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Focus Group Workshop, March 22, 1999

Public Meeting, June 8, 1999

Acknowledgements

Amendment January 2007: Added Appendix G – Heritage Action Plan

The British Columbia Heritage Trust has provided financial assistance to this project to support conservation of our heritage resources, gain further knowledge and increase public understanding of the complete history of British Columbia.

EXECUTIVE SUMMARY

Over the last decade Saanich has established an effective planning framework for the conservation of significant heritage resources. Through a balanced program of incentives and regulations, the municipality has been successful in promoting conservation, and has achieved legal protection for a number of important sites. It is now timely to update Saanich's strategic heritage planning, and determine the most effective future direction for the heritage program.

Saanich already makes a substantial contribution to the preservation and operation of municipally-owned sites, and assists private building owners through the Saanich Heritage Foundation. Building on the past and continuing success of these heritage initiatives, these proposed revisions to the existing Heritage Management Plan recognize the evolving goals and needs of the heritage program, and recent changes to the legislative framework.

The following changes are proposed to the current *Saanich Heritage Management Plan*:

1. Update Municipal Policies and Procedures

In 1994 the Province passed revised heritage legislation that enabled a new range of conservation initiatives. Virtually all of the tools the municipality is liable to use in the conservation of heritage resources are now included in the revised Municipal Act. Refinements are therefore proposed to Saanich's development and building permit review process that would streamline the review process, and provide more certainty about municipal expectations. A number of financial, developmental and administrative incentives are also proposed, that would facilitate heritage conservation.

- Adopt the *Saanich Heritage Management Plan 1999*.
- Appoint a Council Member to sit as liaison to the Saanich Heritage Advisory and Archival Committee (SHAAC).
- Adopt provincial standards and guidelines as the basis of heritage permit review.
- Adopt a Heritage Procedures Bylaw to define an integrated approach to heritage planning.
- Designate municipally-owned sites on the Heritage Register. Develop conservation plans and annual maintenance programs for each site.

- Pursue legal protection for ancillary features (stables, garages, barns, rock walls, significant landscape features, etc.) and significant interior features not identified in existing designations. Identify and assess these additional features when considering legal protection for future designations.
- Enact a Minimum Maintenance and *Anti-Neglect Bylaw*.
- Allocate resources to further study specific issues related to historic cemeteries, and develop a Master Plan for municipal cemetery conservation.
- Initiate a study of significant country roads.
- Apply for Federal recognition of the *Nellie McClung Residence*, the *Bruce Hutchison Residence*, and the Dominion Astrophysical Observatory.

2. Update the Heritage Inventory and Heritage Register

An inventory of historic structures was endorsed by Council and published in 1991. Saanich passed an official listing of heritage properties, the Saanich Heritage Register in 1997. There are 264 sites included on the Register, which identifies a broad range of structures that illustrate all phases of Saanich's historical development. The structures identified on the Heritage Register are subject to a number of changes over time. Since the inventory was completed, there are other resources which have been recognized as having heritage merit. It is now timely to review the range of resources that constitute the community heritage of Saanich.

- The Heritage Inventory should be updated, and the Heritage Register amended to reflect changes in the situation of heritage resources.
- Undertake further identification of significant trees, landscape features, views, vistas and heritage areas.
- Pass a revised Heritage Register Bylaw to reflect the findings of the updated inventory.

3. Establish a West Saanich Road Heritage Conservation Area

West Saanich Road is an important link with Saanich's past. It retains a significant concentration of heritage resources, indicative of its importance as an historic transportation corridor. The surrounding area retains its rural character and traditional agricultural uses. As one of the main routes to Butchart Gardens, it is a key part of an integrated regional tourist strategy. Relatively untouched by recent development, West Saanich Road remains one of the most charming country roads on Vancouver Island. Given the scope of the area, the importance of its historic resources, and the tools available under existing legislation, it is recommended that the most effective way to manage the West Saanich Road corridor would be a Heritage Conservation Area Bylaw.

- Saanich should further study the designation of the West Saanich Road Corridor as a Heritage Conservation Area. This should be part of a joint regional study with Central and North Saanich, to establish the feasibility of protecting the entire length of the corridor.

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This updated Heritage Management Plan will allow municipal staff, the Saanich Heritage Advisory and Archival Committee, property owners and the public to better understand and manage situations involving changes to heritage sites.

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1.0 INTRODUCTION

Over the last decade Saanich has established an effective planning framework for the conservation of significant heritage resources. Through a balanced program of incentives and regulations, the municipality has been successful in promoting conservation, and has achieved legal protection for a number of important sites. It is now timely to update Saanich's strategic heritage planning, and determine the most effective future direction for the heritage program.

Building on the past and continuing success of existing heritage initiatives, the *Saanich Heritage Management Plan* seeks to:

- Promote the conservation of Saanich's significant heritage resources,
- Enable these resources to contribute effectively to the municipality's prosperity and quality of life for its citizens,
- Provide a clear regulatory and permit review framework, removing any elements of uncertainty for owners and the municipality,
- Continue to identify other historic resources,
- Take advantage of the new tools in the 1994 Heritage Conservation Legislation, and
- Promote support for heritage in the municipality's response to applications.

The following are the steps required to implement this revised management plan. Further information is provided throughout the body of this report, and in ***Section 6.0 Strategic Implementation***.

1. ***Update Municipal Policies and Procedures***
2. ***Update the Heritage Inventory and Heritage Register***
3. ***Establish a West Saanich Road Heritage Conservation Area***

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2.0 THE HERITAGE RESOURCES OF SAANICH

2.1 SAANICH HERITAGE REGISTER

Saanich passed an official listing of heritage properties, the Saanich Heritage Register, in 1997. There are 264 sites included on the Register, as listed in *Appendix A*.

The Register identifies a broad range of structures that illustrate all phases of Saanich's historical development. They provide a tangible link with the past and a meaningful sense of historical continuity.

The Heritage Register is not a form of legal protection. There may be implications, however, when the owner is considering redevelopment. For a Register-listed site, a building or demolition permit may be delayed or withheld while an impact or heritage assessment is prepared. Conversely, inclusion on the Register allows incentives to be offered in exchange for conservation, and allows immediate eligibility for B.C. Building Code relaxations.

For the Heritage Register sites, the following current ownership can be identified:

- Private Owners: 212
- Municipally-Owned: 12
- Other Public Owners: 9
- Provincially-Owned: 4
- Federally-Owned: 1
- Corporate Owners: 12
- Institutional Owners: 14

2.2 OTHER HISTORIC RESOURCES

There are many community heritage resources, other than buildings and structures, that contribute to the historic character of Saanich. These include:

- **Significant and Protected Trees (Discussed in Section 4.6)**
- **Historic Cemeteries (Discussed in Section 4.7)**
- **Country Roads (Discussed in Section 4.8)**
- **Archaeological Sites (Discussed in Section 4.9)**

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The Saanich Archives (see *Section 3.5*) is the most significant local collection of historic research material, and as such is an invaluable community asset.

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3.0 FRAMEWORK FOR THE HERITAGE PROGRAM

The Saanich *Heritage Management Plan 1999* will allow municipal staff, the Saanich Heritage Advisory and Archival Committee (SHAAC), property owners, and the public to better understand and manage situations involving changes to heritage sites. This section discusses the existing heritage program, initiatives and regulations that are currently in place.

Saanich already makes a substantial contribution to the preservation and operation of municipally-owned sites, and assists private building owners through the Saanich Heritage Foundation. It is therefore essential to ensure proper management of funding, and to foster partnerships between community groups, and the public and private sectors. Effective conservation can also be achieved through the negotiation of density bonuses and transfers, revitalization agreements and other development incentives, as discussed in the following sections of this report.

3.1 PROVINCIAL ENABLING LEGISLATION

Prior to 1994 there were two provincial Acts that most directly enabled municipal heritage conservation initiatives, the *Heritage Conservation Act* and the *Municipal Act*. These two Acts, and a number of others, were amended through the *Heritage Conservation Statutes Amendment Act 1994*. In addition to the old tools, this enabled a whole new range of conservation initiatives, which are now available to the municipality. *Please note that virtually all of the tools the municipality is liable to use in the conservation of heritage resources are now enabled under the revised Municipal Act.*

The legislative tools available to the municipality are summarized in *Appendix C: Heritage Conservation Toolkit*. Further information on the 1994 legislation is available in a Provincial publication, *'Heritage Conservation: A Community Guide.'*

3.1.1 The Agricultural Land Commission

The Agricultural Land Commission (ALC) is an independent Provincial agency dedicated to protecting the scarce supply of agricultural land that is important to the current and future needs of British Columbia. 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*. In addition a *Farm Practices Protection Act* was passed in 1995/1996 that gave local government better tools for managing growth, and moved land use planning for agriculture into the mainstream.

The Agricultural Land Commission has demonstrated an increased willingness to negotiate over heritage issues. This is a positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production. These issues are more fully explained in *Appendix E*.

3.2 MUNICIPAL PLANNING TOOLS

3.2.1 *Saanich General Plan 1993*

The Plan makes specific reference to Heritage in Part 13. The following statements are made regarding the heritage program:

GOAL

- The preservation and enhancement of heritage resources.

OBJECTIVES

- To increase heritage awareness.
- To preserve heritage resources.
- To encourage the sustainability of heritage buildings, structures and associated lands.

There are also a number of policies regarding heritage resources, which are listed in *Appendix D* of this report.

