

DRAFT CONSULTANT REPORT

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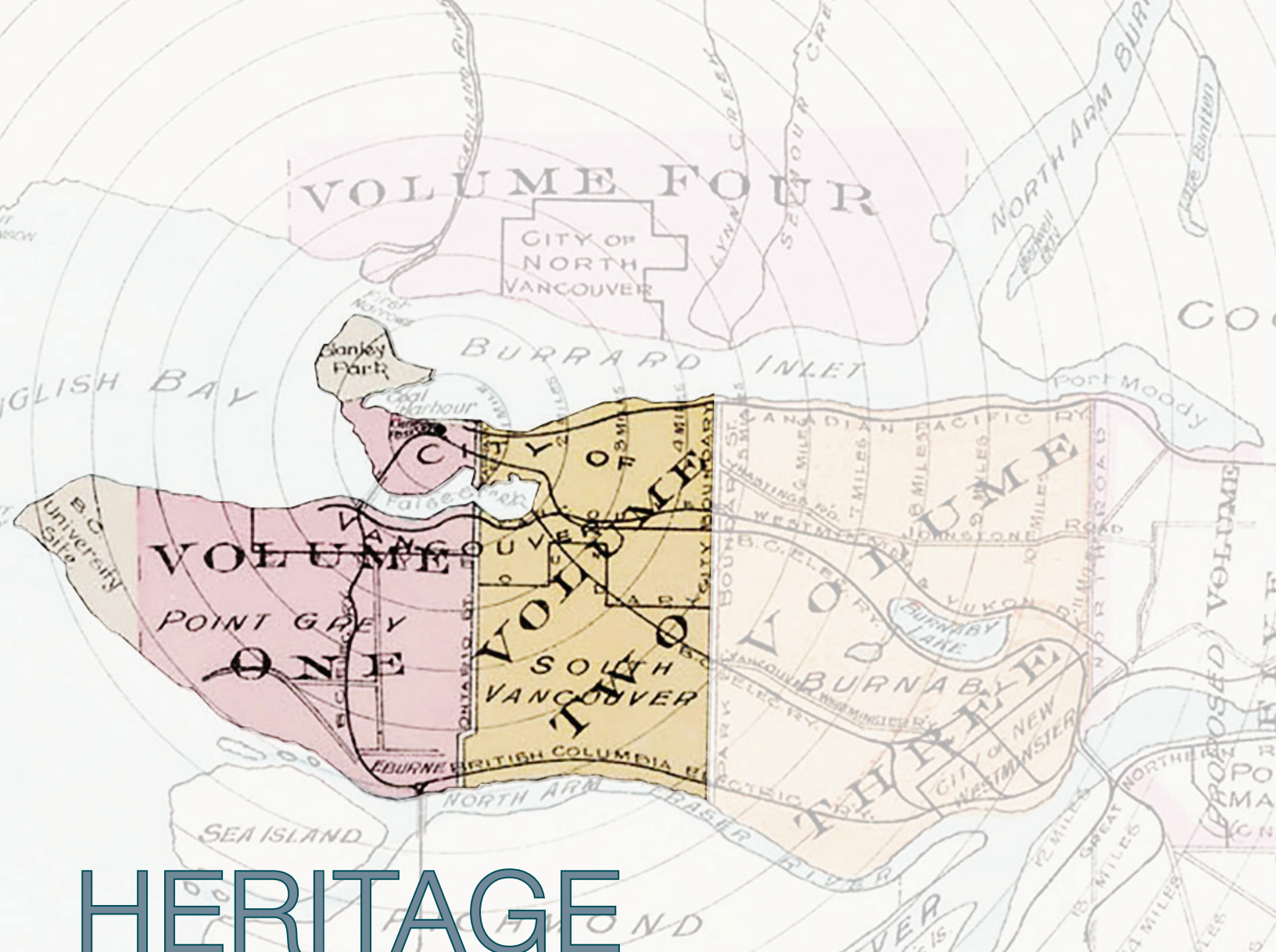
Heritage Register System Plan

Donald Luxton and Associates Inc.

Dated June 2017

Notice to Reader:

- The attached report was prepared as part of the Heritage Action Plan to inform the update of the Vancouver Heritage Register. This work includes updating the method in which properties are identified, evaluated, and added to the Heritage Register.
- Review of this report is underway by staff, stakeholders and the public. Feedback received will inform staff recommendations to City Council on the Heritage Action Plan.
- To keep updated on this work please join the email list by visiting the project website at vancouver.ca/heritage-action-plan or call 3-1-1.



HERITAGE ACTION PLAN

CITY OF VANCOUVER HERITAGE REGISTER SYSTEM PLAN

JUNE 2017

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AND ASSOCIATES INC**



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EXECUTIVE SUMMARY

The starting point for an update of the Vancouver Heritage Register is recognition that Vancouver's Heritage Conservation Program already provides a robust and effective platform for heritage conservation, developed since the late 1960s with substantial financial and staff commitments. In the 1970s, heritage resource management was recognized as a legitimate function of city planning, and in 1971, the City asked the Province to designate Gastown and Chinatown as historic areas, as it had no ability to enact legal protection. Vancouver's Heritage Conservation Program was formally established in anticipation of the City's Centennial in 1986. The Vancouver Heritage Resource Inventory was undertaken in two phases from 1983-86, and recognized that a significant historic legacy had accumulated, which represented the broad sweep of Vancouver's settlement, growth and development. The current Vancouver Heritage Register was adopted in 1994. Subsequent studies have identified further value in specific resource categories such as heritage interiors, Recent Landmarks, heritage areas and historic infrastructure, and schools. In 2003, the City began its participation in the Canadian Historic Places Initiative, documenting many sites through Statements of Significance and using the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The City of Vancouver has stayed in the forefront of this evolving situation and is now in the process of reviewing and upgrading its Heritage Conservation Program to reflect its rapidly changing context.

As part of the Heritage Action Plan, a citywide Historic Context Statement and Thematic Framework have been prepared, which form the foundation of the Vancouver Heritage Register Upgrade. These important, new components of the overall Vancouver Heritage Register System Plan will help strengthen the Heritage Conservation Program by ensuring a greater definition of 'heritage' is understood, celebrated and ultimately conserved for the benefit of Vancouver and its citizens.

A review of best practice has identified the following key elements of heritage lists and registers, which have been taken into account in the recommended update of Vancouver's Heritage Register. A heritage register should:

- adopt a values-based approach, and consider a broad range of heritage values beyond just architectural values;
- articulate heritage values and significance;
- incorporate a consideration of landscape-based approaches;
- be based on a set of well-defined criteria (whether these are subdivided into categories or not, and whether numerical or qualitative);
- provide a means for standardizing judgments and reducing subjectivity;
- consider the integrity of the resource;
- be flexible in order to ensure a fair evaluation of all areas/sites in the context of their specific history and surroundings;
- clearly identify the place and boundaries of significant resources;
- be available through online, accessible heritage information systems, with intuitive search methods; and
- be clearly defined in terms of scope (what is/is not included on the Register).

The review highlighted the growing understanding and appreciation for intangible cultural heritage. In Vancouver, an improved understanding of intangible cultural heritage could become a significant aspect of the City's heritage initiatives, particularly as a way of recognizing certain aspects of First Nations heritage as well as the intangible aspects of other cultures.

Further analysis of the Heritage Register lead to the understanding of its inherent strengths and weaknesses:

The Vancouver Heritage Register:

- Has provided a strong and credible information base for the Heritage Conservation Program for thirty years.
- Identifies many of the City's most significant heritage sites.
- Recognizes heritage resources throughout the City, as the original evaluation was calibrated by neighbourhood.

