

2022

A PLAN TO SUSTAIN NELSON'S HERITAGE

OUR CULTURE AND CITY

January 2022



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Territorial Acknowledgment

This work acknowledges that the land on which we gather is the traditional territory of the Ktunaxa, the Syilx, and the Sinixt peoples, and is home to the Métis and many diverse Aboriginal persons.

We honour their connection to the land and rivers and respect the importance of the environment to our strength as a community.

Community Acknowledgment

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Introduction

Why Nelson needs a Heritage Plan

Heritage is important to Nelson and its future. Not only does the community appreciate its physical heritage – historic buildings and neighbourhoods, topography, landscapes and lakeside setting – but its cultural heritage too: its history as a place for Indigenous and settler communities and their activities.

Heritage conservation includes all actions that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve one or a combination of actions or processes such as preservation, rehabilitation, restoration, stabilization, interpretation or other actions or processes.

While Nelson was an early leader in heritage conservation in the province with its plan for the downtown core and major civic buildings, there is still work to be done. Coordination of the commitment and energy required to ensure that the valued features of the city and its culture are conserved, to be passed on to a future generation.

The plan brings a wide perspective to heritage in Nelson. It moves heritage from being concentrated in the city's downtown and includes a re-examination of heritage character in different neighbourhoods of the city. It reflects an understanding of the intersection between retaining cultural landscapes and built heritage, development and new construction, and the importance of using authentic and local examples for building and design inspiration.

It strives to address conservation challenges in Nelson, so that everyone is motivated by an understanding of what Nelson's diverse heritage is, and the importance of retaining it throughout the city.

The plan recognizes the role of heritage in all aspects of community development and planning, ensuring that the wide range of heritage values found in the community are embedded into the City's development and community planning initiatives. This plan recognizes the importance of heritage and ensures that the wide range of heritage values found in the community are embedded into the City's community development and planning initiatives.

Good conservation in a community with such strong heritage roots and identity is being true to the community. Good conservation policies ensure that the retention of heritage values is not an unmovable barrier to progress and community development, but rather can be a foundation for meaningful, effective and economically viable development. Good conservation isn't about standing still or fear of change, it is about bringing valued aspects of the past into the city's future development.

Keeping it real, Nelson's call to action, will assist with the integration of heritage conservation into current and future planning initiatives, helping ensure Nelson's future as an authentic, diverse, vital, economically stable and sustainable city.

Executive Summary

This Heritage Plan has been developed with an understanding that it is an aspirational, ambitious and comprehensive long-term road map. It is meant to be implemented in doable, incremental steps over time, and as resources become available.

It provides strategies and actions for implementing a heritage program in Nelson over the long term, and guidance on managing heritage opportunities or issues that may arise on a day-to-day basis. The plan, together with its appendices, seeks to provide a **comprehensive and best practices guide** for steering Nelson to conserve and cultivate its heritage and distinctive character, an inheritance for future generations.

The Heritage Plan has six parts:

1 What Makes Nelson Nelson? lists the layers of natural and cultural forces that have shaped the community and form its heritage, summarizes that heritage as historical themes, and reviews eleven key planning studies, from the 2010 Heritage Register Update to recent urban planning reports, that are shaping planning decisions today.

Together, these examinations suggest aspects of Nelson's distinctiveness that are to be sustained and cared for into the future.

2 Retaining Nelson's Distinctiveness develops strategies and actions for conservation, organized into three broad objectives, each supporting the goal of sustaining Nelson's distinctive sense of place:

- > **Use best practices in heritage conservation planning**
- > **Relate heritage conservation to the community's overall commitment to sustainability**
- > **Promote heritage for everyone in the community**

Suggestions for implementation support a culture of heritage conservation in Nelson so that it is a regular part of City business, along with ways to measure the city's progress in achieving its heritage conservation goals.

3 Implementing Five First Moves outlines five initial actions to be undertaken straightaway as a way of building momentum for Nelson's heritage program.

4 Heritage Guidance and Decision-making addresses possible ways for the City to actively support heritage conservation and identifies processes and procedures for City staff to follow.

5 Using the Right Tools identifies and describes the heritage conservation tools available to local governments in B.C., along with how they can be used in Nelson.

6 Appendices provide information to support the guidance and direction found in the previous three parts of the Heritage Plan.

A historical black and white photograph of a street in Nelson, B.C. The street is lined with wooden buildings, and a streetcar is visible in the distance. The text 'Baker St., Nelson, B. C.' is visible at the top of the image.

1 WHAT MAKES NELSON NELSON?

We value aspects of Nelson that make it a distinctive culture and place. These aspects are part of Nelson's heritage, and include:

- > Indigenous peoples' cultural heritage
- > Archaeology and geomorphology
- > Natural setting such as geology, landforms, ecology, water bodies and waterways
- > Living intangible elements such as traditions, events and festivals
- > Built and created urban and cultural landscapes, built environment, views and landmarks
- > Objects, images and other material culture



1.1 Layers of the City

Nelson's historic urban landscape is the result of the layering and interaction of its natural and cultural features and values over time. This cultural landscape encompasses the whole of the city within its geographical setting. However, it is also important to recognize that there may be more than one experience at any given site.

Natural, Indigenous and historical values contributing to the city's distinctiveness encompass the ordinary and the everyday as well as Nelson's more monumental and extraordinary heritage.

Geology

The rocks of the Quesnellia Terrane and associated granite intrusions underpin Nelson's layered history and contribute to its form, including the city-defining rich silver-copper-gold ores discovered on Toad Mountain in 1886.

Topography and landforms

Nelson's steep slopes and alluvial fan landforms deposited by Cottonwood and Anderson creeks contrast the city's granite uplands with the flat sand and gravel features at the edge of Kootenay Lake.

These creeks emerge from the city's backdrop of the Nelson and Bonnington ranges of the Selkirk Mountains. All of these geographical features provide the foundation and setting on which Nelson's cultural landscape has evolved.

Hydrology and ecology

The West Arm of Kootenay Lake is a defining feature of the city, as are Nelson's creeks - Cottonwood, Ward and Anderson. The city is situated within an ecology consisting of interior temperate rain forest with diverse tree species, wetlands, native vegetation and ecosystems which have resulted from the integration of geology, landform, climate and soils and have helped determine the nature of the city.

Archaeology

Evidence of Sinixt and Yaqan Nukiy practices and traditions are part of Nelson's historic layers. Its archaeology includes pre-contact history, with rock art, culturally modified trees and culturally sensitive places, as well as historical, urban, industrial and underwater archaeology such as shipwrecks.

Land use patterns and spatial organization

Nelson's landscape stands testament to its physical and historical development over time. This is reflected in past and current land uses as diverse as shipbuilding and Chinese market gardens, and in its boundaries, edges, and the city grid. Its tree-lined streetscapes are often curved to fit the topography.

Neighbourhoods

Nelson's neighbourhoods developed at different time periods and under a variety of circumstances, each demonstrating its own characteristics such as stone and concrete walls.



Built environment

The wealth of the early mines flowed through Nelson creating its rich legacy of early heritage buildings. The stone used in some of Nelson's heritage buildings comes from local quarries and is a testament to Kootenay geology.

Later and modern expansion, additions to historic buildings, and vernacular architecture and streetscapes in their varied form and detail, all contribute to the character of the city and the quality of its urban landscape.

Open spaces

The lakefront, streetscapes, back lanes, street trees, private gardens and abundant vegetation contribute to the character and livability of Nelson, promoting a sense of spaciousness yet closeness to the surrounding forest and mountains. Natural areas and parks such as Rotary Lakeside, Gyro and Cottonwood Creek connect to the surrounding ecology. Urban trails and amenities such as the Great Northern Railway trail are public open spaces that connect people to the city and to nature.

Infrastructure

The road and railway connections and the many utilities and functional facilities provided in Nelson all contribute to its celebrated liveability. Electrical and other infrastructure is a reminder that Nelson has had its own source of hydro-electric power for over 100 years. Power production has played a key role in the city's history, along with other engineering and industrial works, and represents the opportunity for future sustainable energy and infrastructure.

Social and cultural practices and values

An Indigenous presence, culture, places and values along with many non-Indigenous cultural, recreational and sporting events, spiritual places, galleries, theatres, artists, and craftspeople of all genres give a richness and diversity to Nelson's cultural life.

City perceptions and visual relationships

The view to the city's historic skyline inspires a sense of uniqueness, while expansive views over the West Arm and out to the mountains create a fabulous setting. Views to the lake. Views from Pulpit Rock to the city. Focused views created by narrow streets and stone walls. Sculptures in Lakeside Park, Gyro Park and other places in the city enhance the visual qualities of the city.

Economic processes

From the city's early prosperity brought primarily through mining and forestry, through subsequent periods of boom and bust into today's globalized world, economic forces have indelibly shaped Nelson's character. Nelson's heritage is an important economic driver for the city.

Intangible dimensions of heritage

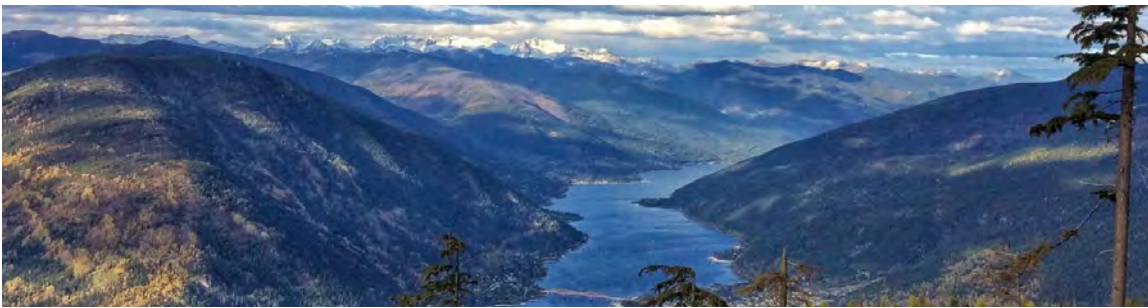
Nelson's diverse cultures have resulted in many stories inspired by its history and environment, including Indigenous and multicultural understandings, meaningful activities and rituals, and the city's sense of place that all contribute to its distinctive cultural landscape, diversity and community identity.

1.2 Thematic Framework

Heritage conservation is based on an understanding of what the community values about its heritage. Conservation is not limited to physical sites or based solely on aesthetics or age. It involves a more broad, layered and deep understanding of the community's heritage, including social and cultural values and even dark or negative heritage values, such as recognition of events related to loss, including loss of nature or of culture.

Nelson's thematic framework allows a greater depth of heritage understanding and supports the components of the heritage plan. Thematic frameworks help promote the inclusion of places and stories related to overlooked or marginalized groups and ensure the representation of places that might otherwise go unrecognized. It seeks to provide a dynamic understanding of Nelson's heritage that can appeal to a wide-ranging audience and connect them with the city's core heritage values.

Part of the management of heritage in Nelson involves participation and input from the public about Nelson's themes and values into the future. A key element of heritage management is ongoing public education and consultation.



1: Lake, river and mountain setting

Water, specifically lakes, rivers, streams and wetlands, have played a key role in the development of Nelson. Especially important are the Kootenay River and the West Arm of Kootenay Lake, which are dominant physical forces in Nelson. These waterways have provided resources and impacted the historical development in the city and continue to be an important part of past, present and future development. Urban creeks have also played an important role in the development of Nelson.

The region's linked lakes and rivers were a primary method of access and transportation for Indigenous people. Their community identities, cultures, lifeways and place names are inseparable from the local lakes, rivers and creeks. There are traditional Indigenous stories about the forming of the region's water-based landscape, along with laws on how to live with the land centred around protecting and sustaining the environment.

Nelson's water resources also represent power, such as hydro-electricity or the aesthetic essence of fast-moving creeks and waterfalls. As mining and smelting flourished in the region, Nelson grew and civic leaders and investors realized the value of the hydro-energy flowing in Cottonwood Creek and the Kootenay River. All of Nelson's creeks – Cottonwood, Ward, Anderson, Fell - have been modified in some way in the service of town growth and development.

The city's lake and mountain setting are reflected in its recreational history and current pursuits, from river and lake sports to alpine adventures at Whitewater Ski Resort. Activities such as the ecological restoration of Cottonwood Creek and the lakeshore are part of the city's commitment to the sustainability of its natural landscapes.



2: Shaping Nelson's landscape

Nelson's natural setting is valuable in and of itself, including its geology, geography, topography, watercourses, and flora and fauna. Its landscapes are the backdrop to events that have occurred throughout the city's history, such as power generation and agriculture in the city's microclimates.

When the Columbia and Rocky Mountains were formed around 150 million years ago, the upheaval affected the Quesnellia Terrane. Later granite intrusions near Nelson and the further shifting of the earth's crust created the large deposits of gold, silver, galena and copper found in the Nelson region, as well as creating the city's distinct topography,

The development of the city has influenced the natural environment. This involves colonial activities such as disruption of Indigenous sustainable land uses and technology such as fish weirs and estuary gardens, sacred sites and burial grounds. Nelson's natural landscape also represents events associated with disaster, such as mining accidents, floods, fires, storms and shipwrecks.

Development on the lakefront and on the uplands impacted aquatic ecosystems and altered creek beds. Hydroelectric dams had major impacts on river systems. Industrial development, city-building, street construction and transportation systems altered the landscape, as did housing development on the riverfront lowlands.

Heritage activities related to climate change, protecting natural heritage resources and cultural landscapes, retention and re-use of existing buildings and ecological restoration are part of this theme.



3: West Arm connections

Nelson's connections are everywhere, on Kootenay Lake and Kootenay River, bridges, roads, highways and throughout the city. Connections between the past and present and between diverse communities are part of Nelson's heritage.

Millennia before roads and railways were introduced to the region, Indigenous people used the local waterways as a means of travel throughout the area, with well-maintained land-based trails

developed for hunting, portage and trade. Post-contact, Nelson, like many other settlements on Kootenay Lake, developed as an inland port city because its main transportation routes were on the waterways.

Nelson's location on the West Arm came about because of its water access and proximity to the Silver King mine at Toad Mountain. The city's origins grew from the lakefront as the city expanded up the adjacent mountain slope and became a major transportation centre due to links between water travel and Nelson's history as an international port of entry, the railway, and later, highways. Water connections are also associated with recreation in waterfront parks and on and in Kootenay Lake.

Transportation and communication by water, rail, road and telegraph has been key to the settlement and development of the city. While mountain ranges made land transportation difficult, Nelson's developing economy required reliable transportation routes. The physical environment influenced the ways in which people travelled and how goods were shipped, giving these routes, from trails to ships to railways, their north-south configuration still seen today.

Major highway systems serving Nelson include Highway 3 and 3A, the Crowsnest Highway. Highway 6 connects Nelson to Salmo, New Denver and Nakusp. Named in 1971, Nelson's Norman Stibbs Airport was developed parallel to the lakeshore on landfill beginning in 1947, expanding the flat lands adjacent to Kootenay Lake. Railways and roads connected Nelson to the United States and vice versa.



4: Economic reinvention

Nelson has always had a diverse economy, from early mining and resources extraction, to regional tourism development, to the city's current wealth of arts and culture. Since its inception, the city has taken advantage of its location, resources and character to sustain itself economically.

The Sinixt and Yaqan Nukiy used the West Arm of Kootenay Lake for the collection of materials for engineering and technology, and as a means of supplementing their diets with the plentiful fish stocks and plant foods.

There is a long history of white settlers (including conscientious objectors, Doukhobors, Quakers and others) and immigrant workers (such as Chinese Canadians) making a living in Nelson and the wider region. A viable fishery, hunting and plant gathering (camas root, huckleberries, medicine plants) and land-based resource extraction were crucial to survival and wealth for local Indigenous communities. The orchard industry began to flourish as mining declined, the need for timber sustained sawmills and the water resource created a source for electrical power generation.

Nelson continued to be a distribution centre for the lucrative mining and logging industries and was recognized for its tourism potential. The city has sustained a mix of economic successes through local and longstanding entrepreneurs and business owner-operators who shaped the local economy from the city's earliest days to today. Manufacturing and industry, silviculture research and tree-

planting, tourism, arts and culture, heritage revitalization and outdoor recreation are other contributors to Nelson's diverse economy. Today, a shift towards a consultant service economy has resulted in a large number of telecommuters, biologists, technologists and other consultants.



5: Building a landmark city

Originally established as a British-centred town, Nelson today is an architecturally outstanding and landmark city with the characteristics of a typical B.C. town, recognizable as “small-town” Nelson with its own distinctive character and culture. Nelson's early development involved the placement of different survey grids onto steep and mountainous terrain over time as the city grew and expanded. These underlying survey grids provide a framework for city-building, establishing the physical and aesthetic character of the city.

Nelson reflects the history and impacts of colonialism found throughout the province, reflecting the loss of Indigenous land rights and cultural sites and the conflicts associated with Indigenous contact history. Most of Nelson's commercial and institutional heritage buildings were constructed between 1895 to 1924, and most are along, or within a block of Baker Street, Nelson's main commercial street. These styles were the product of people seeking their fortune in mining or industry but stylistically modified by the pragmatic English settler population.

The need for homes has resulted in a variety of neighbourhoods, such as Uphill, Fairview, Gyro and Rosemont, with a wide variety of residential buildings, including a number of significant Art Deco and mid-century modern houses that reflect the city's development over time. The city expanded to the North Shore as a result of the West Arm bridge and gave more people the chance to purchase a property on the lake. Nelson's streetscapes, with their street and boulevard trees, are one of the most important aspects of its character, with the practice of planting deciduous shade trees along residential streets beginning in 1897.

Nelson's abundance and plenty are the result of colonizing a new land and imagining paradise. Today, its status as a heritage city is part of its distinctiveness, and protecting its important natural, cultural and intangible resources contributes to its culture of sustainability.



6: Knowledge and administrative centre

Nelson has had an important role as the cultural, knowledge and administration focus of the West Kootenay region. The city was and is an administrative and government centre, a nexus for both local and regional government and non-government activities and institutions.

The presence of head offices and residences of company managers, combined with a stable economy, allowed Nelson to emerge as a cosmopolitan centre.

Nelson's community knowledge base can be found in its school buildings and libraries. As well as providing education, historic places such as Central School, South Nelson Elementary, St. Joseph's School and Trafalgar Middle School help tell the story of the city's development. Mid-century Nelson saw the creation of post-secondary institutions, with Notre Dame University College established in 1950 as the province's second university, and joined by Canadian International College, Kootenay School of the Arts and Selkirk College. Communications infrastructure and resources include the city's independent radio station, Kootenay Co-op Radio, 93.5 FM.

As well as sending many recruits to both World War I and World War II, Nelson participated in many activities undertaken to raise money and supplies in support of the war effort, such as the 1940 "Bomber Fund." During World War II, the Boeing Company of Canada established a sub-assembly plant at Nelson in the Civic Centre.

Centuries of knowledge is found in Indigenous teachings, technology such as fish traps, and artworks. Also represented is colonialism and migration as processes of scattering and disseminating independent ideas, people, traditions, plants, animals and foods.

Nelson's knowledge is found through its place in time and the experience of its residents, as well as in formal education or ceremony. Institutions such as Touchstones Museum of Art and History are significantly valuable in interpreting and presenting Nelson's stories.



7: Cultural and social diversity

Nelson's diversity is considered one of its most important assets and includes connections created through cultural events and a better understanding and appreciation of diverse cultures.

Nelson's mix of cultures through its history include Indigenous Peoples and immigrants including Americans, English, Scots, Italians, Chinese, Doukhobors, South Asians, Francophones and many others. The city sustains its significant cultural scene through the arts, local traditions, heritage and recreation assets that enrich the quality of life for all citizens.

Nelson has a vibrant sense of social and community structure seen in its ordinary everyday activities. This sense of community can be found in utilitarian places, such as pubs, hotels and shops, and markets, hospitals, parks, streets and public open spaces. Nelson's churches represent historic

and current spiritual values and connection, and have been important for the city's development. The city's sacred spaces are not confined to church buildings but include chapels, meeting rooms, spiritual sites and the natural landscape.

Experiencing Nelson's heritage is about knowing the cultures that created it, and which continue to care for it. Knowledge holders and Elders from Indigenous communities in the region are actively working to preserve their culture, stories, languages and traditions.

Roots in an isolated geography has given Nelson a culture of self-sufficiency, regional identity and sense of place upon which to draw an understanding of its heritage. Authors, artists, storytellers, philosophers and other knowledge-keepers have made significant contributions to the city. The ongoing presence of those seeking a quiet life, the abundance of memories and stories, and the counterculture history of the 1960s-70s are all a key part of the city's character up to the present day.

The loss and remembering of significant cultural places such as those important to Indigenous people and Nelson's Chinatown are part of the city's cultural diversity, while initiatives such as the Columbia Kootenay Cultural Alliance's anti-racism solidarity is another example of the city's cultural and social sustainability.



8: Modern Nelson

Modern Nelson is a theme that captures Nelson's character as a thoroughly modern city from its inception in 1896. Nelson was a very early participant in the power generation business through the Nelson Electric Light Company facility at Cottonwood Falls, and was one of the first cities in the province with an electric streetcar system.

Nelson's modernism continued through its physical and social evolution in the 1930s and onward. It represents Nelson's origins as an important civic and technological metropolis, its rise as an educational and administrative centre, and the embracing of a new Moderne and Art Deco design aesthetic seen in the Civic Centre, Nelson Chrysler, Capitol Theatre and other downtown buildings of the era. Moderne style residences in the Uphill and Fairview neighbourhoods, the Dairy Queen, educational institutions, shopping malls, airport, new highway construction and places associated with car-oriented tourism are all representative of modern Nelson.

Modern Nelson is rooted in an understanding of all of its history and heritage, yet represents the city's culture, contributions and loss associated with World War II, the rise of automobile culture and the more recent high-technology notion of being able to live here, work anywhere. It reflects a new changing society, embracing sustainability, a tolerant culture, technological advances, ecological awareness and an understanding of the importance of the *Truth and Reconciliation Commission* findings and the *UN Declaration of the Rights of Indigenous Peoples*.

1.3 Nelson's Neighbourhoods

Nelson's distinctiveness is expressed in individual neighbourhoods and character areas that exist throughout the city. Nelson is located on Indigenous land, and this ever-present layer must be understood and considered in each and every neighbourhood.

The following brief analysis of the character of each neighbourhood is intended as a starting point for expanded neighbourhood character statements, guided by community input, that can help guide appropriate and authentic development that responds to value and character.

Downtown

Downtown, consisting of Baker Street, flanked by Front, Lake, Vernon and Victoria Streets is the centre of Nelson's cultural life. The intersection at Vernon and Ward Streets is significant as the location of a number of Nelson's main civic institutions while Baker Street is the primary main street.

