

Attachment C

Extracts from

Project Management Charter –Tools for Heritage Conservation and Engagement

June 19, 2023

BACKGROUND

Mission is a city where its history is respected, and protection of its historical character is a community priority. Many of Mission's buildings approach or exceed 100 years of age and reflect historic design characteristics and community significance that merit preservation for future generations. It is critical for the City to have the administrative tools that can provide opportunities for development with guidance that can conserve sites and buildings that are considered to have heritage value in Mission.

The purpose of this project management charter is to assist in implementing the Council approved 2023 workplan identified in the Mission Heritage Advisory Committee (MHAC) 2022 Annual Report (**Appendix A**) and to establish mechanisms for the development community including property owners to learn more about heritage sites and buildings, as well as implementing administrative legal tools that can assist in conserving them in the City of Mission.

A variety of conservation tools are available to BC municipalities through the *Local Government Act (LGA)* and *Heritage Conservation Act (HCA)* including Community Heritage Commission; Community Heritage Register; Heritage Designation; Heritage Conservation Area; Heritage Revitalization Agreement; Heritage Alteration Permit; Heritage Impact Assessment; Heritage Conservation Covenant; Temporary Heritage Protection; Heritage Property Maintenance Standards Bylaw and other administrative mechanisms.

The intent of this Charter is to fulfill Council's direction that include amending Mission Council Policy LAN.57 (C) 'Identification and Protection of Heritage Resources' (**Appendix B**) that will provide the administrative guidance for City staff to develop the required bylaws and procedures needed to implement the conservation tools that are listed in **Appendix C**. This charter provides the foundation for staff to create these initiatives focusing on the following:

1. A process for community members to identify heritage sites and buildings;
2. Development of policy and procedures for using heritage conservation tools;
3. Development of a community engagement strategy; and,
4. Evaluating heritage conservation potential with the City's demolition permits process.

This project charter is prepared in accordance with the City's *Policy and Procedure Manual FIN.48 'Project Management Procedure'* and is in line with the City's *Heritage Strategic Plan (2006)*.

Council Direction

This project management charter fulfills Council's direction on heritage identification and conservation. Specifically, it assists in implementing the recommendations in Council Resolutions of the December 19, 2022 Regular Council meetings as follows:

RC22-616 (2)

'That Council approve the proposed process for community members to identify heritage sites and buildings, identified within the 2023 Work Plan for the Mission Community Heritage Commission, as directed at the August 15, Regular Council meeting'; and

RC22-617

'That Council ask the Heritage Commission to consider how Mission can strengthen LAN.57 by adding further heritage preservation tools and by considering a historical date before which all inhabitable structures might, by default, be considered against LAN.57.'

Goals

Activating these Council directions, this charter sets in motion the processes needed for updating Council policies and implementing the administrative mechanisms needed to help residents learn more about and share information about the City's heritage resources.

In combination with this, the charter provides the foundation or framework for activating the use of heritage conservation tools that would include new bylaws (possible amendments to existing ones) and procedures for protecting buildings and properties with heritage value.

PROJECT PLAN

The project plan includes the components listed in the section below that will update Council policy LAN.57 and establish an administrative mechanism for City staff to use heritage conservation tools as vehicles for protecting buildings with heritage value in different types of development applications including demolition permits.

Scope of Work / Deliverables

As part of the MHAC's 2023 workplan, the scope of work and deliverables include:

- Heritage conservation tools – Management Framework
 - Timeline (flow charts, bylaws, communications)
 - Updating Policy LAN.57(C) 'Identification and Protection of Heritage Resources' (2009) to include the heritage conservation tools outlined within the *Local Government Act (LGA)*.
 - Legislative scope for using heritage conservation tools (application fees, compensation, best practices).
- Project communication engagement strategy as part of the 2023 OCP refresh project.
 - Engagement with Mission's community and First Nations peoples where residents can ask questions and provide information on identified and new heritage sites. Historical date(s) for assessing buildings for heritage value and conservation.
 - Strengthening polices of the OCP.
- Risk analysis and limiting liability (legal consultation for policy, bylaw and procedural advice).
- Project work schedule including project tasks, sequence, and duration.

Key components of this work charter are outlined in the following section.