The Vancouver Heritage Register does not:

- Reflect best global practices in the values-based assessment of historic resources.
- Fully recognize the broad and diverse range of the city's heritage values.
- Recognize how much the city has changed, developed and aged in the last thirty years.

With acknowledgement of its strengths and weaknesses, an updated framework for Vancouver was developed. This new framework recognizes all that has been accomplished through the three decades of work using the current system, and must incorporate the ~2,200 sites already listed on the Register, whilst moving toward a more holistic approach. The original 1986 Heritage Inventory was calibrated by neighbourhood to ensure each area was represented; this intent has not changed and is enhanced by the ongoing preparation of neighbourhood-level Historic Context Statements and Thematic Frameworks, now considered as a key element of neighbourhood planning. A ranked system is still required by the City in order to determine priority places and to tie them to existing policies. A new evaluation system has been developed as part of this work, which recommends a Grade 1/Grade 2 classification system. A gap analysis of the current Vancouver Heritage Register was also produced as part of this work, which, through the Historic Context Statement and Thematic Framework exercise, generated a list of sites recommended for addition to the Register.

RECOMMENDATIONS

1. Adopt the citywide Historic Context Statement and Thematic Framework. Continue to review and update as required.
2. Adopt the revised Heritage Register Evaluation Methodology, Criteria and Ranking.
3. Add the identified 'Priority' sites to the VHR that embody underrepresented places and Thematic Framework Gaps.
4. Undertake ongoing analysis of current Register sites based on the citywide Thematic Framework, in order to further understand the values represented by these sites.
5. Reorganize the VHR according to the four categories recognized by Parks Canada: Buildings, Cultural Landscapes, Engineering Works, and Archaeological Sites and divide the Register into Protected and Unprotected sites.
6. Create an online information and management system to support the Register.
7. Continue to update the VHR through community input and the ongoing addition of significant sites.
8. Monitor and update the VHR on a regular, cyclical basis.
9. Continue to undertake the preparation of neighbourhood-level Historic Context Statements and Thematic Frameworks.



Kaye Road (now Trafalgar Street) plankings by Marshall Plummer & Company Contractors, 1912, City of Vancouver Archives (CVA) Str P207



1 INTRODUCTION

From 1983-1986, the City of Vancouver undertook a citywide Heritage Resource Inventory, funded substantially by the Province of B.C. Phase I, initiated in 1983, involved a citywide windshield survey that identified approximately 3,000 sites. Phase II, undertaken in 1985-86, involved the research and evaluation of the sites, resulting in a list of 2,789 sites that was adopted by City Council as an inventory. This list formed the foundation for the adoption of the Vancouver Heritage Register in 1994. In 2013, the City began the process of a comprehensive review of the City's Heritage Conservation Program, which had not been revised since its inception 30 years before. However, as stated in the November 2013 Staff Report:

Despite ... challenges and competing interests, there has been a steady increase in the number of buildings listed on the Vancouver Heritage Register - over the past six years 58 buildings have been added. This is largely due to owners and applicants seeking to add their buildings to the Register in order to take advantage of available City incentives. Furthermore, in the most recent three-year period (2011-2013), an average of 16 buildings have been protected per year through heritage designation and heritage revitalization agreements, bringing the total number of protected heritage sites to 525 (equivalent to almost 25% of all building listed on the Heritage Register).

Heritage Action Plan to Update Vancouver's Heritage Conservation Program, November 26, 2013

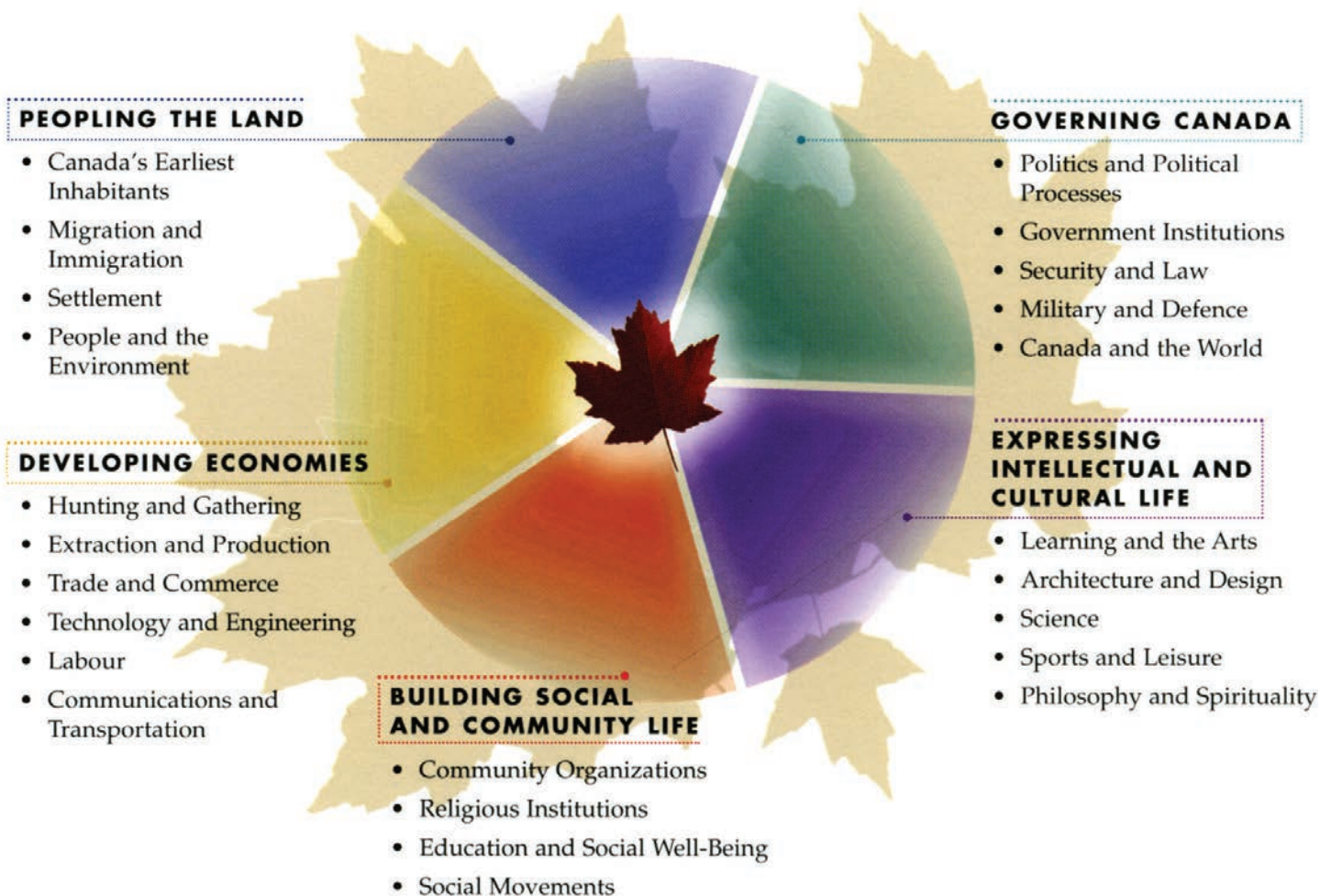
As part of the Implementation of the Heritage Action Plan, a strategy to upgrade the Heritage Register has been developed. Best practice, both in North America and abroad, recommends the preparation of an Historic Context Statement and Thematic Framework prior to any inventory work in order to fully understand the thematic development of a place. Once the Historic Context Statement and Thematic Framework have been prepared, gaps in the existing Register can be identified and new sites can be recognized.