Elements contributing to the character of Downtown include:

- Original city grid, steep streets and back lanes
- Masonry and concrete retaining walls
- Boulevards with street trees
- Small-scale businesses and restaurants, street life
- Baker Street with its collection of significant heritage buildings
- Institutions such as Touchstones Nelson, City Hall, Court House, Hume Hotel
- Elements from the 70s and 80s public realm design
- Mix of large and modest residential buildings
- Multi-cultural community

Railtown

Named in 2011 by the City of Nelson, Railtown is Nelson's newest neighbourhood name, but not its newest neighbourhood. Located on the original CPR flats, the neighbourhood encompasses Government Road, Railway Street, and portions of Baker and Silica streets.

Elements contributing to the character of Railtown include:

- Location of Indigenous presence before settlement
- Former and some continued use as C.P.R. rail lands
- Evidence of early residential development
- Location of Chinese gardens
- Flat topography
- Active railway corridor
- Remains of industrial land uses
- C.P.R. District Superintendent's house
- Nelson Coke and Gas Works building
- Cottonwood Falls Creek and

Lower Uphill

Lower Uphill was developed as a mixed industrial and residential area based on the original grid associated with the city's early surveys. The lot lines closely follow the original Latimer survey DL 95 and 150 from 1891.





Elements contributing to the character of Lower Uphill include:

- Streets following the original geometric survey grid parallel to the lakefront
- Mixed-use and industrial-use properties scattered among the houses
- Institutions such as churches, schools and hospitals
- Mature boulevard trees
- Unpaved lanes with informal gardens and accessory buildings
- Stone and concrete retaining walls and battered-wall slopes, steps and ramps responding to steep topography

Upper Uphill

Upper Uphill was developed as a primarily residential area reflecting a growth outward from the commercial core as Nelson prospered due to the prosperity of nearby mines and the local population grew.

Elements contributing to the character of Upper Uphill include:

- Geometric street grid parallel to the lakefront
- Uniformity of its parcels for primarily residential purposes.
- Remnants of groves of fruit trees found in the higher reaches of Uphill
- Agricultural order and semi-rural quality of the residential streets and yards
- Presence of farm-like cottages reflecting early development as agricultural and orchard lands
- Unpaved lanes with informal gardens and accessory buildings
- Nelson Memorial Park

Gyro

The Gyro neighbourhood is named for Gyro Park and includes the Hume addition surveyed by Farwell in 1889.

Elements contributing to the character of Gyro include:

- Mix of street grids due to different surveys at different time periods
- Views of the West Arm
- Low-traffic, relatively narrow streets with or without curbs, primarily above the rail trail
- Mix of types and ages of homes
- Gyro Park and City Campground
- Masonry retaining walls
- Mountain Station
- Great Northern rail trail

Fairview

The Fairview area, also known as the Nelson City Addition and laid out on its own grid, is representative of this type of association of grid surveys and the speculative expansion of settlement.

Elements contributing to the character of Fairview include:

- Mix of housing including early heritage residences, 1950s-style ranchers, Art Deco structures and modest residential homes
- Remnants of industrial works such as brickyards and sawmills
- Buildings indicating traces of early farmland, including former Chinese market gardens
- Selkirk College Tenth Street campus and music school
- Low-traffic, relatively narrow streets with or without curbs

- Above ground utility poles
- Views of the West Arm and Big Orange Bridge
- Access to Great Northern rail trail

Rosemont

Rosemont was originally called Smelter Hill, since it was the location of the Hall Mines smelter¹. The Rosemont Addition survey was completed by A.H. Green in 1912.

Elements contributing to the character of Rosemont include:

- Early 20th century street grid
- Cottonwood Creek
- Adjacent forested green space
- Remnant evidence of the ore smelter and mining works
- Modest housing
- Hall Mines Road
- Granite Pointe golf course

Nelson's Waterfront

The West Arm waterfront is valued as the place of Indigenous presence before settlement and the city's birth, with its accessible shoreline allowing settlement, its early growth as a port of entry, and as an exit to and from the United States. It was a transfer point for both incoming cargo for the growing city and its industries, and outgoing ore and forest products. Today, the waterfront is diverse, with Lakeside Park, shoreline walkways, parks, beaches, and the tramway continue the city's tradition of the recreational use of the lakeside.

Waterfront West

- Industrial and large-scale retail character
- Nelson City Airport
- Active railway corridor

Waterfront Central

- Access to West Arm
- The West Arm Bridge (Big Orange Bridge)
- Marine recreational uses

Waterfront Lakeside

- Access to the West Arm
- Beaches
- Views of Big Orange Bridge
- Rotary Lakeside Park

Waterfront East

- Access to the West Arm
- Traditional industrial use of the area for shipbuilding, sawmilling and other activities
- New development of John's Walk with a mix of contemporary and vernacular structures

¹ *Place Names: Fairview and Rosemont.* <https://www.castlegarnews.com/home/place-names-fairview-and-rosemont/>



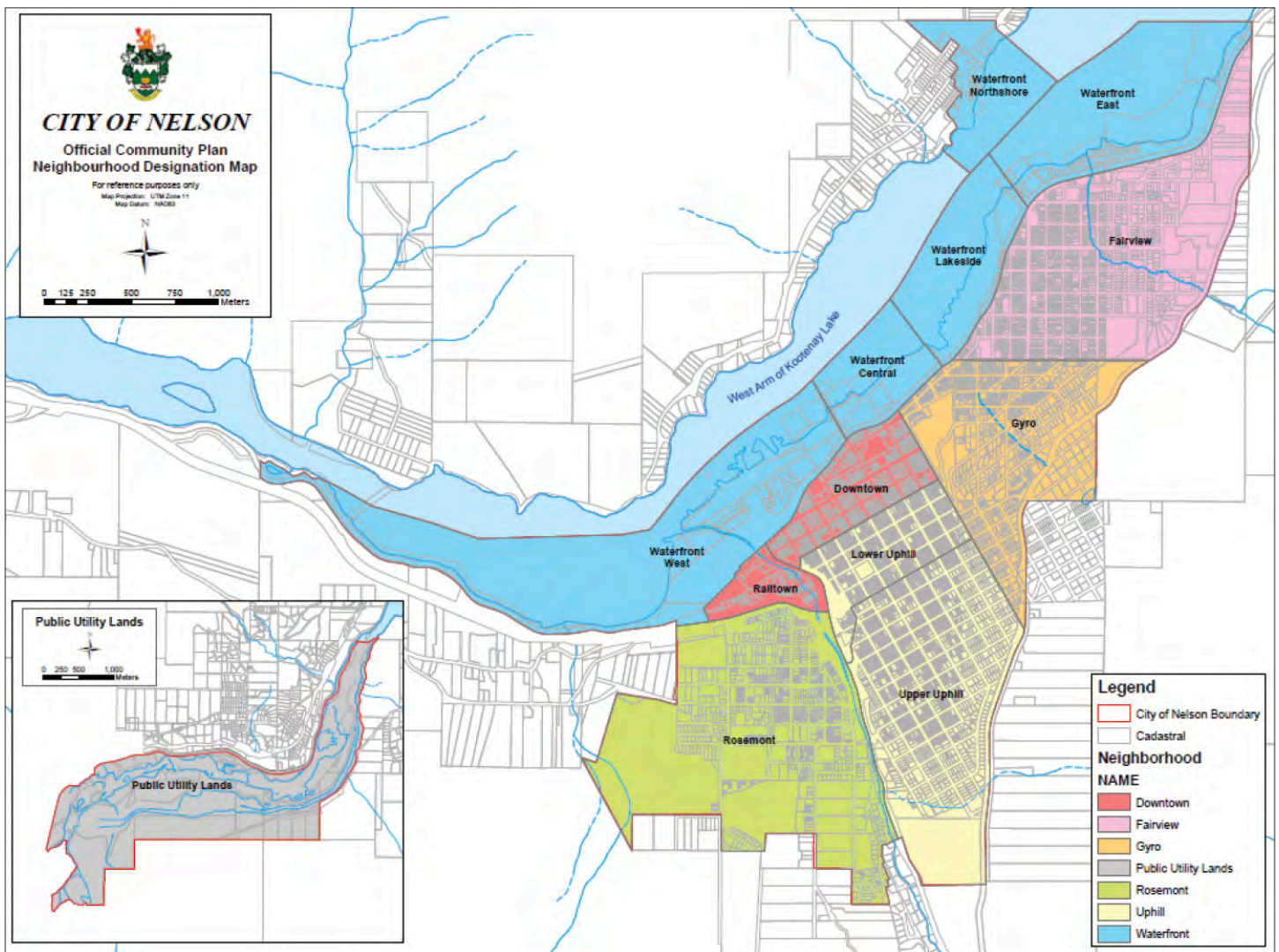
Waterfront Northshore

This primarily agricultural area with areas of scattered residential homes was first identified as the North Shore in 1933.² The construction of the West Arm Bridge in 1957 made the area more accessible. The expansion of the city across the West Arm in 1991 and 1993 brought the currently-existing three commercial areas and the residential area along the waterfront - Bridge Bay - into the city boundaries.

Elements contributing to the character of Nelson's Northshore include:

- Lakeside residential community
- Access to West Arm
- Evidence of the former ferry crossing that predates the bridge
- Remains of early recreational community
- Beaches and waterfront docks

2 *Place Names: Nelson Neighbourhoods Part 5.* <https://www.nelsonstar.com/community/place-names-nelson-neighbourhoods-part-5/>





Nelson streetscape 2009.

1.4 Recent Planning Studies and Bylaws

Eleven major studies and bylaws have been commissioned by the City of Nelson since 2010 to help guide development of the city and its services. These documents vary in the degree to which they recognize the importance of heritage conservation in Nelson and the need for its conservation, ranging along a continuum from heritage-focused (eg. the 2011 Heritage Register Update) to omitting a reference to water and power generation as being an important aspect of Nelson's heritage (eg. the 2017 *Water Master Plan Update*). One goal of this management plan is to ensure that heritage is considered in all relevant planning, design and development documents and any applicable City bylaws.

The following pages provide a brief summary of the ways in which these current documents do or do not integrate heritage conservation into their frameworks, accompanied by an analysis as to how heritage management might be better integrated into these and future city documents and thus into the day-to-day activities of the City.



1 2011 Nelson Community Heritage Register Update

(An accompaniment to registers from 1979, 1994, and 2017)

The 2011 document identified 175 current commercial, industrial and residential heritage sites, both individual private and public properties or clusters of properties, streetscapes, neighbourhoods, landscape features and organizational elements of the city (such as the street grid).

- > The update includes Statements of Significance prepared for 70 of the identified heritage resources.
- > An inventory list of the other identified sites was created as part of the process.
- > Following a values-based understanding of heritage, the document identified the value of sites using 10 cultural themes about the development of the City, its setting and its culture, in keeping with best practices for heritage programs.

Analysis

- > There are more of the identified sites from the 2011 list that should be added to the heritage register.
- > Many other features in the city could be identified as having heritage value such as additional natural and cultural landscapes.
- > A consolidation of all registers/ inventory of places and features identified as having heritage value has been undertaken as part of this heritage plan.
- > Ongoing documentation of diverse new sites in an inventory and register will improve community understanding of heritage.



2 2010 Nelson Cultural Tourism Strategy

The document makes clear the importance of conserving and protecting local cultural values. The first two principles for experiencing authentic culture are to focus on **authenticity and quality**, and to conserve and protect local cultural values. These same principles lie behind the approach taken in the *Standards and Guidelines for the Conservation of Historic Places in Canada (Standards and Guidelines)*.

- > Relating heritage to the city's cultural sector and tourism would build capacity for conservation
- > Experiencing Nelson's heritage is a key aspect of the region's heritage experience

Analysis

3

2010

Nelson Path to 2040 Sustainability Strategy

The document states clearly the role of heritage in enriching Nelson citizens' lives and creating meaningful learning opportunities.

- > It is a high-level visioning document with principles and directions that are examined in more detail in subsequent planning documents.
- > Good for providing a basis for subsequent heritage planning work, and specifically acknowledged as key in the 2016 Railtown Sustainable Neighbourhood Plan.
- > This strategy is an integral companion document to the OCP.

- > There are broad objectives in the Sustainability Strategy that can include heritage conservation.
- > Aligning heritage planning with these objectives would embed good conservation practice in sustainability initiatives.
- > It is a living document and in future will require updating to reflect traditional Indigenous values.

4

2011

Nelson Subdivision and Development Bylaw No. 3170

- > Upgrades to infrastructure can affect the heritage value of the public realm or negatively impact heritage sites, yet the regulations in this consolidated bylaw are virtually silent on the issue of heritage, whether about structures or landscapes or infrastructure within the city. The various parts and schedules of the bylaw do not deal with anomalies of older infrastructure within the regulations to manage heritage conservation.
- > A subdivision bylaw can facilitate the retention of heritage features such as historical lot lines or site configurations.

- > Nelson's public realm is the location of many aspects of the city's heritage value and character.
- > Infrastructure upgrades can have an impact on the heritage value of Nelson's public realm.



5 2011 *Nelson Design Guidelines*

These guidelines are noted as Schedule H in the 2018 Nelson Official Community Plan. They have not undergone significant revisions since adoption in 2011.

The Guidelines include all the usual urban design considerations one would expect to see for a city with a central area that is distinguished by a substantial stock of heritage buildings. The guidelines reflect the city's desire to conserve and build off the form and character of that early commercial core (within Development Permit Area #1).

- > Development Permit Area #1 covers the early residential neighbourhoods of the city that have some historic and later non-residential developments, yet the conservation of heritage value of the early housing stock and character of the neighbourhoods is not addressed by the guidelines; the guidelines are focused on historical commercial streets.
- > Development Permit Area #2 covers the commercial core, rail lands and waterfront. While Section 3.2 is specific to heritage and section 3.3 to Downtown and Waterfront, there is still a risk of confusing the legibility of new vs. old buildings.
- > Development Permit Area #3 guidelines are focused on safety from wildfires and flooding. These guidelines impact the management of heritage value through fire prevention and specific landscaping and building material recommendations.
- > Development Permit Area #4 is to guide Laneway House development, stating that its architectural style should complement the design of the principal residence without creating a miniature version and be distinguishable, with subordinate height and scale. Vinyl siding is not permitted. Enhancing the pedestrian experience is an overall goal.

Analysis

- > Nelson's design guidelines are embedded in the Development Permit Area (DPA) regulations.
- > Since all the DPA's span distinctly different Nelson neighbourhoods, their guidelines do not necessarily support the maintenance of distinct character of these neighbourhoods.
- > The significance of the waterfront and rail lands pertaining to Indigenous traditional territory should be considered in Development Permit Area #2.
- > Guidelines tend to refer to the character of the commercial core, even though other commercial areas have characteristics quite different from the old commercial core.
- > Future guidelines for the commercial core could be less prescriptive and better align with principles of compatibility and distinguishability to avoid a "heritage style."
- > Future guidelines could address character differences in neighbourhoods and areas.



6 2011 *Nelson Sustainable Waterfront and Downtown Master Plan*

The purpose of the *Sustainable Waterfront and Downtown Master Plan* was to find a way to better connect and revitalize these two fundamental areas of the community. The plan aims to embody the principles of sustainability and will guide future development of the downtown and waterfront areas.

Aspects of the study that can impact heritage values:

- > Recognition of the social value of the lakefront to the community, with goals that the waterfront become a more accessible public amenity, while protecting sensitive habitats.
- > Identification and characterization of nine distinct districts within the Downtown and Waterfront areas and design for those districts.
- > Brief referencing of vernacular building form for use as source of new building design
- > The study area is analyzed for its land use (and zoning), built form, parks and open space, environment, contamination, infrastructure, and market analyses.
- > Goal 3: Heritage/New Construction calls for protecting recognized and designated buildings while allowing new construction to reflect current styles/practices.
- > Section 3.5.1 Street and Block Pattern recognizes and supports the important heritage value of the historic street grid.
- > Section 4.3.2 Guidelines align with Standards and Guidelines for Historic Places in Canada.
- > Guidelines differentiate between design on Baker Street vs. other areas.
- > Section 4.3.4 Use Specific Guidelines makes clear that special consideration needs to be given to the adaptive reuse of registered or designated heritage buildings, many heritage buildings that are not on the register, and buildings or properties adjacent to heritage buildings.

Analysis

- > Clear definition and description of 9 distinct downtown and waterfront neighbourhoods could be used to inform heritage character statements.
- > Indigenous connection to the land should be addressed in areas such as Waterfront, Railtown and Lakeside Park.
- > The study's corridor analyses could form basis for conserving valued historic views.
- > The value of Nelson's vernacular industrial, commercial and residential buildings could inform design guidelines for the various neighbourhoods/districts.

The City's vision states that its history and culture be celebrated, with core principles including the authentic representation of cultural values, and the use of heritage as one the city's greatest community assets.

One of its goals is that the city be regarded as a vibrant arts, culture and heritage hub.

> **Section 4.1 Sustainable Community**

Development: Glancing mention only of the role conservation of historic buildings can play in the goal of sustainable community development. The emphasis is instead on high performance building design and green building standards that do not explicitly recognize the environmental benefits of re-use of historic structures or of conserving cultural and natural landscapes.

> **Section 4.2 Land Use & Neighbourhoods:**

This section, in dealing with the issue of adding denser forms of housing in the city, notes that the design and "fit" of new development is a priority, as is maintaining the integrity of the established neighbourhood character.

> **Section 4.3 Housing** refers only in minor ways to heritage values, but with objectives and policies mentioned that could support heritage conservation in older neighbourhoods, such as steering larger residential development away from historic residential areas of strong character, and facilitating and providing incentives to homeowners for adaptive re-use of single family homes to provide independent rental housing and/or affordable housing.

> **Section 4.4 Living & Social Well Being**

makes no mention of heritage values. However, the case has been made that stable older neighbourhoods contribute to a city's well being. Heritage conservation is a key component of stable neighbourhoods.

- > Sustainability is a central concept in the OCP, and can be the lens for considering heritage conservation.
- > Area plans, neighbourhood plans or Heritage Conservation Areas (HCA) are often a feature of OCPs for neighbourhoods with distinct character.
- > Older residential neighbourhoods are a key contributor to Nelson's heritage and measures to help conserve each of their distinct characters would help conserve Nelson's diverse heritage values.

Analysis

- 
- > **Section 4.7 Culture** rightly states that Nelson's built heritage is key to its character, and that one objective is to maintain this character through continued efforts of awareness, knowledge and respect for its heritage. Other objectives:
 - > Develop a strategic plan to guide heritage-related initiatives from the 2011 Community Heritage Register Update,
 - > Encourage the retention of buildings and landmarks which contribute towards maintaining neighbourhood character, cohesiveness and integrity by exploring a system of incentives,
 - > Encourage a broader concept of heritage including the area's Indigenous and diverse settler cultures,
 - > Update the Development Permit Guidelines for Heritage Buildings, specifically reflecting the *Standards and Guidelines for the Conservation of Historic Sites in Canada*,
 - > Support the preservation of existing heritage character in the downtown core and throughout the city,
 - > Continue to update the heritage register
 - > Investigate using the Update to develop new Development Permit Areas or Heritage Conservation Areas,
 - > Enforce policies and procedures to ensure adequate fire protection and life safety measures for existing heritage buildings.
 - > **Section 4.8 Parks and Recreation** has one objective to conserve natural open space and a policy to protect and enhance parks and open spaces restored natural areas.
 - > **Section 4.9 Natural Environment & Hazardous Conditions** has objectives to maintain and enhance Nelson's environmental quality and to protect its natural attributes, view corridors and the green natural backdrop of the community.

> The OCP supports the notion of conserving neighbourhood character but does not define all the distinctive neighbourhoods of Nelson.

> Without incentives, the re-use of heritage and character buildings will be economically challenging.

> A good way to help conserve natural open space features is to include them on the heritage register.



8

2013

Zoning Bylaw 3199

This consolidated zoning bylaw is virtually silent on the issue of heritage, whether about structures or landscapes within the city. The various zoning districts do not list any provisions to grant exemptions or leeway to forms of development involving existing non-conforming heritage structures, such as buildings that contravene current setback, size or height restrictions.

There are currently no Heritage Conservation Areas, nor provisions within zoning regulations to incentivize heritage conservation.

Analysis

- > Procedures could be developed to assist in supporting non-conforming heritage sites.
- > Incentive provisions in the various zoning districts could improve the adoption of heritage conservation practices.
- > While the use of other LGA tools is encouraged, zoning-based incentives can also be a tool for heritage conservation.



9

2016

Railtown Sustainable Neighbourhood Action Plan

This document is a focused refinement of the vision found in the 2011 *Sustainable Waterfront and Downtown Master Plan*. Its historically significant landmarks (including the rehabilitated CPR station) are key to the distinct character of the neighbourhood. The character of three of the five precincts within the neighbourhood are consciously informed by heritage buildings and spaces. Character is discussed through themes, which can potentially result in the muddying the distinction between heritage buildings and recent work. The document is important for integrating multicultural, Indigenous, and power generation content into the findings.

Priority actions of the plan that relate to and support heritage conservation include:

- > Recommendation to explore incentives for adaptive reuse of buildings
- > Riparian improvements of Cottonwood Creek
- > Freight shed rehabilitation
- > Rehabilitate the Coke and Gasworks building
- > Rehabilitate the Superintendent's House

- > Best practices in conservation can support new construction clearly of its time that is compatible with the surrounding heritage character.
- > Design guidelines for a heritage precinct can promote authenticity in building design, conserving historic fabric while avoiding a "heritage style."

Analysis

10

2017

Downtown Urban Design Strategy

This design strategy is founded on “10 Big Moves” that while perhaps being admirable for helping revitalize the downtown core and upgrade its infrastructure, are in most cases not grounded in the heritage conservation principles of the *Standards and Guidelines for the Conservation of Historic Places in Canada*, or the more nuanced analysis found in the 2011 *Sustainable Waterfront Downtown Master Plan*.

It may be challenging from a heritage perspective to reconcile its recommendations to create “squares”, “gateways” and “connections” along Baker Street – elements that historically never existed – with the goal of conserving the heritage of the street and downtown area.

Following this document’s recommendations without due care and consideration could easily undermine the conservation of heritage value in the downtown core.

- > Street furniture and infrastructure may be part of heritage character.
- > A heritage value statement with key character-defining elements for precincts in the public realm can focus on scope for future street upgrades that also conserve heritage values.
- > City government and departments can coordinate decision-making for public realm improvements that include the conservation of heritage values and that follow best practices in heritage conservation.

11

2017

Water Master Plan Update

This report makes no direct reference to Nelson’s heritage or its conservation but does mention potential new water source and power generation projects. Nelson has a long local and regional history of water management and power generation in the area which should be acknowledged as part of its heritage.

