



**Heritage Action Plan
Review & Update**

**OPEN HOUSE
2010-NOV-17**

Welcome

Welcome to the Heritage Action Plan Update Open House. The purpose of this open house is to provide a summary of the results of the City's 1998 Heritage Action Plan and to solicit public input with respect to where the City should be focusing its resources next as they pertain to heritage conservation policy and action.

Please review the display boards and if you have any questions please speak with the City's Heritage Planner or Heritage Commission members in attendance. We would also encourage you to complete a comment sheet if you would like to formally submit input or suggest heritage related policy or actions that you feel would strengthen the City's existing Heritage Conservation Program. We appreciate this input as it will help to focus the heritage efforts of the City over the next few years.

The results of this public input will be presented to City Council in the form of a summary report on the status of the Heritage Action Plan.

Your help in this review is greatly appreciated. At this Open House, please:

- View the displays
- Ask questions and . . .
- Provide your comments

Heritage Action Plan - Purpose & Background

Purpose

In January, 1994, the City of Nanaimo Heritage Strategy was completed. The Strategy outlined heritage issues and opportunities, goals, objectives, priorities, and recommended actions for a City of Nanaimo Heritage Conservation Program. Building on this and other studies, a Heritage Action Plan was completed in 1998 to integrate heritage planning with the larger municipal planning framework.

Cities, to be vital, must develop and change over time. Heritage conservation is an important part of the management of this change. An effective heritage conservation program defines elements of a city's past that are key to its present identity, and provides means to encourage their retention.

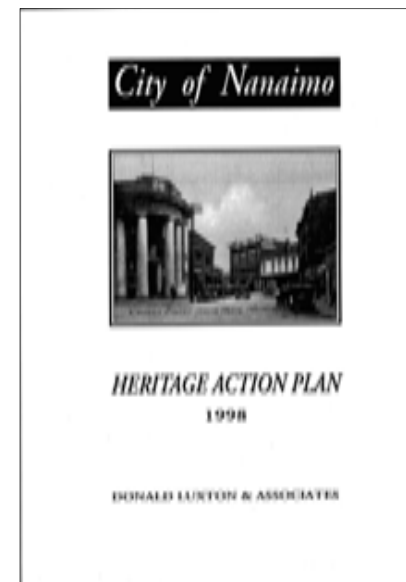
The purpose of the Heritage Action Plan was not to preclude development, but rather to facilitate the revitalization and rehabilitation of historic resources through appropriate management. There are many ways in which sensitive additions and infill, and new complementary uses, can be encouraged by incentives, and achieved through negotiation. The Heritage Action Plan sought to define ways in which the city can encourage private owners to achieve the goals of heritage conservation, to mutual benefit.

The primary objectives of the Heritage Action Plan were to:

- Promote the conservation of heritage resources;
- Enable Nanaimo's heritage resources to contribute effectively to the city's prosperity and quality of life for its citizens;
- Facilitate the development process by removing elements of uncertainty;
- Take advantage of the new tools in the Province's 1994 Heritage Conservation Legislation; and
- Promote flexibility in the city's response to applications affecting heritage resources.

Background

The process to create the Heritage Action Plan was completed in 1997-1998 and included a survey of significant heritage resources as well as the development of a proposed municipal management framework. The project was coordinated through the City's Strategic Planning Department, and involved consultation with city staff expected to be part of the management process. For the duration of this project, a separate steering group, the Heritage Futures Committee (HFC) was formed; the Nanaimo Community Heritage Commission was also involved throughout the project. The public was engaged through a call for public nominations of significant historic resources, and through a series of open meetings which were widely advertised. Although completed in 1998, the Heritage Action Plan was not received by Council until 2001.



Heritage Action Plan - Status Summary

The following summary identifies key actions contained within the Action Plan and the status of these actions.

ACTION #1: Create Community Heritage Register



PURPOSE: A Heritage Register is an official list of properties identified by a local government as having heritage value or character. Inclusion on a Heritage Register does not constitute heritage designation or any other form of permanent heritage protection. However, creation of a Heritage Register does allow City Council to implement temporary protection

measures for heritage buildings threatened with demolition or unsympathetic alteration by:

- withholding permit approval that would lead to alteration of a registered heritage building;
- temporarily withholding a demolition permit;
- requiring an impact assessment to determine the effect of a proposed development on a heritage building.