1.1 HISTORIC CONTEXT STATEMENT AND THEMATIC FRAMEWORK

The Register upgrade is based on the development of a citywide Historic Context Statement and Thematic Framework, which together explore key themes of the city's historical development. The Historic Context Statement for Vancouver is a narrative document that explores the major thematic events involved in the historical development of the city. Vancouver was shaped by many factors including: its unique coastal geography; its enduring First Nations presence; the arrival of the Canadian Pacific Railway; boom and bust settlement periods over time, influenced by war and recession; the cultural and religious diversity of its people; and generations of artistic expression.

The Thematic Framework divided the themes of the Historic Context Statement into examples of local heritage sites and places of interest, each of which represent one or more of the historic themes. The Thematic Framework is based on the Parks Canada *National Historic Sites of Canada System Plan* (below), which is used as an overarching guide; each national theme is then broken down to the local level and is modified or added to in order to suit the local context.

Together, the Historic Context Statement and Thematic Framework are the foundation of the strategy to update and manage the Vancouver Heritage Register.





THE EVOLUTION OF HERITAGE CONSERVATION APPROACHES

Over the past thirty years, the global approach towards heritage conservation has changed dramatically, and there is now universal acceptance that a recognition of value is the basis for understanding heritage significance. The arc of this development can be charted through an understanding of the doctrinal texts that summarize the ongoing public discussion on many complex issues, and point toward a values-based approach as our most effective tool in building a heritage program.

2.1 VALUES-BASED APPROACHES

Globally, the accepted approach to heritage conservation is a values-based approach, mandated by UNESCO protocols and adopted by major conservation authorities, both at the international level (including the UNESCO World Heritage Centre and the Getty Conservation Institute) and at a national level (including Australia, U.K., U.S. and Canada). In Canada, the *Standards and Guidelines for the Conservation of Historic Places in Canada*, a document that establishes a consistent, pan-Canadian set of conservation principles and guidelines, is based on a values-based approach. This change represents a fundamental shift away from the traditional emphasis on architectural typologies and aesthetics, and the materials-based approach that was formed the basis of the 1986 Vancouver Heritage Inventory.

Values-based heritage management has been most thoroughly formalized in Australia where the *Burra Charter* (first adopted in 1979) guides administrators and practitioners. Values-based approaches start by analyzing the values and significance attributed to cultural resources; they then consider how those values can be protected most effectively. A wide

range of values is recognized in this approach, which could include historic, economic, architectural, aesthetic, spiritual or rarity values. This method is seen to have a number of advantages – it requires an awareness of all the values of the site (necessitating research), it relies on consultation and therefore involves more of society in the conservation process, it creates a deeper understanding of the resource, and is a means of achieving sustainability for the heritage resource by promoting the participation and involvement of all those who care (Marta de la Torre, 2005, Getty Institute). It reflects the move in cultural heritage conservation towards an emphasis on cultural diversity and to broadening the scope of what is conserved, taking a more democratic view in understanding what is significant. The UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005) is a landmark agreement in modern international cultural practice; it reflects a diverse and pluralist understanding of culture, as well as its growing commercial dimension.

2.2 LANDSCAPE-BASED APPROACHES

Concurrently, other holistic approaches to heritage management have been evolving, particularly landscape-based approaches. A greater understanding of the significance of cultural landscapes has developed and, in 1992, the World Heritage Convention became the first international legal instrument to recognize and protect cultural landscapes. The term 'cultural landscape' embraces a diversity of manifestations of the interaction between humankind and the natural environment. UNESCO states that cultural landscapes are cultural properties and represent the 'combined works of nature and of man'. They are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal (2013 UNESCO Operational Guidelines).

Included on the Canadian Register of Historic Places are places which are designated as historic districts, or cultural landscapes, which often comprise several natural and manmade features as part of the designation. Cultural landscapes include designed landscapes such as parks and gardens, organically evolved landscapes, and associative cultural landscapes. Examples in Canada include Forges du Saint-Maurice National Historic Site of Canada near Trois-Rivières, Quebec, and Grand-Pré, Nova Scotia, a place with cultural meaning extending far beyond its physical boundaries. In the *Standards and Guidelines*, historic districts are considered as cultural landscapes. Thinking in this area has been evolving through the work of scholars such as Julian Smith, Lisa Prosper and Graham Fairclough. Work has also been carried out by the Historic Sites and Monuments Board of Canada, specifically on Aboriginal Cultural Landscapes.

This evolving view of heritage also recognizes emerging trends in urban development such as the need for sustainability. Recommendations on the **Historic Urban Landscape** first adopted by UNESCO in 2011, and subsequently updated, address the need to better integrate urban heritage conservation strategies within the larger goals of overall sustainable development. An integrated approach towards managing heritage resources which acknowledges the layering of interconnections within a city, between the built and natural environments, and tangible and intangible values, as well as within the cultural and social practices of a community is also advised. UNESCO defines the **Historic Urban Landscape** as 'the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of 'historic centre' or 'ensemble' to include the broader urban context and its geographical setting' (2011 Recommendation on the **Historic Urban Landscape**; see Appendix B for further detail).

The 2011 Valletta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas, which have superseded the 1987 Washington Charter, reflect a greater appreciation of environmental factors as well as intangible values such as continuity and identity of traditional land use and the role of public space in communal interactions.

2.3 RECOGNITION OF INTANGIBLE HERITAGE

Intangible Cultural Heritage (ICH) is defined by UNESCO as *'the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artifacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity.'* (UNESCO, 2003). UNESCO's Convention for the Safeguarding of the Intangible Cultural Heritage (2003) has strengthened the move in the international arena to envision heritage beyond monuments, sites and artifacts. Intangible heritage includes:

- a. Oral traditions and expressions including language as a vehicle of the intangible cultural heritage;
- b. Performing arts;
- c. Social practices, rituals and festive events;
- d. Knowledge and practice about nature and the universe;
- e. Traditional craftsmanship

Canada has not yet ratified the 2003 Convention on ICH and the federal government of Canada has not yet implemented specific programs or policies for safeguarding ICH. Key to the convention is the concept of ‘safeguarding without freezing.’ Safeguarding measures to ensure that intangible cultural heritage can be transmitted from one generation to another are considerably different from those required for protecting tangible heritage (natural and cultural). However, some elements of tangible heritage are often associated with intangible cultural heritage e.g. intangible values can be reflected in the built form.

Inventories can be used to work towards the safeguarding of intangible cultural heritage because they can raise awareness about intangible cultural heritage and its importance for individual and collective identities. Community involvement is central to development of an inventory of intangible cultural heritage. Inventories must be regularly updated, due to the fact that intangible cultural heritage constantly evolves and threats to its viability can emerge very rapidly.

See Appendix C for more information on Intangible Cultural Heritage.

2.4 INTEGRITY AND AUTHENTICITY

Two other important concepts in understanding the value of an historic place are integrity and authenticity. The 2013 UNESCO Operational Guidelines describes integrity as ‘a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes.’ An historic place has integrity if it retains the features that possess cultural significance. Some changes to a place may harm its cultural significance, and its integrity. However, if changes made over the years have themselves acquired cultural significance, then the place may still be considered to have integrity, although it is not in its original form.

According to UNESCO the ‘ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, are the requisite bases for assessing all aspects of authenticity” (UNESCO, 2003). Properties may be understood to meet the condition of authenticity if their cultural values are truthfully and credibly expressed through attributes such as; form and design, materials and substance, use and function, location and setting or management systems.