3.2.2 *Local Area Plan Designations*

For the Heritage Register sites, the following current Local Area Plan designations can be identified:

- | | |
|----------------------------|--------------------------------------|
| • Attached Housing: 3 | • Industrial: 1 |
| • Burial Park: 1 | • Institutional: 25 |
| • Commercial/Industrial: 1 | • Multi-family: 1 |
| • Commercial: 7 | • Municipal Administration Centre: 1 |
| • Future Industrial: 1 | • Park: 8 |
| • Future Park: 2 | • Regional Trail: 1 |
| • General Residential: 172 | • Rural Residential: 40 |

3.2.3 Zoning

For the Heritage Register sites, the following current zoning can be identified:

- A-1: 40
- A-2: 1
- C-1: 3
- C-2: 3
- C-3: 1
- C-4: 2
- C-6: 1
- M-1: 1
- P-1: 16
- P-3: 2
- P-3CT: 1
- P-4: 7
- P-4N: 2
- P-7: 1
- RA-3: 2
- RD-1: 1
- RS-4: 1
- RS-6: 100
- RS-8: 4
- RS-10: 20
- RS-12: 16
- RS-12A: 1
- RS-13: 3
- RS-16: 12
- RS-18: 14
- RT-3: 3
- SPLIT: 5

3.3 SAANICH HERITAGE ADVISORY AND ARCHIVAL COMMITTEE

In 1974 the Saanich Heritage Advisory Committee was established to identify and formulate policy for the conservation of historic structures in the municipality and to advise Council on other matters of heritage significance. In 1984 the role of the Committee was expanded to include advising Council on matters concerning the Saanich Archives (Bylaw No. 5291). Its name has been changed to the Saanich Heritage Advisory and Archival Committee (SHAAC). Eight members are appointed from the community-at-large; a member of the Planning Department serves as technical advisor; and the Municipal Archivist serves as historical advisor. There is currently no direct Council liaison to the SHAAC.

In addition to advising Council, SHAAC has been active in promoting heritage conservation through programs in elementary schools, an annual heritage fair, and an annual bus tour to view heritage buildings.

- ***ACTION: Appoint a Council Member to sit as SHAAC liaison.***

3.4 THE SAANICH HERITAGE FOUNDATION

The Saanich Heritage Foundation (SHF) was established in 1984 as a non-profit society to promote heritage conservation by providing financial assistance to the owners of designated heritage buildings. The goals and objectives of the SHF are to:

Promote and encourage the preservation of significant examples of Saanich's heritage buildings and sites.

Provide grants to owners of designated heritage buildings for the purpose of assisting in costs of the preservation, maintenance and restoration of such structures.

Promote and encourage public awareness of all aspects of Saanich's heritage.

Raise funds and acquire assets, to enable the Foundation to carry out the above objectives.

The restoration grants program has been very successful, and has been supplemented by public awareness initiatives. The Improvement and Restoration Guidelines used to assess grant applications were updated in 1999, and are very comprehensive. To date the SHF has not provided funding for any commercial buildings. The SHF is also capable of acquiring and managing heritage properties, and is currently managing 1248 Burnside Road West, a municipally-owned property.

3.5 SAANICH ARCHIVES

The collection of the Saanich Archives focuses on the development of Saanich, and includes municipal records, biographies of pioneers, oral history interviews and photographs. Much of the information in the archives has been donated by local residents. In addition there are files on individual buildings identified in the inventory, organized by street address. This archival collection is an invaluable component of Saanich's heritage program.

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4.0 ADMINISTRATIVE POLICIES AND REGULATIONS

4.1 DEVELOPMENT REVIEW PROCESS

4.1.1 Conservation Principles, Standards and Guidelines

There are heritage guidelines in place for the SHF review of grant applications, but Saanich has not yet adopted a set of conservation principles, conservation standards and development guidelines for the assessment of permit applications. Saanich should adopt the B.C. Heritage Trust Technical Paper Series 9: *'Principles of Heritage Conservation;'* Technical Paper Series 10: *'Restoration Principles and Procedures;'* and Technical Paper Series 11: *'Rehabilitation Principles and Guidelines'* as the basis of their heritage application review process.

- ***ACTION: Adopt provincial standards and guidelines as the basis of heritage permit review.***

4.1.2 Heritage Procedures Bylaw

The new provisions of the *Municipal Act* enable the municipality to enact a Heritage Procedures Bylaw, that would define an integrated planning approach to heritage applications, and expedite permit review for heritage resources. This bylaw would outline development procedures for sites identified as having heritage significance, including delegation of authority. This is not intended to provide special treatment for heritage projects, rather it compensates for any additional consideration required in their processing.

It is recommended that the municipality enact an Heritage Procedures Bylaw that would consolidate and fast-track permit review procedures. It would clarify the municipality's expectations regarding applications involving potential heritage sites, and implement an inter-departmental team approach to reviewing and processing applications involving heritage resources; it would also allow Council to delegate authority for the negotiation of heritage issues. The Heritage Procedures Bylaw could include the following components:

- ***Heritage Revitalization Agreements and Heritage Alteration Permits***
Heritage Revitalization Agreements are enabled under MA s.966. Terms and conditions for issuance, and procedures for applications to amend, under MA s.972, s.973.
- ***Heritage Inspections***
Terms and conditions of when and by whom such an inspection will be undertaken. [MA s.956, s.957].

- **Delegation of Authority**
Regarding who is authorized to negotiate on behalf of the municipality.
- **Reconsideration**
Procedures to be followed when the applicant is not satisfied.
- **Demolition Delay**
Under the provisions of the *Municipal Act*, a municipality may effect temporary delays of work for undesignated sites. Such delay may provide a useful preventative measure when a Council is undecided on the significance of an endangered building. This delay is intended to allow the municipality to assess the heritage significance of the site. At the end of the delay, the municipality must either designate, or else allow the proposed development to proceed. See *Appendix C: Heritage Conservation Toolkit* for further information. One drawback of this form of temporary delay is that there is no mechanism to guarantee that the owner will negotiate; Council must still face the problem of compensation for designation under the current legislation. An owner can simply wait out the delay. To close this gap in the legislation, the municipality may adopt as part of the Heritage Procedures Bylaw a resolution which prohibits demolition of buildings on the Heritage Register until certain conditions have been met. Under the *Municipal Act*, the municipality is enabled to regulate and prescribe the conditions governing the issue of demolition permits. The municipality could then withhold a demolition permit until:

Certain specified information, such as a heritage assessment, or documentation of the existing building, is provided, or

Until a Cost Benefit Analysis has been completed, or

Withhold the issuance of the permit until a new building permit has been issued (to prevent speculative demolition).

Documentation should be undertaken prior to the demolition of any building listed on the Heritage Register (see *Section 4.11*). In cases where the demolition cannot be prevented, salvage procedures should be undertaken (see *Section 4.12*).

- **Cost Benefit Analysis**
In the case of potential demolition of Heritage Register buildings in a Development Permit Area, it is recommended that the municipality consider requesting developers to prepare a cost benefit analysis of the retention of the building as part of the development. Under the *Municipal Act*, a municipality has the right to include requirements that affect the character of a development in a

development permit application. This analysis should take into account any incentives being offered by the municipality for retention and rehabilitation of the building.

- ***Demolition Fee***

Current fees for a demolition permit are \$100, with no distinction between Heritage Register sites and other buildings. It may be desirable to institute an increased demolition fee for buildings listed on the Heritage Register, based on a cost return basis. This could include the cost of documentation, if the municipality decides to undertake this task. In order to encourage the conservation of buildings in a more general sense, Saanich may wish to follow the example of Sidney, which now charges a percentage of the assessed value of the building as a demolition fee, but only \$50 if the building is moved.

- **Priority Routing**

Heritage building owners frequently view the permit process as difficult and unpredictable with respect to bylaw requirements and processing time. In order to ensure that heritage permit applications are expedited, there are several steps which could be taken to ensure efficient processing, including:

- Improved interdepartmental staff awareness.
- An inter-departmental team approach to expedite the review and processing of applications involving heritage resources.
- Where appropriate, a preliminary design conference for proposed changes, to provide conservation advice and assessment of development proposals.
- The Building & Licenses Division should review the issue of heritage building code equivalencies.
- This should not be seen as special treatment for heritage applications, but rather as compensation for any extra time required to process the application or for the negotiations involved in heritage retention.
- ***ACTION: Adopt a Heritage Procedures Bylaw to define an integrated approach to heritage planning.***

4.1.3 Building Permits

Before a building or structure can be altered, demolished, or relocated, a building permit must first be obtained. Current practice is that the Engineering Services Department - Inspection Services Division monitors all Heritage Register sites and notifies the Planning Department of applications to demolish, relocate, or alter the exterior prior to issuing a building permit. In the case of designated heritage structures, a Heritage Alteration Permit is required before a building permit can be issued.

Heritage Alteration Permit applications are processed by the Planning Department and forwarded to SHAAC for comment prior to consideration by Council. In the case of non-designated heritage buildings or structures, minor exterior alterations that do not impact on the heritage character or significance may be approved by the Planning Department. More significant alterations that may impact on the heritage character or significance are forwarded to SHAAC for review and possibly a report to Council. The Municipal Act permits Council by resolution to withhold a permit for up to 60 days in order to consider the heritage significance. Where a bylaw is introduced to designate a building or structure as a municipal heritage site, Council has an additional 60 days in which to make a final decision. Where significant changes are proposed to non-designated buildings, the Municipal Clerk is advised immediately in order that Council can consider a resolution to withhold the permit pending review of the heritage considerations.