Properties listed on a Heritage Register can also take advantage of special "equivalency" provisions contained in the B.C. Building Code Heritage Building Supplement and can be used as a criterion for municipal grants and non-monetary incentive programs employed by the City.

STATUS: Completed – Heritage Register adopted by City Council on 2002-Sep-19 and updated every 1-2 years, including Provincial/Federal Government Statements of Significance updates between 2003-2006, and 2009.

ACTION #2: Adopt a consolidated set of conservation principles and standards



PURPOSE: Conservation principles and standards lay the ground work for heritage conservation policy.

STATUS: Completed - Currently referencing Federal Governments "Standards and Guidelines for the Conservation of Historic Places in Canada".

ACTION #3: Create Downtown Heritage Conservation Area



PURPOSE: A heritage conservation area provides long term protection to a distinctive area which contains resources with special heritage value and/or heritage character. In a heritage conservation area, a property owner with a listed property may not do any of the following without a heritage alteration permit:

- Subdivide property;
- Add a structure or addition to an existing structure;
- Construct a new building; or
- Alter a building, structure, land or feature.

STATUS: Completed – Heritage Conservation Area #1 encompassing the Downtown Core and Fitzwilliam Street corridor was added to the Official Community Plan on 1998-Apr-20.

ACTION #4: Adopt Heritage Procedures Bylaw



PURPOSE: A Heritage Procedures Bylaw formalizes terms and conditions for heritage revitalization agreements, heritage alteration permits, heritage inspections, delegation of permit authority to city staff and demolition delay procedures.

STATUS: Completed – Heritage Procedures Bylaw No. 5549 adopted 2002-Oct-21.

ACTION #5: Create Landscape Conservation Policy



PURPOSE: Conservation policies are not only applicable to buildings, but also to cultural landscapes such as parks, cemeteries, streetscapes, etc.

STATUS: Completed – On-going through Tree Protection Bylaw created in 1992 (currently under review for update).

ACTION #6: Expand Heritage Commission responsibility and advisory role.



PURPOSE: Increase Heritage Commission's role with respect to the Heritage Conservation Program by assisting staff with monitoring the Heritage Register, Heritage Conservation Program, and reviews of significant permit applications affecting registered heritage properties, including incentive grants / tax exemptions.

STATUS: Completed - Expanded Role On-going since 2002.

ACTION #7: Create Archaeological Sites Policy



PURPOSE: Archaeological sites are an important part of the City's Heritage Conservation Program. The City fills a key information and monitoring role by ensuring that proposed development that may impact known archaeological sites is brought to the attention of the B.C. Archaeology Branch.

STATUS: Completed – On-going through Protocol Agreement with the Provincial Archaeological Branch and City's own in-house archaeological site flagging system created in 2000.

ACTION #8: Create City Records Management Policy



PURPOSE: Historical records are an integral part of heritage conservation, and public access to these records is a key component of awareness and education programs. The City should continue its commitment to supporting the Nanaimo Community Archives Society and the Society's collection of valuable archival material.

STATUS: Completed – City has on-going commitment to storage, organization and maintenance of public records with the Nanaimo Community Archives.

Heritage Action Plan - Status Summary (Cont'd)

ACTION #9: Create Heritage Building Documentation and Salvage Policies



PURPOSE: The creation of a heritage documentation and salvage policy for use by City Staff will clarify the documentation and salvage procedure to be used by the City when a heritage building undergoes partial or full demolition.

STATUS: Completed – documentation policy adopted by Council in 2004. Did not Proceed with Salvage Policy due to material storage constraints.

ACTION #10: Promote Heritage Awareness



PURPOSE: Public awareness initiatives are key to promoting heritage conservation. These include the creation of brochures, interpretive signs and on-line information related to the City's history, as well as events such as the City's annual Heritage Summit and Heritage Art Show.

STATUS: Completed - Since 1999 the City has published a book on Nanaimo's built history as well as numerous self-guided heritage walk brochures, and created a website devoted to Nanaimo's history and heritage. The Heritage Commission sponsors an annual heritage art show, hosts an annual heritage summit, co-hosts a heritage awards luncheon, and has completed a number of heritage interpretive signs throughout the community.

ACTION #11: Create incentive programs - to encourage heritage conservation.