Further guidance on authenticity and integrity is provided in subsequent ICOMOS charters including the Nara Document on Authenticity (2004) and The Declaration of San Antonio (1996). The international discussion on these topics is ongoing, and further defining protocols continue to be developed.



Prior Street at Gore Street, circa 1918, CVA 99-5186



Park In Kitsilano, 1966, CVA 780-159



THE VANCOUVER HERITAGE REGISTER: CURRENT SITUATION

3.1 AUTHORITY

The authority under which the City has established the Vancouver Heritage Register is vested in the Vancouver Charter, Part XXVIII, as follows:

Heritage register

582. (1) The Council may, by resolution, establish a heritage register that identifies real property that is considered by the Council to be heritage property.

(2) The heritage register

(a) must indicate the reasons why property included in a heritage register is considered to have heritage value or heritage character, and

(b) may distinguish between heritage properties of differing degrees and kinds of heritage value or heritage character.

(3) Within 30 days after including a property in a heritage register or deleting property from a heritage register, the Council must give notice of this

(a) to the owner of the heritage property in accordance with section 599, and

(b) to the minister responsible for the Heritage Conservation Act in accordance with section 602.

(4) The protection of heritage property is not affected by an error or omission in a heritage register.

Notably, the Register can only include sites of 'real property,' which is therefore limited to tangible heritage sites.

Top: Burrard Bridge, 1932, Vancouver Public Library (VPL) 12400

3.2 BACKGROUND

The Vancouver Heritage Register (VHR) was initiated as the Vancouver Heritage Resources Inventory as a two-phase process. Phase I, initiated in 1983, completed a citywide windshield survey that identified approximately 3,000 historic resources considered significant. Phase II, undertaken from 1985-86, provided an overall evaluation of the resources. The completed Heritage Resource Inventory was adopted in 1986 at the time of Vancouver's Centennial. In 1994, at the time provincial enabling legislation was changed, the Inventory was adopted as a Heritage Register, and continues to serve as the information base for Vancouver's Heritage Program. Although it is periodically updated through additions and deletions, it has not been comprehensively updated during this thirty-year period.

Considerable resources were employed at the time the Inventory/VHR was first undertaken, with significant assistance from the province and the involvement of many heritage professionals. The establishment of this information base was considered best practice at the time. The VHR included a customized evaluation system, which has since been used as a model by other jurisdictions.

Adopted in 1986, the evaluation system was based on best practice at the time, particularly the widely used publication *The Evaluation of Historic Buildings*, published by Parks Canada in 1979, developed by Harold Kalman, which described a framework for determining the significance of historic places. In the current Vancouver system, evaluations are carried out which rank heritage resources into 3 categories of relative significance. There are 4 sets of criteria:

- A) Architectural History (style/type, design, construction, designer/builder)
- B) Cultural History (historical association, historical pattern)
- C) Context (landscape/site, neighbourhood, visual/symbolic importance)
- D) Integrity

Each criterion is scored numerically by considering one of four grades: excellent, very good, good and fair/poor. These scores translate to rankings of relative heritage significance: Groups A, B or C. The categories have provided a pragmatic way to prioritize and target time and resources to those sites with the greatest heritage significance.

'Heritage value' according to the Vancouver Charter means historical, cultural, aesthetic, scientific or educational worth or usefulness of property or an area.

NUMBER OF HERITAGE REGISTER SITES						
	1986	1987	1988	Additions since 1988	Deletions since 1988	2014
A-Listings	237	234	234	34	7	261
B-Listings	1,206	1,177	1,177	95	122	1,150
C-Listings	1,346	1,315	885*	67	163	789
Total	2,789	2,726	2,296	196	292	2,200

*Note: the drop in C listed sites between 1987 and 1988 was due to the removed of the 'isolated C' buildings as directed by City Council.

The VHR is a successful tool that has provided a solid foundation for the Heritage Conservation Program. Given the time at which the original inventory was undertaken (1983-86), the VHR remains strong and credible, and identified many resources that are still considered significant; in many ways, the VHR represents much of what would be identified today, if undertaking the process from the beginning.

In the last thirty years, however, global best practices in heritage conservation have shifted quickly and decisively towards values-based assessment and a broader recognition of heritage values, including those represented by cultural landscapes and intangible cultural heritage. In 2001, with the introduction of the Historic Places Initiative, the federal government recognized these dramatic changes and developments, and within two years established two foundational initiatives, the Canadian Register of Historic Places and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Over this time period, there was significant public discussion and a recognition that the VHR was not keeping pace with these new developments. The VHR did not remain static, however, and neither did the City's Heritage Conservation Program (HCP), which continued to grow and develop with new programs, policies and initiatives. This included significant thematic studies (Recent Landmarks; *Heritage Interiors Inventory*, 1996; *Vancouver Schools: Establishing Their Heritage Value*, 2007),

the development of hundreds of Statements of Significance, a new management framework for Gastown, and a number of heritage studies that were integrated with neighbourhood plans, starting with Mount Pleasant in 2007. These studies all pointed to the need to begin the process to update the VHR, including its theoretical underpinnings and its process for the evaluation of historic places.

In 2007, the City commissioned a Discussion Paper for the Heritage Register Upgrade Program (Hlavach, Barman, Cain, December 2007) that outlined the key elements of a proposed three-year program. This included an extensive discussion on the development of a values-based approach to this Upgrade, including direction on approach and a gap analysis. It noted that:

The Heritage Register Upgrade Program will identify historic and cultural sites that are significant to the city and its communities. When the existing Heritage Register (known as the Heritage Inventory until 1994) was adopted by Council in 1986, sites were selected by experts and evaluated based on architectural aesthetics and typologies. Cultural significance was a secondary consideration. While architectural merit is traditional to historic preservation, it is also important to save buildings, sites, structures, landscapes and areas that teach us about our history, even if they are lacking in aesthetic qualities. Moreover, individuals, social groups and geographic communities often value historic sites for social, cultural, political, economic, scientific and spiritual reasons in addition to their architectural significance.

Hlavach, Jeannette, Jean Barman & Helen Cain Discussion Paper: Heritage Register Upgrade Program, 2007, page 3.

Council approved the Heritage Action Plan in December 2013:

Action #5 – Update the Vancouver Heritage Register

The Heritage Register is an inventory of buildings and structures, streetscapes, landscape resources (parks and landscapes, trees, monuments, public works) and archaeological sites which have architectural or historical and heritage value. The Register is a planning tool which includes examples of buildings styles and types that are representative of Vancouver's various periods of development. It is not a listing of every 'old' building in the City.

When the Heritage Register was completed in 1986, it utilized a materials-based approach to identify heritage resources focusing largely on architectural styles from various periods of the City's development. The approach to identifying heritage resources changed significantly in the early 2000s through a national effort known as the Historic Places Initiative which also created a National Heritage Register. This work recognized international best practices by adopting a community values based approach encompassing historical, cultural, aesthetic, scientific, and educational values. In addition, the initiative noted that many community values have intangible qualities and significance, such as community traditions or spiritual values, and it asserted that those also need to be identified and evaluated. These values manifest themselves into themes which help to describe a society's collective cultural history and assist in identifying key heritage features. For example, the recently approved West End Plan identified the following themes: Coastal Salish People's Presence; Development of the Desirable Suburb; Apartment and Tower Living; Diverse Cultures; the Three Villages; and Iconic Features of the City.