Policies

- Require the Manager of Inspection Services to forward building permit applications related to protected buildings, structures, or sites to the Planning Department for consideration by SHAAC, and a Heritage Alteration Permit issued by Council.
- Require the Manager of Inspection Services to forward building permit applications related to non-protected heritage buildings, structures or sites to the Planning Department for approval of minor change, or consideration by SHAAC.
- Require the Manager of Inspection Services to forward building permit applications related to non-protected heritage buildings, structures, or sites to the Planning Department for approval of minor changes or consideration by SHAAC.
- Where changes to non-protected heritage buildings, structures, or sites have the potential to impact on heritage character or significance, require the Planning Department to refer the building permit application to the Municipal Clerk for consideration by Council of a resolution under Sections 960-964 to withhold the building permit before forwarding the application to SHAAC for review.
- Where a building permit is issued to demolish a heritage building or structure, the owner should be encouraged to:
 - a) Provide the Municipal Archives with a photographic record of the building or structure, including interior details, prior to demolition;

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b) Salvage materials, windows, and features of architectural or historical significance.



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4.1.4 Zoning, Development Permit, and Development Variance Permits

All zoning, development permit, and development variance permit applications are processed through the Development Section of the Planning Department. Applications are checked for heritage significance during the internal circulation process. They are also circulated to the Parks and Recreation Department for comment on parks, recreation, and landscape concerns including heritage trees. Where the circulation process indicates heritage considerations, SHAAC is requested to comment on the proposal. All comments are assimilated by the Planning Department and a report is prepared to Council or Committee.

A major concern with the current process, particularly with heritage properties which are subject to rezoning, is that the applicant's plans are often only conceptual and, therefore, are subject to change based on final designs. Agreement in principle by SHAAC is sometimes construed as an absolute approval and there is no opportunity to comment on the final design. Another concern is

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that Zoning Bylaw requirements, building code requirements, and the design panel considerations are often at variance with heritage objectives. In order to minimize delays in the zoning process, applicants should be encouraged to discuss heritage considerations with the Planning Department at an early stage in the process. If necessary, the Planning Department can seek additional input from SHAAC without unduly delaying the circulation process, and communicate any concerns to the applicant for consideration prior to final design submission. Once final designs are available they should be formally reviewed by SHAAC prior to submission to the Advisory Design Panel in order that the Design Panel can be aware of any heritage concerns in making their comments to Council.

Policies

- *Encourage developers to discuss heritage considerations with the Planning Department prior to submitting a rezoning, development permit, or development variance permit application.*
- *Refer development proposals involving heritage buildings and structures to SHAAC for comment prior to consideration by the Advisory Design Panel.*
- *Where heritage buildings or structures form a significant cluster, or heritage streetscape, consider amending the Official Community Plan to designate the area a Heritage Conservation Area under Section 880 of the Municipal Act.*
- *Consider incentives such as density bonuses at the time of rezoning as a means to encourage preservation of heritage resources.*
- *Where land adjacent to a site containing a heritage building is subject to an application for rezoning or development permit approval, the impact of the proposed development on the heritage building should be carefully considered.*

4.1.5 Subdivision Applications

All applications for subdivision of land are processed through the Subdivision Section of the Planning Department, and like zoning applications, they are circulated for comment to various municipal departments before conditional approval is granted. During the circulation process, each application is checked for heritage considerations. Unlike zoning, development permit, and development variance permit applications which are referred to Council for approval, the Municipal Approving Officer is responsible for approval of subdivision applications. In Saanich, the Municipal Planner is also the Approving Officer.

Where an application for subdivision includes heritage considerations, the application is referred to SHAAC for comment prior to granting conditional approval. Where specific considerations

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are deemed by the Approving Officer to be necessary in order to protect the integrity of the heritage resource, specific requirements are listed in the letter of conditional approval.

Policies

- Request the Planning Department to continue to refer applications for subdivisions involving heritage resources to SHAAC for comment.
- Request the Approving Officer to consider the comments of SHAAC before granting conditional approval.
- Where land adjacent to a site containing a heritage building is being subdivided, request the Approving Officer to carefully consider the possible impact of the subdivision on the heritage building before granting conditional approval to the subdivision.

4.2 MUNICIPAL LEGAL PROTECTION

The municipality is empowered to protect heritage property through legal protection. This can extend to buildings, structures or lands in whole or in part. Council approval is then required for demolition or exterior alterations. The following are the ways in which legal protection can be afforded to heritage sites:

Restrictive Covenants

Restrictive covenants (*Land Title Act s. 217; Municipal Act s.302, s. 305, s.306*) allow for the negotiation of a contractual agreement with the owner, that is then registered on the Land Title. This may not vary siting, use or density.

Heritage Revitalization Agreement (HRA)

HRAs are enabled under the *Municipal Act s.966*. This is potentially the most useful new conservation tool, and has been widely used by other municipalities. This 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.

Municipal Heritage Designation

Municipal designation (*Municipal Act s.967, s.968, s.969*) is the best known form of legal protection, but is no longer the only way in which sites can be protected. Designation provides long-term protection and demolition control, and may be negotiated in exchange for development incentives. It may also be used in conjunction with other forms of protection.

Heritage Conservation Area (HCA)

Under the *Municipal Act* the municipality can define special areas in the OCP to provide long-term protection to distinct heritage areas. An HCA may protect some or all of the properties, depending on the way the bylaw and the schedule are written. A Heritage Alteration Permit is the tool by which changes are then allowed to individual properties.

In all cases it should be explicitly stated what is historically significant on each site and therefore protected. *Legal protection must be a prerequisite for the offering of incentives to private owners, as well as for any application for ALR incentives.*

There are 70 designated heritage structures in Saanich; refer to *Appendix B: Municipally Designated Heritage Sites* for further information. Only these sites may be considered legally protected; the other potential Heritage Register sites have no such protection.

It is recommended that a policy for legal protection of individual heritage buildings by the municipality be developed, employing the following guidelines:

Legal protection should be sought over time for all buildings listed on the Heritage Register. This protection should be voluntary when possible; in cases of voluntary protection, the owner waives any future claim to compensation under the Act. Legal protection should also be required, as a guarantee of long-term

preservation, when incentives are given to a building owner. The municipality may be able to fulfill any compensation requirements for designation by offering density bonuses or other incentives. Further study of designation procedures, and their relationship to Heritage Revitalization Agreements, is recommended.

All publicly-owned buildings on the Heritage Register should receive legal protection. The municipality can set the example by proceeding with heritage designation of its own buildings on the Register. Other public authorities should then be encouraged to follow suit.

The designation of a *Heritage Conservation Area* provides legal protection to sites identified in the schedule to the establishing bylaw.

The *Heritage Conservation Act* does not specifically define compensation for designation. Further, there are no clear legal precedents for this issue. In some cases, it may be reasonable for the municipality to proceed with designation in conjunction with offering a bonus density, and/or municipal tax incentives, as part of the protection package.

Where potential Heritage Register resources are threatened with demolition, (i.e. when heritage incentives have failed) the municipality may consider designating the resource, and incurring the possible costs of designation, if any.

Future designation bylaws will need to include information regarding the heritage value or heritage character of the property, and may specify interior features.

- ***ACTION: Pursue legal protection for ancillary features (stables, garages, barns, rock walls, significant landscape features, etc.) and significant interior features not identified in existing designations. Identify and assess these additional features when considering legal protection.***

4.2.1 Designation Process

In 1977 the Heritage Conservation Act provided municipal authorities with statutory power to intervene and act in the interest of protecting the architectural and archeological heritage of British Columbia. The first steps were taken in Saanich in 1979, when Council enacted a series of bylaws designating thirteen institutional buildings of heritage significance.

Designation bylaws require that no person shall demolish or alter the exterior of a designated structure or build upon a designated heritage site without first obtaining a Heritage Alteration Permit issued by Council. In designating residential properties, Council's practice has been to designate the structure only, unless the owner specifically requests that the site, or part of the site, should also be designated. Most heritage designations have been initiated by SHAAC after consulting with the property owner. Designation, however, can also be initiated by the property owner. Appropriate application forms are available from the office of the Municipal Clerk. Completed applications are forwarded to SHAAC which formulates a recommendation for Council's consideration. By statute, the municipality is required to notify the owners by registered mail prior to final consideration of a Heritage Designation Bylaw. The Heritage Conservation Act requires that where an owner suffers an economic loss as a result of designation, the Council must pay compensation. Bylaw 5114, approved by Council in June, 1983, establishes a procedure for dealing with claims for compensation. Designated municipal heritage sites are registered with the Archaeology Branch of the Province of B.C., Ministry of Tourism, Small Business and Culture, and with the Land Title Office. In 1980, Council adopted a policy that structures designated heritage be identified by means of a bronze plaque.

Policies

- *Consider designating Heritage Register sites, having regard for the heritage merit, the condition and structural stability, the development potential of the site, and the stability of the neighbourhood.*
- *Request that the Municipal Clerk forward heritage designation recommendations to the Planning Department for comment prior to consideration by Council.*
- *Advise the owners of heritage buildings and structures not already designated, about the significance of the resource and the opportunities for and implications of heritage designation.*
- *Ensure that designated sites are registered on their respective Land Titles.*
- *Continue to provide a heritage identification plaque to the owners of designated heritage structures.*
- *Make owners of designated residential heritage buildings aware of the opportunity for financial assistance by annually providing them with a copy of the Saanich Heritage Foundation's Guidelines and Application for Funding Assistance.*

4.2.2 De-Designation Process

Designation implies a long term commitment to preserve a heritage resource. If a preservation strategy has been adopted that balances heritage interests with land use needs and economic realities, then designations should remain reasonably fixed. Circumstances in a community change over time and on occasion, it may be necessary to review and reconsider past decisions.