PURPOSE: Financial and regulatory incentives (such as façade improvement grants and regulatory relaxations) are effective tools for encouraging heritage conservation objectives. Many communities across North America use these tools to great effect, with the closest examples being the Cities of Victoria and Vancouver.

STATUS: Completed – the following incentive programs have been put into effect since 2003: Downtown Residential Conversion Tax Incentive Program; Heritage Façade Improvement Grant Program; and the Heritage Home Grant Program.

ACTION #12: Review Heritage Register Program / Policies every three years



PURPOSE: Periodic review of the City's heritage program/policies tracks progress and ensures objectives are still relevant.

STATUS: Ongoing - Done annually through Heritage Commission work plan process.

ACTION #13: Create an Old City Heritage Conservation Area



PURPOSE: See "Create Downtown Heritage Conservation Area".

STATUS: Did Not Proceed - not considered feasible given area is primarily single family residential in nature, and there is no precedent in Nanaimo to regulate single family residential development with a heritage alteration permit

ACTION #14: Create a Cemetery Conservation Master Plan



PURPOSE: Create a master plan that achieves the following objectives: identification and sensitization of key personnel involved in decision making and maintenance of cemeteries; development of overall maintenance standards; continuing headstone preservation and repair; augmentation of historic character through appropriate furnishing and plantings; removal of inappropriate plantings; better perimeter security and lighting; and development of public awareness through interpretive signs, brochures and walking tours.

STATUS: Almost Complete - Primarily addressed by City's existing cemetery maintenance policies. One action still remains incomplete – promotion of public awareness through interpretive signs and brochures

ACTION #15: Adopt an Anti-Neglect Bylaw



PURPOSE: An Anti-Neglect Bylaw permits the City to apply minimum maintenance standards to heritage buildings which are not maintained and are effectively being demolished through neglect.

STATUS: Did Not Proceed - not considered feasible given need for additional resources to enforce.

ACTION #16: Adopt a Heritage Stewardship Policy for city owned heritage buildings as well as individual heritage conservation plans for each building.



PURPOSE: A Heritage Stewardship Policy will formalize the City's commitment to the development of conservation plans for City owned heritage resources, work toward municipal designation of City owned heritage buildings, and develop new plaque/interpretive sign programs.

STATUS: No Comprehensive Action – Will do on a case by case basis as necessary. Plaque/interpretive sign policy adopted by Council in 2004.

ACTION #17: Review and Update Zoning in Old City to encourage conservation of heritage resources



PURPOSE: Review and update of zoning regulations in the area encompassed by Old City Neighbourhood Area (roughly bounded by Wallace Street, Victoria Road, Pine Street and Comox Road) will ensure that the zoning regulations are not discouraging heritage conservation objectives.

STATUS: Did Not Proceed – there have been no specific incidents of negative impact on registered heritage buildings.

ACTION #18: Update 1984 Heritage Building Design Guidelines



PURPOSE: Design guidelines for heritage buildings are used to guide alterations in a manner which protects and strengthens the buildings overall heritage value and character from an architectural perspective.

STATUS: Not completed – need to update 1984 Heritage Building Design Guidelines.

Heritage Conservation Incentives

Heritage Façade Improvement Grant Program

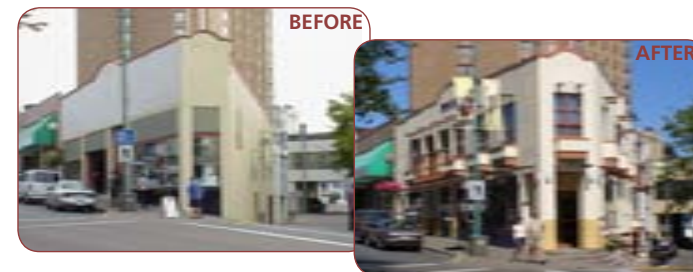
The Heritage Façade Improvement Grant Program was created by the City of Nanaimo in 2003 to provide financial incentives for heritage buildings as part of the City's Downtown Revitalization Strategy. The program is designed to provide financial incentives to encourage rehabilitation and enhancement of heritage buildings located in the City's downtown core, as well as promote economic growth and investment.

Key Incentive

Will cover up to 50% of the exterior façade improvement project cost, to a maximum of \$10,000 per building face fronting on a street. (See Heritage Façade Improvement Grant Program Application Guidelines and Procedures for additional details).