In accordance with these emerging best practices, staff are recommending that the Heritage Register Update work include the following components:

- *developing an overarching Vancouver Historic Context Statement*
- *creating a Heritage Thematic Framework for groupings of heritage values/resources (which could include, for example, industrial/working buildings, cultural/ethnic resources, places of worship, etc., landscape resources as well as the more familiar themes of a variety of residential and commercial buildings)*
- *gap analysis which is the identification of resources that, to date, have not been represented or have been under-represented*
- *review evaluation categories to determine prioritization of heritage resources*
- *prioritizing of new additions and subtractions from the Heritage Register.*

The Register Update will focus attention on the identification of resources on themes presently under-represented on the Register such as First Nations sites and places with social and cultural meaning to communities (for example, in the Downtown Eastside the labour movement and the low-income community). This will assist in managing the number of resources that could be added to the Register. And while some new resources will be added to the Register it does not mean they are protected. However, it will encourage the community and land owners to be more creative and innovative in preserving key heritage resources without the City having to take prime responsibility for heritage protection. As with any other resource on the Register, consideration of other City objectives such as the provision of services and amenities always has to be balanced with heritage objectives. In developing the Terms of Reference for the Register Update, staff will ensure that the balancing of City objectives is part of the overall work program. The Register Update will build on work that has been done in various community planning initiatives such as those in Japantown (Powell Street), Mount Pleasant, West End, Downtown Eastside, Marpole and Grandview-Woodland.

Heritage Action Plan to Update Vancouver's Heritage Conservation Program, November 26, 2013

The VHR Upgrade has been underway since September 2014. The gaps that currently exist within the VHR conform to what would be expected, considering the date it was established. Given the assessment of what would now be considered best practice, the most significant issue with the VHR is the length of time between its establishment and this first update. As a lesson for the future, it is clear that the review process should be more regular, cyclical and consistent.



Men with Chinese dragon in a Victory celebration parade through Chinatown, 1945, CVA 1184-3048



CURRENT BEST PRACTICES FOR HERITAGE REGISTERS AND INVENTORIES

A review of best practice has been conducted, examining heritage registers and inventories around the world. There are a multitude of different approaches, which can be divided into numerical/non-numerical approaches to assessment, or systems that use self-sufficient criteria versus those where additive criteria are used. Using self-sufficient criteria would mean a resource only needs to qualify for one criterion to merit inclusion on the list. Some lists categorize heritage resources by differentiating between different levels of significance whereas other approaches remain unranked. The following is a summary of a number of international and national examples.

4.1 INTERNATIONAL EXAMPLES

4.1.1 UNESCO WORLD HERITAGE

The following is an assessment of the key points of the UNESCO World Heritage Criteria for assessment of world heritage, UNESCO's definition of Cultural Heritage, and the corresponding implications for the Vancouver Heritage Register. According to the World Heritage Convention Guidelines: *'to be deemed of Outstanding Universal Value, a property must also meet the conditions of integrity and/or authenticity and must have an adequate protection and management system to ensure its safeguarding.'* For the purposes of the Vancouver Heritage Register, the term "outstanding universal value" may be substituted with 'heritage value'.

Authenticity

1. *UNESCO WH Convention Guidelines of 2015 emphasized under the UNESCO assessment criteria, heritage properties must meet the conditions of Authenticity, which includes the Nara Document on Authenticity. This would apply strongly to the VHR in regard to the multiple cultural heritage narratives of Vancouver's population, and specifically in regard to First Nation's Cultural Heritage.*
2. *The ability to understand the value attributed to heritage depends on the degree to which information sources about this value may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning as accumulated over time, are the requisite bases for assessing all aspects of authenticity.*
3. *Judgments about value attributed to cultural heritage, as well as the credibility of related information sources, may differ from culture to culture, and even within the same culture. The respect due to all cultures requires that cultural heritage must be considered and judged primarily within the cultural contexts to which it belongs. This has strong implications for First Nations Cultural Heritage and the Cultural Heritage of diverse cultures.*
4. *Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:*
 - *form and design;*
 - *materials and substance;*
 - *use and function;*
 - *traditions, techniques and management systems;*
 - *location and setting;*
 - *language, and other forms of intangible heritage;*
 - *spirit and feeling; and*
 - *other internal and external factors.*

Integrity

All properties nominated for inscription on the World Heritage List shall satisfy the conditions of integrity.

1. *Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:*
 - a) *includes all elements necessary to express its Outstanding Universal Value;*
 - b) *is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;*
 - c) *suffers from adverse effects of development and/or neglect.*

This should then be presented in a statement of integrity.

2. *The physical fabric of the property and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included.*

UNESCO Definition of Cultural Heritage

The following definitions are taken from the newly revised UNESCO World Heritage Convention Guidelines dated 2015. The UNESCO definition of Cultural Heritage is within the context of 'outstanding universal value.' For the purposes of the Vancouver Heritage Register, outstanding universal value may be substituted with 'heritage value.' Cultural Heritage is defined in the UNESCO World Heritage Convention as the following:

Monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of Outstanding Universal Value from the point of view of history, art or science;

Of significance to the Vancouver Heritage Registry are 'monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, which are of Outstanding Universal Value from the point of view of history, art or science.' OUV may be substituted with 'heritage values.'

Groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of Outstanding Universal Value from the point of view of history, art or science;

Sites: works of man or the combined works of nature and of man, and areas including archaeological sites which are of Outstanding Universal Value from the historical, aesthetic, ethnological or anthropological points of view.

UNESCO World Heritage Convention Guidelines Criteria of Assessment

The proposed revision to the VHR corresponds to 4 out of 10 of the new UNESCO 10 point value-based system. However, Vancouver is strongly represented in relation to these four criteria:

- (i) represent a masterpiece of human creative genius.
- (ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.
- (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.
- (vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

4.1.2 AUSTRALIA

Australia has been in the forefront in their approach to heritage conservation, with a strong federal presence and well-developed state programs. In the state of New South Wales, resources are assessed for their inclusion on the heritage register using self-sufficient criteria. At a local level (City of Sydney) these exact same criteria are used, however, the resource is assessed for its local significance rather than for its state significance. The criteria used to determine local significance by the City of Sydney are listed below - only one of the criteria needs to be satisfied for an item to have local heritage significance.

- it is important in the course, or pattern, of the local area's cultural or natural history – known as historic significance
- it has strong or special association with the life or works of a person or group of persons, of importance in the cultural or natural history in the local area – known as historic associations
- it is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area – known as aesthetic or technical significance
- it has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons – known as social significance
- it has potential to yield information that will contribute to an understanding of area's cultural or natural history – known as research potential or educational significance
- it possesses uncommon, rare or endangered aspects of the area's cultural or natural history – known as rarity
- it is important in demonstrating the principal characteristics of a class of the area's cultural or natural places or cultural or natural environments – known as representative significance

In New South Wales, historic resources are not given numerical scores, but are separated into 'local' or 'statewide' significance categories during the assessment. Sites are first considered either included or excluded, in comparison to similar places and then, if included, whether they warrant local or statewide recognition.

A similar process takes place in the State of Victoria, where a two-step threshold process is followed to assess whether a resource has significance, and what level this significance is, for different criteria. Step 1 is a basic test for satisfying one of the criteria below. Step 2 is a test to determine if the resource has state level significance. If the test is not met, the criterion is not satisfied at the state level and the assessment moves on to the next criterion.