In addition to its long history of water use, Nelson has other significant historical infrastructure related to transportation, industry, communications and other activities.

- > Expanding or creating new water supply or power generation projects may impact natural and cultural heritage resources.
- > Other potential infrastructure with heritage value should be acknowledged and conserved.
- > Future infrastructure design projects can be potential locations for heritage education and interpretation initiatives.



12 2020

Nelson Next: A New Community Vision for Climate Action

Nelson Next is a reflection of the city's diverse community's collective priorities. The document outlines seven aspirations on the topics of:

- > Public, active or electric transportation
- > Zero carbon buildings and infrastructure
- > Collaboration among citizens in reducing climate change impacts
- > Maintaining essential ecosystem services
- > Circular economy and low waste
- > A model city for integrated climate action

It lists values associated with compact and livable streets, our extensive heritage conservation efforts, our stunning scenery and the city's creative and entrepreneurial spirit.

The document identifies climate change impacts on heritage as accelerated infrastructure degradation, ongoing stress, and the increased degradation and failure of heritage structures as having high consequence, high likelihood and a high risk level.

- > As communities face the impacts of climate change, meaningful and valuable cultural heritage sites and traditions are also at risk.
- > The impacts of climate change on history and culture, while often underrepresented in climate policy and research, need to be addressed in order to ensure the conservation of heritage and tradition.
- > Each of the aspirations can have heritage embedded into the strategies. For example, when performing a natural asset inventory it can include the contribution of cultural landscapes and traditional ways of managing ecosystems can be explored and neighbourhood treed streetscapes can be retained and conserved.
- > Adapting and re-using existing buildings is a primary means of meeting climate action goals in the city.

2

RETAINING NELSON'S DISTINCTIVENESS

The goal is to **sustain Nelson's distinctive sense of place.**

Principles to keep in mind
when planning actions to
achieve the goal:

- > Nelson is a heritage city with a distinctly layered and complex historic urban landscape and culture.
- > Heritage values include and represent all citizens.
- > Heritage conservation is a whole-of-city cultural endeavour.

WHAT MAKES NELSON NELSON?


2.1 We're using the best methodologies for heritage conservation

Whether on private or city-owned properties or in the public realm, implementing current best practices in heritage planning will protect Nelson's heritage resources. This requires basing conservation work on a thorough understanding of the context, heritage values and character-defining elements of those resources.

Adopting an approach that embeds heritage conservation into planning policies, practices and bylaws will help safeguard Nelson's heritage and identity in the face of factors such as climate change, development pressures and a changing economy.

Strategy (1a)

Follow current accepted standards and practices in heritage conservation.

Actions		Implementation
 <ul style="list-style-type: none"> > Develop an active culture of heritage understanding and best practices within all City departments. > Have Council commit to heritage conservation as part of the city's planning, development and sustainability goals. 	<ul style="list-style-type: none"> • Institutionalize heritage conservation in Nelson by pro-actively ensuring there is regular and effective communication amongst all departments with regard to heritage. • Commit a planning staff position or half-position to heritage conservation. • Ensure heritage staff and representatives from the Heritage Working Group meet regularly with staff from other departments to review City and developer initiatives and projects. • Ensure staff and all committees advising Council recognize heritage conservation as a key part of the city's planning, development and sustainability agenda. • Seek to engage with the region's Indigenous peoples to ensure their interests are considered and their participation contributes to community well-being. 	<ul style="list-style-type: none"> • Priority: High • Development Services to discuss planning staff commitment with City Manager before presenting this idea to Council. • Priority: High • Who: All City departments, Climate Change Officer, Indigenous Nations • Tools: Link heritage conservation to sustainable projects. Adapt and renew rather than replace existing structures. • Research green technologies for conservation projects.

Actions

Implementation

> Engage staff in using best practice heritage standards in planning and development activities.

- Adopt the *Standards and Guidelines for Historic Places in Canada* to guide City decision-making and incorporate into the OCP.
- Provide information and training for staff on using the *Standards and Guidelines*.
- Apply the *Standards and Guidelines* to all civic building and public realm projects and when facilitating development in the city.
- Develop a process to have the *Standards and Guidelines* considered in the development of privately-owned sites considered to have heritage value.
- Include Indigenous-based cultural restoration and management within Nelson's urban context.
- Have planning staff communicate best practice with Operations, given their role in the maintenance and development of the public realm and city facilities.
- Consider convening a workshop for Staff and Council on urban design decision-making in heritage areas.
- Utilize continuing education, conferences, networking and other means to stay current on new and emerging conservation policy, standards and tools.

> Establish a Community Heritage Commission (CHC).

- As the heritage program grows and develops, consider transitioning the current Heritage Working Group into a reinstated formal Community Heritage Commission as outlined in LGA Section 597 (1) to help increase accountability for heritage.
- Educate committee members about current best practices in heritage conservation to effectively advise Council and staff.

- Formally adopting the *Standards and Guidelines* provides automatic best-practice sustainability guidance.

- Priority: High
- Who: All City departments, development community.
- Tools: Heritage incentives, information sheet on using the *Standards and Guidelines*.
- Heritage BC: *Setting the Bar - Standards for Reconciliation in the Heritage Sector*. heritagebc.ca/setting-the-bar-a-guide-to-achieve-new-standards-for-reconciliation-within-the-heritage-sector/
- First Peoples' Cultural Council: *Recognizing and Including Indigenous Cultural Heritage in BC*. <https://fpcc.ca/wp-content/uploads/2020/09/FPCC-ICH-Policy-Paper-EN-200825-WEB.pdf>
- UNESCO recommendation on the Historic Urban Landscape <http://www.historicurbanlandscape.com/index.php?classid=5352&id=29&t=show>
- Heritage BC Annual Conference
- Annual Heritage Planners and Professionals meeting sponsored by BCAHP

- Priority: Low
- Who: Cultural Office, Heritage Working Group
- Tools: <https://heritagebc.ca/learning-centre/community-heritage-commissions-a-resource-guide/>

Actions

Implementation

- > **Publish and maintain information for the public about heritage programs and activities.**

- Develop a dedicated heritage page on the City's website as a portal for public education about the heritage program, heritage conservation planning activities and heritage events.
- Ensure heritage polices, programs, resources and other sources of information are clearly communicated and located on the website including the thematic framework, heritage reports, case studies and guides for undertaking heritage projects in the city.
- Provide the development community with clear information guides that outline processes for submitting heritage conservation projects, applying for incentives, use of the *Standards and Guidelines* and other relevant information.

- Priority: High
- Who: Development Services, Cultural Office, Heritage Working Group
- Include information on the Heritage Plan, heritage register, historic neighbourhood character statements, local heritage organizations, and links to provincial and national websites
- Include ongoing heritage actions, projects and initiatives
- Include information for homeowners and developers on polices, processes and incentives for conserving heritage.

- > **Use consistent assessment processes to determine the heritage value of known or potential heritage resources.**

- Utilize documentary research (in consultation with the Nelson Archives), thematic framework, neighbourhood context statements, community input and best-practices guidelines to identify and document heritage value.
- Publish a heritage assessment procedure and guide on the City's heritage planning web pages. Include resources and links to assist with this process.

- Priority: Ongoing
- Who: Development Services, Cultural Office, Community Heritage Commission, Archives
- Tools: Heritage assessment criteria in Appendix B, Canadian Register of Historic Places: *Writing Statements of Significance* <https://www.historicplaces.ca/media/5422/sosguideen.pdf>

Strategy (1b)

Effectively utilize heritage planning tools, both non-legislative and those enabled by the *Local Government Act*.

Actions

Implementation

- > **Utilize appropriate *Local Government Act* tools (Part 15 - Heritage Conservation).**

- See section 4.3, Heritage Conservation Tools for Nelson.

- Priority: Moderate and ongoing
- Who: Development Services, Cultural Office
- Tools: Consult Heritage BC's *Heritage Conservation Tool Resource Guides* at heritagebc.ca, and Province of BC *Heritage Conservation: A Community Guide*

Actions

Implementation

> Promote conservation through the use of heritage incentives.

- Consider a tax incentive bylaw as a mechanism for encouraging property owners to conserve their heritage property which otherwise may be at risk.
- Consider a City grant program (monetary grants) supporting heritage conservation be launched as an effective incentive.
- Use development incentives such as a Heritage Revitalization Agreement where heritage values and character-defining elements can be conserved at sites undergoing change.
- Facilitate good heritage conservation practices both within the City and in the private sector.
- Apply a formal and consistent review process for projects with heritage resources applying for development incentives.
- Strive for a balance of private and public benefits in all heritage initiatives and projects subject to the negotiation of heritage incentives.

> Implement a clear approval process to support heritage conservation efforts.

- Processing applications with heritage conservation may be perceived as taking longer due to additional complexity. If it becomes necessary, institute a process by which it is made easier and faster for staff to process development applications that include heritage conservation as a further incentive for conserving heritage.
- Strengthen and clarify procedures and evaluation methods related to the heritage development process.

- Priority: Moderate
- Who: Development Services, Cultural Office
- See Section 4.2 Heritage Bylaws and Section 4.3 Heritage Conservation Tools for Nelson
- Tools: Consult <https://heritagebc.ca/learning-centre/heritage-conservation-tools-resource-guides/>
- Consider keeping a list of heritage planners and contractors. Have staff utilize this expertise and make these contacts available to developers.

- Priority: Low
- Who: Development Services, Cultural Office, CHC
- Provide clear information on the process for heritage development applications through a user-friendly document, laying out what tools, processes or professionals will be needed or used to proceed with heritage conservation.
- Ensure the document addresses all scenarios, such as resources with heritage value not yet known, heritage register resources, City-owned properties or public realm projects.
- Make an allowance for additional City resources as needed, but ensure the scope of any process is within staff capacity.

Actions

Implementation

- > **Enact a Heritage Procedures Bylaw (LGA Part 15, Section 590) to formalize heritage procedures and improve transparency and expectations around heritage decision-making.**

- Currently, the only heritage-specific legislation that is being used by the City is a heritage designation bylaw and heritage provisions included in the OCP.
- Draft a bylaw that meets the needs of the City's heritage program, including guidance that supports increased formal recognition and protection of heritage resources, and incentivizes property owners to revitalize their properties.

- Priority: High
- Who: Development Services, Cultural Office, CHC
- Review examples of similar bylaws from other jurisdictions.
- See Section 4.2 Heritage Bylaws for recommendations for a Heritage Procedures Bylaw in Nelson.

Strategy (1c)

Identify, document and monitor Nelson's heritage resources.

Actions

Implementation

- > **Make available information about Nelson's heritage values and resources.**

- Further develop the updated thematic framework included in this study. Place it and the 2011 Heritage Register Update on the heritage web pages, along with any other information about Nelson's heritage resources as an inclusive resource and reference about for staff and the public. Continue to update these documents into the future.
- Include the updated thematic framework in the next iteration of the Official Community Plan.

- Priority: Ongoing
- Who: Development Services, Cultural Office, CHC, Archives
- Tools: City heritage web page, thematic framework

- > **Recognize the central role of the heritage register in the recognition and management of heritage resources.**

- Maintain one complete city-wide list of heritage resources (identifying whether they are on the inventory or register) as an identification tool for heritage resources and create a file for each registered or designated property.
- Ensure that all places and features identified by the community as having heritage value are compiled into this list.
- Expand the City's interactive map to include register and inventory listings.
- Continue to make the heritage register (including Statements of Significance) and the heritage inventory available on City's heritage web page. Include updates as they occur.

- Priority: High and ongoing
- Who: Development Services, Cultural Office, CHC, Indigenous partners, Communications
- Continue to add to, update and modernize the heritage register and make it more inclusive.
- Regularly submit updates to the Nelson heritage register to the BC Register of Historic Places as per LGA statutory requirement 595,1.

Actions

Implementation

> **Incorporate a heritage perspective into neighbourhood planning by creating historical character statements for Nelson's distinct neighbourhoods to understand the cultural fabric and manage development and change.**

- Explore the use of the city's interactive map as a public database for the register list that will automatically stay current.
- Utilize the heritage register to assist planners in decision-making in development or demolition inquiries for a register-listed property.
- Utilize a heritage register inclusion process with consistent evaluation criteria that aligns with the thematic framework.
- Add to the inventory and register with the goal of addressing under-represented communities, themes, types of resources or parts of the city.
- If appropriate and with permission include places with evidence of Indigenous people's traditional use.
- Start by adding properties and features listed in the 2011 Heritage Register Update and current lists compiled by the City.
- Use existing City documents for information and to support the preparation of the character statements such as the *Sustainable Waterfront Downtown Master Plan*, *Railtown Plan* and the Heritage Register Update.
- Use a process of community engagement to understand what citizens value about their neighbourhoods to develop the statements.
- Include the statements in the next iteration of the Official Community Plan and consider them if/when neighbourhood plans are developed.
- Add any new heritage resources identified during the process of creating the statements to the heritage register.
- Have a dedicated staff member to take care of heritage register administration and ensure it is consistently updated.
- Tools: <https://heritagebc.ca/learning-centre/community-heritage-register-a-resource-guide/>
- Priority: High
- Tool: Commission a heritage professional to prepare the statements with City and community input.
- Ensure that the statements capture the many layers of history in each neighbourhood such as Indigenous use and Chinese gardens in Railtown.
- See examples from New Westminster: https://www.newwestcity.ca/heritage/heritage-research-and-resources/sb_expander_articles/683.php and for Fernie: <https://heritagefernie.com/fernie-heritage-strategy/>

Actions

> Prepare design guidelines for each neighbourhood that address their distinct values and character.

- Revise the existing guidelines for Downtown that support its distinctive character with compatible new work.
- Prepare guidelines for Railtown and the Waterfront neighbourhoods that support their distinct history and industrial character while facilitating compatible new work.
- Develop guidelines for older residential neighbourhoods that reference and conserve the importance of streetscapes and housing form and character.
- Identify ways of increasing the height of one-storey buildings, such as specific height restrictions and upper floor setbacks.
- Consider building and landscape guidelines that recommend compatible physical references to properties on the same block.
- Avoid prescribing a generic “heritage style.” Rather, have creative contemporary design be inspired by the form and character of the overall neighbourhood.

Implementation

- Priority: Moderate to low
- Who: Development Services, Cultural Office, CHC, Public Works, Parks
- Prior to the development of guidelines for each neighbourhood, use the neighbourhood context statements for interim guidance about character.
- Commission a heritage professional knowledgeable about current best practices to prepare the design guidelines.
- See Section 4.5 Design Guidelines.

Actions

> **Develop a monitoring process and program to identify both City and privately-owned vulnerable heritage resources.**

- Utilize the heritage register and inventory to monitor identified heritage resources and whether they are at risk.
- Develop an online tool on the City's heritage planning web page where the community can identify heritage resources that may be at risk.
- Identify actions to be taken by the City to safeguard those resources, such as placing them on the heritage register, undertaking a heritage conservation project, or negotiating with an owner to conserve the heritage resource.
- Consider offering financial or planning support to an owner, or assist them with preparing heritage grant or funding program applications for heritage conservation.
- Undertake discussions with other departments about potentially vulnerable City-owned heritage resources to ensure their values are conserved.
- Consult with other levels of government (such as the province or the regional district) for resources such as landscapes, streetscapes, lakefront or other places that do not fall under municipal jurisdiction.
- Monitor infrastructure upgrades and mitigate any impacts on the heritage value of Nelson's public realm.

Implementation

- Priority: Moderate, implemented incrementally over time
- Who: Development Services staff, Cultural Office, CHC
- Tools: Heritage register, online identification tool
- As a first step in any development or demolition inquiry, have staff flag and review the property or resource to determine if it potentially has heritage value and should be considered for conservation. Use the Heritage Assessment Criteria in Appendix B.
- A simple one-page document explaining the reasoning behind this requirement should be provided, and included on the City's heritage web page.

WHAT MAKES NELSON NELSON?

2.2 We're making heritage conservation part of community sustainability

Nelson's long-standing identification of itself as a heritage city and its current commitment to sustainable practices is a foundation upon which to build a heritage program for the city. An inclusive identification of heritage character and values is key to ensuring ongoing community support for Nelson's heritage as the city grows and changes.

Having heritage as a key part of community sustainability balances heritage values and community identity with sustainable development and means that everyone needs to work together. Heritage conservation implemented across all sectors of civic government will reinforce the city's strong, identifiable and enduring sense of place that is fundamental to its **social, cultural, environmental and economic** sense of itself.

Strategy (2a)

Integrate heritage conservation into Nelson's current and future sustainable practices.

Actions

- > **Make heritage conservation a key part of ongoing City dialogue about all sustainable decision-making.**

- Undertake heritage conservation initiatives that support the City's 2040 sustainability strategy such as strategies related to climate change (Nelson Next), urban agriculture, natural areas and parks.
- Integrate current sustainability checklists (or standards) with best practices for heritage conservation on City and private-sector heritage projects.
- Initiate a program of capacity building, education and understanding amongst all City staff about the integration of heritage conservation and sustainability into City practices.
- Use this initiative to ensure the consideration of heritage conservation in all City decision-making and staff discussions about sustainability programs and projects.

Implementation

- Priority: Ongoing
- Who: Development Services, CHC, other City departments, Council
- Rather than a formal declaration by Council, embedding heritage into City policies and discussions about sustainability can be a shift in civic culture over time.
- Tools: National Trust for Canada https://regenerationworks.ca/wp-content/uploads/2020/12/E_Making-Reuse-the-New-Normal-Report-FINALV2.pdf
- National Trust for Historic Preservation: The Greenest Building: Quantifying the Environmental Value of Building Reuse <https://forum.savingplaces.org/viewdocument/the-greenest-building-quantifying>

Actions

Implementation

> Continue to recognize a diversity of heritage values.

- Continue to review, update and add to heritage conservation measures in the OCP.
- Over time, ensure all core planning documents reflect heritage conservation as part of economic, social, cultural, natural and physical sustainability.
- Adapt to climate change through measures such as relocating heritage resources, flood-responsive open space design and sustainable materials.
- Explore the appropriateness of a deconstruction permit for demolished heritage properties that allows for salvage and/or recycling.

- Building Resilience: Practical Guidelines for the Sustainable Rehabilitation of Buildings in Canada. https://www.historicplaces.ca/media/49493/resilience_en_june%202016.pdf

> Advance heritage conservation activities that can assist in reconciliation.

- Be proactive in identifying historic places that reflect underrepresented communities and narratives for inclusion on the heritage register.
- Engage with community groups on projects that promote a wider understanding of the city's diverse heritage.
- With Indigenous partners, recognize and document the diversity of Indigenous values inherent in Nelson today.
- Engage Indigenous groups in land use planning, infrastructure planning and community development to incorporate local traditional knowledge.
- Include Indigenous-based cultural and ecological restoration and management within Nelson's urban context.

- Priority: Ongoing
- Who: Development Services, Cultural Office, CHC
- Tool: Community Heritage Register
- Consider an online nomination form for heritage resources on the City's heritage web page.

> Conserve Nelson's distinctive cultural landscapes.

- Develop a specific inventory of cultural landscapes within the city that may be vulnerable to development or climate change.
- Develop a suite of measures to conserve heritage values associated with cultural landscapes.

- Priority: High and ongoing
- Develop an action plan specifically to undertake ongoing engagement with Indigenous partners on all aspects of heritage.
- Tools: First Peoples Cultural Council. Policy Paper: Recognizing and Including Indigenous Cultural Heritage in B.C. <https://fpcc.ca/wp-content/uploads/2020/09/FPCC-ICH-Policy-Paper-EN-200825-WEB.pdf>
- Priority: Moderate
- Who: Development Services, Parks, Cultural Development Office
- Tools: The Cultural Landscape Foundation <https://www.tclf.org>, *Standards and Guidelines*

Actions

Implementation

> Embed heritage conservation into all projects in Nelson.

- Protect Nelson's tree-lined streets and boulevards by conducting a tree inventory and management plan, and promote the expansion of the urban tree canopy.
- Sustain Nelson's heritage by ensuring all City planning and development initiatives are considered through a heritage lens.
- Communicate with the private sector and non-governmental organizations to ensure heritage is considered in their projects and programs.
- Identify and respond to heritage values and utilize the *Standards and Guidelines* on all City projects.

- Priority: Moderate
- Who: Development Services staff, Cultural Office and CHC
- Tools: Subscribe to Heritage BC and the National Trust for Canada newsletters.
- Participate in the annual Heritage BC and BCAHP conferences.
- <https://heritagebc.ca>
- <https://heritagebc.ca/learning-centre/>
- <https://nationaltrustcanada.ca>
- <https://cahp-acecp.ca/chapters/bc-yk/>

Strategy (2b)

Undertake heritage conservation as part of community building and healthy, livable neighbourhoods.

Actions

Implementation

> Conserve and enhance the city's public realm.

- Prepare a context study that develops an understanding of the evolution of Nelson's public realm over time.
- When upgrading or making changes to public spaces and streetscapes, develop designs informed by neighbourhood character and that protect heritage values and natural, built, cultural and intangible elements.
- Consider heritage conservation in new public realm design by considering layout, materials, site furnishings etc. that respond to character-defining elements.
- Collaborate with all City departments to identify and protect significant infrastructure that is important to city identity, such as stone and masonry walls.

- Priority: Moderate
- Who: Development Services, Public Works, Parks
- Tools: Community Heritage Register, historical neighbourhood context statements
- UNESCO recommendation on the Historic Urban Landscape <http://www.historicurbanlandscape.com/index.php?classid=5352&id=29&t=show>

Actions

Implementation

> Conserve neighbourhood character found in residential, commercial, waterfront, and industrial areas.

- Undertake view corridor analyses as a way of conserving historic views.
- As outlined in the OCP, continue to add city open spaces, parks and views to the heritage inventory and register.

- Priority: Moderate
- Who: Development Services, Public Works, Parks
- Tools: Community Heritage Register, historical neighbourhood context statements

> Plan for the integration of heritage houses and new construction.

- Integrate the values found in Nelson's vernacular industrial, commercial and residential buildings into design direction for each neighbourhood.
- As physical changes are needed to serve new uses, conserve character-defining elements of the area including buildings and public realm that contribute to its use and vitality.

- Priority: High
- Who: Development Services, Public Works, private developers/architects/builders
- Tools: Heritage incentives, less-prescriptive design guidelines, *Standards and Guidelines*
- Prepare one-page guidance documents to describe and illustrate the idea of using neighbourhood character as inspiration for new buildings

> Support the Active Transportation Plan through heritage.

- Ensure the character of a particular neighbourhood is considered when buildings are converted to a new use or there is new construction.
- Encourage local designers to become confident in designing modern buildings that fit within the city's existing heritage character.
- Look to Nelson's local environment and built character for design inspiration rather than looking at examples from elsewhere.