Projects Completed or Approved in Principle under the Program

| LOCATION | AMOUNT | PRIVATE INVESTMENT | YEAR |
|--|---------------------|-----------------------|------------------|
| Free Press Building (223 Commercial Street) | \$5,100.00 | \$10,300.00 | 2003 |
| Modern Cafe (221 Commercial Street) | \$5,400.00 | \$10,800.00 | 2003 |
| Old Fire Hall #2 (34 Nicol Street) | \$7,366.00 | \$16,088.78 | 2003 |
| Hall Block (37 Commercial Street) | \$1,770.00 | \$3,540.00 | 2003 |
| S&W Apartment (403 Fitzwilliam Street) | \$10,000.00 | \$41,152.20 | 2004 |
| Rawlinson and Glaholm Grocers (437 Fitzwilliam Street) | \$6,839.00 | \$14,161.78 | 2004 |
| Earl Block (Grassicks) (2 Church Street) | \$10,000.00 | \$22,737.88 | 2004 |
| BC Telephone Exchange (70 Bastion Street) | \$1,180.00 | \$2,360.00 | 2004 |
| A.R. Johnstone Block (174 Commercial Street) | \$7,661.00 | \$15,322.67 | 2004 |
| Commercial Hotel (121 Bastion Street) | \$12,063.00 | \$28,398.45 | 2004 |
| Angell's Trading (246 Fitzwilliam Street) | \$4,031.00 | \$8,062.00 | 2005 |
| Dakin Block (93-97 Commercial Street) | \$8,516.00 | \$19,867.80 | 2005 |
| Halse Block (200-206 Commercial Street) | \$1,980.00 | \$3,960.00 | 2005 |
| Gusola Block (120 Commercial Street) | \$20,000.00 | \$168,866.71 | 2006 |
| Mitchell Market (411 Fitzwilliam Street) | \$10,000.00 | \$48,795.84 | 2006 |
| Great National Land Building (17 Church Street) | \$1,719.00 | \$3,437.69 | 2006 |
| Brumpton Block (489 Wallace Street) | \$10,000.00 | \$46,384.61 | 2006 |
| St. Andrew's United Church (315 Fitzwilliam Street) | \$20,000.00 | \$84,477.59 | 2007 |
| Ranger's Shoes (306-314 Fitzwilliam Street) | \$10,000.00 | \$26,933.28 | 2007 |
| Willard Service Station (291-299 Wallace Street) | \$20,000.00 | \$41,048.69 | 2008 |
| Provincial Liquor Store (25 Cavan Street) | \$10,544.00 | \$21,088 | 2009 |
| Modern Cafe (221 Commercial Street) | \$10,000.00 | \$70,000 | 2008 |
| E&N Railway Station (321 Selby Street) | \$10,000.00 | \$1.3 million | 2010 |
| Nash Hardware (19 Commercial Street) | \$7,000.00 | \$47,657.86 | 2010 |
| Harris House (375 Franklyn Street) | \$3,000.00 | \$10,290.00 | 2010 |
| TOTAL GRANTS | \$214,169.00 | \$2,065,631.70 | 2003-2010 |



Heritage Conservation Incentives (Cont'd)

Downtown Residential Conversion Tax Exemption

The Tax Exemption Program has two main goals – one is to encourage new residential units; the other is to preserve heritage buildings in the Downtown Core.

Key Incentive

Full property tax exemption (up to 10 years) which is designed to offset the cost of seismic/building code/sprinkler/façade upgrade work required by a project. (See Downtown Residential Conversion Tax Exemption Program Application Guidelines and Procedures for additional details).

Projects Completed or Approved in Principle under the Program

| PROPERTY | TOTAL YEARS OF PROPERTY EXEMPTION | VALUE OF EXEMPTION |
|---|-----------------------------------|--|
| Commercial Hotel/Painted Turtle Guesthouse (121 Bastion Street) | 5 years | \$70,955.26 |
| Gusola Block (120 Commercial Street) | 10 years | 2007 - 2010: \$54,064.27 2011 - 2016: \$85,000.00 (est) |
| E&N Train Station (321 Selby Street) | 10 years | 2011-2020: \$300,000.00 (est) |



Heritage Home Grant Program

The purpose of the Heritage Home Grant Program is to enhance and conserve Nanaimo's historic residential building resources. To achieve this objective the program provides financial assistance for structural and exterior building improvements which follow the Federal Government's "Standards and Guidelines for the Conservation of Historic Places in Canada."