- Importance to the course, or pattern, of Victoria's cultural history.
- Possession of uncommon, rare or endangered aspects of Victoria's cultural history.
- Potential to yield information that will contribute to an understanding of Victoria's cultural history.
- Importance in demonstrating the principal characteristics of a class of cultural places and objects. Importance in exhibiting particular aesthetic characteristics.
- Importance in demonstrating a high degree of creative or technical achievement at a particular period.
- Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.
- Special association with the life or works of a person, or group of persons, of importance in Victoria's history

Similarly, a comparable two-step threshold process is followed in Queensland. The thematic framework developed for Queensland is used to help determine whether an event, phase, activity or way of life has made a significant contribution to the evolution or pattern of development of Queensland's society or environment.

State level significance determined by a two-stage process:

- Employing significance indicators to identify the cultural heritage significance of a place, using 8 criteria
- Applying threshold indicators to determine the level of this significance. (i.e. to test whether it has national, state wide, local significance)
 - (a) the place is important in demonstrating the evolution or pattern of Queensland's history;
 - (b) the place demonstrates rare, uncommon or endangered aspects of Queensland's cultural heritage;
 - (c) the place has potential to yield information that will contribute to an understanding of Queensland's history;
 - (d) the place is important in demonstrating the principal characteristics of a particular class of cultural places;
 - (e) the place is important because of its aesthetic significance;
 - (f) the place is important in demonstrating a high degree of creative or technical achievement at a particular period;
 - (g) the place has a strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
 - (h) the place has a special association with the life or work of a particular person, group or organisation of importance in Queensland's history.

4.1.3 NEW ZEALAND

In New Zealand, the National heritage list is divided into five parts, including Historic Places, Historic Areas, and three categories of places important or sacred to the Māori. Historic Places such as archaeological sites, buildings, and memorials are divided into 2 categories:

- Category 1 historic places are of special or outstanding historical or cultural significance or value
- Category 2 historic places are of historical or cultural significance or value

There are two stages of assessment. Stage 1, where registration criteria are assessed including historical, architectural, archaeological, scientific, social and spiritual criteria. In Stage 2, selection criteria are applied which determine the level of significance – Rarity and Representativeness are key parts of this. Districts and municipalities within New Zealand have their own evaluation systems, similar to differences between jurisdictions in Australia and Canada.

4.1.4 UNITED STATES

4.1.4.1 *National Register of Historic Places*

A National Heritage Site in the United States is a heritage resource important to a particular state that has been promoted to national status, as well as sites that have been deemed nationally important by central heritage agencies. The following self-sufficient criteria are used at the National level.

- A. Associated with events that have made a significant contribution to the broad patterns of our history; or
- B. Associated with the lives of significant persons in our past; or
- C. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. Have yielded or may be likely to yield, information important in history or prehistory.

4.1.4.2 *Los Angeles Historic Resource Survey Project*

SurveyLA – the Los Angeles Historic Resources Survey – is Los Angeles' first-ever comprehensive program to identify significant historic resources throughout the city. The survey marks a coming-of-age for Los Angeles' historic preservation movement, and will serve as a centerpiece for the City's first truly comprehensive preservation program. It links heritage conservation to planning, and enables a proactive response to heritage issues.

HistoricPlacesLA is the online information and management system specifically created to inventory, map and help protect the City of Los Angeles' significant historic resources. It showcases the city's diversity of historic resources, and provides information on historic resources designated through local, state, and federal programs as well as resources recorded through survey efforts. Over 29,000 sites are now included as part of the Survey LA project. This project employs an ARCHES database, free open source heritage inventory management software that has been developed by the Getty institute and World Monuments Fund. It is a cutting edge system that allows sophisticated searching, map-

based exploration, as well as export of historic resource data. SurveyLA uses a customized version of the software. Other organizations worldwide have subsequently adopted and customized ARCHES. In addition to its applicability to municipal planning, it also has potential applications such as disaster management.

The Los Angeles Historic Resource Survey (LAHRS) Project researched the objectives, methods, funding, and incentives employed in a comprehensive citywide survey in Los Angeles and has worked with city decision-makers and stakeholders to implement a survey program.

These goals were achieved through the following components:

- Survey methods research
- Guidebook to preservation incentives
- Survey

This comprehensive project is one of the largest municipal surveys ever undertaken, and presents interesting comparisons to Vancouver. Los Angeles is a massive city, one of the largest in land area in the United States, comprised of 466 square miles compared to Vancouver's 44 square miles. It contains 880,000 individual legal parcels compared to Vancouver's approximately 90,000 parcels. The identification of approximately 29,000 sites therefore scales up proportionately from Vancouver's 2,200 Heritage Register sites.

Background

In 2000, the Getty Conservation Institute undertook an assessment of the potential for a comprehensive, citywide historic resource survey in the City of Los Angeles. Published in 2001, the Los Angeles Historic Resource Survey Assessment Project: Summary Report revealed that only 15 percent of the city had previously been surveyed: that there was support from city government, neighborhoods, the business community and preservationists for having reliable information on the city's historic resources: and that there was strong momentum for adaptive reuse, neighborhood conservation, and cultural tourism throughout the city.

Overview

In 2002, the Getty Conservation Institute (GCI) began working in a cooperative relationship with the City of Los Angeles and civic stakeholders to develop research on historic resource survey methods and on the use of a survey as part of the city's cultural heritage and community development efforts. Concurrently the city government addressed with municipal departments, the value of a historic resource survey and the issues of how a survey could be integrated in city goals and programs.

The Los Angeles Historic Resource Survey Assessment (LAHRS) Project sought:

- to document the community, cultural, and economic benefits of a comprehensive, citywide historic resource survey
- to develop a professional survey methodology through research of key survey methods and management issues (survey data will be used for multiple purposes including historic preservation, education, community and economic development)
- to collaborate with the city and stakeholders in testing survey methods
- to publish information regarding survey practice and incentives for historic preservation
- to serve as an information resource regarding historic resource survey methods and management issues for city government and the private sector
- to share information on best practices associated with citywide surveys with the conservation community and interested stakeholders

In 2006, the Office of Historic Resources (OHR) was created within the Los Angeles Department of City Planning to manage and develop the municipal historic preservation program. The OHR is directing the survey, which was named SurveyLA. The Getty Foundation provided funding to underwrite a portion of survey costs and the GCI provided advisory support to establish the survey process.

Survey Methods Research

The GCI's research on survey methods and management issues provided a blueprint for the citywide historic resource survey. The GCI's research entailed a review of survey-related literature, ordinances, and regulations; interviews with city, state and federal agencies that administer and use historic resource surveys; and a review of existing and best practices locally and across the country. In 2004, the GCI presented eight research papers to senior staff from thirteen Los Angeles

municipal departments to assist them in determining the value of the survey to their work. Sources consulted during the course of the GCI's research are presented in the Los Angeles Historic Resource Survey Bibliography.