- Priority: Moderate
- Who: Development Services, Public Works, Parks, Cultural Office
- Tools: Interpretive plan, wayfinding and sign program
- Collaborative Cultural Pathways maps in Whistler <https://www.whistler.ca/culture-recreation/arts-nature-heritage/cultural-connector>.

> Promote the adaptive re-use of existing buildings.

- Ensure that any trails that have heritage significance are included on the heritage inventory and register.
- Provide interpretive experiences through naming, markers, signs and other elements on trails, walkways, bikeways and other active transportation routes.

- Priority: Moderate
- Who: Development Services, Public Works
- Tools: Heritage incentives, heritage register

- Support new building uses that minimize the scope of demolition work.
- Provide development and financial incentives for adaptive re-use as a commitment to a lower carbon footprint in future development.

Actions

Implementation

> Revitalize Nelson's downtown core to achieve physical and social sustainability.

- Make sure downtown revitalization activities and changes to the public realm retain heritage value and character as outlined in the heritage character statement.
- Encourage new uses for downtown buildings that respond to the current economy to ensure the ongoing viability and vitality of the commercial core.
- Make sure any new building work is visually compatible with and equal to the aesthetic significance of the historic building fabric of the downtown core, so that in future it can become heritage in its own right.
- Ensure the replacement of street furniture and infrastructure such as street lighting, paving, bollards, walls, railings etc. is undertaken with the application of best practices for heritage conservation and the application of the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

- https://regenerationworks.ca/wp-content/uploads/2020/12/E_Making-Reuse-the-New-Normal-Report-FINALV2.pdf
- The Greenest Building: Quantifying the Environmental Value of Building Reuse <https://forum.savingplaces.org/viewdocument/the-greenest-building-quantifying>
- Priority: Moderate
- Who: Development Services, Public Works, Parks, CHC
- Tools: Community Heritage Register, Downtown historical neighbourhood context statement, *Standards and Guidelines*
- UNESCO recommendation on the Historic Urban Landscape <http://www.historicurbanlandscape.com/index.php?classid=5352&id=29&t=show>


Strategy (2c)

Use heritage conservation to sustain urban ecosystems and biodiversity.

Actions		Implementation
 <p>> Document Indigenous values inherent in urban restoration and biodiversity.</p>	<ul style="list-style-type: none">• With Sinixt and Yaqaan Nukiy partners, identify and implement ways in which Nelson's ecological restoration projects can facilitate Indigenous connectivity and practice.	<ul style="list-style-type: none">• Priority: Moderate• Who: Development Services, Parks, Indigenous Nations• Conduct meetings/workshops to understand Indigenous ecological and cultural values• Develop an Indigenous naming program for the city• Tools: <i>Standards and Guidelines</i>, People, Cities & Nature Restoring Indigenous nature in urban environments: https://www.peoplecitiesnature.co.nz
<p>> Conserve and nurture significant natural landscapes in the city.</p>	<ul style="list-style-type: none">• Include natural landscapes identified as having heritage significance on the heritage register, such as Cottonwood Creek, Kootenay Lake foreshore, key vegetation communities and others and identify the potential impacts of climate change.• Work with community groups to undertake restoration of heritage values associated with natural landscapes.• Ensure a balance between the conservation of natural landscapes and public safety from hazards such as flooding and fires.• Consider historic fire patterns, forest cover, and traditional indigenous management knowledge in fire safety planning.	<ul style="list-style-type: none">• Priority: Moderate• Who: Parks, Public Works, Climate Change Coordinator• Tools: Flag natural landscapes with heritage value in any natural asset inventory undertaken as part of <i>Nelson Next</i>.• Firesmart for Homeowners https://www.firesmartcanada.ca/homeowners/
<p>> Utilize sustainable practices when conserving the city's significant natural landscapes.</p>	<ul style="list-style-type: none">• Use native plants and xeriscaping for public realm landscaping and encourage their use in the private sector.• Explore new ways to protect and enhance urban ecosystems, such as rain catchment areas in new streetscapes and permeable pavement in public works developments.	<ul style="list-style-type: none">• Priority: Moderate• Who: Parks, Public Works, Climate Change Coordinator, development community• Tools: Flag natural landscapes with heritage value in any natural asset inventory undertaken as part of <i>Nelson Next</i>.• Provide information on sustainable landscape practices to staff and development community

Strategy (2d)

Support heritage as a key part of the city's sustainable economic future.

Actions		Implementation
 <p>> Integrate heritage conservation as part of a robust and sustainable economy.</p>	<ul style="list-style-type: none"> • Explore a range of financial and investment initiatives to support heritage conservation projects across the city. • Undertake capital heritage conservation projects which encompass the unique experiences that Nelson can offer, including heritage, local culture, stories and distinctive identity. • Focus on rehabilitation, restoration, interpretation and adaptive re-use as vital parts of the city's revitalization processes. • Engage local businesses in heritage conservation. 	<ul style="list-style-type: none"> • Priority: Moderate • Who: Corporate Services/ Administration, Development Services and Engineering, local businesses • Tools: Heritage incentives, <i>Standards and Guidelines</i>, interpretation plan
<p>> Utilize heritage to support sustainable tourism.</p>	<ul style="list-style-type: none"> • Have the City be a key participant in supporting regional cultural heritage experiences. • Recognize sustainable tourism as a way of protecting and managing cultural and natural heritage. • Ensure heritage is included in any future tourism strategy. • Broaden the scope of Nelson's heritage walking tours, which at present specifically focus on buildings. 	<ul style="list-style-type: none"> • Priority: Moderate • Who: Corporate Services/ Administration, Cultural Office, Nelson Kootenay Lake Tourism, CHC, local businesses • Tools: Updated heritage walking tours, interpretation plan, wayfinding and sign program, tourism strategy • Bowen Island Virtual Heritage Trail http://bowentrails.ca/heritage/

WHAT MAKES NELSON NELSON?

3. We're safeguarding everyone's heritage

Conserving Nelson's heritage is a way to realize the community's vision of itself as diverse and inclusive. It can represent more fully its multicultural communities and Indigenous perspectives, and use heritage activities to convey the breadth of narratives that make up the community's complete history. The City can strive to ensure everyone in the community can be involved with heritage conservation and heritage programs, and that heritage resonates with all its residents.

Heritage conservation can be a foundational part of civic actions that emphasizes local strengths. Building a community that meets the needs of Nelson's citizens will create a place that people want to visit and stay. Full community understanding and engagement is essential to create a sense of common ownership and involvement in the protection and creative continuity of the processes of conservation and the management of change.

Strategy (3a)

Grow awareness and appreciation of Nelson's heritage.

Actions

Implementation

> **Use information and programming to promote awareness and engage the community about heritage to keep it front and centre.**

- Create a heritage thought exchange on the City's website (similar to the one for climate change).
- Initiate an all-of-community heritage engagement program, including community forums on heritage issues, and actively recruit community participation.
- Create a nomination process on the City's heritage web page for the community to suggest additions to the heritage inventory and register.

- Priority: Moderate
- Who: Development Services, Cultural Office, CHC, community heritage and other advocacy groups
- Tools: Online tools such as ThoughtExchange and nomination process, links to the BC and national heritage databases.
- Canadian Register of Historic Places <https://www.historicplaces.ca/en/home-accueil.aspx>

> **Spearhead a heritage education program.**

- Work with schools to develop a heritage component in the local curriculum.
- Connect teachers and students with the BC Heritage Fairs Society and encourage them to participate.

- Priority: Low
- Who: Cultural Office, CHC, community heritage and other advocacy groups
- Keep these ideas in mind when communicating with the School Board or the Nelson teachers' association.
- <http://bcheritagefairs.ca/about/>

Actions

Implementation

> Seek community partners to broaden the base of heritage awareness.

- Undertake ongoing communication with community groups.
- Consider researching and preparing thematic context studies for under-represented groups and lesser known historic narratives. Engage a historian as needed.

- Priority: Low
- Who: Cultural Office, CHC, advocacy groups and volunteers
- Include a variety of groups to raise awareness about natural, recreational, cultural and social heritage and other diverse values in the city.

> Develop a program of events that celebrate, commemorate, and award Nelson's heritage.

- Provide heritage documents, articles, newsletters and other sources of information to share information on Nelson's heritage on the City's heritage web page.
- Support the Nelson Archives in developing and delivering information for staff and the public on researching the history of historic places and sites in Nelson.
- Develop an online map that layers information about Nelson's heritage.

- Priority: Low
- Who: Cultural Office, CHC, advocacy groups and volunteers
- For an example, see Ballarat, Australia http://www.visualisingballarat.org.au/visbal_map.php#)

> Reflect Indigenous perspectives in the city's heritage as a key to cultural understanding.

- Collaborate with Sinixt, Yaqan Nukiy and other Indigenous representatives to explore sites, landscapes and spoken history values that can be added to the inventory and register.
- Approach Indigenous communities about collaboration on ways to share awareness, commemoration and celebration of their heritage in the city.
- With Indigenous partners, develop and implement a program to identify and situate place names around the city.

- Priority: Moderate
- Who: Development Services, Cultural Office, Indigenous representatives

> Utilize interpretation as an effective heritage conservation tool.

- Develop and maintain a thematic and values-based heritage interpretation strategy that is both physical and digital, and that includes policies on public realm installations and programs.
- Collaborate with key partners to develop and expand interpretive programming that is coordinated and implemented city-wide.

- Priority: Moderate
- Who: Development Services, Cultural Office, CHC, consultant
- Build interpretation into City projects and encourage developers to include interpretation in their projects.

3

IMPLEMENTING FIVE FIRST MOVES

The intent is to **build momentum for heritage conservation in Nelson.**

This can be achieved by implementing and building on the Five First Moves in a timely way.



WHAT MAKES NELSON NELSON?

3.1 Implementation Actions

This Heritage Plan is an aspirational, ambitious and comprehensive long-term road map for heritage conservation in Nelson that is meant to be implemented in incremental steps over time. Implementing the Heritage Plan **to sustain Nelson's distinctive sense of place** involves devising a realistic program for undertaking the identified actions outlined in the plan.

The proposed implementation takes place in two major steps.

Five First Moves

Five first moves are recommended to be undertaken by the City to begin the significant work of conserving its cultural and physical heritage, to lead by example, and to send the message that Nelson is committed to heritage conservation over the long term. They are:

1. **Enact a Heritage Procedures Bylaw (LGA Part 15, Section 590) to formalize the City's heritage approach and procedures and its commitment to heritage conservation.**
2. **Prepare a historical neighbourhood context statement for each of Nelson's distinct neighbourhoods.**
3. **Integrate heritage into the City's destination sign and wayfinding programs.**
4. **Retain the character of Lower Uphill found in its properties and streetscapes.**
5. **Design and launch a heritage page on the City's website.**

Beyond the Five First Moves: Next Steps and Longer-term Actions

The success of the Heritage Plan will depend on considered and regular implementation of the recommendations and actions, the dedication of City staff time and resources, and the ongoing engagement of stakeholders and the public.

Good communication will ensure that community members and stakeholders are kept up-to-date on programs, projects and events related to heritage and the implementation of the Heritage Plan.

The longer-term actions table is a consolidated menu of actions that align with the strategies that can assist staff in making decisions about what to do next in heritage planning each year.

They are organized within **three broad initiatives**, with suggestions about the order for their implementation. These actions are to be carried out from top to bottom in approximately five phases over the next ten to fifteen years.

Three broad initiatives:

1. Identifying and documenting Nelson's diverse heritage.
2. Moving ahead with civic management and regulation of heritage values and resources.
3. Promoting and leading heritage conservation and heritage education efforts.

3.2 Five First Moves

Actions to Begin Implementation of the Heritage Plan

These initial five actions set the city on a course for a sustainable management of its cultural heritage. They announce a commitment to following national best-practices in heritage conservation, recognize the diversity of the Nelson's tangible and intangible heritage, and introduce guidance for conserving heritage character found on publicly and privately held land in its distinct neighbourhoods.

Action	Uses
1. Enact a Heritage Procedures Bylaw (LGA Part 15, Section 590) to formalize heritage procedures and improve transparency and expectations around heritage decision-making.	<ul style="list-style-type: none"> • Draft a bylaw that meets the needs of the City's heritage program, including guidance that supports increased formal recognition and protection of heritage resources, and incentivizes property owners to revitalize their properties. • Include the adoption of the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> as a guiding city-wide planning document in the bylaw. • Produce a user-friendly brochure for staff and the public, explaining the Heritage Procedures Bylaw. • Include the ways in which the <i>Standards and Guidelines</i> can effectively facilitate heritage conservation.
How to	<ul style="list-style-type: none"> • Initiate the process for the adoption of the City of Nelson Heritage Procedures Bylaw by Council, linking this document and its adoption to the city's vision and goals found in the existing OCP. Familiarize all staff with the document and how it is used.
Action	Uses
2. Prepare a historical neighbourhood context statement for each of Nelson's distinct neighbourhoods.	<ul style="list-style-type: none"> • Provides a concise understanding of the neighbourhood's distinctive culture, heritage and character. • Provides practical guidance when drafting policy and regulations affecting development and use in the neighbourhood. • Fosters neighbourhood-specific design and conservation of character on both privately held land and within the public realm • Used by staff and the public as up-to-date design guidance on design before formal incorporation into the next OCP update.

How to	<ul style="list-style-type: none"> • In-house staff with expertise or consultant to: <ul style="list-style-type: none"> • Observe distinctive physical qualities, and interview those with knowledge of the neighbourhood. • Write and illustrate a brief history, summary of heritage values and character-defining elements. • Start with the neighbourhoods closest to the core: Lower Uphill, Downtown and Railtown • Follow the first three statements with ones for Gyro, Upper Uphill, Fairview and a Waterfront zone that is most active with development.
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Action	Uses
3. Integrate heritage into the City's destination sign and wayfinding programs.	<ul style="list-style-type: none"> • Places heritage at the heart of Nelson's messaging about itself and clearly identifies the heritage neighbourhoods in the city. • Builds recognition and helps interpret Nelson's distinct heritage neighbourhoods. • A good vehicle to promote awareness of the diversity of Nelson's heritage, including its Indigenous heritage, through a practical and already planned program.

How to	<ul style="list-style-type: none"> • Have a coordinated sign system design recognize and integrate the distinct heritage of each neighbourhood into its wayfinding program. • Use community engagement undertaken for the sign and wayfinding projects to build an understanding of layout, pathways, landmarks and spatial characteristics of each neighbourhood to assist in wayfinding design, and comment on ideas for sign design. • Identify neighbourhood boundaries by proposing wayfinding signs or markers at the main access points of each heritage neighbourhood.
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Action	Uses
4. Retain the character of Lower Uphill found in its properties and streetscapes.	<ul style="list-style-type: none"> • Use the historical neighbourhood context statement prepared for Lower Uphill to further understand the character of the neighbourhood and its underlying culture and heritage values • Lower Uphill is showing signs that it may soon be subject to significant development of new residential construction. • Provides a basis for discussions about compatible and distinguishable new construction. • Inclusion into an updated OCP. • Future use as a template for other neighbourhood design guidelines.

How to	<ul style="list-style-type: none"> • In-house staff with expertise or consultant to: <ul style="list-style-type: none"> • Produce concise illustrated design guidelines for Uphill that addresses the character of the neighbourhood, based on the completed one-page neighbourhood character statement. • Publicize the guidelines on the new heritage web page and invite feedback. 	
Action	Uses	
5. Design and launch a heritage page on the City's website.	<ul style="list-style-type: none"> • Plan for the new heritage page to upgrade the way in which heritage-related initiatives can be publicized, open a channel for community conversations on heritage and provide technical information about the city's heritage program. 	<ul style="list-style-type: none"> • It can become an easy to organize site for all heritage-related information and regulatory material. • It can facilitate heritage best practices and community engagement in heritage projects. • It can function as an avenue for raising awareness about heritage issues.
How to	<ul style="list-style-type: none"> • Use in-house web expertise, with in-house or contracted-out heritage experts to launch the web page on the city website. • Regularly update and add relevant heritage information. • Include an events calendar where the community can post heritage-related activities. 	

3.3 Building on the Five First Moves

Beyond the Five First Moves: Next Steps and Longer-term Actions for Heritage Plan Implementation

This succinct longer-term table is a consolidated menu of actions that align with the strategies outlined in Part 2, and makes suggestions about what actions might come next after the First Five Moves.

It is to be used to assist staff in making decisions about what to do next in heritage planning each year, given the aspirational nature of this document and the resources that may be available to the City. However, there may be other opportunities or timely initiatives that emerge that can support the implementation of other initiatives found in Part 2.

The idea is to keep the overall goal of a successful heritage program in focus and balanced between the **three broad initiatives** while gradually but consistently implementing the strategies step by step. While these actions may be carried out from top to bottom, selecting the next action will be dependent on current circumstances and available resources over approximately the next decade.

Identify	Regulate	Engage
<ul style="list-style-type: none"> > Continue to add to the heritage register (and inventory) > Identify neighbourhood character, using existing OCP map and note key characteristics > Identify public realm character and note key characteristics 	<ul style="list-style-type: none"> > Prepare design guidelines for remaining neighbourhoods to align with neighbourhood character statements and incorporate into a new iteration of the OCP > Adopt the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> 	<ul style="list-style-type: none"> > Publish simple brochures and online resources that explain and highlight design guidelines > Ensure heritage continues to be part of any project or discussion about community sustainability

Identify	Regulate	Engage
<ul style="list-style-type: none"> > Conduct an inventory of street trees > In conjunction with initiatives found in Nelson Next, create a natural landscape inventory 	<ul style="list-style-type: none"> > Produce design guidelines for streets (ground plane, trees, street furniture, lighting etc.) and incorporate into a new iteration of the OCP > Develop guidelines for cultural landscape conservation 	<ul style="list-style-type: none"> > Continue to add information to the heritage page on the City's website and use it as an a promotional and educational tool > Publish a heritage assessment procedure and guide on the City's heritage planning web pages
<ul style="list-style-type: none"> > Develop a place on the City's heritage web page where community can identify heritage resources, note places that are potentially at risk, and nominate sites to the heritage register 	<ul style="list-style-type: none"> > Enact bylaws providing incentives for heritage conservation (such as facade grants and bonus density) > Commit a planning staff position or half-position to heritage conservation 	<ul style="list-style-type: none"> > Undertake conservation work on publicly-owned properties and the public realm to lead by example and demonstrate best-practices > Publicize the City's successes in conserving its heritage, and how it was done > Develop an online map that layers information about Nelson's heritage
<ul style="list-style-type: none"> > With Indigenous representatives recognize and document Indigenous values > With diverse community input, identify historic places that reflect underrepresented communities and narratives 	<ul style="list-style-type: none"> > Incorporate Indigenous values into planning regulations, including local traditional knowledge 	<ul style="list-style-type: none"> > Advance conservation activities that can assist in reconciliation > Continue to support and broaden Nelson's heritage awards program to include diverse additional categories each year. > Prepare a city-wide interpretive plan
<ul style="list-style-type: none"> > Periodically review and update the thematic framework > Periodically review and update the Heritage Plan 	<ul style="list-style-type: none"> > Embed heritage into all new and upgraded City policy documents > Include updated thematic framework in a new iteration of the OCP 	<ul style="list-style-type: none"> > Engage with recreational and cultural groups to raise awareness about local heritage > Publicly display objects, documents and other holdings found in the city's archives, and the collections at Touchstones Nelson at City Hall and other civic venues. > Assist partners, such as Touchstones Nelson, develop a local heritage component for use in the school curriculum > Connect with BC Heritage Fairs Society

Baker St., Nelson, B. C.

4

HERITAGE GUIDANCE & DECISION- MAKING

Promote the conservation of the city's heritage with effective **practices** specifically developed for Nelson's heritage program.

- > Decision-making Processes
- > Heritage Conservation Planning
- > Heritage in the Public Realm, on City-owned Properties and Privately-owned Properties
- > Other Community and Government Institutions

4.1 Decision-making Processes

This Heritage Plan is intended to be a useful guidance tool designed to promote City activities aimed at safeguarding and celebrating Nelson's heritage. It provides information to guide day-to-day decision-making about heritage and gives a long-term vision for a heritage program in Nelson.

It should be accepted and implemented as good heritage practice throughout all City departments, with the involvement of heritage groups, community groups and members of the public as required. It should also integrate seamlessly with an updated OCP.

These processes and procedures are intended to take Nelson's complex layered urban landscape into consideration, integrating natural and cultural heritage conservation by seeing culture and nature as interconnected dimensions of the same space. The city's built and landscape heritage will be conserved and enhanced through an assessment of its value and character. Good design, responding to heritage value and character, will create new, quality urban landscapes which will become worthy of conservation in the future.

From a perspective of responsible heritage conservation practice, changes in Nelson's historic urban landscape should be managed by considering the heritage values and character-defining elements of all areas of the city, following the *Standards and Guidelines for the Historic Places in Canada* and interpreting them for each individual neighbourhood, heritage place or heritage resource. Decisions should not be made based on aesthetics or public opinion alone.

An adherence of overall best practices for heritage conservation will provide clear step-by-step procedures and review processes for City staff to follow from Council down through all City departments. Every project is different, and just as each of Nelson's neighbourhoods has its own character and heritage resources, the level of heritage review or conservation may be different in each and require a modified approach.

4.2 Heritage Conservation Planning

Heritage conservation planning identifies policies that strike a balance between use and heritage significance and that provide a useful framework when making decisions about an historic place. A detailed work program for maintenance, management, access, use or other issues should be part of the plan.

A good description of the process can be found in Chapter 1, “The Conservation Decision-making Process” of the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Also see Appendix F for the BC Heritage Branch conservation planning methodology.¹ Heritage conservation plans should be developed for City-owned properties that have heritage value and for privately-owned properties that may undergo development, changes of use or demolition.

Heritage planning methodology can be applied generally to planning practices, and specifically on a site-by-site basis with the creation of focused conservation plans. A heritage conservation plan is a document which explains why a place is significant and how that significance will be sustained in any proposed changes, such as interventions involving a new use, alteration, repair or management. It is the need for decision-making for a historic place that prompts the development of a conservation plan.

As a first step in any development or demolition inquiry, City staff should flag the property to see if it is on the City’s heritage register or inventory or determine if it has heritage value through a high-level assessment (See Appendix B, Assessment Criteria).