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Local government has the power to repeal a heritage designation bylaw using a reverse process to the one used to designate a building or structure. De-designation should only be considered, however, as a last resort after all reasonable land use options to sustain the heritage resource have been thoroughly investigated and dismissed. Saanich has only de-designated one site, 3395 Tennyson Avenue.

Policies

- Require that an owner indicate on an application for de-designation whether or not he/she is willing to provide the following if Council proceeds with a de-designation bylaw:
 - (i) documentation outlining the owner's attempts to sell the site, and grounds on which the offers were rejected;
 - (ii) documentation outlining the alternative land uses considered for the property;
 - (iii) evidence that existing use is not economically viable; and
 - (iv) a recent appraisal.

- Advise Council, prior to consideration of a de-designation bylaw, whether the documentation has been provided.

- Where Council agrees to rescind a heritage designation bylaw, the Council may request the owner to:
 - (i) provide in consultation with SHAAC and the Municipal Archives, photographs and negatives documenting the interior and exterior of the building, significant architectural details, and the context of the site in relation to the surrounding neighbourhood;
 - (ii) provide a site plan, floor plans, and elevations of the building prepared by a qualified architect or designer;
 - (iii) consult with SHAAC and the Municipal Archivist about retaining or salvaging significant furnishings, hardware, or building materials; and
 - (iv) return the heritage identification plaque to the Municipal Clerk.

4.3 HERITAGE INCENTIVES

4.3.1 Financial Incentives

One of the most effective ways to encourage private owners to retain and maintain heritage properties is to provide financial incentives in the form of special funds or tax incentives. The following types of financial incentives are recommended for consideration by the municipality:

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i) Municipal Tax Incentives

If a property owner in British Columbia undertakes a rehabilitation of a heritage building, they are faced with an increased property tax assessment. This, combined with the high cost of meeting life safety standards, can make the upgrading of heritage properties a marginal economic proposition.

The American example has demonstrated that incentives tied to income tax are one of the most effective mechanisms for the preservation of heritage buildings. In Canada, the Federal government is considering income tax incentives for conservation, and municipal tax incentives have been proven to be successful in Winnipeg and Edmonton. Municipal property tax incentives for historical properties in British Columbia are now specifically enabled under the *Municipal Act* (See *Appendix C: Heritage Conservation Toolkit*). In 1998 the City of Victoria became the first municipality in British Columbia to institute a system of tax relief for heritage buildings, based on the costs of seismic upgrading.

Tax incentives are a long term investment, but are also economically responsible, as they assist in making marginal properties viable, making them eligible for full taxation in the future. It is recommended that, in principle, a tax incentive be based on a temporary rebate system rather than any permanent adjustment of the assessment category for the heritage property. This is based on the premise that the funds allocated for a tax incentive in the short run will be returned to the municipality in the long term in the form of an increased assessment for a rehabilitated building. It is also recommended that any tax incentives be tied to a specific period of time, as an encouragement for owners to take advantage of the incentives, and to test the cost/benefits before instituting incentives as a permanent part of the heritage program (refer to *Municipal Act* s.342 (1) regarding ‘eligible heritage property’). *Legal protection must be a prerequisite to receiving any form of tax incentive* (Designation, covenants, Heritage Revitalization Agreements and Heritage Conservation Areas are the ways in which legal protection can be provided; see *Section 4.2* for further detail).

Under the *Municipal Act* (s.342, s.343, s.344 [3], s.819.2, s.819.3) Saanich is allowed to give heritage property owners a partial or total exemption for approved heritage purposes. Sites identified as part of a Heritage Conservation Area would similarly be eligible for tax incentives.

There are a number of ways in which tax incentives for heritage buildings could be provided:

The first option is to exempt a portion or all of the municipal taxes on improvements for designated buildings. This does not recognize the different situations of individual properties or different upgrading costs. In addition, it does not provide an incentive for owners to upgrade their buildings. This does, however, act as a deterrent to the demolition of buildings to avoid taxes.

The second, and recommended, option is to institute two levels of tax incentive, which respond on a case-by-case basis to the costs of revitalizing heritage buildings:

- i) In order to encourage full upgrading of heritage buildings, a significant incentive would be to rebate municipal taxes (which can also include school and business taxes) on improvements (up to the cost of rehabilitation) for up to ten years. This tax incentive should be based on an eligibility criteria such as a minimum construction cost per square foot, or should be tied to the upgrading of the building.
- ii) In order to provide a further inducement for rehabilitation, tax incentives in the form of a rebate equal to the amount of the increase in taxes (on the improvements) from the assessed amount before rehabilitation could be provided. This may be tied to a ten year time period, or may be calculated to cover the costs of restoration and code compliance.

4.3.2 *Development Incentives*

i) Density Bonus and Transfer Procedures

There are a number of circumstances under which a bonus density could be offered and/or transferred as an incentive for preservation. Any bonus density should be related to the cost of retaining significant heritage portions of the site.

Smaller ‘bonus densities’ may be provided in the form of a relaxation of the zoning schedule through a negotiated Heritage Revitalization Agreement (*Municipal Act* s.966). Certain exemptions in the density calculation may be permitted to allow greater flexibility in cases where existing buildings are already over the permitted density; for example, restored interior public spaces could be exempted.

ii) Development Variance Permits

Development Variance Permits are used to allow relaxations of the zoning schedule, with the exception of density and use. These may be of some use in cases where a Heritage Revitalization Agreement is not possible. Their use should be subject to conservation principles and guidelines, as described in *Section 4.1.1*.

iii) Building Code Equivalencies

Building code upgrading is the most important aspect of heritage building rehabilitation as it ensures life safety and long-term protection for the resource. Unfortunately the cost of seismic and life safety upgrading is often the largest disincentive for the rehabilitation of larger heritage buildings. These costs, if codes are strictly interpreted, may be prohibitive. It is essential to consider heritage buildings on a case-by-case basis; blanket application of code requirements does not recognize the individual requirements and inherent strengths of each building. Over the past few years a number of code equivalencies have been developed, and adopted in the National Building Code, which would facilitate heritage building upgrading. For example, the use of sprinklers in a commercial heritage structure helps to satisfy fire separation and exiting requirements.

Given that code compliance is such a significant factor in the preservation of heritage buildings and areas, the most important factor is to provide viable economic methods of achieving building upgrading. To a certain extent, the use of code equivalencies is discretionary. In order to provide consistent review and knowledgeable advice to building owners, it is recommended that the Building Inspection Division review the issue of heritage building code equivalencies, as allowed in Appendix A of the B.C. Building Code [Sections A-1.1.3.2. and A-2.1.6.1.]. *Please note that to qualify for these equivalencies, a building must be provincially or municipally designated, under a registered covenant, or listed on a Heritage Register.*

iv) Potential ALR Incentives

As discussed in *Section 3.1.1 and Appendix E*, when an owner is amenable to saving a heritage building on an agricultural site in the ALR, there are realistically two options to put to the ALC: 1) to subdivide the heritage building and a small portion of land with it, with the option of selling it; or 2) not to subdivide, but build a second house on the same property. If the owner lives in the new house, then the function of the heritage house must be determined. Will it be rented out? Will it become an artist's studio? How about a Bed and Breakfast? The answer to these questions are vital and will be looked at closely by the ALC. It is important to note that the ALC regulations do not generally allow any of the options listed above.

There are a number of auxiliary uses that could be allowed on individual farm sites, that could increase their economic viability. These uses could be carried out either in conjunction with the existing farm site or separately as a result of subdivision (which could be accomplished through Heritage Revitalization Agreements). The viability of alternate uses would need to be considered on a case-by-case basis, and may require zone amendments.

One of the more effective incentives that can therefore be offered would be a relaxation or clarification of the subdivision issue. This could be handled through further discussion with the ALC, or through changes to the Agricultural Zoning. Subdivision policy for the purposes of heritage conservation should be one of the issues raised in negotiations with the ALC.

4.4 PUBLIC STEWARDSHIP

4.4.1 *Municipally-Owned Heritage Resources*

It is important that Saanich establishes a leadership role in the management of heritage resources. *Saanich should set the standard for other owners of heritage properties.*

There is a need to promote heritage awareness within all municipal departments, so as to ensure that the value of municipally-owned heritage resources is fully recognized. This involves developing comprehensive policies and administrative mechanisms for publicly-owned resources under direct municipal control.

The municipality also has control over a broad range of other heritage resources on municipal lands, such as landscape features. The conservation of heritage contributes to the quality of life and the environment, and is worthy of higher public profile and commitment. It is important that the municipality should adhere to recognized conservation principles in the treatment of its own resources, in order to best promote a shared stewardship of heritage resources. The municipality does not, however, have guidelines for the treatment of these sites; their care should be standardized through *individual conservation plans*. Future initiatives could include the development of *annual maintenance programs* for these sites, and an *internal monitoring process* for heritage resources under municipal control. This should include an awareness of, and sensitization to, heritage issues for all municipal departments.