The GCI's research was organized under the following topics:

- **Survey Standards:** Survey standards provide the guidelines for conducting the survey, the methods to gather data, and the level of research to be completed so that survey results are consistent and the survey itself meets legal requirements.
- **Historic Context Statement:** The context statement is the organizing framework for the survey. It relates the architectural, historical, and cultural development of the city to its physical form. The context statement is used to develop survey priorities and to evaluate the significance of individual properties and districts. It is the analytical framework that provides an understanding of the larger geographical, political and economic forces that drove the city's development (e.g., postwar suburbanization).
- **Historic Resource Criteria:** Survey criteria encompass local, state, and federal guidelines and classification protocols so that the survey has broad utility and relates to incentives and programs at all levels. At a City level, the following self-sufficient criteria are used to evaluate heritage resources, and assess whether they should be included on the city heritage list:
 - A historical or cultural monument is any site (including significant trees or other plant life located thereon), building, or structure of particular historical or cultural significance to the City of Los Angeles, such as historic structures or sites:
 - in which the broad cultural, political, economic, or social history of the nation, state, or community is reflected or exemplified; or
 - which are identified with historic personages or with important events in the main currents of national, state, or local history; or
 - which embody the distinguishing characteristics of an architectural-type specimen, inherently valuable for a study of a period, style, or method of construction; or
 - which are a notable work of a master builder, designer, or architect whose individual genius influenced his or her age.
- **Communication and Community Engagement:** Community participation is a cornerstone of historic resource surveys. A good communication strategy will facilitate input from property owners and residents about their properties and neighborhoods, and will assist the city in informing the public about the purpose and value of the survey.
- **Use of Historic Resource Information by Public Agencies:** Public agencies make broad use of historic resource information for environmental assessments, property management, and program activities including rehabilitation projects and new construction. Verified, consistent, timely information facilitates the work of government agencies, saving both time and expense.
- **Information Management:** The survey requires a sophisticated information collection and management system. A Geographic Information System (GIS) can integrate survey information with other municipal property data so that comprehensive information on properties is available to both municipal departments and the community.
- **Preservation Incentives:** A range of financial and other incentives are available to those who wish to invest in residential and commercial historic buildings. The availability of incentives can generate support for the survey.
- **Funding:** Funding for historic resource surveys typically comes from municipal sources. There are options to engage the private sector and other public funding sources in support of historic resource surveys.

SurveyLA – the Los Angeles Historic Resources Survey – is Los Angeles' first-ever comprehensive program to identify significant historic resources throughout our city. The survey marks a coming-of-age for Los Angeles' historic preservation movement, and will serve as a centerpiece for the City's first truly comprehensive preservation program.

Lessons

One of the most significant aspects of LASurvey is its comprehensive use of Historic Context Statements, with the development of 9 overarching contexts and 200 themes and subthemes. The project is also producing a legacy of Ethnic-Cultural Themes, including reports completed to date on the Latino Context, LGBT Context and Jewish Context. Those involved in the survey have discussed that this work should have preceded the field surveys, but recognized the need to identify resources before they were compromised or disappeared. It is expected that will continue to be an iterative process, and that as further contexts are developed, more sites may be identified, or histories of identified sites may be enriched. From the municipal point of view, it is most critical to link the survey to planning, so that sites can be proactively identified.

There was also recognition that the survey enveloped earlier surveys – undertaken by the community until 1980 – with different data collection fields, and that as the program developed, greater consistency has been developed.

Other lessons learned during the process included:

- The survey was adjusted over time to ensure that it recognized many different aspects of the physical city, from broad categories such as districts and neighbourhoods, to buildings, infrastructure, parks, signs, bridges, streetlights and historic signs. As much of Los Angeles was built in reaction to a car-based culture, it was considered essential to recognize commercial building typologies that illustrated postwar suburban development.
- Community involvement was considered critical, with ongoing communication and measures that enabled various communities to provide input.
- Social media was instrumental in the community engagement process, a 21st century phenomenon.
- The survey's multiple properties approach identified congruent sites that did not necessarily fit established planning boundaries.
- As the work progressed, ongoing analysis indicated that it was unpredictable how many sites would be included in each category, e.g., some sites that were originally considered 'rare' were discovered to be only 'medium-rare.'
- There has not yet been a way found to link the City's municipal database (where the sites are flagged) with the ARCHES database. This would have been a useful tool if integration had been possible.

4.1.4.3 New York City

Place Matters was established in New York City in 1998 as a project to foster the conservation of the city's historically and culturally significant places. These are places that hold memories and anchor traditions for individuals and communities, and that help tell the history of the city as a whole. Place Matters' Census of Places that Matter has collected nominations of places that evoke associations with history, memory, and tradition from hundreds of New Yorkers. The Census of Places that Matter is published to promote the many places that have been discovered through the survey and includes close to 1,000 sites. It provides a model for an interactive education and awareness tool that allows the community at large to contribute their understanding of heritage value. It has proven to be very successful in providing cultural mapping of the city that has been enriched by community engagement.

4.1.5 ENGLAND

In England, heritage resources are assessed for relative significance and those that are listed are legally protected. There are general selection criteria as well as asset-specific designation criteria e.g. criteria for battlefields, ships/boats, designed landscapes and different building types.

A resource will qualify as one of 3 Grades:

- Grade I buildings are of exceptional interest, only 2.5% of listed buildings are Grade I
- Grade II* buildings are particularly important buildings of more than special interest; 5.5% of listed buildings are Grade II*
- Grade II buildings are of special interest; 92% of all listed buildings are in this class and it is the most likely grade of listing for a homeowner.

Important factors when assessing significance include:

- Architectural interest (architectural design, decoration, craftsmanship)
- Historic interest (important aspects of social, economic, cultural, military history, association with important people)
- Group value
- General principles of age, rarity, aesthetic materials, selectivity and national interest
- State of repair is not considered relevant in determining eligibility for listing

4.2 CANADIAN EXAMPLES

4.2.1 FEDERAL

4.2.1.1 National Historic Sites of Canada

To be commemorated, a place has to meet at least one of the following four criteria. An archaeological site, structure, building, group of buildings, district or cultural landscape of potential national historic significance must:

- illustrate an exceptional creative achievement in concept and design, technology or planning, or a significant stage in the development of Canada;
- illustrate or symbolize, in whole or in part, a cultural tradition, a way of life or ideas important to the development of Canada;

- be explicitly and meaningfully associated or identified with persons who are deemed to be of national historic significance; or
- be explicitly and meaningfully associated or identified with events that are deemed to be of national historic significance.

Only buildings, groups of buildings and places installed before 1975 may be designated.

A place may only be designated as being of national historic significance if the integrity of its design, materials and execution, its function or environment has been maintained, inasmuch as these aspects are essential to understanding its historical significance. Applications to commemorate persons may only be submitted 25 or more years after the person's death, except for Canadian Prime Ministers, who may be designated soon afterwards. Applications for designating an event may only be submitted 40 years or more after the event has taken place. Historical events that have extended to a more recent past are evaluated according to what happened at least 40 years before.

4.2.1.2 Parks Canada Heritage Lighthouses Designation

The evaluation undertaken assesses the lighthouse under six criteria, which include certain historical values, architectural values and community values. Each lighthouse is scored between A and D where A is an excellent example, B is a very good example, C is a good example and D is an obscure example. The property would be recommended for designation if the evaluation results in i) two scores of A ii) one score of A, plus two scores of B and not more than one score of D; or iii) four scores of B.

4.2.1.3 Federal Heritage Buildings

The Federal Heritage Buildings Committee (FHBRO) evaluates all federal buildings using the criteria below. Numerical scoring takes place for each sub criteria and different subcriteria are weighted for importance. The overall points score determines the level of designation, either Classified, Recognized or not designated.

- Historical Associations - Thematic, Person/Event, Local Development
- Architecture - Aesthetic Design, Functional Design, Craftsmanship and Material, Designer
- Environment – Site, Setting, Landmark

4.2.2 PROVINCIAL

4.2.2.1 Province of Alberta

To guide municipalities in the selection of resources for inclusion in a Municipal Heritage Inventory or designation as Municipal Historic Resources, the Government of Alberta's Historic Resources Management Branch has developed a standardized, three-part evaluation process. This process is currently used by the branch's Designation Committee to evaluate sites for designation as Provincial Historic Resources:

Part 1 – Assess eligibility:

- Describe the resource
- Is the resource an excluded type?
- Does the resource qualify for an exception?