A well-considered heritage conservation plan generally includes the following content:

1. A written and illustrated understanding of the historic place through research, site documentation and condition assessment
2. Evaluation of heritage significance through a Statement of Significance
3. Assessment of potential impacts of the proposed development
4. Identification of City and client requirements that balance public and private benefits
5. The proposed use of an appropriate combination of heritage conservation approaches (see Appendix E)
6. Developed conservation policy with accompanying actions to mitigate change and conserve character-defining elements
7. Steps for implementing the plan
8. A plan for monitoring and maintenance

A consistent review approach for all heritage conservation plans should be used, including plans for City-owned properties, proposals for new development when they are submitted, and specific heritage proposals such as:

- Heritage Revitalization Agreements
- Changes or additions to residential buildings
- Changes to the city’s public realm
- City capital projects undergoing requests for proposals
- Demolition applications

Any properties or places for which projects, incentives, or other conservation tools are being considered should be placed on the heritage register, and have an accompanying heritage conservation plan, including a Statement of Significance. Plans should be reviewed with the participation and support of designated City staff and the Community Heritage Commission. Conservation actions should follow the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

¹ For additional guidance see James Semple Kerr’s *The Conservation Plan* <https://openarchive.icomos.org/id/eprint/2146/1/ICOMOS-Australia-The-Conservation-Plan-7th-Edition.pdf>

Ensure that the public is aware of the assessment and conservation planning processes and how to navigate them by putting information on the City’s heritage web page.

Heritage Conservation Planning Process

BC Heritage Branch heritage planning process uses the following steps. See Appendix F for a more detailed description of this conservation planning methodology.

A: Understand the Historic place

Describe the historic place

Develop a chronology of use
and change over time

Understand the planning
context



B: Evaluate Significance

Discover heritage values

Identify character-defining
elements

Prepare a statement of
significance



C: Assess Potential Impacts

Consider obligations arising
from significance

Consider the client’s
requirements

Assess physical condition and
current or future impacts



D: Develop Conservation Policies

Prepare conservation policies
that conserve heritage value



E: Plan for Implementation

Develop a schedule for
implementation

A conservation plan is
used by owners, managers,
engineers, interpreters,
specialist contractors and
others to inform decisions
that have the potential
to affect the values of the
historic place

Preparing or Reviewing Heritage Conservation Plans

The following checklist identifies those items that should be considered when reviewing a heritage conservation plan. All plans should be presented to the Community Heritage Commission for review and comment.

Supporting documentation

- > Building and site plans illustrating proposed additions or changes
- > Photographic documentation
- > Heritage conservation strategy including a Statement of Significance
- > Inclusion of the heritage plan in development permit application

Project approach

Assessment should be based on high, moderate or minimal.

- > The overall approach to the project corresponds to the character and context of the area in which it is located: the downtown, neighbourhood, industrial setting or rural area.
- > There has been some level of community engagement.
- > The plan has reviewed and addressed appropriate city policies, such as the OCP, sustainability plan, transportation plan, parks and recreation plan and others.
- > The proposal contains a balance of private and public benefits.
- > Appropriate heritage incentives have been considered and implemented.
- > If required, the proposal has the support of the community or neighbourhood, through review by an entity such as a neighbourhood association, when Council has asked “has this been reviewed by the community?”
- > The plan has reviewed and addressed appropriate city policies, such as the OCP, sustainability plan, transportation plan, parks and recreation plan and others as required.

Detailed considerations

- > The plan contains a detailed description of the heritage resources and all of its component parts.
- > A detailed Statement of Significance has been prepared that outlines the values and character-defining elements of the heritage resource.
- > Conservation actions in the plan have been developed in accordance with the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- > The plan provides a framework for the sustainable use, maintenance, repair, alteration, and management of the heritage resource.
- > The plan utilizes the appropriate heritage conservation approach or combination of approaches.
- > The condition of the heritage resources has been appropriately documented and mitigation measures proposed that conserve heritage value.
- > The impact of additions, renovations, repairs or other proposed measures on the heritage resource, and its wider context have been identified and mitigation measures proposed.
- > The project conserves the overall values and character-defining elements of the heritage resource.
- > The proposal development contributes to or enhances the historic or heritage context (site, block, neighbourhood or area).
- > City zoning schedules and applicable design guidelines have been consulted and applied.
- > The plan includes a comprehensive list of actions or tasks which identified their priority, timing, who is responsible, and the cost.
- > A maintenance plan has been prepared.
- > Interpretation strategies have been identified.

City approval

- > Approval
- > Approval with conditions to be met
- > Not approved

4.3 Public realm

Nelson is a layered, historic urban landscape with both tangible and intangible cultural heritage aspects linked together with related natural features. An approach to conserving the city's public realm should take into account the city's cultural landscapes by recognizing the connections between the history of the city, its cultural traditions, ecological value and the continuity between the past and people living and working in the city today.

Principles for conserving heritage in the public realm are:

- Work closely with all City departments, particularly Public Works and Utilities, to identify, document and conserve cultural landscape elements in the public realm, such as streetscapes, infrastructure, masonry and concrete walls, designed landscapes and vegetation.
- Ensure that all park, open space and public realm planning includes a “heritage lens”
- Always consider heritage conservation in new public realm design by considering layout, materials, site furnishings etc. that respond to heritage value and character-defining elements
- Provide open space design that integrates interpretation at the planning stage
- Incorporate heritage into the city's wayfinding and sign strategy
- Develop streetscape design that is informed by neighbourhood character and make improvements in keeping with its character-defining elements

4.4 City-owned heritage properties

The City of Nelson owns a number of properties and buildings that are scattered throughout the city.

Activities for conserving City-owned built heritage include:

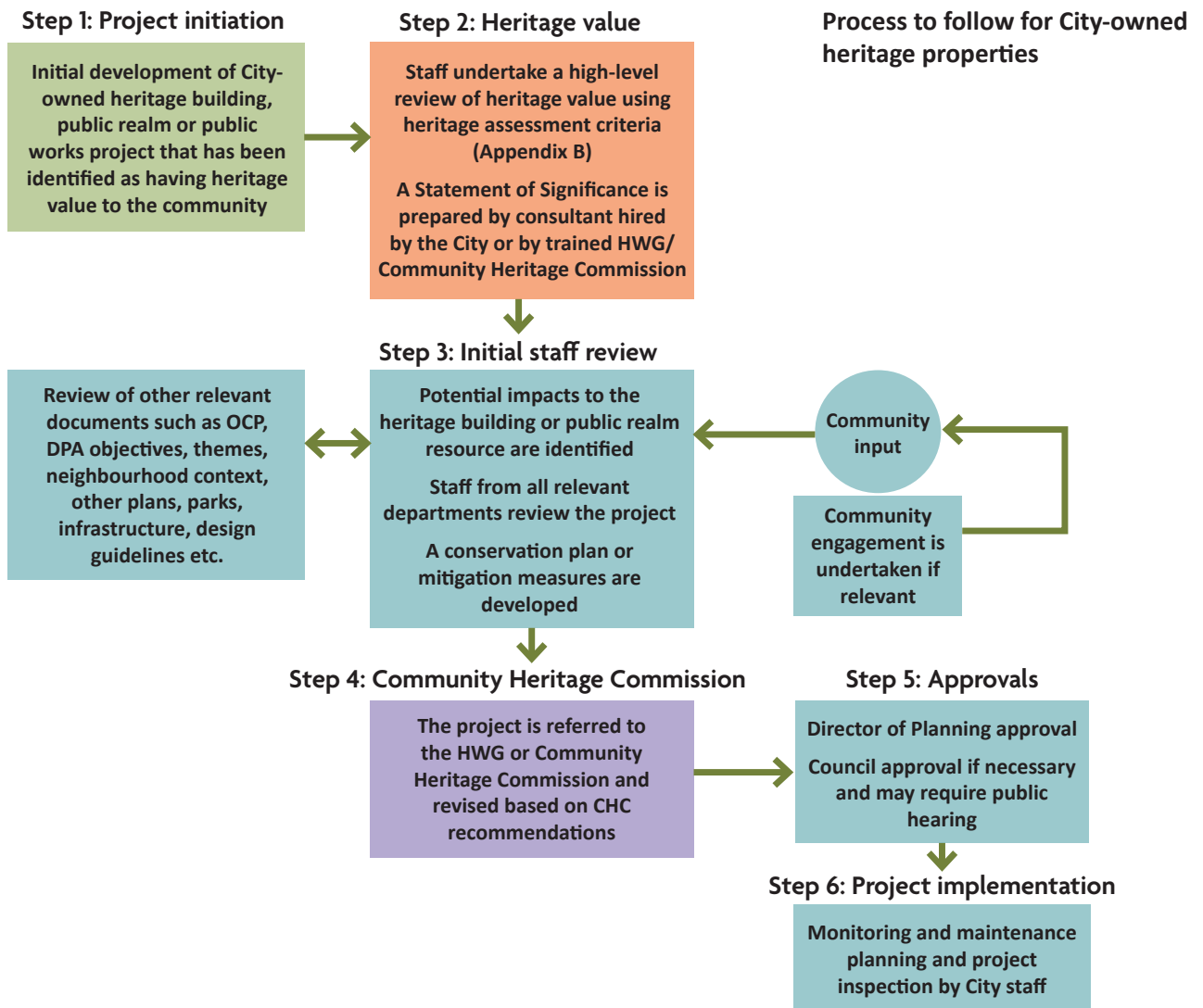
- Find new and compatible uses
- Engage the community in determining heritage value
- Use an appropriate combination of heritage conservation approaches (Appendix E)
- Respond to neighbourhood character by consulting the neighbourhood context statements and associated design guidelines



Example: Hall Street Pier Replacement

Associated with the city's history of water and land transportation routes.

- Documentation and condition assessment of existing pier and associated landscape
- Prepare Statement of Significance
- Community engagement
- Consult with other levels of government such as Ministry of Environment
- Review neighbourhood context statement
- Development of new pier that responds to the character of Nelson's waterfront
- Interpretation



Example: Conversion of Nelson's Civic Theatre

Dating from 1935, the Civic Theatre is on Nelson's heritage register. A conservation process could include:

- Meet with city heritage groups and Heritage Working Group (future CHC)
- Review the existing Statement of Significance and update if necessary
- Consult with the community about values
- Proponent to prepare a heritage conservation plan that addresses new uses, potential impacts and mitigation measures for character-defining elements
- City review, revision and Council approval

4.5 Other community and government institutions

Nelson sits at the crossroads of significant ecological, water and transportation networks. There may be the need to involve or respond to other government institutions when conducting heritage conservation activities in the city, particularly within the public realm. These institutions may include:

- Government-to-government relationships with First Nations
- Indigenous Representatives
- Regional District of Central Kootenay
- Ministry of Forests, Lands, Natural Resource Operations and Rural Development
- Ministry of Environment, including BC Parks
- Ministry of Transportation and Infrastructure
- Federal Department of Fisheries and Oceans

Heritage conservation activities also include the involvement of stakeholder or community groups who often have key insights into particular projects or programs. Some of the community groups in Nelson include:

- Nelson Kootenay Lake Tourism
- Aboriginal Tourism BC Kootenay Region
- Touchstones Nelson Museum of Art and History
- Chamber of Mines of Eastern BC
- Columbia Kootenay Cultural Alliance
- Association des Francophones des Kootenays Ouest
- Central Kootenay Invasive Species Society
- West Kootenay EcoSociety
- Nelson Rod & Gun Club



Example:

Cottonwood Creek Restoration

The Cottonwood Creek restoration project established native shrubs along its banks, stabilized eroding sections of the bank and created fish habitat.

- Engagement with community partners (Rod & Gun Club, Cottonwood Creek Restoration Committee)
- Restoration of an ecologically sensitive resource
- Restoration of a cultural landscape
- Consultation or permits from Ministry of Environment or other provincial department

4.6 Private property development

Future growth in Nelson and the need for additional housing may put pressure on neighbourhoods and individual properties by new private development. Private properties that are subject to heritage conservation may be currently on the heritage register, or may be flagged by staff during the initial application process. Ideally, all properties in Nelson would be assessed at a high level early in the process by heritage, planning or other City staff before decisions are made to determine whether they have heritage value.

The owner or developer may also voluntarily wish to conserve the heritage of their property, to safeguard its values and/or receive benefits or incentives by conserving heritage. It is important that the City communicates clearly the process for development on identified heritage properties.

Activities for conserving heritage during private property development include:

- Respond to neighbourhood character by consulting the neighbourhood context statements and associated design guidelines
- Engage with the community about heritage values
- Avoid a heritage look or pastiche approach
- Ensure infill that respects the scale and character of the neighbourhood context for both landscape and built form, such as rhythm, mass, street boundary line, silhouette, traditional or compatible materials, window to wall ratio and quality
- Encourage local designers to create modern buildings that respond to the local character and local examples, instead of importing ideas from elsewhere
- Distinguish between heritage built form and fabric, and new building or structures
- Collaboration between City staff and developer with clear process and guidelines
- Project approval from Council for rezoning or HRA and after a positive recommendation from the CHC and staff

Step 1: Inquiry about a property or resource

At the initial inquiry, a proponent should be made aware of the process and requirements for preparing a heritage plan. Counter staff should have the basic information to direct a proponent to the general process and to planning staff.

Step 2: Assessment of heritage value

The proponent, working with heritage professionals, the CHC, the Nelson Archives or other experts makes an initial assessment of the heritage value of the property or resource being considered using heritage assessment criteria (See Appendix B).

Step 3: Initial staff review

After submission of the heritage proposal or plan, staff in all relevant departments review the plan using the more detailed heritage plan review guidelines.

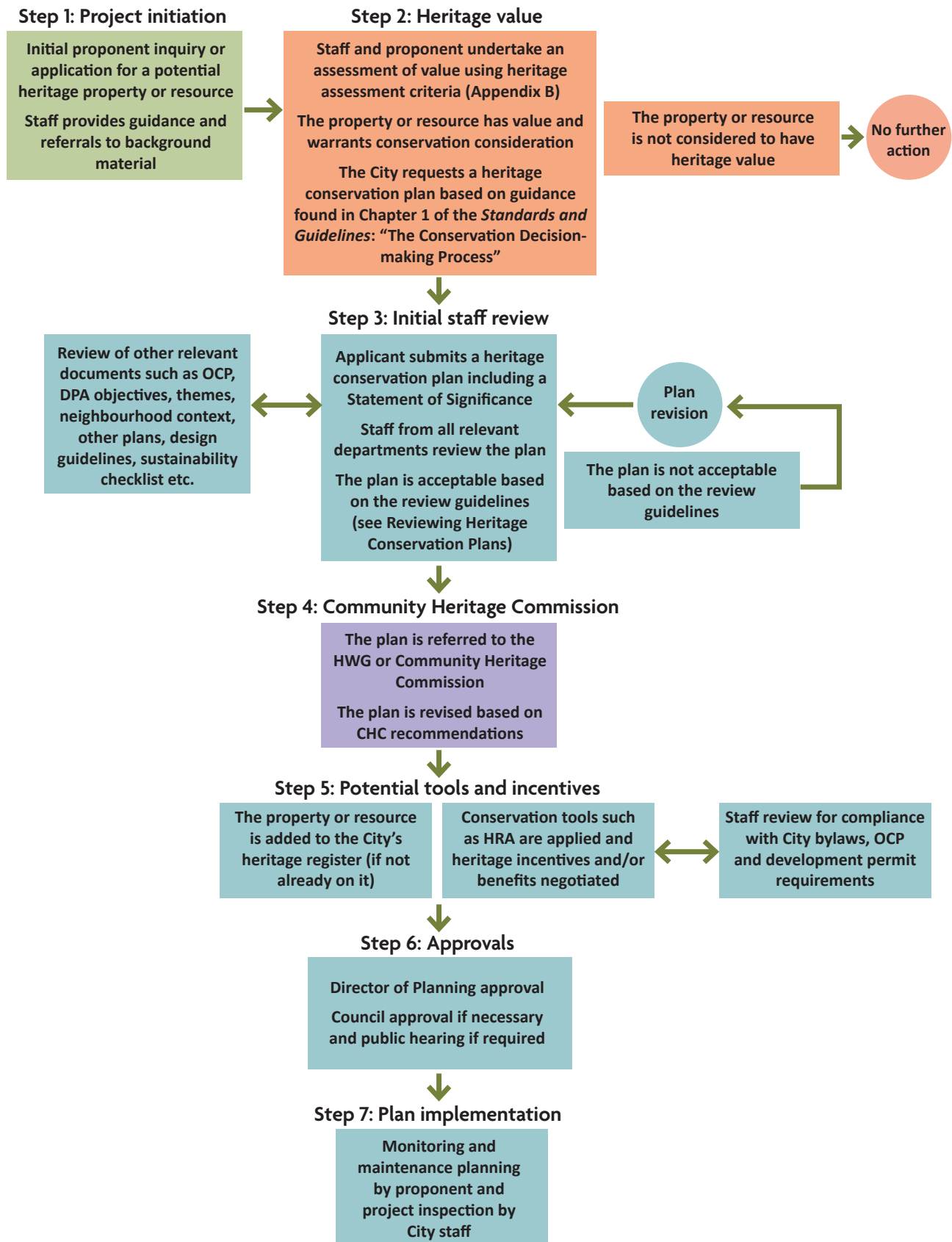
Step 4: Community Heritage Commission review

After their initial review, staff refers the project to the Community Heritage Commission for review and comment.

Step 5: Review potential tools and incentives

If warranted through the assessment process, the property or resource is added to the heritage register. Staff and the proponent review the potential conservation tools and incentives that may apply to the project including tools enabled in the *Local Government Act* - Part 15, Heritage Conservation. Proposed conservation should appropriately balance public and private benefits.

Process to follow for privately-owned heritage properties



Baker St., Nelson, B. C.

5 USING THE RIGHT TOOLS

Promote the conservation of the city's
heritage with **tools** that make
cultural and economic sense.

- > Heritage Conservation Tools for Nelson
- > Heritage Bylaws
- > Heritage Incentives
- > Design Guidelines
- > Community Heritage Register
- > Community Heritage Commission

5.1 Heritage Conservation Tools for Nelson

An array of planning and regulatory, protective, financial and other tools are available to municipalities to assist in heritage conservation. Currently, the City of Nelson's heritage conservation is regulated through its OCP, which includes Design Guidelines (Appendix H) and Development Permit Areas, along with a Heritage Inventory and Register.

In addition to the OCP, a number of other planning studies created in the last 10 years partially address the distinctive heritage of Nelson (See Section 1.4). A coordination of the various insights and measures found in these studies is needed for there to be a coherent and comprehensive heritage conservation program.

This section highlights the legal heritage conservation tools likely to be most applicable to Nelson that are provided to municipalities by the *Local Government Act* and the *BC Community Charter* that give options to the City to manage and conserve its heritage resources.

Heritage Conservation Area

What is it?

A Heritage Conservation Area is a distinct and identifiable neighbourhood, characterized by its historic value. The purpose of the HCA is to minimize the loss of historic houses and street character and ensure that any new construction is in keeping with the character of the neighbourhood.

A Heritage Conservation Area can help to protect the value and character of Nelson's historic downtown and to shape its unique identity and future development more effectively than prescriptive design guidelines applied to individual buildings because it addresses the downtown area as a whole. This includes the overall character created by context, streetscape, landscape features, ground plane, views, planting design and material, and all of its identified character-defining elements.

Rather than focusing on one individual element at a time, decisions about heritage revitalization and new construction can be made with the consideration of the impact on the context of the downtown as a complete entity, with guidelines applied in a holistic way.

The HCA achieves this purpose by providing both long-term heritage protection (preventing demolition of properties with heritage value) and by controlling the design of new construction and alterations to existing buildings or structures with heritage value. Heritage Conservation Areas are identified in the Official Community Plan and are implemented primarily through Heritage Alteration Permits.

Property owners in an HCA may receive benefits if their property is protected through the Heritage Conservation Area. The intent of these benefits, or incentives, is to provide some offset to the impact of an HCA, such as reducing a homeowner's ability to make changes to their property, possible greater cost of maintaining a property to a higher standard and possible impact to property value.

How it can be used in Nelson

Consider the creation of a Heritage Conservation Area for Downtown Nelson to protect and heighten awareness of the Downtown. While all of the properties within the HRA boundary may not necessarily be considered heritage, the HCA provides guidance to protect the character area as a whole.

Undertake a consultation process regarding the implications of the HCA and its proposed boundary, considering the expansion of the current Development Permit Area boundary.

Heritage Conservation Areas: A Resource Guide <https://heritagebc.ca/learning-centre/heritage-conservation-areas-a-resource-guide/heritage-conservation-areas-legislation/>

Heritage Revitalization Agreement

What is it?

Council can, by bylaw, implement a Heritage Revitalization Agreement with a developer or property owner. This incentive tool allows local governments to offer planning incentives to encourage owners of heritage buildings to retain, stabilize, adapt and protect their heritage buildings through density bonuses, and the relaxation of use, density, lot size, parking, setback and other regulations.

A Heritage Revitalization Agreement is a high level of heritage protection. It is a formal, voluntary, and written agreement that is negotiated between a property owner and the City. The agreement offers incentives to homeowners in exchange for restoration of the property, which is also protected through Heritage Designation. These incentives are provided to make it viable for owners to restore a heritage property.

How it can be used in Nelson

HRAs may be considered for any property in the city that has heritage value. Each HRA is unique to the property and situation and may differ greatly from one case to the next. Incentives available through HRAs may include permitting a different use, reducing parking on site, reducing setbacks, increasing the overall density, increasing the number of units on site, subdivision, and stratification.

Consider HRA applications only if a property is on the heritage register. Have the conservation plan for the historic property be prepared or reviewed by a heritage professional.

Heritage BC provides webinars on how to use the HRA tool presented by planners and consultants from around the province:

<https://heritagebc.ca/learning-centre/webinars-on-demand/>

<https://heritagebc.ca/learning-centre/heritage-revitalizationagreements-a-resource-guide/>

New Westminster's Guide to HRAs [https://www.newwestcity.ca/database/files/library/Guide_Heritage_Revitalization_Agreements\(1\).pdf](https://www.newwestcity.ca/database/files/library/Guide_Heritage_Revitalization_Agreements(1).pdf)

Development Permit Area

What is it?

A DPA is a tool that can assist in the retention of the existing and valued form and character of Nelson's neighbourhoods. It regulates the development of property by controlling the form of and character of development in accordance with the City's OCP bylaw in a complementary way. Variances can provide for the relaxation of regulations such as siting, parking and building dimensions.

How it can be used in Nelson

This tool can be considered in assisting in the retention of identified character and value for Nelson's historic neighbourhoods.

Revitalization Tax Exemption Program

What is it?

Nelson currently has an existing Tax Exemption Program through its Bylaw #2678, a Bylaw to Provide for a Revitalization Tax Exemption for Property Class 4 (industrial), 5 (light industrial), 6 (business and other) and 8 (recreation and non-profit) within the City of Nelson. Section 226 of the *Community Charter* gives municipalities the authority to grant revitalization tax exemptions for a period of up to ten years.

How it can be used in Nelson.

