, provision of public land, assistance in problem solving or help with promotion.
6. **To Protect Community Natural and Heritage Resources:** The protection of natural aesthetic features, vistas and natural phenomenon and the provision of public access to such features will contribute to a greater understanding of and pride in the community and, therefore, contribute to an enhanced sense of community. Also, heritage resources should be protected, interpreted and made available to local citizens in ways that help them to understand the community and its roots.
7. **To Beautify The Community:** The extent to which a community is seen by its residents as being visually pleasing is directly related to the potential for creating community identity, spirit and culture. Therefore, to make a community more beautiful is a worthwhile social objective worthy of City support if necessary.
9. **To Integrate Generations and Sub Groups Within Our Community:** Community growth can be fostered through increased contact between people of varying age groups within the community. The more contact and interchange between seniors and younger adults and children, the greater the potential for community growth. Therefore, in the provision of leisure services, attempts should be made to provide such contact and interchange between seniors and younger residents with a view toward transmitting cultural heritage across the generations. Community growth can further be fostered through an integrative mixing of various ethnic groups so that each better understands and appreciates the difference and strengths of the other. Multicultural recreation and cultural services can be used as a vehicle in making the community more cohesive. Community growth can also be fostered by integrating various groups of people with special needs into mainstream programming. Whether individuals have physical, emotional or mental special needs, recreation can be used as a leveling and integrative force.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## D. MUNICIPAL HERITAGE PROGRAMS

Comparison to similar municipalities provides some guidance as to how community heritage programs can develop over time, and what steps can be taken to establish policies and programs.

### CITY OF SURREY

- Population: 588,490
- Number of sites on the Heritage Register: ± 220
- Legally Protected Sites: 69 +
- Advisory Body: Surrey Heritage Advisory Commission (established 1976)

#### ***Heritage Program Highlights***

- Online heritage information on all heritage sites.
- *City of Surrey Heritage Strategic Review, 2010.*
- *City of Surrey Heritage Strategic Implementation Plan, 2016.*
- Nine neighbourhood heritage studies
- The Building Preservation Program provides grants to owners of protected heritage properties for stabilization, maintenance, and restoration of heritage buildings. Heritage Restoration Grants may cover up to 50% of the cost of eligible heritage work, up to a maximum of \$5,000 per project in a calendar year. An owner may also claim any unclaimed amounts from the previous two years to a maximum of \$15,000. Detailed requirements with respect to the Program are set out in City of Surrey Heritage Sites Financial Assistance Bylaw, 2003, No.15099.

### TOWNSHIP OF LANGLEY

- Population: 145,000
- Number of sites on the Heritage Register: 64
- Legally Protected Sites: 35
- Two Heritage Conservation Areas
- Advisory Body: Township of Langley Heritage Advisory Committee

#### ***Heritage Program Highlights***

- *Township of Langley Heritage Inventory, starting in the 1980s; updated several times.*
- *Township of Langley Heritage Strategy, 2012.*
- *Township of Langley Historic Context Statement & Thematic Framework, 2017.*
- Heritage Property Maintenance Standards Bylaw.
- Township of Langley Heritage Building Incentive Program is designed to assist with the costs of restoration, repair and maintenance of eligible heritage buildings within the Township of Langley (note: cost ± \$20,000/year). Grants are awarded based on the level of legal protection on the property and the funds available, to a maximum of \$10,000 per grant:
  - Heritage Register: up to 10% of project costs.
  - Covenant: up to 25% of project costs.
  - Designation or HRA: up to 50% of project costs.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## CITY OF DELTA

- Population: 108,455
- Number of sites on the Heritage Register: 70
- Legally Protected Sites: 6
- Four Heritage Conservation Areas
- Advisory Body: Delta Heritage Advisory Commission

### ***Heritage Program Highlights***

- *Delta Rural and Urban Inventories, 1997-2000.*
- *Delta Heritage Strategy, 2017.*
- Delta has passed a Bylaw (No. 7681) to establish a conservation levy of five percent to be applied to all new building permits.
- Financial assistance from the Heritage Conservation Fund is for a maximum of 50% of the capital costs of the works and the maximum financial assistance for any property in a single year is \$15,000. It is anticipated that approximately seven or more grants per year will be available.

## CITY OF MAPLE RIDGE

- Population: 90,990
- Number of sites on the Heritage Register: 28
- Legally Protected Sites: 11
- Advisory Body: Maple Ridge Community Heritage Commission

### ***Heritage Program Highlights***

- *Heritage Resources of Maple Ridge, 2018.*
- *Community Heritage Commission Heritage Plan, 2013.*
- Heritage Procedures Bylaw.
- Heritage Sites Maintenance Standards Bylaw.
- Offers *Community Charter* tax exemptions.
- Financial Incentives Program currently under review.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## E. HERITAGE TOOLKIT

This outline of a 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, and states overall goals for heritage conservation.
- Zoning and Development Bylaws (*Local Government Act*)**  
Outlines the existing general requirements for site development.
- Development Permit Controls (*Local Government Act*)**  
Provides specific requirements for areas designated as Development Permit Areas.
- 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.
- Community Heritage Commission (*Local Government Act*)**  
Enables the establishment of a Community Heritage Commission, which may have a city-wide mandate or be limited to a specific area or purpose.
- 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.
- 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.
- Reservation and Dedication of Municipal Property (*Local Government Act*)**  
The City can commit to the long-term protection of public property.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## ❑ **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.
- *Permissive 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 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. An HRA 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 registered on the Land Title. This may not vary siting, use or density, and is considered a form of continuing protection.
- *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 may be achieved through a Heritage Revitalization Agreement.
- *Transfer of Density (Local Government Act)*  
Transfers of density may be expedited through negotiated agreements.
- *Development Variance Permits (Local Government Act)*  
Allow for development requirements to be varied or waived.

### ❑ **Heritage Designation (Local Government Act)**

This tool is enabled under the Local Government Act, and provides legal protection and demolition control. Designation has generally been voluntary at the request of the property owner.

### ❑ **Heritage Alteration Permits (Local Government Act)**

HAPs are used to allow changes to legally protected heritage property.

### ❑ **Tree Protection (Local Government Act)**

Procedures are enabled to allow the City to protect and maintain significant identified trees.

# CHILLIWACK HERITAGE STRATEGIC ACTION PLAN

## 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. (*LGA s.606*: 60 days for temporary protection).
- ❑ **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.
- ❑ **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.