1. Process for Identifying Heritage Sites and Buildings (a Heritage Inventory)

Research by Development Services staff and Mission Heritage Advisory Committee (MHAC) are working on identifying sites and buildings of heritage interest within the city. A preliminary draft Heritage Inventory has been completed. The MHAC reviewed this draft heritage inventory at its February 1, 2023 meeting and acknowledged this work given that it is part of the MHAC's 2023 Work Program which was approved by Council at their meeting on December 19, 2023. The City's *Heritage Strategic Plan (2006)* identified the need for a heritage inventory as a first step in assembling and coordinating information about sites and buildings having heritage value.

The information in the inventory is a compilation of data gathered from multiple sources including, but not limited to the *Mission Heritage Context Study (2016)*. Aside from the sites and buildings identified in the Context Study, some of the additional information is considered subjective where further evaluation by a heritage professional is deemed necessary.

Should the inventory be finalized through a formal process, this would provide a basis for identifying buildings or properties that could be evaluated further and considered for inclusion in Mission's Heritage Registry and possibly be legally protected by a Heritage Designation Bylaw. This information would also be helpful for developers who are planning to build on sites where a building or feature has been identified as having heritage value.

2. Heritage Conservation Tools

Part 15 of the *Local Government Act (LGA)* and *Heritage Conservation Act (HCA)* provide BC municipalities with the legislative authority to use a variety of heritage conservation tools to enable protection of sites and buildings identified as having heritage significance. By using these tools, the city will be better equipped to encourage and secure heritage protection, from outright protection to incorporating all or portions of heritage buildings within development proposals. Mission's Official Community Plan (OCP) also includes heritage and cultural policies aimed at protecting, restoring and promoting Mission's rich heritage including its historic assets and facilities.

Staff is examining the administrative tools with the aim of determining how these tools would guide development, particularly in areas of Mission where there are a substantial number of sites and buildings with heritage value. The administrative tools (i.e., heritage conservation tools), as identified in the LGA consist of the following: Community Heritage Commission; Community Heritage Register; a Heritage Designation, Heritage Conservation Area; Heritage Revitalization Agreement; Heritage Alteration Permit; Heritage Impact Assessment; Heritage Conservation Covenant; Temporary Heritage Protection; and Heritage Property Maintenance Standards Bylaw. These tools are described in **Appendix C** of this report.

Three of the ten tools; Community Heritage Commission, Community Heritage Register and Heritage Designation are already being exercised in Mission. There are a total of nine (9) sites registered and three (3) designated with bylaw protection as per Council policy LAN 57.

Three of the ten tools mentioned above: Heritage Revitalization Agreements, Heritage Alteration Permits and Heritage Impact Assessments are presently being reviewed by staff as they have been considered to be effective in other municipalities such as the City of New Westminster and the City of Victoria which have a robust heritage program in place. An in-

depth review would take place as part of the 2023 workplan component that is discussed below. These tools are priorities for implementing this Charter where an in-depth review would take place as part of the 2023 workplan.

3. Community Engagement Strategy

As part of the new OCP 2023 update, a community engagement strategy would be prepared and include a focus on heritage conservation. The objective would be to engage homeowners, the development community and First Nations on topics and discussions which would aid in further refining and strengthening the OCP's heritage policies as well as Council policy LAN 57. This would also assist in developing strategies for the protection and/or redevelopment where heritage preservation is deemed to be an asset.

4. Evaluating Heritage Significance with Demolition Permits

Protection of Mission's historical character can be achieved through the conservation of buildings and sites that have heritage value. When new development is proposed, the City often receives a demolition permit application to eliminate existing buildings for new development. Recognizing that many buildings in Mission, particularly in the Downtown and surrounding area are among the oldest structures in the City, there is the need to identify their heritage significance in relation to the impetus for redevelopment, and potentially, their demolition. Another approach to city development is to consider the value of existing buildings as attributes of the city. With additional care and attention, whole buildings or components of buildings can be protected, and incorporated within a redevelopment scheme.

As part of the 2023 workplan, a procedure involving the heritage review for demolition permit applications would be adopted. In the interim, staff has created a heritage review procedure that includes requesting exterior and interior photos of buildings including other information and documentation that captures attributes such as the building's age, location, connection with historic events, families, and other factors to determine if there is any heritage significance to warrant further discussion regarding the redevelopment of the property. Different evaluation criteria can be used for different categories of buildings and the era in which they were built in. Staff has generally based the following criteria consisting of buildings that are 50 to 100 years old and buildings that are 100 years and older which is modeled to be consistent with the City of New Westminster review process as a means of reviewing demolition permit applications. The criteria are as follows:

a) Buildings that are 50 to 100 years old:

- Require proof of the building age;
- Coloured photos of the building exterior (all elevations, unique roof features, interior showing main rooms such as the living room, hallway, kitchen, bedrooms)
- Coloured photos of any accessory buildings on the site that are proposed for demolition.
- Documented information about the building's history (family photos, records, newspaper articles, etc.).

b) Buildings that are 100 years and older:

- Use all of the evaluation criteria for category (a) plus the following.
- Property owner to provide a Heritage Impact Assessment.