Consider amending the Tax Exemption Program Bylaw to include the conservation of heritage buildings and other identified heritage resources, and to implement a fee-reduced or fee-waived permit program to encourage the conversion of under-utilized building spaces in historic buildings or within a heritage area such as Nelson's downtown.

The City of Duncan commissioned a comparative research study of the success of Revitalization Tax Exemption programs in BC: <https://duncan.civicweb.net/document/54362>

City of Ladysmith Revitalization Tax Exemption Program <https://www.ladysmith.ca/docs/default-source/forms-permits-applications/revitalization-tax-exemption-package.pdf?sfvrsn=19>

Zoning

What is it?

This tool allows changes in zoning, typically land use and density, to facilitate heritage conservation. This tool can be used to regulate land uses, density, siting and the subdivision of land including the shape, dimension and area of parcels. A set of zoning regulations can be developed for an area or neighbourhood to facilitate the conservation of heritage resources. Zoning will be different for differently protected heritage properties. An increase in density or change in permitted land uses can assist in making the conservation of heritage properties viable.

How it can be used in Nelson.

Review the municipal Zoning Bylaw to ensure consistency with heritage conservation objectives.

Review and amend existing zoning bylaws to prioritize and facilitate retention and adaptation of existing building stock, and consider and encourage appropriate infill development in neighbourhoods to encourage retention of existing residential character buildings.

Consider revisions to zoning regulations in RS zones that address the scale of new buildings in Nelson's neighbourhoods. Limit the allowable volume of individual structures and encourage measures such as modular compositions that reflect traditional house sizes.

Heritage Inventory

What is it?

A municipal heritage inventory is an informal listing and database of properties identified by the community and the local government as having heritage value so they may be integrated into land use planning processes.

How it can be used in Nelson

Using the heritage resources identified in Appendix G, collected as part of the heritage management planning process and from previous heritage inventory documents, continue to add to the heritage

inventory over time. Adding to the inventory is both a way of increasing awareness of Nelson's heritage assets, and a way to develop a list of resources for consideration. for formal recognitions on the heritage register.

Use the inventory to fill in gaps in identified heritage resources based on theme, geographical location or other criteria. Maintain this community tool as an informal archive, database and map for community heritage resources.

Community Heritage Register

What is it?

A Community Heritage Register formally identifies, by council resolution, properties identified by the community and the local government as having heritage value so they may be integrated into land use planning processes.

Being listed on a heritage register does not mean that the resource is protected from demolition or alterations, simply that it is formally recognized as a heritage resource by the City. It does not imply any costs to the local government or property owners and it does not limit a property owner's ability to make changes to their listed property.

How it can be used in Nelson

Properties listed on a heritage register are eligible for heritage incentive tools within the *Local Government Act* and provides eligibility for special provisions within the BC Building Code and Heritage Building Supplement. The register allows a local government to consider and, if necessary, undertake protective action such as temporarily withholding demolition and building permits and ordering heritage inspections.

The heritage register should continue to be updated and added to, with information about register resources available on the City of Nelson website. The City should accept ongoing nominations from the public, and ensure information and updates about the community's heritage resources are available to the public.

More resources about Community Heritage Registers in B.C. can be found at: <https://heritagebc.ca/learning-centre/community-heritage-register-a-resource-guide/>

Heritage Designation

What is it?

The City of Nelson can, by bylaw, identify a heritage resource, property site or area for designation to ensure its long-term protection.

If the heritage resource is private property, the local government must provide compensation to the property owner for any loss in market value as a result of heritage designation. The City does not require a property owner's permission to designate, but using a process of educating and informing property owners before enacting a designation bylaw is best practice.

How it can be used in Nelson

This tool has the potential use of designating heritage resources in Nelson's Downtown or in its historic neighbourhoods for their long-term protection.

The report to Council must include a Statement of Significance and show compatibility with the OCP, use of property and adjoining lands, condition and economic viability of the property and any need for financial support.

Reference Catalogue of Heritage Tools

The following is a description of all of the various heritage conservation tools available to the City of Nelson. Next to the list of tools is a brief summary of each tool's powers and an analysis of their potential role in a coherent heritage management plan for Nelson.

Planning and Regulatory Tools

Analysis

 Official Community Plan including Neighbourhood or Area Plans	<ul style="list-style-type: none"> > Describes vision for community, usually meant to provide direction for a period of 5 to 10 years before a revisit is in order. > Includes social, economic and environmental land use, urban design and heritage policies. > Nelson's OCP does not make use of neighbourhood or area plans; rather, focus on distinct neighbourhoods has taken the form of planning studies independent of the OCP such as the Railtown or Waterfront studies. 	<ul style="list-style-type: none"> > The next review of the OCP could be a chance for the City to more closely relate heritage conservation into the plan's sustainability goals. > Area Plans for the neighbourhoods already identified in the OCPs Neighbourhood Designation Map (OCP p. 27) could underscore Nelson's diverse heritage, found in its distinctive neighbourhoods.
 Design Guidelines (in the OCP and Area Plans)	<ul style="list-style-type: none"> > Promotes designs that meet best practices for conservation of heritage values in a particular area. > Promotes designs compatible with the heritage character of the area. > In Nelson's OCP, the design guidelines are embedded in the four Development Permit Areas of the city (covering all of the city). 	<ul style="list-style-type: none"> > Design guidelines organized according to distinct neighbourhoods would clearly underscore what makes Nelson distinctive. > Guidelines tied to the current Development Permit Areas are problematic since the areas often bridge distinctly different neighbourhoods.
 Development Permit Areas and Guidelines	<ul style="list-style-type: none"> > Designating a DPA enables supplementing zoning regulations, commonly including variances allowed in return for support of vision for the area, often in the form of design guidelines. > In Nelson, DPAs are the regulatory tool used in its design guidelines. > DPAs in Nelson present some challenges because their boundaries usually span more than one distinct neighbourhood. 	<ul style="list-style-type: none"> > It is a question as to whether design guidelines are best associated with the current development permit areas vs. OCP Area Plans drafted for each of Nelson's distinct neighbourhoods. > Design guidelines should reflect local neighbourhood distinctiveness rather than a whole-of-city style.

Analysis

Zoning Bylaw and Rezoning	<ul style="list-style-type: none"> > Typically describes permitted uses, minimum lot sizes, density (number of units in residential zones), setbacks, height and site coverage. > There is an allowance to increase site coverage for laneway housing. > Rezoning can include provisions to achieve heritage protection and conservation. > Maximum parcel size can be added to a zoning bylaw to prevent loss of heritage characteristics tied to historical lot size. 	<ul style="list-style-type: none"> > Sometimes building stock does not meet the limits of allowed development, or may contravene use regulations. In these cases, find accommodation through incentives for retention of heritage buildings and landscapes. Unit density is one possibility. > Maximum lot size provisions in areas where heritage character is threatened by land assembly can conserve heritage character.
Subdivision Bylaw and Approvals	<ul style="list-style-type: none"> > Bylaw can facilitate the retention of heritage features such as lot size. 	<ul style="list-style-type: none"> > There are areas of Nelson where neighbourhood character involves historical small lot sizes. > While covered under the City's zoning bylaw, there may be potential for incentives for retention of these small lot sizes as a conservation measure.
Building Permits	<ul style="list-style-type: none"> > Provincial code allows for measures that provide a commensurate level of upgrading while retaining heritage. 	<ul style="list-style-type: none"> > There are provisions that allow code upgrades to a lesser level if it is a heritage structure. These measures are often of substantial financial benefit to the owner while conserving heritage value.
Building Code Alternative Solutions	<ul style="list-style-type: none"> > This tool allows for an argument to be made for an acceptable level of upgrading to a heritage property. 	<ul style="list-style-type: none"> > There are provisions that allow code upgrades to a lesser level if it is a heritage structure. These measures are often of substantial financial benefit to the owner while conserving heritage value.
Sign Bylaw	<ul style="list-style-type: none"> > The bylaw can ensure that signs are in keeping with heritage character of properties or areas or are protected if they are considered heritage resources 	<ul style="list-style-type: none"> > Signs in neighbourhoods, public realm or heritage areas may be heritage resources in and of themselves. Determine whether the sign is part of the heritage of the area and introduce appropriate conservation measures. > Where new signs are needed, they should be compatible with the heritage character and fabric.
Heritage Interpretive Planning	<ul style="list-style-type: none"> > A city-wide interpretive plan can be created, and interpretive measures can be requested for individual properties as part of their conservation planning 	<ul style="list-style-type: none"> > Heritage interpretation is an important conservation tool that can have a significant impact on the conservation, understanding, appreciation, engagement with and connection to heritage resources.

Analysis

Withholding Demolition Permits

- > Provides the City with a temporary protection measure in order to give detailed consideration to future long-term protection options for a property.

- > Can be used where a property is threatened with demolition to negotiate an appropriate resolution with the property owner for conservation.

Protection Tools

Heritage Conservation Area

- > Establishes objectives and policies to guide decisions on planning and land use management including heritage conservation in a district with special heritage value and character that has been identified in the OCP or Area Plan.
- > All changes to properties within an HCA must be done according to a mandatory Heritage Alteration Permit.
- > The OCP may list specific properties, land or features to be “protected heritage property.”
- > An HCA provides a comprehensive approach to managing distinct areas of the city and is best suited to areas where a large majority of the area’s properties have identified heritage value.

- > Design guidelines organized according to distinct neighbourhoods would clearly underscore what makes Nelson distinct and significant as a heritage city. They would provide the clearest focus on conservation of heritage in an area, ensuring that the regulations governing the conservation area are focused on the conservation of heritage values.
- > An HCA works best where there are strong, identifiable character-defining elements within recognizable boundaries.

Heritage Inventory

- > An informal listing of all heritage resources, in aid of adding awareness of the full range of resources making up the city’s heritage.

- > Nelson currently has a heritage inventory; the goal of which is to simply include all that a community finds of heritage value, tangible and intangible.

Community Heritage Register


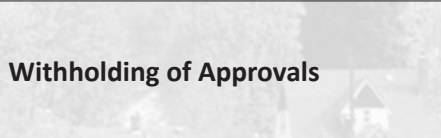
- > A formal listing of resources recognized as having important heritage value and character.
- > Registered properties are eligible for any heritage incentives made available by the local government.
- > A registered property does not mean it is protected, but that it is recognized by local government for planning purposes.

- > A tool to allow for greater regulatory and financial assistance, and to focus public attention on individual landmarks and valued intangible resources .

Analysis

 Heritage Designation	<ul style="list-style-type: none"> > Ensures the long-term protection of a heritage property, site or area. > Requires a report to Council regarding its heritage value and character, and compatibility with the OCP and lawful use of the property; a heritage designation bylaw is prepared; public hearings are held. 	<ul style="list-style-type: none"> > A tool to protect a heritage site or intangible heritage resource. > A long-term public commitment to heritage conservation.
 Heritage Revitalization Agreement	<ul style="list-style-type: none"> > Enables the local government to enter into formal agreements with a developer or property owner on a site-specific basis that provide long-term protection for the property. > Can supersede zoning regulations for site specific management of heritage values and character. 	<ul style="list-style-type: none"> > An HRA is site-specific zoning where a specific form of development is agreed to by owner and the City. > An HRA is a way to support the conservation of heritage values by allowing variances outside of what could possibly be permitted within the zoning of the site. > It is an involved process that includes lawyers and public hearings.
 Heritage Conservation Covenants	<ul style="list-style-type: none"> > Provides long-term protection of heritage property through contract. > Used for both buildings and landscapes. > Agreement can be made by third parties, independent of the local government. > The covenant remains with the title of the property. 	<ul style="list-style-type: none"> > Can be the simplest way of conserving heritage values, by facilitating ways of complying with current building standards.
 Heritage Alteration Permit	<ul style="list-style-type: none"> > Ensures that changes to heritage properties are consistent with heritage protection objectives and approved standards and guidelines. > Cannot change permitted use or density. 	<ul style="list-style-type: none"> > Holds the heritage property owner to a commitment to modify a heritage property only in an agreed-upon manner.
 Heritage Site Maintenance Standards	<ul style="list-style-type: none"> > Ensures that protected properties are appropriately maintained. > Can be applied to sites receiving incentives. 	<ul style="list-style-type: none"> > Holds the heritage property owner to commitment to maintain the property, conserving on-site heritage values.
 Standards and Guidelines for Heritage Conservation	<ul style="list-style-type: none"> > Provides results-oriented guidance for sound decision-making when planning an intervention to an historic site > Provides conservation guidance that is non-prescriptive, aiding in decision-making by property owners, heritage professionals and planners. 	<ul style="list-style-type: none"> > Parks Canada's <i>Standards and Guidelines</i> are an important basis for all conservation discussions.

Analysis

 Heritage Procedures Bylaw	<ul style="list-style-type: none"> > Establishes clear protocols, authorities, application requirements and review procedures for heritage conservation activities. 	<ul style="list-style-type: none"> > A useful tool to align City priorities and processes to effectively conserve heritage resources.
 Withholding of Approvals	<ul style="list-style-type: none"> > Provides temporary heritage protection to withhold issuance of approvals for actions that would alter a heritage resource. 	<ul style="list-style-type: none"> > Can be used where the key character of a property or historic place is threatened before a plan for its conservation is developed.

Financial Tools

Analysis

 Local Government Heritage Grant Program	<ul style="list-style-type: none"> > Encourages the conservation of buildings, including the restoration and/or enhancement of principal facades. > Features direct cash payments to owners when approved work is completed. > Administration is not complex. 	<ul style="list-style-type: none"> > A good way to support the conservation of properties within a defined recognizable heritage area. > Must be a city budget line item. > Needs monitoring for best-practices in conservation methods.
 Heritage Property Tax Exemptions	<ul style="list-style-type: none"> > Provides financial support to private property owners for up to 10 years to offset heritage rehabilitation costs that meet conservation standards. > Encourages upgrades to heritage resources for their long-term physical viability. 	<ul style="list-style-type: none"> > A good way to support the conservation of properties. > Does not need a city budget line item. > Needs review that best-practices in conservation were followed.
 Revitalization Property Tax Exemptions	<ul style="list-style-type: none"> > Provides support for to 10 years to meet social, economic, environmental or other community needs. > Applicable to properties that are protected, are located in a development permit area or heritage conservation area, or are subject to a heritage revitalization agreement or heritage conservation covenant. 	<ul style="list-style-type: none"> > A good way to support the conservation of revitalization initiatives in heritage areas. > Does not need a city budget line item.
 Bonus Density	<ul style="list-style-type: none"> > Provides an incentive to offset heritage conservation costs. > Requires amending the OCP, the relevant Area Plan, and the Zoning and Development Bylaw to establish a density bonus system. > There is no direct cost to the City. > Provides either a method for determining amount of incentive to make a project economically viable, or an incentive (such as a density limit over what is normally allowed). 	<ul style="list-style-type: none"> > This is an excellent incentive tool where zoning regulations have limitations (floor space, unit density, or use) that can only be overcome through rezoning. > Bonusing needs to be sufficient enough to attract takers, but also to lead to development still in keeping with the property's heritage environment.

Analysis

 Residual Density	<ul style="list-style-type: none"> > To encourage retention of a certain scale of development in a heritage area. > Allows for the difference between existing built density and that permitted to be transferred off site, or not built and compensated. > Requires amending the OCP, the relevant Area Plan, and any zoning and development bylaws to establish a density bonus system. 	<ul style="list-style-type: none"> > A bonusing tool most suitable for a property's heritage environment and character might not easily accommodate increases in on-site density. > Can be paired with either compensation or transfer of density.
 Transfer of Density (including Density Bank)	<ul style="list-style-type: none"> > Develops a mechanism for the transfer of residual (excess) density off a heritage site as compensation for not building to permitted density on site > Can be done through a simultaneous density transfer or through the use of Density Transfer Bank > No cost to the local government; the market is responsible for setting prices and completing transactions > Requires a market for residual density - sites that the city approves of being of greater than scheduled densities 	<ul style="list-style-type: none"> > Provides funding for program initiatives in a variety of streams.
 Heritage Legacy Fund of BC	<ul style="list-style-type: none"> > Provides guidance and financial support to heritage projects throughout the province, including Heritage Conservation Program, Heritage Awareness Program, Heritage Planning Program, Indigenous Partnership Program. 	<ul style="list-style-type: none"> > A potential funding partner for City heritage initiatives. > Provides funding for program initiatives in a variety of streams.
Partnership Tools		Analysis
 Streamline Heritage Applications	<ul style="list-style-type: none"> > Develops priority processing for heritage conservation projects. > Shelf-ready and model bylaws, agreements and covenants would assist in this streamlining effort. 	<ul style="list-style-type: none"> > Practices to support property owners through the heritage conservation review process are critical to there being community support for the heritage program.
 Support Services	<ul style="list-style-type: none"> > Prepare for staff to offer planning, design and technical advice, and facilitation to conserve heritage resources. > Can offer staff assistance or can provide grants for feasibility and project planning work. 	<ul style="list-style-type: none"> > The public feels supported in their conservation initiatives if staff are knowledgeable about the review process, and communicate it clearly to the public up front, and to offer help if city staff/resources allow it.
 Fundraising	<ul style="list-style-type: none"> > Support non-profit organizations to raise awareness and funds for heritage awareness or conservation initiatives 	<ul style="list-style-type: none"> > The city can help non-profits by prioritizing grant applications and community fundraising.

5.2 Heritage Bylaws

The following heritage bylaws are proposed as part of Nelson's heritage program.

Heritage Procedures Bylaw

A Heritage Procedures Bylaw sets out procedures in respect of bylaws, agreements and permits by establishing a bylaw under Part 15 - Heritage Conservation of the *Local Government Act*. The creation of such a bylaw is beneficial to both the local government and heritage property owners, as it improves fairness, transparency, and expectations when decisions about changes to the character-defining elements of heritage resources need to be made. It is particularly important as way to codify and commit to the activities outlined as part of Nelson's heritage program in the Heritage Plan.

After reviewing the City's current heritage practice, aside from heritage provisions found in the OCP, it appears that the only heritage bylaw currently being used by the City is the Heritage Designation Bylaw tool.

Process to follow:

- Review examples of similar bylaws from other jurisdictions to understand the possibilities of what might be included in the bylaw.
- Engage a consultant as required to draft a bylaw that meets the needs of the City's heritage program, including guidance that supports increased formal recognition and protection of heritage resources, and incentivizes property owners to revitalize their properties. For Nelson, the following sections are suggested for an initial bylaw.
 - Adoption of the *Standards and Guidelines for the Conservation of Historic Places in Canada*
 - Heritage Designation
 - Withholding of Approvals
 - Community Heritage Register
 - Determination of Heritage Value or Character
 - Heritage Alteration Permits (HAP)
 - Heritage Revitalization Agreements (HRA)
 - Heritage Property Standards of Maintenance

Community Heritage Commission Bylaw

The City of Nelson appoints or authorizes a Community Heritage Commission (CHC) by adopting a bylaw authorizing the creation of a community heritage commission which must include:

- The terms of reference for the Commission must be specifically identified.
- The number and types of members, and expertise sought within the membership.
- The process by which members are appointed by the Council.
- The procedures regarding the conduct of members, their responsibilities as Commission members, and the governing procedures for meetings.

Heritage BC offers detailed information about establishing a Community Heritage Commission including a sample Enabling Bylaw in their *Heritage Commissions Resource Guide*. It can be found on their website heritagebc.ca. Appendix C includes a sample terms of reference for creating a CHC in Nelson.

Revitalization Tax Exemption Bylaw

Section 226 of the *Community Charter* provides authority to exempt property from municipal property value taxes for a period of up to ten years. To use this authority, a Council must establish a revitalization program with defined reasons for and objectives of the program, enter into agreements with property owners, and then exempt their property from taxation once all specified conditions of the program and the agreement have been met.

Consider the use of the Revitalization Tax Exemption Program to assist in the conservation of heritage buildings and other identified heritage resources and related initiatives such as redevelopment for community sustainability, neighbourhood rejuvenation, façade improvements and beautification, and environmental sustainability.

Process to follow:

- Review examples of similar bylaws from other jurisdictions to understand the possibilities of what might be included in the bylaw.
- Draft a bylaw for the establishment of a revitalization tax exemption program that meets the needs of the City's heritage program and that includes:
 - A description of the reasons for, and the objectives of, the program
 - A description of how the program is intended to accomplish the objectives
 - A description of the kinds of property, or activities or circumstances related to the property that create eligibility for exemptions
 - The extent of the exemptions available (i.e. entire properties or portions of properties)
 - The amounts of exemptions, or formulas to determine the amounts, or both
 - The maximum term of the exemption, which may not be longer than 10 years

See *Vernon Heritage Restoration Grant Program Guidelines*, *Port Moody Heritage Revitalization Tax Exemption Bylaw*.

Zoning Bylaw

The current zoning bylaw could be amended to create provisions within zoning regulations to incentivize heritage conservation and create Heritage Conservation Areas.

Process to follow:

- Develop procedures within the bylaw to assist in supporting non-conforming heritage sites.
- Incentive provisions in the various zoning districts to improve the adoption of heritage conservation practice.
- Consider the use of zoning as a tool for heritage conservation after alternative long-term protection tools have been considered.

5.3 Heritage Incentives

It is helpful for local governments wishing to protect their heritage to provide property owners with regulatory or financial incentives for heritage conservation. Often, actions as simple as removing bureaucratic barriers can be a catalyst for encouraging people to revitalize their heritage properties. In other situations, the provision of financial incentives can greatly enhance downtown or neighbourhood revitalization initiatives.

The City can provide effective incentives that encourage developers and property owners to retain heritage, such as Heritage Revitalization Agreements, Heritage Revitalization Tax Exemption, and non-monetary incentives.

For additional guidance, see Heritage BC's *Heritage Designation Incentives: A Resource Guide*.

1: Regulatory incentives

Variances, relaxations, and other discretionary approvals for development, including bonus density, are the most common form of incentives provided to owners of heritage property in exchange for its protection and conservation. Incentive provisions in the various zoning districts could improve adoption of popular heritage conservation practices.

2: Character home incentives

Nelson's residential buildings add to the character of its neighbourhoods. Many of them are early homes that retain much of their original appearance. The City can provide regulatory and financial incentives for the retention of housing stock in residential areas. Design guidelines for these areas are to be part of the proposed neighbourhood character statements.

- Consider a moderate increase in development rights in return for character home conservation.
- Continue to promote a culture of retention and reuse of existing buildings and materials through:
 - Sensitive infill or additions to existing buildings
 - Adaptive reuse and conversion of existing single-family dwellings to multi-family

3: Financial incentives

Tax-based incentives are appealing because the funding is derived from future incremental property taxes arising from remediation and redevelopment efforts, rather than from current expenditures or reserves.