The following Heritage Register sites are currently owned by Saanich:

Legally Protected Sites

- Goward House, 2495 Arbutus Road (**Designated**)
- Stranton Lodge, 1248 Burnside Road West (managed by SHF) (**Designated**)
- McRae Residence, 3220 Cedar Hill Road/1445 Ocean View Road (**Designated**)
- Machin Residence, 4135 Lambrick Way (**Designated**)
- Dodd House, 4139 Lambrick Way (**Designated**)
- Saanich Municipal Hall, 770 Vernon Avenue (**Designated**)
- Royal Oak Inn, 4509 West Saanich Road (**Designated**)
- Royal Oak Schoolhouse, 4525 West Saanich Road (**Designated**)
- Swan Lake Trestle (**Designated**)

Unprotected Sites

- Mount View High School, 3814 Carey Road
- Horspool Residence, 321 Gorge Road West
- Hamilton Residence, 355 Gorge Road West

- ***ACTION: Designate unprotected municipally-owned sites on the Heritage Register. Develop conservation plans and annual maintenance programs for each site.***

Saanich is also considering the sale of one of these sites, the Royal Oak Inn, 4509 West Saanich Road. In addition to the protection offered by the current designation, further long-term protection can be provided, both for specified interior and exterior features, through the use of covenants, including maintenance agreements, registered against the Land Title.

4.4.2 Other Publicly-Owned Heritage Resources

The following Register sites are owned by other public bodies:

Board of Cemetery Trustees of Greater Victoria

- Crematorium Chapel and Retort, 4673 Falaise Drive

Camosun College

- Camosun College, previously Normal School, 3100 Foul Bay Road (**Designated**)
- Dunlop Residence, 3100 Foul Bay Road
- Bus Shelter, 3100 Richmond Road

Victoria School District

- S.D #61 Offices, 556 Boleskine Road (**Designated**)
- Strawberry Vale Schoolhouse, 1351 Hastings Street (**Designated**)
- Tillicum School, 3155 Albina Street

Capital Regional Association fir the Mentally Handicapped

- Cedar Hill School, 3851 Cedar Hill Cross Road (**Designated**)
- Cedar Hill School, 3861 Cedar Hill Cross Road

4.4.3 Provincially-Owned Heritage Resources

The following Register sites are owned by the Province or by a Provincial Crown Corporation:

Crown Provincial

- Craigflower Schoolhouse, 2755 Admirals Road (**Designated**)

British Columbia Buildings Corporation

- Ambleside, 3914 Carey Road
- Wilkinson Road Jail, 4216 Wilkinson Road (**Designated**)

Provincial Rental Housing Corporation

- Etheridge Residence, 4353 Wilkinson Road

4.4.4 Federally-Owned Heritage Resources

The following Register site is owned by the Federal Government:

Crown Federal

- Dominion Astrophysical Observatory, 5071 West Saanich Road
(**Designated**)

4.4.5 Institutionally-Owned Heritage Resources

These buildings are often good candidates for long-term preservation, and the owners may have no objection to legal protection, as long as their operational needs are being fulfilled. The municipality should contact institutional owners to determine their specific requirements, and the incentives that may be required in exchange for legal protection.

Anglican Synod Diocese

- St. Luke's Anglican Church, 3801 Cedar Hill Cross Road (**Designated**)
- St. Michael's and All Angels Church, 4733 West Saanich Road (**Designated**)

Christian Life Church

- Wilkinson Road Methodist Church, 4274 Wilkinson Road

Clovelly Terrace Hospital

- Clovelly, 1196 Clovelly Terrace

Cridge Centre for the Family

- Hill Farm, 1231 Santa Rosa

Gordon Head Mutual Improvement Society

- Gordon Head Community Hall, 4146 Tyndall Avenue

Royal Jubilee Hospital

- Bus Shelter, 2300 Block Richmond Road

Royal Oak Women's Institute

- Royal Oak Community Hall, 4516 West Saanich Road (**Designated**)

St. Andrew Victoria Housing Society

- Saanich War Memorial Health Centre, 4353 West Saanich Road (**Designated**)

St. Michael's University School

- St. Michael's University School, 3400 Richmond Road

Ukrainian-Canadian Cultural Society

- Douglas Street Baptist Church, 3277 Douglas Street

University of Victoria

- Army Huts, 3800 Finnerty Road
- Water Tower, 3815 Haro Road
- Communications Centre, 2260 McCoy Road

4.5 MINIMUM MAINTENANCE AND ANTI-NEGLECT BYLAWS

Saanich is enabled to pass minimum maintenance and/or anti-neglect bylaws under the *Municipal Act* (See *Municipal Act* s.970 and s.979 [d], and *Appendix C: Heritage Conservation Toolkit*). Heritage Site Maintenance Standards establish the minimum requirements for the care and maintenance of sites that are designated or are located within a Heritage Conservation Area. This is a possible mechanism for preventing ‘demolition by neglect.’

- ***ACTION: Enact a Minimum Maintenance and Anti-Neglect Bylaw.***

4.6 TREE PRESERVATION BYLAW

The protection of significant trees and specimen landscape features is an integral part of the conservation of cultural landscapes. The importance of native and significant trees has been clearly identified as providing much of the beauty and heritage considered important in preserving the municipality’s environment and quality of life. In 1997 Saanich passed Bylaw No. 7632 to regulate the cutting of trees, pursuant to Division 4.1 of Part 28 of the Municipal Act. Amendments to the Bylaw were passed (No. 7681) in 1998. The Bylaw prohibits the cutting of certain identified ‘significant’ trees as well as removal of certain ‘protected trees.’ Tree damaging activities are also prohibited; removal by permit is allowed if the tree is dead, dying, damaged or in danger of falling over. There are two categories of trees outlined in the Bylaw:

‘Significant Trees’ are specifically designated pursuant to Section 929.03 of the Municipal Act for their importance to the community, including heritage or landmark value, or as wildlife habitat. They are identified in Schedule B of the Bylaw. These trees are identified with a marker, subject to the owner’s permission.

‘Protected Trees’ are defined as Garry Oak, Arbutus, Pacific Dogwood, Pacific Yew, Douglas Fir (over 24” in diameter), Western Red Cedar (over 24” in diameter), or any tree over 31.5” in diameter

The list of Significant Trees is based on the results of the Heritage Tree Project, initiated in 1972 by the Victoria Horticultural Society. There is a need to provide updated information, and to broaden the base of information beyond individual trees to include other landscape features.

- ***ACTION: Undertake further identification of significant trees, landscape features, views and vistas.***

4.7 HISTORIC CEMETERIES

As early as 1922 the B.C. Historical Society recognized the role that cemeteries play in honouring the past. Interest in cemetery preservation grew through the 1960s, parallel to a renewed interest in heritage conservation and in genealogy. In addition to providing a tangible link to the past, historic cemeteries also provide open green space within an urban context. Proper cemetery maintenance is also a mark of respect for the descendants of those interred. Specific provisions for burial grounds are provided under provincial legislation.

Historic burying grounds may suffer from a variety of threats, both intentional and unintentional. Vandalism is a major threat to historic headstones, but improper maintenance and watering, and inappropriate plantings, may also cause deterioration. Cemeteries, like other historic resources, require proper conservation procedures to ensure the survival of their heritage character.

Three historic cemeteries have been identified within Saanich's boundaries. Royal Oak Burial Park was established jointly by the City of Victoria and the District of Saanich in 1923. St. Luke's Anglican Church and St. Michael's and All Angel's Church both have small cemeteries on their grounds. There may also be other historic burial grounds not yet identified.

Proper conservation policies should be developed for the municipal cemetery to ensure long-term preservation. These policies should include:

- Identification and sensitization of key personnel involved in decision-making and maintenance
- Development of overall maintenance standards
- Continuing headstone preservation and repair
- Augmentation of historic character through appropriate furnishings and plantings
- Removal of inappropriate plantings, e.g., those with destructive root systems
- Better perimeter security and lighting
- Development of public awareness through interpretive signs, brochures and walking tours

If properly conserved and interpreted, historic cemeteries can play a central role in Saanich's evolving Heritage Program. In other municipalities, local School Districts have incorporated the study and visitation of historic cemeteries into their yearly programs.

- ***ACTION: Allocate resources to further study specific issues related to historic cemeteries, and develop a Master Plan for municipal cemetery conservation.***

4.8 COUNTRY ROADS

Much of the charm and character of Rural Saanich is defined by its mature landscaping and its winding country roads. Some of these roads have not changed substantially since their first survey. They also illustrate the municipality's different development periods, including beach resort roads from the 1920s and 1930s.

In order to best protect their attributes, Saanich should initiate a study to identify the most significant country roads, and develop municipal maintenance guidelines. Where possible, controls should be implemented on road and shoulder widening, and traffic volumes.

- ***ACTION: Initiate a study of significant country roads.***

4.9 ARCHAEOLOGICAL SITES POLICY

'Archaeological resources consist of the physical remains of past human activity. The scientific study of these remains, through the methods and techniques employed in the discipline of archaeology, is essential to the understanding and appreciation of prehistoric and historic cultural development in British Columbia. These resources are often very susceptible to disturbance and are non-renewable and finite in number.'
'British Columbia Archaeological Resource Management Handbook', page 3.

Protection for archaeological resources is provided through the ***Heritage Conservation Act*** (1994). The Act outlines procedures for impact assessment and review for sites found to contain archaeological material. The Archaeology Branch of the Ministry of Small Business, Tourism & Culture maintains information on known sites throughout the province.

The treatment of archaeological sites falls under provincial jurisdiction, but the municipality needs to be familiar with the correct procedures for handling this issue, as defined in the ***'British Columbia Archaeological Resource Management Handbook'***. New or existing archaeological sites should be carefully examined, and situations which threaten each site should be handled in conformance with the ***'British Columbia Archaeological Impact Assessment Guidelines'***. The Minister may order the owner of a heritage site to carry out a site investigation to record, remove or salvage a heritage object; or undertake a site survey to assess the heritage significance of the site.