Key Incentive

Heritage Home grants cover up to 50% of total exterior building or structural improvement project cost, to a maximum of \$2,500 per building,

Projects Completed or Approved in Principle under the Program

| LOCATION | AMOUNT | PRIVATE INVESTMENT | YEAR |
|--|--------------------|---------------------|------------------|
| Garland Farm House (467 Eighth Street) | \$1,600.00 | \$3,435.57 | 2006 |
| Western Fuel Company House #24 (715 Farquhar Street) | \$2,500.00 | \$12,987.66 | 2006 |
| Sullivan Residence (673 Selby Street) | \$2,500.00 | \$8,600.00 | 2006 |
| Newbury Farm House (678 Second Street) | \$2,500.00 | - | 2006 |
| Newbury Residence (39 Milton Street) | \$2,500.00 | \$5,749.30 | 2007 |
| Hall-Layer Residence (115 Machleary Street) | \$2,500.00 | \$7,000.00 | 2007 |
| Gulliford Residence (285 Wall Street) | \$2,500.00 | \$6,340.47 | 2007 |
| Van Houten Residence (185 Mt Benson Street) | \$2,500.00 | \$7,167.72 | 2007 |
| Wilkinson Residence (305 Kennedy Street) | \$2,500.00 | \$7,500.00 | 2008 |
| Parrot Residence (411 Machleary Street) | \$2,500.00 | \$6,357.75 | 2008 |
| Sharp Residence (261 Vancouver Avenue) | \$2,500.00 | \$8,550.83 | 2008 |
| Wells Residence (904 Wentworth Street) | \$2,500.00 | \$10,400.00 | 2008 |
| Spence House (746 Railway Avenue) | \$2,500.00 | \$7,795.98 | 2009 |
| Bird Residence (461 Vancouver Avenue) | \$2,500.00 | \$8,950.00 | 2009 |
| Girvin Avenue Residence (797 Girvin Avenue) | \$2,500.00 | \$6,562.50 | 2009 |
| Newbury Farmhouse (678 Second Street) | \$2,500.00 | \$6,579.14 | 2009 |
| Garland Farm House (467 Eighth Street) | \$900.00 | \$8,436.50 | 2010 |
| Harrison Residence (546 Prideaux Street) | \$2,500.00 | \$30,450.00 | 2010 |
| TOTAL GRANTS | \$40,000.00 | \$152,863.42 | 2006-2010 |

Heritage Promotion and Awareness Projects

The following is a sample of the many public awareness initiatives completed under the Heritage Conservation Program, including brochures, interpretive signs, heritage summits, and art events.

NANAIMO'S CHINATOWNS

From the early 1800s to the 1950s, Nanaimo's Chinatowns were a vibrant part of the city's history. This brochure explores the development of these communities, from the early 19th-century settlement to the mid-20th-century boom and subsequent decline. It features historical maps, photographs, and text detailing the lives of the residents and the architectural heritage of the area.

A Walk Through Time

Welcome to the Southend.

After downtown, the Southend is Nanaimo's oldest neighbourhood. Miners, storekeepers and mine executives lived here in the shadow of the No. 1 Mine. The area's original mixed residential and industrial past continues to define the neighbourhood today.

This brochure provides a guided tour of the Southend, highlighting key historical sites such as the Southend School, the Southend Hotel, and the remains of the No. 1 Mine. It includes a map of the area and descriptions of the buildings and their historical significance.

Chase River Pioneers

Chase River Settlement

In the early 1800s, the Chase River area was a frontier settlement. This brochure details the early days of the settlement, the challenges faced by the pioneers, and the development of the community. It features historical photographs and maps of the area.

Settlers Welcomed

The early days of the settlement were a time of hardship and struggle. This section describes the lives of the early settlers and the challenges they faced in a remote and often hostile environment.

The Stark Family

The Stark family was one of the early settlers in the Chase River area. This section provides a detailed account of their lives and their contributions to the community.

How Chase River Got Its Name

The name 'Chase River' has a fascinating history. This section explores the various theories about the origin of the name and the role of the river in the settlement's development.



A Walk Through Time

By the late 18th century, Nanaimo had become a significant settlement. This brochure explores the early days of the city, from the first European contact to the establishment of a permanent community. It features historical photographs and text detailing the early history of the city.