- Allow new construction projects to access incentives in return for extra costs associated with the conservation of heritage and area character.
- For existing historic properties, promote the use of Heritage Revitalization Agreements, employing the ability to vary regulations as incentives for heritage conservation, or the waiver of permit fees in return for heritage conservation.
- Take advantage of the heritage conservation tools available under the *Local Government Act*.
- Research the applicability and feasibility of using non-monetary incentives to accept variations in development in return for heritage conservation

Examples:

- Equivalency provisions in the BC Building Code, Heritage Building Supplement and Green Building Code
- Additional floor space
- Relaxed parking requirements
- Bonus density
- Financial incentives
- Subdivision leading to an increased value of subdivided land

Heritage grants can be provided for properties that are on the heritage register and legally protected by a heritage designation bylaw.

4: Approval process for heritage resources

The City can assist developers, property owners and design professionals with heritage conservation by providing them with relevant information when they are preparing development plans. This assistance can be developed for commercial sites and residential projects to assist everyone in easily managing successful heritage conservation projects.

- Provide a checklist of requirements including what aspects of the project will be reviewed by Community Heritage Commission and staff. These aspects are defined by the character-defining elements for the property or area.
- Include the need for the addition to the heritage register and preparation of a Statement of Significance for a property in order to access conservation tools and incentives.
- Present the review process as straightforward and transparent to ensure clarity about the planning process for the development community.
- Develop clear, user-friendly heritage planning guidance, ideally with a flow chart, outlining the Heritage Conservation Planning process with the goal of making the review process simple and transparent for design professionals and people wanting to develop or change a heritage property.
- Helpful tools could include:
 - Information about the planning and non-planning policy context of the place
 - Place/site opportunities and constraints
 - Checklist of things that need to be considered
 - Different considerations and levels of detail for different places
 - List of specialist skills/experience required
 - Best practice case studies
 - Consideration of different types of development
 - Consideration of character-defining elements

5.4 Design Guidelines

Design guidelines review

Guidelines in Development Permit Area #1 focus on commercial and multi-unit residential within but do not address the conservation of heritage value of the early housing stock and character of the neighbourhoods. Sections of the older neighbourhoods and individual houses have been identified as heritage resources in the 2011 Heritage Register Update and contribute greatly to the heritage value of the city.

Schedule H, Nelson's design guidelines for its historic Downtown, reflects the area's distinctive character and substantial stock of heritage buildings. It illustrates the city's desire to conserve and build off that form and character of the early commercial core included within Development Permit Area #2.

Development Permit Area #2 covers both the Downtown commercial core as well as the waterfront which are areas each with very different character. The design guidelines in this area are quite prescriptive, covering scale and height, texture and pattern, roof forms and details, direction on permissible and impermissible materials and detailing, use of awnings and design of sign systems.

The Area #2 guidelines also include general wording on urban design that seeks to respect the heritage context of the commercial core, as well as undeveloped land elsewhere. This could lead to a potential muddying of the legibility of new vs. old buildings and areas of the city.

Development Permit Area #4 guides laneway house development, stating that its architectural style should complement the design of the principle residence without creating a miniature version and be distinguishable, with subordinate height and scale. Vinyl siding is not permitted. Enhancing the pedestrian experience is an overall goal.

For many years, design guidelines for new buildings in historic cities emphasized subservience to the past. Their key message was that design in a historic context must be imitative or meek. Buildings that followed such guidance often said little about the time in which they were designed – they ignored contemporary values.

We are stewards rather than curators of the historic environment, which means that new development and new urban spaces will inevitably reflect modern technology and new ways of working, living and playing. Design guidelines should promote architecture and design that embodies our contemporary age, while simultaneously reinforcing the timeless urban and architectural design of Nelson, a key to achieving a "good fit."

There are many ways to design a new building, or an addition to an existing one, that are in harmony with their surroundings, sustaining the authenticity of the place while allowing improvements, revitalization and new uses. They range from being inspired by nearby architectural forms, through reinterpreting old forms in new materials, to using new forms and materials that complement or enhance what is already there.

See City of Victoria *Old Town Design Guidelines* and City of New Westminster *Queen's Park Heritage Conservation Area, Appendix 2, Design Guidelines*.

Recommendations

- Prepare design guidelines that encourage contextually sensitive new buildings and additions without resorting to the literal imitation of existing buildings, avoiding aesthetic solutions to revitalization that give a neighbourhood one particular style.
- Integrate the value of Nelson's vernacular industrial, commercial and residential buildings into design guidelines for the various neighbourhoods/districts.
- Review the current design guidelines for Nelson's Downtown to assess their structure and effectiveness in providing values-based guidance and adherence to heritage conservation principles that take into account built heritage, natural and cultural landscapes and intangible heritage.
- Develop values-based design guidance for new construction, infill, rehabilitation projects, and the public realm that honour the full suite of heritage values found in Nelson's downtown.
- Based on the proposed neighbourhood character statements to be prepared for Nelson's 11 other neighbourhoods, develop design guidelines for each that take into account built heritage, natural and cultural landscapes and intangible heritage, allowing buildings and other heritage features to be recognized as products of their own time. These guidelines can be succinct, as long as they are comprehensive, values-based, and address the true character of the area.
- Prepare design guidelines that are less prescriptive and more inclusive of potentially valuable alterations, urban layers and buildings of all time periods. Instead of being based on stipulated architectural styles or themes, have the guidelines respond directly to the identified heritage values and character-defining elements of the neighbourhood or area.
- Ensure the guidelines acknowledge and address new infill and additions to existing buildings.
- Base the guidelines on principles outlined in the *Standards and Guidelines for the Conservation of Historic Places in Canada* and consider the appropriateness of the recommended/not recommended approach found in this document.
- Use photographs or drawings to illustrate recommended and non-recommended approaches.
- Align the guidelines with other documents such as the *Official Community Plan*, *Nelson Sustainable Waterfront and Downtown Master Plan* and the *Railtown Sustainable Neighbourhood Action Plan*.
- Ensure that future neighbourhood studies and plans refer to the neighbourhood character statements and associated guidelines.

5.5 Community Heritage Register

A heritage register is one of the most fundamental management tools for heritage conservation in the *Local Government Act* (Part 15, Section 598). Any heritage resource receiving incentives or utilizing other *Local Government Act* tools must be assessed, documented and added to the City's heritage register.

Nelson has a robust and active heritage register with currently 175 properties and many more on several lists of potential heritage register resources. For the City to use its Community Heritage Register as an effective planning tool to formally identify historic resources and integrate them into land use planning processes, City staff and the Community Heritage Commission need to apply a practical and consistent method of adding or removing heritage resources to/from the Register using evaluation criteria that align with the community's heritage values.

Updating and adding to the heritage register includes an evaluation process with consistent criteria. See Appendix B for assessment criteria for inclusion on the City's heritage register.

Recommendations

- Use the community's heritage values, public input, thematic framework, neighbourhood character statements and the heritage inventory as sources of resources for the heritage register.
- Continue to consider a wide variety of resources for the register in order to holistically recognize and conserve Nelson's heritage.
- Make the heritage register searchable on the City's heritage web page and integrate it into Nelson's online mapping tool.
- Use the City's heritage web page to elicit new nominations for the heritage register.
- Have any proposed additions and changes to the heritage register evaluated by the Community Heritage Commission.
- Ensure the heritage register and statements of significance are consulted as part of the foundational documents for City staff to use in making land-use planning and design decisions affecting the city's historic places.
- Actively continue to add new resources to a heritage inventory and evaluate it periodically.
- Over time, process existing heritage inventories and consider which ones warrant inclusion on the heritage register.

Heritage Inventory vs. Heritage Register

An informal list, a **Heritage Inventory** is a database of potential heritage resources identified by the community but which have not yet gone through an evaluation process to determine their heritage values. Nelson has several lists of resources that should be compiled into one inventory. Ongoing input from the community can continue to add resources to the inventory.

A formal list called a **Community Heritage Register** is established by Nelson City Council and includes community resources that have been evaluated with a consistent criteria process and which have formal heritage status. New resources are added to the heritage register by Council resolution on advice from planning staff.

5.6 Community Heritage Commission

A Community Heritage Commission is an important component of a local government's heritage program. The *Local Government Act* (Part 15, Section 597) and the *Community Charter* provide local governments with the authority to form Community Heritage Commissions. Member of a CHC provide evaluations, comments, and recommendations related to the local government's heritage programs and goals

The mandate of a Community Heritage Commission includes:

- Advising local government on matters included in the commission's terms of reference,
- Advising local government on matters referred to it by local government, and/or
- Undertaking or supporting heritage activities authorized by local government

Purpose

The Community Heritage Commission is intended to assist Council with the management and implementation of heritage planning projects and activities. A CHC has the ability to undertake non-regulatory activities delegated to it by Council. A commission can be established or appointed by local government to advise on a range of heritage matters, or to undertake a specific task, project, or program. Best practices indicate the appointment of a Commission that results in a diversity of voices, expertise and experience.

The Community Heritage Commission plans its activities including the preparation of a budget for Council consideration, undertakes its business activities, and reports to Council according to its terms of reference. Except as authorized by a local government, meetings of a CHC must be open to the public.

Process for creating a CHC

Establishing a CHC involves developing a terms of reference, developing membership criteria (eg. a mix of members drawn from the community-at-large, government staff, and politicians), creating a bylaw, and receiving applications from and the appointment of members. A Council representative and staff liaison are part of the CHC.

CHC bylaw

The City of Nelson appoints or authorizes a Community Heritage Commission by adopting a bylaw. The bylaw authorizing the creation of a Community Heritage Commission must include:

- The terms of reference for the commission must be specifically identified.
- The number and types of members, with guidance on the type of expertise sought within the membership.
- The process by which members are appointed by the Council.
- The procedures regarding the conduct of members, their responsibilities as commission members, and the governing procedures for meetings.

Heritage BC offers detailed information about establishing a Community Heritage Commission including a sample Enabling Bylaw in *Heritage Commissions Resource Guide*. It can be found on their website heritagebc.ca.

Appendix D includes a sample terms of reference for creating a CHC in Nelson.

6

APPENDICES

Background information

- > Appendix A: References and Resources
- > Appendix B: Heritage Assessment Criteria
- > Appendix C: Community Heritage Commission Terms of Reference
- > Appendix D: Glossary of Heritage Terms
- > Appendix E: Heritage Conservation Approaches
- > Appendix F: BC Heritage Branch Conservation Planning Process

Appendix A: References and Resources

- BC Climate Action Toolkit. *Diverse Zoning Strategies for Diverse Communities*.
- BC Ministry of Environment. *Ecological Restoration Guidelines for BC*.
- City of Duncan. *Comparative Research Study of Revitalization Tax Exemption Programs in BC*.
- City of Kelowna *Heritage Procedures Bylaw*.
- City of Ladysmith. *Revitalization Tax Exemption Program*.
- City of Maple Ridge *Heritage Procedures Bylaw*.
- City of New Westminster. *Guide to Heritage Revitalization Agreements*.
- City of New Westminster. *Neighbourhood Historical Context Statements*.
- City of Edmonton. *Indigenous Ward Naming Knowledge Committee*. https://www.edmonton.ca/city_government/city_organization/indigenous-ward-naming-knowledge-committee.aspx
- City of Vancouver. *View Cone Assessments and View Protection Guidelines*. Hall, Michael C. et. al. "Climate Change and Cultural Heritage: Conservation and Heritage Tourism in the Anthropocene." *Journal of Heritage Tourism*, Volume 11 Issue 1, 2016.
- City of Victoria. *Victoria Old Town Design Guidelines: Update for New Buildings and Additions to Existing Buildings*. 2019.
- Economic, Social and Environmental Benefits of Heritage Conservation: An Annotated Bibliography*.
- Federal Provincial Territorial Historic Places Collaboration. *Building Resilience: Practical Guidelines for the Sustainable Rehabilitation of Buildings in Canada*.
- Heritage BC. *Heritage Conservation Fact Sheet*.
- Heritage BC Learning Centre: *Heritage Conservation Areas, Heritage Commissions, Heritage BC Workshops, Webinars on Demand, Community Heritage Registers, Heritage Revitalization Agreements* (and others).
- International Council on Monuments and Sites (ICOMOS) Climate Change and Cultural Heritage Working Group. *The Future of Our Pasts: Engaging Cultural Heritage in Climate Action*. Paris: 2019.
- International Council on Monuments and Sites. *Charter for the Interpretation and Presentation of Cultural Heritage Sites*.
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Pryce, Paula. *Keeping the Lakes' Way: Reburial and Re-creation of a Moral World among an Invisible People*. Toronto: University of Toronto Press, 1999.

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Rodgers, Kathleen. *Welcome to Resisterville: American Dissidents in British Columbia*. Vancouver: UBC Press, 2014.

Streetwise Review of Wayfinding Systems. *A Survey of 186 Cities and Towns*. 2013.

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United Nations Educational, Scientific and Cultural Organization (UNESCO). *The HUL Guidebook: Managing Heritage in Dynamic and Constantly Changing Urban Environments*. 2015.

United Nations Educational, Scientific and Cultural Organization. *New Life for Historic Cities: The Historic Urban Landscape Approach Explained*. 2013.

Up the Lake: A North Shore of Nelson B.C. History Project. <https://upthelakehistory.wordpress.com>

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Appendix B: Heritage Assessment Criteria

1. Representation of community heritage values as identified in Nelson's heritage planning documentation, such as:
 - Nelson's historical context and thematic framework from the 2011 Heritage Register Update
 - Information about community heritage values and heritage planning priorities
 - Any additional heritage studies that have been carried out by the City, the province, Columbia Basin Trust or other entities that may have relevant information to the heritage resource at hand.
2. Contextual value such as:
 - Significant dates of construction, establishment or association with significant events
 - Historical associations with individuals or groups
 - Intangible context of stories, rituals or traditions
 - Significant designer or builder
 - Contribution to streetscape, cultural landscape, grouping, development pattern, neighbourhood or historic period
 - Landmark status
 - Physical features or associations that contribute to its wider context
 - Any other type of formal recognition or designation such as local, provincial, national, archaeological site, sign or plaque
3. Number and type of values that this place represents. It is important to identify all aspects of the resource that contribute to its heritage values. Categories of value found in the *Standards and Guidelines for the Conservation of Historic Places in Canada* provide a useful framework and starting point for evaluating heritage significance. These types of heritage values include:
 - **Aesthetic values** – pertaining to visual and material qualities of a resource. This may include beauty, physical attributes, and materials.
 - **Historic values** – pertaining to historical events or phenomena, or associations with individuals or groups of people.
 - **Scientific values** – pertaining to the advancement of knowledge or technology, natural history or biodiversity.
 - **Cultural values** – pertaining to the expression of a way of life of a group or groups of people. May also include artistic expression.
 - **Social values** – pertaining to the 'human' aspects of a heritage resource. Reflects beliefs, emotions, perceptions, uses and activities associated with the resource.
 - **Spiritual values** – pertaining to the belief system or systems of a group or groups of people, or of individuals. May be reflective of stories, legends, myths, and particular experiences or practices associated with a resource.
4. Layers of heritage values found in the historic place. The full chronology of the resource should be understood and considered in order to determine which aspects of its history are most significant. Consider historic, cultural, social or spiritual associations of multiple groups at different or concurrent times in the resource's history.
5. The physical extent of the heritage resource. Is it grouped with other resources that together make a heritage resource, such as a neighbourhood, community, or cultural landscape? Would

this group of resources benefit from being formally recognized together as one resource?
Does the understanding of heritage values change when several resources are considered as a group?

6. What is the historical context of this resource? How does it reflect larger forces (local, regional, provincial, national, international) forces or phenomena that cause it to be what it is today?
7. Level of heritage value:
 - **Exceptional** – the resource is unique, under threat, highly sensitive, or represents an aspect of the region’s history that is underrepresented or at risk of being lost. This resource represents many layers of heritage values associated with a diversity of groups in the community or eras in our history, specific events, people, or groups of people.
 - **Significant** – the resource is one of a few or several of its type, is not readily threatened by development or loss, and demonstrates values that may be found in other resources throughout the region. There may be some associations with notable people, events, or historical phenomena.
 - **Common** – the resource embodies heritage values, yet does not stand out as a unique for its physical or heritage value types. There may be many of this type of resource throughout the region.
8. Level of risk of damage, destruction, or loss. These factors may add to the desire to formally recognize a resource through inclusion on the CHR. If added awareness or eligibility for incentives or funding could reduce the risk of a heritage resource, this should be included as part of the discussion about inclusion on the CHR.
9. Community advocacy around this heritage resource. Perhaps community advocacy around this heritage resource has recently grown or started bringing the resource to the City’s attention. The community is asking for acknowledgement of heritage value or intervention to protect a heritage resource which may not have previously been acknowledged.
10. Consideration should be given to other conservation tools at the time of discussion, in lieu of or in addition to listing on the CHR, such as:
 - a. **LGA 611** – Heritage Designation Protection – resources that require legal protection because of their level of heritage value, and threat of damage, destruction, or loss should be considered for heritage designation protection.
 - b. **LGA 599** – Heritage recognition – resources that are well-respected and often accessed or visited by the community, and have little risk of damage, destruction, or loss may benefit from the installation of honorary or interpretive plaques, signs, or other markers to promote their heritage values.
10. The ability of formally recognizing the heritage values of this resource to increase or improve reconciliation and relationship-building efforts with a group or groups of people who have been historically marginalized, negatively impacted by historic events, or are underrepresented in Nelson’s heritage conservation program.
11. The ability of formally recognizing the heritage values of this resource to increase or improve relationship-building and facilitate efforts to manage the conservation of a heritage resource with multiple or complex layers of owners or stakeholders?

Appendix C: Community Heritage Commission

Sample Terms of Reference

Introduction and purpose

The City of Nelson Community Heritage Commission (CHC) will assist Council with the management and implementation of community heritage conservation activities. The CHC procedures are directed by the *Local Government Act* and the City's *Heritage Procedures Bylaw*.

Authority

Local Government Act Part 15 – Heritage Conservation

Division 3 – Heritage Review

The *Local Government Act* and the *Community Charter* provide local governments with the authority to form Commissions and, more specifically, to establish a “Community Heritage Commission.”

Community heritage commissions

597 (1) In addition to the authority under section 263 (1) (f) [regional district commissions] of this Act or section 143 [municipal commissions] of the Community Charter, a local government may designate an existing organization to act as a community heritage commission.

(2) In relation to an organization designated under subsection (1),

- (a) when the organization is acting as a community heritage commission, the organization is deemed to be a commission established under the applicable provision referred to in subsection (1), and
- (b) when a member of the organization is acting as a member of a community heritage commission, the member is deemed to be a member of a commission established under the applicable provision referred to in subsection (1).

Mandate

1. To represent the community and be the voice of the community with regard to heritage matters. The Commission's members will provide evaluations, comments, and recommendations related to the City's heritage programs and goals.
2. To advise local government on matters included in the Commission's terms of reference, on matters referred to it by the City and City departments and undertake and support heritage activities authorized by the City.
3. To be tasked with reviewing broader community planning, parks, recreation and leisure, public works and other issues so that heritage conservation is considered within the full City context.
4. To advise on matters relating to land use, community planning and related proposed bylaws and permits, official community plans, zoning, development permits and subdivision, and development requirements.
5. To advise the on all matters related to cultural heritage.
6. To advise on matters dealing with the maintenance and development of the Community

Heritage Register, which includes heritage places that are both cultural and natural, and resources such as buildings and built features, as well as large regions and landscapes

7. To advise the on the heritage aspects of development applications.
8. To make recommendations respecting the designation of heritage buildings, structures, and lands and the demolition, preservation, alteration, or renovation of those buildings, structures and lands
9. To advise the on heritage services, programs, events and facilities.
10. To support heritage activities and heritage programs undertaken by the City or community organizations to facilitate the preservation and interpretation of natural features that have a cultural component or meaning, the preservation and interpretation of built heritage and cultural landscapes, and the conservation and interpretation of cultural heritage.
11. To provide a community perspective on services, programs, events, and facilities related to heritage conservation.
12. To facilitate the promotion, recognition, commemoration and awareness of the City's heritage places as a reflection of their economic, social, cultural, environmental, spiritual and aesthetic values, and the positive role of history and culture in achieving a sustainable future.

Composition and membership

The CHC shall be composed of eleven (11) voting members, all of whom shall be appointed by Council. The composition of the CHC will strive to be diverse, and shall be selected using the following guidelines:

1. One Councillor
2. Two members representing local Indigenous heritage values
3. One representative from a regional historical society
4. One representative from Touchstones Museum of Art and History
5. One member representing the City Archives

Up to five (5) representatives(s) of the community at large with consideration of the following interests and knowledge:

- Heritage conservation
- Architecture, planning and design
- Building construction
- Landscape architecture, park planning and horticulture
- Local and regional history
- Business, education, tourism and outdoor recreation
- Natural history and ecological conservation

One member of the CHC shall be appointed as liaison with the Regional District of Central Kootenay. The RDCK will be invited to attend meetings when pertinent projects or issues are part of the agenda.

When appointing members, Council must consider the interests, skills and experience necessary to carry out the Commission's mandate.

One appointed Commission member shall be elected as Chair at the first meeting of the Commission each year and shall serve a term of one year unless reelected or a successor named.

Procedures

The Commission will meet in person a minimum of 2 (two) times per year. The frequency of subsequent meetings will be determined by the needs and dictates of the workload and/or by City planning staff or by the Commission. These subsequent meeting may be held in person if possible, or via teleconference.

No member of the CHC shall receive compensation for services other than reimbursement for actual expenses necessarily incurred in the discharge of official duties of the commission. Such duties are to be authorized by Council in advance.

In the event of a vacancy occurring among the appointed members of the CHC, City Council may appoint a new member to fill such a vacancy.

City Council may, by a majority vote of members, remove a member of the CHC from office.

The CHC will liaise regularly as needed with other City committees and commissions.

The CHC terms of reference will be reviewed and revised as necessary every two (2) years.

Time frame

Each voting member of the Commission shall be appointed for a period of 2 (two) years commencing January 1 of the year of their appointment and terminating December 31 two years later.

The maximum length of service for voting members on the CHC shall be 6 (six) consecutive years.

Former CHC members may be involved in non-voting roles (eg. as members of subcommittees or on special projects) that allow them to support the continued work of the heritage Commission.

City support and accountability

The City will provide one staff liaison person from the Planning Department as a representative to the CHC. The City will provide a secretary to record the resolutions and general events of the CHC meetings, contact members, make appointments, monitor membership, draft correspondence, issue and distribute reports and generally assist with heritage events.

The City shall include in its budget such sums as it deems necessary to meeting the expenses of the CHC. Sub-committees of the CHC will be established from time to time as required (eg. heritage awards subcommittee, Statement of Significance review subcommittee etc.)