Sites identified on the Provincial Archaeological Sites Inventory have been mapped, and the Saanich Engineering Department is in the process of flagging them on the Permit Plan. Applicants are advised to contact the Archaeological Branch for information about the nature and significance of the site.

4.10 PUBLIC AWARENESS PROGRAMS

A campaign of 'heritage marketing' and public heritage awareness should be instituted, that would run parallel to other community initiatives. This could be coordinated by the municipality, SHAAC, and/or other community groups and First Nations. The real estate community and various business groups could also contribute, taking advantage of the tourist and other economic benefits of heritage. Whenever possible, duplication of effort should be avoided. Heritage awareness programs could include:

- A public relations program, including continuing articles about heritage concerns, and promotion of coverage of heritage events. The local media should be targeted at every given opportunity.
- An interpretive plaquing program.
- Publication of interpretive pamphlets and brochures.
- School programs, and the presentation of heritage within the broader spectrum of general education. The municipality, through the SHAAC and appropriate community groups, should work with the School District in the development of teaching packages, beginning at the grade school level.

4.10.1 Federal Recognition

The Historic Sites and Monuments Board of Canada was created in 1919 to preserve and develop historic sites. By 1955 the Board was allowed to recommend national designation. Heritage resources may be nominated, and may be designated if they have intrinsic heritage value. There are at least three sites in Saanich which should be nominated for Federal heritage recognition:

- *Nellie McClung Residence, 'Lantern Lane,' 1861 Ferndale Road*

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- *Bruce Hutchison Residence, 810 Rogers Avenue*
- *Dominion Astrophysical Observatory, 5071 West Saanich Road*

Saanich should nominate these sites for Federal recognition. This is not a form of regulatory protection, but is strictly commemorative. There may be some financial implications, as cost-shared grant money may be available for restoration work.

- ***ACTION: Apply for Federal recognition of the Nellie McClung Residence, the Bruce Hutchison Residence, and the Dominion Astrophysical Observatory.***

4.11 DOCUMENTATION POLICY

For buildings and structures identified on the Heritage Register that are threatened with demolition, alteration or neglect, it is recommended that adequate documentation be undertaken as quickly as possible. In cases of proposed demolition of Heritage Register resources, the developer should be requested to provide this documentation (the alternative is for the municipality to undertake this on a cost-recovery basis; see *Section 4.1.2 Heritage Procedures Bylaw*).

As a long-term goal, all of the resources listed on the Heritage Register should be documented, as time and resources permit. As noted above, the first priority should be those threatened by demolition, renovation, or neglect.

This documentation should include, but not be limited to, as-found (measured) drawings and photographs, prepared to recognized professional standards. It could also be accomplished through photogrammetric recording, which could also assist individual owners wishing to undertake further work on their buildings by providing accurate base drawings. It could also assist in reconstruction in the event of an earthquake or other catastrophe. A budget should be established, and the work phased over a period of time, as funds allow.

4.12 MUNICIPAL SALVAGE POLICY

The municipality should work with SHAAC and the Saanich Archives, to develop a policy for the salvage of architectural and other artifacts in cases where demolition cannot be prevented, or where a catastrophic event has occurred to a heritage site.

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Salvage of significant artifacts should be negotiated as a condition of development. These features could then be recycled into new projects or become part of a museum collection. The municipality should study the feasibility of establishing a building salvage yard for the storage, and possible re-use, of significant architectural salvage. This salvage yard could be administered either through the municipality or another agency.

Further to the salvage of Register sites, the municipality may wish to make note of demolition permits of all older buildings and structures. This could be accomplished either by:

A stamp on all demolition permit applications and new building plans to call the appropriate agency to arrange salvage before demolition. This is similar to the City of Vancouver, where plans are stamped with a note to call the Vancouver Museum before demolition.

Make arrangements for appropriate SHAAC members or Archives staff to tour sites before demolition to identify artifacts which should be collected by the municipality.

4.13 HERITAGE PROGRAM MAINTENANCE AND MONITORING

In order to remain effective, the municipality's Heritage Program will require commitment over time. This will require an ongoing allocation of resources to ensure continuity of programs and initiatives.

The progress and effectiveness of the municipality's heritage program should be reviewed on a regular basis. Other municipalities update their Heritage Programs on a one, three or five year basis, depending on the needs of their community. The Heritage Register Bylaw should be reviewed yearly to reflect:

The addition of new Register resources identified through:

- Public nomination or ongoing research
- Local area heritage reviews
- Voluntary inclusion
- Inclusion in exchange for incentives

The deletion of Register resources due to:

- Demolition or inappropriate alterations

It is recommended that in order to best maintain its Heritage Program, Saanich should undertake an update of its Heritage Register every year, and a review of its programs every three years.

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ACTION: The Heritage

Inventory should be updated, and the Heritage Register amended to reflect changes in the situation of heritage resources.

5.0 WEST SAANICH ROAD CASE STUDY

West Saanich Road is an important link with Saanich's past. It retains a significant concentration of heritage resources, indicative of its importance as an historic transportation corridor. The surrounding area retains its rural character and traditional agricultural uses. As one of the main routes to Butchart Gardens, it is a key part of an integrated regional tourist strategy. Relatively untouched by recent development, West Saanich Road remains one of the most charming country roads on Vancouver Island.

There are some controls in place that will help maintain the historic character of this corridor, but no integrated strategy for long-term protection. The intent of this case study is to determine the most effective means of protecting the character of West Saanich Road, which may also be applicable to other concentrations of heritage resources.

Description: West Saanich Road is approximately 8 kilometres long from Wilkinson Road to the Central Saanich border. The road runs roughly north-south through two local areas, Royal Oak and Rural Saanich. Within these two areas it passes through four neighbourhoods, Viewmont, Interurban, Prospect Lake and West Saanich. To the north the road crosses the border with Central Saanich and continues on through North Saanich. The maintenance of the road itself is now a municipal responsibility.

Existing Planning Initiatives: The south portion of the corridor is designated as a Development Permit Area, from Glanford Road to its intersection with Wilkinson Road/Royal Oak Drive. The minimum lot size for subdivision in the Royal Oak Local Area is 665 square metres. The lands in the Rural Saanich Local Area have been designated under the Agricultural Land Reserve, which forms the basis for the policy of preservation of farm land in Rural Saanich; the ALR designation, introduced in 1974, supercedes Municipal Zoning and Subdivision Bylaws. The minimum lot size for subdivision in the rural area is 2 ha., and no provision is being made for sanitary sewer or water service.

Historic Resources: The West Saanich Road Corridor contains a significant concentration of historic resources, including 15 Heritage Register sites, and a number of identified landscape features. In addition, there are a number of other buildings along West Saanich Road which contribute to its heritage character. There were an additional 21 potential heritage sites studied during the inventory process, but not added to the Heritage Register. An initial examination of the area indicates that there are at least ten additional sites of heritage potential, and also many landscape resources, that contribute to the character of the area. For some distance the historic Interurban Railway right-of-way runs parallel to West Saanich Road, offering opportunities both for interpretation and recreational access.

HERITAGE MANAGEMENT OPTIONS FOR WEST SAANICH ROAD

OPTION 1: NO CHANGE TO EXISTING SITUATION

Implications: There is currently some development pressure on the heritage resources in the Royal Oak area. Without any change to the regulatory environment there may be some erosion of heritage character in the short to medium term.

OPTION 2: COMMEMORATION AND INTERPRETATION

The municipality can provide for commemoration and/or interpretation of historic sites or buildings. This is not the equivalent of designation.

Implications: While acknowledging the historic value of the area, this will not provide any additional protection for heritage resources.

OPTION 3: EXTEND COMMUNITY HERITAGE REGISTER

Saanich could add a number of sites to the Heritage Register. This would act as the basis for the offering of incentives to a greater number of sites.

Implications: This would provide protection on a site-by-site basis, but not protect the entire area.

OPTION 4: ZONING & DEVELOPMENT PERMIT BYLAWS

These bylaws outline the existing general requirements for site development, and could be amended to reflect retention of heritage character.

Implications: The existing Zoning and DP Bylaws could be left essentially intact, but tailored to assist in the conservation of heritage resources. While this may prevent some threats to the resources, it does not introduce a cohesive planning vision for the area.

OPTION 5: HERITAGE ZONING

A new zoning schedule can be introduced to preserve the character of a heritage site or area.

Implications: This could provide additional protection, especially in the commercial areas in Royal Oak. This may be of limited effectiveness in the rural area.

OPTION 6: DEVELOPMENT PERMIT CONTROLS

Implications: Part of the West Saanich Road Corridor is already a DP area. This protection could be extended, but the intent of such a designation would not be to protect heritage.

OPTION 7: HERITAGE CONSERVATION AREA

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The municipality can define special areas in the OCP to provide long-term protection to distinct heritage areas.

Implications: This regulatory control is specifically designed to protect concentrations of heritage resources. Overall this would be the most effective tool for heritage management for the entire corridor.

Revised ALR Policies

The Agricultural Land Commission has demonstrated an increased willingness to negotiate over heritage issues. These issues are more fully explained in Section 3.1.1 and in Appendix E. The current policy in the Rural Saanich Local Area Plan is to recommend that applications for permission to subdivide land in the ALR will be rejected. No matter what management framework is adopted for the West Saanich Road Corridor, this should be amended so that subdivision will be supported if it allows preservation of a significant heritage resource within the ALR.

Historic Resources North of the Saanich Border:

The Central Saanich section of the road is approximately 6 kilometres long between Saanich and North Saanich, and many historic buildings front onto the road, including the Brentwood Bay Scout and Guide Hall, Woodwin Farm, Sluggett Memorial Baptist Church, the Catholic Mission Church Our Lady of the Assumption, and St. Stephen's Anglican Church.