- Where practical, protect the entire building or at a minimum, incorporate major elements of the building within a comprehensively designed development proposal.
- If the building cannot be retained for safety reasons or incorporated in total or part within a development proposal, then preserve portions of the building to be displayed at the museum, archives, or at a nearby park in Mission, or as an artistic feature in Mission’s Downtown.

To date, Staff has conducted heritage reviews for approximately 53 demolition permits. The review began in November 2021 and will be ongoing. Staff is working on transforming the interim procedure into a permanent one as described above.

Project Sponsor and Manager

i. Project Sponsor

The Project Sponsor is the Director of Development Services, Dan Sommer.

ii. Project Manager

The Project Manager is the Manager of Long-Range Planning and Special Projects, Mike Dickinson. The Project Manager will establish the Scope of Work and timeline for developing and initiating use of heritage conservation tools. The Project Manager will consult with and liaise with the Manager of Planning, Rob Publow in developing the policy, bylaws and processes required for using heritage conservation tools. The Mission Heritage Advisory Committee members and Archives Manager will also be consulted during the preparation of new heritage conservation policy, bylaws and procedures.

Key Stakeholders

i. Development Services Staff

Lead is the Project Manager, through consultation with the Manager of Planning, and the Project Sponsor.

ii. Mission Heritage Advisory Committee (MHAC) members

The Project Manager will liaise with the MHAC and with the Archives Manager to discuss the types of heritage conservation tools to be developed and how they will be used in guiding new development with the objective of protecting heritage buildings.

Project Milestones

Below, is a project flow chart identifying some key milestones in regard to the project management charter.



Project Budget

The administrative cost of implementing the various heritage conservation tools will be absorbed by the Development Services budget and research costs associated with sites and buildings in will be covered by the Mission Community Heritage Commission annual budget (for 2023, the total annual budget allocation is \$8,000, however, approximately \$4,000 is allocated for heritage research).

- Cost components for implementing the use of heritage conservation tools includes:
 - City staff resources (staff assigned to draft policies and bylaws, Council reports and communications with Council and MCHC members);
 - Community engagement including First Nations as part of the OCP 2023 refresh,
 - public advertising (local newspapers) for information and bylaws
 - Heritage plaques (photography, fabrication, installation).

Appendix C

Heritage Conservation Tools and their Administration

1. Heritage Conservation Area

A special area in the Official Community Plan that provides long-term protection which demonstrates distinct heritage value and character.

2. Heritage Revitalization Agreement

A heritage revitalization agreement (HRA) is a formal voluntary written agreement negotiated by the City and a property owner. In exchange for long-term legal protection and exterior restoration, certain zoning relaxations, including increased density and reduction in setbacks can be considered. An HRA does not change the zoning of the property, rather it adds a new layer which identifies the elements of the zone that are being varied or supplemented.

3. Heritage Alteration Permit

A heritage alteration permit allows and manages changes to protected heritage properties. Proposed alterations and additions to the properties are reviewed through a permit process to determine the appropriateness of the changes in relation to the character defining elements of the building.

4. Heritage Impact Assessment

A heritage impact assessment provides information regarding the possible effects that the activity or action may have on a heritage property.

5. Heritage Conservation Covenant

A heritage conservation covenant is an agreement between a property owner and the City which provides long-term protection but cannot vary siting, use or density. It outlines the responsibilities of each party and can apply to a building, structures and natural features.

6. Temporary Heritage Protection

A temporary heritage protection order deals with immediate and short-term circumstances and can be used until longer-term measures are enacted. The order allows for consideration of future long-term protection options for the property and time to negotiate an appropriate resolution with the property owner. A Council resolution is required, and a specific time limit applies to the order.

7. Heritage Property Maintenance Standards Bylaw

The purpose for a heritage property maintenance standards bylaw is to enforce maintenance standards for protected heritage properties. The bylaw requires an owner of a protected property to keep their historic building, and identified and architectural features and landscape features, in good repair. It also allows the City to ensure that important heritage properties are not lost due to neglect or lack of maintenance

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