Heritage understanding

The inaugural CHC, along with any future new members, should receive training and orientation. This includes an introduction to the terms of reference and a thorough discussion of the CHC's work, member expectations, and local government goals.

The success of CHCs often rests on the members' knowledge and common understanding of heritage issues and practices. Ongoing education through Heritage BC webinars-on-demand, on-site or remote workshops, participation in local, regional and provincial heritage conferences, and events or other educational and workshopping opportunities should be considered part of the CHC's work.

Appendix D: Glossary of Heritage Terms

Accessibility The degree to which a historic place is easy to access by as many people as possible, including people with disabilities.

Adaptive re-use Conversion of a building into a use other than that for which it was designed, such as changing a power plant or warehouse into a gallery space or housing.

Artifact An object made by a human being, typically an item of cultural or historical interest.

Biodiversity The variety of life that can be found on earth (plants, animals, fungi and micro-organisms) as well as to the communities that they form and the habitats in which they live.

Biogeoclimatic Zone A classification system used by the British Columbia Ministry of Forests for the Canadian province's many different ecosystems.

Character-defining element The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of an historic place, which must be retained in order to preserve its heritage value.

Conservation All actions, interventions, or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these and other actions or processes.

Cultural landscape Any geographical area that has been modified, influenced, or given special cultural meaning by people, including Indigenous cultural landscapes prior to settlement.

- Designed cultural landscapes are intentionally created by human beings.
- Organically evolved cultural landscapes developed in response to social, economic, administrative, or religious forces interacting with the natural environment. They fall into two sub-categories:
 - Relict landscapes in which an evolutionary process came to an end. Its significant distinguishing features are, however, still visible in material form.
 - Continuing landscapes in which the evolutionary process is still in progress. They exhibit significant material evidence of their evolution over time.
- Associative cultural landscapes are distinguished by the power of their spiritual, artistic, or cultural associations, rather than their surviving material evidence.

Demolition is the systematic and deliberate destruction of a building (or fixture, chattel, and or equipment) or portion thereof. This includes not only removal of sections of buildings such as additions, wings and attached sheds but also integral design and structural components (both interior and exterior), surface finishes such as plaster or paneling, and design treatments such as store fronts, windows, and doors.

Development cost charges Monies that municipalities and regional districts collect from land developers to offset that portion of the costs related to these services that are incurred as a direct result of this new development.

Endangered species Wildlife species facing imminent extirpation or extinction.

Fabric In conservation, fabric means all the physical material of a place that is the product of human activity.

Habitat With respect to aquatic or wildlife species, the area or type of site where an individual or wildlife species naturally occurs or depends on directly or indirectly in order to carry out its life processes or formerly occurred and has the potential to be reintroduced.

Heritage conservation area A designated historic district or conservation area, which denotes a neighborhood unified by a similar use, architectural style and/or historical development. A Heritage Alteration Permit is required to make any changes in a Heritage Conservation Area.

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

Indigenous Native to a particular place.

Inspection A survey or review of the condition of an historic place and its elements to determine if they are functioning properly; to identify signs of weakness, deterioration or hazardous conditions; and to identify necessary repairs. Inspections

Intangible heritage The practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.

Integrity Generally refers to material wholeness, completeness, and unimpaired condition of heritage values. In the case of natural heritage, ecosystem integrity relates to the completeness of an ecosystem in terms of its indigenous species, functions, and processes. An unfragmented and relatively undisturbed ecosystem has the most integrity.

Interpretation, Interpretive Plan A mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource, communicating messages and stories about cultural and natural heritage, and providing a wider understanding of our environment. (National Association for Interpretation)

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

Invasive plant A plant that is both non-native and able to establish on many sites, grow quickly, and spread to the point of disrupting plant communities or ecosystems.

Landscape An expanse of natural or human-made scenery, comprising landforms, land cover, habitats, and natural and human-made features that, taken together, form a composite.

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

Mitigation Conservation measures that can be implemented to eliminate or reduce a threat and its effects on a CDE, or to minimize the potential impact of a threat to a CDE. Site mitigation can involve avoiding the CDE through redesigning a proposed development or excavating only a percentage of the site.

Monitoring The systematic and regular inspection or measurement of the condition of the materials and elements of a CDE to document behaviour, performance, and rate of deterioration over time.

Native Wildlife or plant species endemic (indigenous) or naturalized to a given area.

Naturalized A non-native species that does not need human help to reproduce and maintain itself over time in an area where it is not native. Naturalized plants often form the matrix for a novel ecosystem.

Non-native A species introduced with human help (intentionally or accidentally) to a new place where it was not previously found.

Object a discrete item that has heritage value and can be collected or conserved. See also Artifact.

Scale The sense of proportion or apparent size of a building or building element as created by the placement and size of the building in its setting.

Sense of place The feeling associated with a place, based on a unique identity and other memorable or intangible qualities.

Site circulation Movement patterns of pedestrian and vehicular traffic.

Species at risk An extirpated, endangered, or threatened species or a species of special concern in Canada. (Canada Species at Risk Act) Guidelines for the Conservation of Historic Places in Canada (2nd edition, 2010 and any successors), Ottawa: Parks Canada.

Statement of Significance A statement that identifies the description, heritage value, and character-defining elements of an historic place. A Statement of Significance is required in order for a historic place to be listed on the BC Register of Historic Places.

Stewardship Linked to the concept of sustainability, stewardship is an ethic that embodies responsible planning and management of cultural and natural resources.

Streetscape The visual elements of a street, including the pavement (dimensions, materials), sidewalks, adjoining buildings and open space frontages, street furniture, lighting, trees and planting that combine to form the street's character.

Sustainability A group of objectives (economic, social, and environmental - the 'triple-bottom line') that must be coordinated and addressed to ensure the long term viability of communities and the planet.

View or viewscape What can be seen from an observation point to an object(s), particularly a landscape or building.

Appendix E: Heritage Conservation Approaches

The following table defines range of possible heritage conservation approaches. For any heritage resource, one or a combination of approaches can be taken.

Approach	Definition
Recording / Documenting	Objectively describing - through oral, written, graphic, photographic or other means - the present configuration and condition of an historic resource. This provides necessary basic data for the preparation of conservation research, analysis, design, and maintenance activities, as well as ensuring the historical or technical information contained in a site is not lost.
Monitoring	The systematic and regular inspection or measurement of the condition of the materials and elements of an historic place to determine their behavior, performance, and rate of deterioration over time. Monitoring ensures that adverse impacts on archaeological sites, buildings and structures, landscapes, and biological life-forms are addressed. For archaeological sites, monitoring requires a licensed archaeologist; for other heritage resources, it should be carried out by appropriate heritage professionals.
Maintenance	The most primary form of conservation is a site and building maintenance program. It is the routine, cyclical, nondestructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.
Mothballing	The temporary closure of a building or other structure to protect it from the weather and secure it from vandalism. It is intended to safeguard a character-defining element over an extended period until such time as it is decided to proceed with conservation.
Stabilization	A minimum amount of work done to safeguard a resource from the elements and/or destruction and to protect the public from danger. This work may involve emergency structural reinforcing, cabling (with trees), protective coverings, or hoardings. Stabilization is often undertaken to preserve the character-defining element for future heritage conservation work.
Repair	The process of returning a character-defining element to its prior condition when it has undergone changes attributed to failure, decline, wear, normal use, or abuse. A repair action does not alter or enhance the integrity, character, performance, or design intent of the heritage feature. Repair may include patching of existing components using technologically compatible materials and methods, limited replacement in-kind of components, complete replacement in kind of a component when the degree of change it has undergone precludes any other type of action.
Preservation	The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value.
Restoration	The process of accurately revealing, recovering, or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, as accurately as possible, while protecting its heritage value. Restoration is considered the primary treatment when the significance of a particular place during a particular time period significantly outweighs the loss of existing character-defining elements from other periods, and if there is substantial evidence of its appearance at an earlier time.
Managed decline or ruinification	Allows a character-defining element to remain on site and slowly degrade, deteriorate or become a historic ruin rather than be moved or demolished after the significance and physical characteristics of the asset have been recorded. Elements of the resource can be left in situ or salvaged. Measures such as temporary supports and maintenance such as removal of debris can prolong the life of the resource and interpret its disappearance.

Conservation approach	Definition
Rehabilitation	The action or process of making possible a continuing or compatible contemporary use of a historic place or landscape, or of an individual component, while protecting its heritage value. Rehabilitation makes possible an efficient contemporary use while retaining those portions and features which are significant to the resource's heritage values. New work is designed to be physically and visually compatible with and distinguishable from, the original historic place. For landscapes, rehabilitation is the most common intervention, as it allows changes necessary to satisfy present-day demands upon the site. In continued use rehabilitation, changes are made to a historic place that continues to be used for its original purpose. In adaptive re-use, the historic place is converted to a new use.
Consolidation	The physical addition or application of adhesive or supportive materials to ensure continued durability or to protect the structural integrity of the heritage resource. Consolidation is most frequently undertaken when structural elements have deteriorated to a point where the future of the resource is jeopardized.
Reconstruction	A building, site feature, or artifact that no longer exists is reproduced with new construction that exhibits the shape, material, and detailing (and often construction methods) of the resource as it once appeared. Good documentary information without conjecture is essential in order to justify a reconstruction. With landscapes, planning should consider the age and arrangement of vegetation, allowing for growth and maintenance to continue an appearance that replicates the historical period.
Replication	Making an exact copy of portions of an existing structure, feature, or artifact, usually to replace a missing or decayed component in order to maintain aesthetic unity and harmony. Replication is often used for cosmetic reasons in restoration work. If valuable cultural property is being threatened or damaged irretrievably by its environment, it may have to be moved to a more protected environment. A replica may be substituted in order to maintain heritage integrity and the unity of a site or building.
Interpretation	A process of communicating messages about cultural and natural heritage, or telling stories about a place, that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource. The presentation can relate to the way the place is now, has been, used, seen, touched, smelled and tasted, giving impact to evocative stories and meanings. The range of interpretive techniques is vast, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, audio, video and many others.
Renovation	Occurs when extensive changes and/or additions are made to an existing building internally and externally in order to 'renew' the structure. Cultural landscapes can also be renovated. These changes are often made in response to the need for more space, repair, general improvements, or lifestyle considerations.
Re-use or symbolic conservation	Re-using or reinstalling components of deteriorated buildings, structures or landscapes in-situ, elsewhere on the site or in another location. Symbolic conservation refers to the recovery of unique heritage resources and incorporating those components into new development, or using a symbolic design method to depict a theme or remembrance of the past.
Deconstruction or salvage	The process of retaining and protecting from deterioration historic fabric or elements that have been removed from their original context. Selected parts of a building or landscape are protected for renovation or reuse, consisting of actions to carefully dismantle and reassemble building, structure, or artifact; in situ if possible, but often ex situ on another site. This process is often undertaken out of structural necessity, for the protection of significant individual features from permanent loss, to repair deteriorated material, to observe historic construction techniques or protect materials for future re-use. The term also applies to natural heritage and landscape values such as plants.

Appendix F: BC Heritage Branch Conservation Planning Methodology

"A Conservation plan is simply a document which explains why a place is significant and how you will sustain that significance in any new use, alteration, repair or management. It is based on a very simple thinking process which starts with describing what is there, why it matters, what is happening to it and the principles by which you will manage it and then sets more detailed work programmes for maintenance, management, access, use or other issues. A plan helps you care for a site by making sure you understand what matters and why BEFORE you take major decisions."

~Kate Clark – English Heritage 2005

Conservation planning differs from traditional management planning because it is specifically designed to conserve heritage value. Conservation planning identifies policies that strike a balance between use and significance and that provide a useful framework when making decisions about an historic place. A conservation planning process should always form the basis of planning for the sustainability and longevity of an historic resource.

A successful conservation plan requires consensus resolution of the heritage values of the place, including social, economic, and environmental values. If well written it should mitigate the negative effects often stemming from ambiguity in the identification and management of value. And of course, it should provide the policy framework for the sustainable use, maintenance, repair, alteration, and management of the historic place.

A conservation plan is not a schedule of repairs or a feasibility study for adaptive re-use. Neither is it a document that says this place is old, we know all about it, therefore it should be restored. It is a statement of policy that informs the direction of conservation and stewardship decisions. Ideally it should exist before such decisions are made. In practice, it is the need for decision-making for an historic place that prompts the development of a conservation plan.

CONSERVATION PLANS

PURPOSE

- ◆ A conservation plan is a succinct synthesis of the significance of an historic place, its contemporary context, and policy to guide the retention of heritage values through effective interventions.
- ◆ It is based on a simple thinking process that considers what is there, why it matters, what is happening to it (or is being contemplated) and the principles by which conflicts between physical change and significance (heritage values) are mitigated.
- ◆ A conservation plan facilitates sustainable stewardship decisions by requiring an understanding of what matters, and why, BEFORE major decisions are made.

Conservation plans are useful in guiding a variety of types of projects or interventions to historic places, including:

- ◆ Conservation interventions for preservation, rehabilitation, or restoration
- ◆ Adaptive re-use
- ◆ Building performance upgrades
- ◆ Stabilization

- ◆ Additions
- ◆ Urban design
- ◆ Alterations
- ◆ New structures in an historic context
- ◆ Accessibility provision

CONSERVATION PLANNING PROCESS

The flow chart for the Conservation Planning process in BC looks like this:



Each stage involves the following actions and considerations:

STAGE A -UNDERSTAND THE HISTORIC PLACE

Understanding the historic place subject to the Conservation Plan is critical to being able to make values-based decisions for its conservation. This first stage of the planning process is intended to allow decision makers to have a clear understanding of what the place is, what its current context is in terms of physical and planning issues, and how it has evolved over time to become what it is today. There are three components that should be addressed when endeavouring to understand the historic place. These are:

1. **Description** – This is a clear written explanation of the physical attributes that comprise the historic place. It is not a condition assessment; however, it can include information such as a listing of buildings and structures, description of physical boundaries, legal description, or geographic context. The Conservation Plan report can include current photographs of the place, maps to provide location information, and written descriptions of what is there now.

Planning Context – Identify the following for the historic place:

- a. *Cultural context* – what are the economic, social, political (etc.) conditions impacting the conservation of the historic place?
 - b. *Formal recognition status* – Is the place on the Community Heritage Register, or does it have National Historic Site designation or some other type of formal recognition?
 - c. *Legal protection status* – Is it legally protected through designation, covenants, heritage revitalization agreements, inclusion within a development permit area, protected for its natural values or as part of a heritage conservation area?
 - d. *Zoning status and regulations* – what is the zoning for this place? Are there other planning or building regulations or guidelines in place which may impact conservation decision making?
 - e. *Official Community Plan (OCP)* – information about the place in planning documents, neighbourhood or precinct plans, and heritage plans etc.
3. **Chronology** – Research should be done to create a record of the evolution of the place over time. The local archives or planning department may be an excellent source of information. It is important to understand the historical evolution of the community and area where the historic place exists to better understand its specific development. Record your findings in a way that relates the structural history of the place to the transforming impulses that caused the physical changes observed. Use plans, elevations, isometric sketches, room-data sheets and photographs or other methods to illustrate how a place has changed over time and why.

STAGE B – EVALUATE SIGNIFICANCE

Understanding the heritage values and significance of an historic place is integral to guiding the development of policies in the conservation plan. The purpose of conservation is to retain the heritage values of an historic place while change happens, so a clear articulation of the values of the place is essential for the development of an effective and practicable plan.

The analysis undertaken in Stage B of the Conservation Planning process is synthesized in document called the Statement of Significance (SOS). Unlike the SOS normally produced for a Community Heritage Register or a designation bylaw an SOS in a conservation plan must be more detailed in order to facilitate comprehensive policy development, but must still be values-centred. The enhanced SOS may be seen as more of a significance report, including all of the necessary information to clearly articulate the values of the place to guide conservation policy development.

Stage A of the process provided the description of the place, so that piece of the Statement of Significance process does not need to be repeated in Stage B. The key focus of Stage B is on the articulation of heritage values, and the identification of character-defining elements (CDEs). The considerations for developing this part of the conservation plan are as follows:

1. **Heritage Values** - In some cases an SOS may already exist for the place. If so, it may require expanding, editing or rewriting in the light of the findings of the understanding phase (Stage A).

Similar to the typical development of an SOS, the SOS for the conservation plan should be developed through a public process which identifies community values. Speak to people with a current interest in the historic place, including the owner, the local government, other statutory bodies, local people, and interest groups whose fields intersect with aspects of the historic place. Through these conversations, develop an understanding of how the place is valued now. A review of existing published documentary research and primary historical documents must also be undertaken to form an understanding the values of the place over time.

Heritage values go beyond just the aesthetic and historic qualities of the place that may be important for the community. There are two categories of values that should be considered: 1) academic values - historic, scientific, archaeological, philosophical, architectural etc. - these are the values most often identified by 'experts'; and 2) amenity values – contribution to streetscape or neighbourhood, community, cultural association, social etc. - these are the values identified by the community. Both lenses are essential to the understanding of value.

Expect values to be contested – inevitably different interests will see the values of a place in different ways. An absence of contested values is more likely to suggest inadequate consultation than an uncontested historic place. In fact, the more effectively these contested values are gathered, the better the chances are of the conservation plan mitigating these conflicts in its policies.

2. **Character-Defining Elements** – Character-defining elements (CDEs) are the physical and sometime intangible elements of the place that must be conserved in order for values to be retained. They are the physical embodiment of the heritage values in the place.

In a typical SOS, the CDEs comprise a short, point form list outlining the elements of the place that must be conserved in order for values to be retained. In the conservation plan, the CDEs should be much more detailed. Provide clear and detailed information about what each element is, so that the policies developed for conservation can be clearly related to relevant CDEs. It is important to note that the CDEs are not a statement of the condition of each element; the CDE list in the SOS report should describe what is each element to be conserved.

The arrangement of the CDEs may be by specific area of the historic place, or by specific phases that illustrate the chronological development of the place. Use methods that are suited to the nature of the historic place. CDEs might be listed differently for a large cultural landscape than for a historic house museum for instance.

STAGE C – ASSESS POTENTIAL IMPACTS

Conservation planning goes beyond simply considering how the physical acts of preservation, rehabilitation, or restoration of physical fabric could impact the values of an historic place. Many other regulatory factors related to planning and building regulation can have an impact on the heritage values of the place, and must be addressed in the conservation plan's policy in order to mitigate the potential negative consequences of conservation interventions. The following is a short-list of other factors beyond simple repair that can have a potential impact on heritage values:

- ◆ Accessibility upgrades
- ◆ Archaeology plans for site
- ◆ Specification for repair/replacement/restoration of character defining elements
- ◆ Code compliance upgrades
- ◆ Tenant improvements
- ◆ Interior or exterior redecoration
- ◆ Emergency stabilization plan
- ◆ Environmental control upgrades
- ◆ Fire detection and suppression upgrades
- ◆ Management plan for historic place
- ◆ Maintenance program, short, medium and long term
- ◆ Security upgrades

The key areas of consideration for assessing potential impacts on heritage values are:

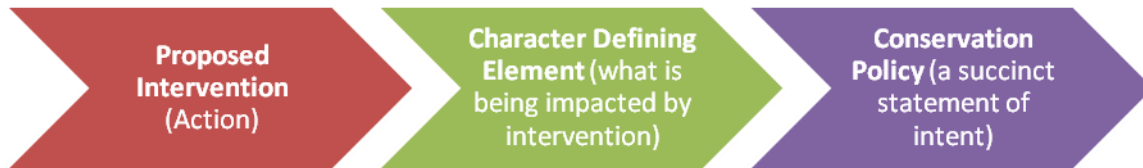
1. **Requirements for retaining significance** - how the heritage value and sustainable use of the historic place is affected by its present circumstances (circumstances may range from physical condition to legal context, from physical layout to zoning, from misunderstanding to poor past decision making).
2. **Client Requirements** – Consider the impacts of any changes that are required to allow the place to continue to serve a socially useful purpose. This includes considering how external factors such as a need for universal access, a parking requirement, or an emerging community value impact the character-defining elements of the place.
3. **Physical Condition** – undertake a proper condition survey of the historic place. Assess all of its elements, record each defect (with photography and note-taking), and describe what the issue is and how it affects and relates to other physical elements of the place. Recommend solutions or mitigation strategies for each defect, and prioritize these activities in order of urgency. Provide costing for this work by using a quantity surveyor if necessary.
4. **External Factors** - Consider the impact of addressing relevant laws and bylaws including the Building Code. Consider how responses to climate action will have an impact on the values of the historic place.

STAGE D – DEVELOP CONSERVATION POLICIES

Write policies that guide the mitigation of the potential impacts identified. Refer to both the *Standards and Guidelines for the Conservation of Historic Places in Canada*, and any specific guidelines for the character-defining element being considered. Write policies which:

- ◆ sustain significance,
- ◆ mitigate the effects of change of use or other physical intervention on the character-defining elements, and
- ◆ facilitate the beneficial, sustainable use of the historic place.

It may be useful to organize this information in a format that allows each proposed intervention, impacted character-defining element, and policy for guiding conservation work to be grouped together. The policies section should follow the following format:



An effective conservation policy is written as an imperative and states what approach will be taken to minimize the effect of an intervention on heritage value. Policy development should be guided by reference to the Standards and Guidelines for the Conservation of Historic Places in Canada but should take that guidance and tailor it to the historic place in question.

For instance, in contemplating the addition of an external fire-escape stair, the standards and guidelines recommend:

“Upgrading character-defining elements to meet health and safety requirements in a manner that assures their conservation.”

The conservation plan policy would be specified for a particular project like this:

“New alternative means of egress shall be located in the area shown on the attached plan to evoke the form and character of the lean-to structure in this location demolished in 1972.”

Such a policy should have been guided by an evaluation of significance that places value on the evidence of the lost stair. Policies may simply be written agreements that reassure stakeholders of a predictable outcome when works are undertaken:

Party A will facilitate public access to certain areas of the historic place identified in Plan X. Party A will work with Party B to make the historic place safely accessible to guide groups, and will facilitate public access for 26 days per annum.

Once complete the plan should provide sufficient policy to enable guide the management of change at the historic place. A successful plan will develop policy that both reacts to change that is being contemplated, and that pre-empts change that may be encountered.

NEXT STEPS

The conservation plan must then be used as a guide. Conservation plans may be provided to registered professionals to guide their design work; they may be provided to local governments for reference in a Heritage Revitalization Agreement; or they may be pulled out when a new service is being installed to see what policy advice they have to offer.

For more information contact Berdine Jonker, Senior Heritage Planner, BC Heritage Branch, at berdine.jonker@gov.bc.ca, or at 250-356-1044.

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