Colonial Corrosion & Coal

The Maritime Corrosion of Nanaimo

This brochure discusses the impact of coal mining on the environment and the health of the community. It features historical photographs and text detailing the early days of coal mining in Nanaimo.



The Miner's Cottage

This brochure provides a detailed account of the lives of the miners and their families. It features historical photographs and text detailing the challenges of life in a mining community.

Snuneymuxw Settlement at Departure Bay

SF'lap Village Site

This brochure explores the archaeological site of the Snuneymuxw settlement. It features historical photographs and text detailing the lives of the Snuneymuxw people and their relationship with the land.

Displacement of SF'lap Village Site

The displacement of the Snuneymuxw settlement is a significant event in the city's history. This section provides a detailed account of the displacement and its impact on the community.

Circle of Life (with 6000)

The Snuneymuxw people had a deep connection to the land and the sea. This section explores the 'Circle of Life' and the role of the Snuneymuxw people in the community.

A Walk Through Time

This brochure explores the early days of the city, from the first European contact to the establishment of a permanent community. It features historical photographs and text detailing the early history of the city.

NANAIMO'S FIRE DEPARTMENT

This brochure provides a detailed account of the history of the Nanaimo Fire Department. It features historical photographs and text detailing the early days of firefighting in Nanaimo.



WELLINGTON COAL MINES

This plaque commemorates the pioneering spirit of the early settlers from many countries who came to mine coal and harness the T'wi men who perished deep in the mine beneath this peak.

They are remembered...

List of names of miners who were killed in the explosion. This section provides a list of names and dates of the miners who were killed in the explosion, along with their families and the circumstances of their deaths.

Heritage Protection Tools Available to Municipalities Under the *Local Government Act*

The following summarizes the regulatory powers available to the City of Nanaimo under the *Local Government Act* that can be used to promote heritage conservation, and lists them in order of strength as a legal protection tool.

LEGAL PROTECTION LEVEL

HIGHEST

Heritage Designation

Heritage designation can provide long-term protection to a single property, a portion of a property (exterior, interior, landscape features), or more than one property. Designation can prohibit demolition, structural alterations, and land changes, and alterations to specified exterior, interior fixtures, and landscaping. If designation of a property causes a reduction in the market value of the property at the time of designation, the local government must compensate the owner.



HIGH

Heritage Revitalization Agreement/Heritage Conservation Covenant

Allows a local government to negotiate terms of a contractual agreement with a property owner to protect a site. In addition, heritage revitalization agreements can vary or supplement numerous bylaw and permit conditions, including:

- Zoning and subdivision requirements (including use and density);
- Development cost recovery;
- Development permits;
- Heritage alteration permits.



MODERATE

Heritage Conservation Area

Local governments can define special areas in the OCP to provide long-term protection to a distinctive heritage area. Heritage conservation areas may require a heritage alteration permit for:

- Subdivision;
- Building additions;
- New construction;
- Alteration of an existing building, structure, land, or feature.



LOW

Heritage Register

A heritage register is an official list of heritage properties that have heritage value or character for a community. The register has legal status and can provide short-term protection to listed heritage resources. A register allows a local government to:

- Temporarily withhold approval for an action that would lead to alteration of a listed heritage property;
- Temporarily withhold a demolition permit;
- Require an impact assessment to determine the effect of a proposed development on a heritage property, before the development takes place.

A heritage register can be used to delay, but not deny a demolition or development permit. The local government has no obligation to compensate a property owner for placement of their property on the register.



NONE

Heritage Inventory

A heritage inventory is a list of heritage resources that may have heritage value or character for a community. Although an inventory is often used as a planning aid, it does not have legal status until it, or a portion of it, is adopted as a heritage register by a resolution of the local government. A heritage inventory cannot be used to delay or deny a demolition or development permit.



Comments

Please take some time to complete the Comments Sheet provided and drop it in the Comments Box on your way out, or mail to:

City of Nanaimo
Community Planning Section
455 Wallace Street
Nanaimo, B.C. V9R 5J6

Or drop off at the City Hall Annex at 238 Franklyn Street
no later than ***DECEMBER 1, 2010.***

Thank you

On behalf of the City of Nanaimo and the Nanaimo Community Heritage Commission, thank you for attending this open house and providing your input.