The North Saanich section of the road is approximately 11 kilometres long. Although there is no heritage inventory of the area, there are a number of buildings of historic interest, including St. John's United Church. Other sites that contribute to the area's character include the Federal Government's Institute of Ocean Sciences at Patricia Bay, which contains an interpretation centre for visitors, and landscaped grounds. Nearby is the Pat Bay seaplane base and the Marine Technology Centre. Just to the north is the beach at Pat Bay Park, and the Pat Bay beach cottages, many of them historic.

A strong case could be made for a regional designation of West Saanich Road as a Heritage Conservation Area.

Given the scope of the area, the importance of its historic resources, and the tools available under existing legislation, it is recommended that the most effective way to manage the West Saanich Road corridor would be a Heritage Conservation Area Bylaw. Saanich could enact this bylaw within municipal boundaries, but may wish to initiate discussions regarding a regional designation. This larger regional initiative could include other partners, such as the Province of British Columbia (for tourism development), the Provincial Capital Commission (as part of their Historic Greenways Program) and private partners (such as Butchart Gardens).

- ***ACTION: Saanich should further study the designation of the West Saanich Road Corridor as a Heritage Conservation Area. This should be part of a joint regional***

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study with Central and North Saanich. to establish the feasibility of protecting the entire length of the corridor.

6.0 STRATEGIC IMPLEMENTATION

The recommendations for the Saanich Heritage Management Plan 1999 build upon a number of initiatives and previous studies that Saanich currently uses as the basis for its heritage program. The following are the steps required to implement the revised management plan:

1. UPDATE MUNICIPAL POLICIES AND PROCEDURES

Responsibility: Council

- 1.1 Adopt the Saanich Heritage Management Plan 1999.
- 1.2 Appoint a Council Member to sit as SHAAC liaison.

Responsibility: Municipality, in consultation with the Saanich Heritage Advisory and Archival Committee (SHAAC)

- 1.3 Adopt provincial standards and guidelines as the basis of heritage permit review.
- 1.4 Adopt a Heritage Procedures Bylaw to define an integrated approach to heritage planning.
- 1.5 Designate municipally-owned sites on the Heritage Register. Develop conservation plans and annual maintenance programs for each site.
- 1.6 Pursue legal protection for ancillary features (stables, garages, barns, rock walls, significant landscape features, etc.) and significant interior features not identified in existing designations. Identify and assess these additional features when considering legal protection.
- 1.7 Enact a Minimum Maintenance and Anti-Neglect Bylaw
- 1.8 Allocate resources to further study specific issues related to historic cemeteries, and develop a Master Plan for municipal cemetery conservation.
- 1.9 Initiate a study of significant country roads.
- 1.10 Apply for Federal recognition of the *Nellie McClung Residence*, the *Bruce Hutchison Residence*, and the Dominion Astrophysical Observatory.

2. UPDATE THE HERITAGE INVENTORY AND HERITAGE REGISTER

Responsibility: Municipality and the Saanich Heritage Advisory and Archival Committee

- 2.1** The Heritage Inventory should be updated, and the Heritage Register amended to reflect changes in the situation of heritage resources.
- 2.2** Undertake further identification of significant trees, landscape features, views, vistas and heritage areas.

Responsibility: Council

- 2.3** Pass a revised Heritage Register Bylaw to reflect the findings of the updated inventory.

3. ESTABLISH A WEST SAANICH ROAD HERITAGE CONSERVATION AREA

Responsibility: Municipality

- 3.1** Saanich should further study the designation of the West Saanich Road Corridor as a Heritage Conservation Area. This should be part of a joint regional study with Central and North Saanich, to establish the feasibility of protecting the entire length of the corridor.

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**APPENDIX A:
HERITAGE REGISTER**

**APPENDIX B:
MUNICIPALLY DESIGNATED HERITAGE SITES**

As of September 1999 the following 70 sites have received municipal heritage designation:

- 2755 Admirals
- 5465 Alderley
- 2495 Arbutus
- 1775 Barrie
- 3210 Bellevue
- 4366 Blenkinsop
- 452 Boleskine
- 556 Boleskine
- 5789 Brookhill
- 751 Burke
- 1040 Burnside Road West
- 1248 Burnside Road West
- 3301 Camrose
- 3805 Carey Road
- 3867 Carey Road
- 3891 Carey Road
- 3220 Cedar Hill/1445 Ocean View
- 3501 Cedar Hill
- 3801 Cedar Hill Cross Road
- 3851 Cedar Hill Cross Road
- 2895 Colquitz
- 3710 Craigmillar
- 1941 Ernest
- 1861 Ferndale
- 3100 Foul Bay
- 500 Gorge Road West
- 516 Gorge Road West
- 702 Gorge Road West
- 3862 Grange
- 1351 Hastings
- 3808 Heritage
- 3844 Holland
- 921 Jasmine
- 4135 Lambrick
- 4139 Lambrick
- 1824 Leabrook
- 901 Lodge
- 1084 Marigold
- 1525 Oak Crest
- 1141 Palmer
- 5259 Patricia Bay
- 5930 Patricia Bay
- 1318 Prillaman
- 4201 Quadra
- 810 Rogers Avenue
- 813 Royal Wood Court
- 1955 Saltair Crescent
- 2901 Seaview
- 4816 Spring
- 1140 Tattersall
- 1210 Tattersall
- 3930 Telegraph Bay
- 4320 Torquay Drive
- 4281 Tyndall
- 4423 Tyndall
- 770 Vernon Avenue
- 2144 Wenman
- 4353 West Saanich Road
- 4509 West Saanich Road
- 4512 West Saanich Road
- 4516 West Saanich Road
- 4525 West Saanich Road
- 4733 West Saanich Road
- 5071 West Saanich Road
- 4216 Wilkinson Road
- 4354 Wilkinson Road

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- 1099 Jasmine
- 1744 Kisber
- 1911 Woodley
- Swan Lake Trestle

**APPENDIX C:
HERITAGE CONSERVATION TOOLKIT**

The Heritage Conservation Toolkit lists the legislative tools available before, during and after a permit application is made. Tools enabled since 1994 are listed below as ‘New Tools.’

TOOLS THAT NEED TO BE IN PLACE BEFORE NEGOTIATION:

Official Community Plan (Municipal Act)

Sets out the municipality’s intent for development. States overall goals for heritage conservation and can also include heritage area designations.

Zoning & Development Bylaws (Municipal Act)

Outline the existing general requirements for site development.

Development Permit Controls (Municipal Act)

Give specific requirements for areas designated as Development Permit Areas.

Heritage Conservation Areas (Municipal Act: New Tool)

The municipality can define special areas in the OCP to provide long-term protection to distinct heritage areas.

Community Heritage Register (Municipal Act: New Tool)

The municipality can establish an official listing of properties defined as having heritage character or heritage value. This can act as the basis for the offering of incentives.

Heritage Zoning (Municipal Act: New Tool)

A zoning schedule can be tailored to preserve the character of a heritage site or area.

Community Heritage Commission (Municipal Act: New Tool)

Allows for an expanded terms of reference for the existing Commission, and the establishment of new commissions for other purposes.

Heritage Procedures Bylaw (Municipal Act: New Tool)

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The municipality can enact a Bylaw that establishes the municipality's 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 (Municipal Act: New Tool)

The municipality can enact a 'Heritage Site Maintenance Standards Bylaw,' that establishes the municipality's minimum requirements for the care and maintenance of legally protected heritage properties.

Reservation and Dedication of Municipal Property (Municipal Act: New Tool)

The municipality can commit to the long-term protection of public property. Although previously enabled, there is new scope added to this tool.

Administrative Procedures:

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

TOOLS AVAILABLE DURING NEGOTIATION:

Financial Incentives

- **Financial Assistance (Municipal Act: New Tool)**

Direct monetary grants can be offered in exchange for heritage conservation.

- **Tax Incentives/Exemption (Municipal Act: New Tool)**
Full or partial tax exemptions for up to ten years can be offered.

Development/Zoning Incentives

- **Heritage Revitalization Agreements (Municipal Act: New Tool)**
This is potentially the most useful new conservation tool, and has been widely used by other municipalities. This allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of legal protection.
- **Heritage Conservation Covenants (Land Titles Act: New Tool)**
Allows for the negotiation of a contractual agreement with the owner, that is then registered on the Land Title. This may not vary siting, use or density. This is considered a form of legal protection.
- **Building Code Equivalencies**
Buildings identified on an inventory or Heritage Register are eligible for building code equivalencies under the BC Building Code.
- **Heritage Density Bonuses (Municipal Act)**
Increases in density, although previously available, may now be achieved more easily through a Heritage Revitalization Agreement
- **Transfer of Density (Municipal Act: New Tool)**
Although previously enabled, may now be expedited through negotiated agreements.
- **Development Variance Permits (Municipal Act)**
Allow for development requirements to be varied or waived.
- **Heritage Designation (Municipal Act)**
This tool is now enabled under the Municipal Act, and provides long-term protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of legal protection.
- **Heritage Alteration Permits (Municipal Act: New Tool)**

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Once a Heritage Conservation Area is established, HAPs may be required for subdivision, additions, new construction or alteration of an existing building. May also be used to allow changes to legally protected heritage property.

- **Tree Protection (Municipal Act)**

Although previously enabled, there are now new procedures that streamline the ways in which the municipality can protect and maintain significant identified trees.

TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN:

Temporary Heritage Protection (Municipal Act: New Tool)

A resource can be temporarily protected through the withholding of permits and approvals, or protection orders and bylaws. The resource must be listed on a Heritage Register, and a Heritage Procedures Bylaw must be in place. Specific time periods apply, and this protection cannot be indefinitely extended.

Heritage Designation (Municipal Act)

See above for details; if the resource is of sufficient community value, the municipality may enact an involuntary designation; this will make the municipality liable for compensation.

Heritage Inspection (Municipal Act: New Tool)

The municipality can order heritage inspections to assess heritage value and conservation needs.

Heritage Impact Assessment (Municipal Act: New Tool)

The municipality can order an assessment to be prepared at either owner or municipal expense 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 preservation. Costs may be borne either by the developer or the municipality.

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 municipality.

Salvage

When it is not possible to save a structure, it may be desirable to salvage artifacts or portions of the structure before demolition.

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

**APPENDIX D:
SAANICH GENERAL PLAN HERITAGE POLICIES**

The Plan makes specific reference to Heritage in Part 13. The following statements are made regarding the heritage program:

GOAL

- The preservation and enhancement of heritage resources.

OBJECTIVES

- To increase heritage awareness.
- To preserve heritage resources.
- To encourage the sustainability of heritage buildings, structures and associated lands.

POLICIES

1. Maintain *Saanich Heritage Structures: An Inventory* as the guide for identifying buildings, structures and trees of heritage significance.
2. Monitor and encourage preservation of heritage resources according to the *Saanich Heritage Resources Management Plan*.
3. Consider incentives such as density bonus, density transfer, development variances, and building code equivalencies to encourage preservation of heritage buildings.
4. Continue to provide funding assistance through the Saanich Heritage Foundation for the maintenance and repair of the exterior, roof and foundation of designated heritage buildings.
5. Notify the Archaeological Sites Advisory Board of British Columbia of development applications on or adjacent to archaeological sites so that a site investigation may be undertaken consistent with the provision of Section 14 of the Heritage Conservation Act.
6. Seek funding assistance through the B.C. Heritage Trust to expand the inventory of heritage resources, and to include archaeological sites, natural historic sites, and heritage views and vistas.
7. Explore the potential for the Saanich Heritage Foundation to undertake a heritage property restoration and management program for municipally-owned heritage sites.

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8. Identify significant view corridors, and historic landscapes and consider preservation options where appropriate.

**APPENDIX E:
HERITAGE IMPLICATIONS FOR AGRICULTURAL LAND RESERVE SITES**

The ALC assists municipalities and regional districts in the preparation of land reserve plans and encourages all levels of government to support and accommodate farming within their respective bylaws, plans and policies. In its policy handbook titled “Acts, Regulations, General Orders, and Policies”, the ALC refers to heritage only once. Policy # 024/92 “Heritage Sites Within The ALR” states the following:

“When reviewing requests for subdivision and use where the protection of heritage sites is at issue, the policy of the Commission is as follows:

- Consideration of heritage and cultural values will have more credibility with the Commission if the land or property is listed on the registry of designated heritage sites pursuant to section 3 of the Heritage Conservation Act.
- The Commission will only allow subdivision of the parcel or additional dwellings if, in the opinion of the Commission, there will be minimal negative impact on agriculture.”

A concern of this study is how to save ALR situated heritage buildings from demolition. The ideal situation is to have a farmer who wishes to retain and renovate/rehabilitate an existing dwelling. When this is not the situation, if the farmer is amenable to negotiations to save the building, he realistically has two options to put to the ALC: 1) to subdivide the heritage building and a small portion of land with it, with the option of selling it; or 2) not to subdivide, but build a second house on the same property.

Subdivision of a property within the ALR for any reason, rarely receives approval from the ALC. (However, BC Regulation 7/81 does allow a municipality to sub-divide ALR property if certain conditions apply.) If there is to be no subdivision of a property, the ALC Act does allow for an additional dwelling if a case can be made that the farm is large enough and busy enough to require more on site farm workers, whether these extra workers are family or not. In the case where the above does not apply, but a permit is requested by the owners to build a second dwelling and at the same time preserve a heritage farm house, the ALC would likely view the request sympathetically, especially if no subdivision is requested. If the house is also designated, the chance of the request being approved increases significantly. The ALC regulations are not up to date on the differences between a house that is ‘listed’ on a heritage register and a house that is ‘designated’. The more formal the designation, the more weight that designation status will carry with the ALC.

This is positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production. A study of precedents indicates the following points that must be considered in order to effectively negotiate with the ALC for projects involving heritage retention:

- Determine if the proposed change is good for agriculture in the eyes of the ALC and support the argument. Show how the proposal enhances, rather than distracts from the property's agricultural use and potential.
- Try to win full support of Council. If they are unwilling to lend full documented support to the proposal, the chance of success is slim.
- If a heritage farm building is a designated heritage property, it will receive more consideration than if it is listed on a heritage register. In a case where the building is neither designated nor listed, the ALC will not attribute much weight to unofficial heritage status.
- In the case where a second house is built on the same property as the heritage farm house, the function of both houses must be clearly stated. For example, will there be economic gain for the owner and how will this be achieved?
- Determine if the proposal will cause any conflicts between local bylaws and overall heritage management. Determine how any proposed changes will affect local zoning bylaws. Will variances have to be enacted?
- Thoroughly investigate agricultural capability ratings, property size (existing and proposed), past and present use, existing landscape and topography, buildings (existing and proposed), and surrounding land use.
- Research and document the heritage and historic importance of the heritage structure in question, and the family that lives there (if relevant). Be especially diligent in emphasizing relevance to the past, present and future of agriculture.
- Include relevant photographs and site drawings/maps in the proposal.
- Have all of the necessary legal and technical information listed clearly, i.e.: legal description, tax assessment information, zoning classification, etc. All of these are listed on the application form (schedule B) available from the ALC offices.
- Any proposal should be reasonable in its requests.

One strategy for promoting the retention of built heritage is to develop new uses for heritage farm houses, thus making the maintenance of these houses economically viable to the owners. Some ideas proposed include getting allowances for bed and breakfasts, craft studios, or for simply renting out the buildings.

**APPENDIX F:
PUBLIC CONSULTATION**

**Focus Group Workshop
March 22, 1999**

Facilitators

Donald Luxton

Jennifer Nell Barr

Participants

Neil Findlow, Saanich Planning Department	Brian Niles, Saanich Recreation
Judy Brownoff, Saanich Council	Dawn Barron, Saanich Bldg. Inspections
Chris Nation, Saanich Solicitor	Nick Jablanczy, Saanich Bldg. Inspections
Doug Stein, Saanich Finance Department	John Waddell, Saanich Bldg. Inspections
Wayne Randall, Saanich Lands Commissioner	Ryan Langkamer, SHAAC Co-Chair
Geoff Castle, Saanich Archivist	Priscilla Hermans, SHAAC
Carolyn Ferguson, Secretary, SHF	Mervyn Lougher-Goodey, Sidney HAC
Brian Going, Saanich Facility Operations	Katherine Whitworth, Royal Oak Comm. Assoc.
Gerald Fleming, Saanich Parks	Ross Meek, heritage property owner

SUMMARY OF COMMENTS

STRENGTHS

The strengths of the current situation were identified as:

- Program up and running; resources flagged on municipal database.
- Existing financial incentives; 35% funding through the Foundation.
- Some automatic protection of trees (significant Tree Bylaw).
- Public awareness initiatives already underway.

WEAKNESSES

The weaknesses of the current situation were identified as:

- The program is not as pro-active as it could be.
- More information is needed on heritage trees, landscapes, views & vistas, and cemeteries.
- The tree preservation process requires clarification (are significant trees flagged on Land Titles?)
- Other preservation incentives are required. An economic benchmark needs to be established.
- Neighbourhood reviews are required.
- Unsympathetic developments adjacent to heritage sites.
- Development issues of land versus house - loss of context.
- There is a formal application (MAP), with a standard format for the permit; there is no standard form for plans to be submitted.
- Guidelines are required for the treatment of municipally-owned buildings; especially those leased to other groups
- Better documentation is required.

Public Meeting June 8, 1999

- A total of 30 people attended.
- There was a presentation of the final recommendations of the proposed Heritage Management Plan.
- After a lengthy discussion, general agreement was reached on the recommendations.
- It was acknowledged that Saanich is a leader in heritage conservation in the province.

ACKNOWLEDGEMENTS

The project team for the *Saanich Heritage Management Plan 1999* consisted of *Donald Luxton of Donald Luxton & Associates*, and Jennifer Nell Barr of *JNB Heritage Consulting Services*. Graphic design and production was provided by Leon Phillips.

We would like to extend our sincere appreciation to Neil Findlow, Senior Planner, District of Saanich Planning Department, for his efforts on behalf of this project.

The Saanich Heritage Advisory and Archival Committee:

- Mrs. S. Colwill, Co-Chair
- Mr. R. Langkamer, Co-Chair
- Mrs. E.A. Landsdell
- Ms. R. Holmes
- Ms. E. Coey
- Mr. R.W. Baxter
- Mr. A. Rushforth
- Mrs. P. Hermans

We would also like to thank Mr. Alan Hopper, Municipal Planner, District of Saanich Planning Department for his review of this document. We also extend our appreciation to those who attended the Focus Group Workshop and the Public Meeting.

The British Columbia Heritage Trust has provided financial assistance to this project to support conservation of our heritage resources, gain further knowledge and increase public understanding of the complete history of British Columbia.

Note: For Appendix G see Saanich Heritage Action Plan