Part 2- Assess significance?

- What significance criteria apply?
- What is the context of the resource?
- Does the resource have municipal significance?

Part 3- Assess integrity

- Identify the resource's character defining elements and determine whether they are visible enough to convey their significance
- Determine which aspects of integrity are applicable to the criterion the resource is being evaluated under and if the resource retains those aspects of integrity
- Determine whether the resource has integrity

The significance criteria that are used are:

- Theme/Activity/Cultural practice/Event
- Institution/Person
- Design/Style/Construction
- Information Potential
- Landmark/Symbolic Value

4.2.3 MUNICIPAL

4.2.3.1 *City of Victoria*

The City of Victoria maintains a heritage register of properties that are deemed to possess architectural, historical, or cultural value. There is currently one list with no differentiation of resources (other than those which are designated). The current criteria the City of Victoria is using have been in use since the 1990s:

- Architectural Criteria - Style/Type, Design, Construction, Design/Builder
- Historical Criteria - Historical Association, Historical Pattern
- Integrity

To reconnect the City of Victoria's heritage program to a values-based approach, a citywide Historic Context Statement and Thematic Framework were developed as part of the Victoria Heritage Register Update (Donald Luxton & Associates Inc., 2008-2015) to identify key civic historic themes. This framework functions as a means to organize and define historical events, to identify representative historic places, and to place sites, persons and events in an overall context. The main themes of the Parks Canada System Plan framework have been used as an overarching organizing element for the development of Victoria subthemes and for the crafting of neighbourhood Statements of Significance. The thematic framework recognizes a broad range of values under which citywide themes can be articulated, and has assisted in the development of criteria for the inclusion of fifty additional sites on the Heritage Register.

4.2.3.2 *District of West Vancouver*

West Vancouver has two heritage inventories (one with pre-1950s properties and one which identifies significant 1945-75 sites) and a heritage landscape inventory. Resources from these inventories were brought forward to the Community Heritage Register when this was developed in 2007. Part of the process involved the development of a thematic framework, which provides the context for the register. This framework now informs the development of Statements of Significance for the register sites.

The register includes landscape features such as important trees and parks, and is an unranked system. Selection criteria for additions to the register are values-based and self-sufficient. Intangible heritage values are encompassed by the values-based approach but where these cannot be linked to real property, they are instead recognized through other approaches e.g. commemorative and educational programs. West Vancouver Staff have affirmed that the selection criteria are working well; the criteria are:

- The place is closely and meaningfully associated with one or more heritage themes, events, periods of time, or traditions considered important in the history of West Vancouver. (History)
- The place is strongly associated with the life or work of a person or group of persons considered important in West Vancouver's history. (History)
- The place represents an exceptional creative achievement in design, planning, or technology valued in West Vancouver. (Aesthetic)
- The community, or a group within the community, is deeply attached to the place for social, cultural, or spiritual reasons. (Social, Cultural, Spiritual)
- The place, by virtue of its location, status, or some other element, serves to communicate the heritage of West Vancouver to a broad audience. (Educational)
- The place could yield important information/data that will contribute to understanding West Vancouver's past. (Scientific, Educational)
- The place is exceptional or rare (stands out for its difference) or it is very representative of a theme, type, period, or cultural tradition/way of living; i.e., it can educate about similar places. (Educational, Scientific)

4.2.3.3 *City of Edmonton*

In Edmonton there is a broad heritage inventory and also a register that includes designated properties. The format of the inventory changed between 2005 and 2008, and the A and B differentiation of resources was removed; all resources are now given equal value. The previous category-based system caused confusion, and it is felt that the single, unranked list has provided more clarity and has helped with public communication. There is a three-stage process to be assessed for inclusion on the inventory, which mirrors the provincial program. The resource must be an eligible resource type, be significant to Edmonton's past (assessed using five criteria) and possess integrity.

Stage two is assessed using the following criteria, which are evaluated non-numerically. A site needs to meet just one of the significance criteria to merit consideration for inclusion on the inventory. The 'Theme' criterion has been found to be particularly useful when carrying out evaluations, and this links to the Alberta Thematic Framework. Postwar buildings, identified in a separate inventory of modern resources, now form a significant part of the Edmonton inventory.

- Activity/Theme,
- Event/Cultural Practice,
- Institution/Person,
- Design/Style/Construction,
- Landmark/Symbolic Value

4.2.3.4 City of Calgary

Similar to Vancouver, Calgary's heritage register was based on the 1979 Parks Canada Evaluation of Historic Buildings (Kalman) system. Calgary has now embarked on its own review program and updated its evaluation system to one that is values-based and non-numerical. To be listed on the Inventory a resource must meet one or more of nine Criteria of Significance:

- Activity
- Event
- Institution
- Person/people
- Style.
- Design
- Construction
- Landmark
- Symbolic value

An inventory site is determined to have value as either a Citywide Historic Resource or Community Historic Resource, meaning that the property has value to the entire city, or it has value at a more specific neighbourhood / community level. A property must have Citywide value associated with at least one of the nine criteria of significance to be listed as a 'Citywide Historic Resource'. In addition to possessing significance, a property must possess integrity to be placed on the Inventory.

'Symbolic value' has been found to be a particularly useful criterion. However, the heritage planner for the City noted that there are ways that the existing system could be improved. In particular the need to differentiate resources on different levels (citywide and community significance) has caused confusion, and has not been found to bring any real benefits. In fact for some criteria e.g. 'Person/people' it has been found to be hard to determine if someone is important on a citywide or community basis. The existing evaluation could also better contemplate natural areas/features and archaeological resources.

Note: A separate report on municipal best practices has been prepared as part of the Heritage Conservation Program Review component of the Heritage Action Plan.

4.3 COMPARABLE MUNICIPAL REGISTER STATISTICS

COMPARABLE MUNICIPAL HERITAGE REGISTER STATISTICS			
<i>Municipality</i>	<i>Approximate Population</i>	<i>Approximate # of Register Sites</i>	<i>Is the Register Graded/Ranked?</i>
Vancouver	603,502	2,200	Yes
Victoria	80,017	1,100	No
Edmonton	877,926	763	No
Toronto	2,800,000	9,000	No
Seattle	652,405	5,000	No
Portland	609,456	5,000	Yes (though not every site was given a grade)
Sydney	187,561 (city centre)	2,360	No
Melbourne	116,431 (city centre)	8,000	Inventory is graded, Victorian Heritage Register is not



TOWARD A NEW VANCOUVER MODEL

In order to develop the most effective and sustainable new model for the Vancouver Heritage Register, all that has been accomplished through three decades of work and investment of human and financial resources in developing the current system must be acknowledged. While moving to a more holistic approach, the ~2,200 sites already listed on the Register also need to be recognized and included. The work undertaken in the development of the Historic Context Statement and Thematic Framework has reinforced the value of the existing Register sites, and supports their continued inclusion as part of the Heritage Conservation Program.

The Vancouver Heritage Register has been comprehensively studied through the Heritage Action Plan project. The following strengths and weaknesses of the existing system were identified:

The Vancouver Heritage Register:

- Has provided a strong and credible information base for the Heritage Conservation Program for thirty years.
- Identifies many of the City's most significant heritage sites.
- Recognizes heritage resources throughout the City, as the original evaluation was calibrated by neighbourhood.

The Vancouver Heritage Register does not:

- Reflect best global practices in the values-based assessment of historic resources.
- Fully recognize the broad and diverse range of the city's heritage values.
- Recognize how much the city has changed, developed and aged in the last thirty years.

Top: Pro-Rec demonstration being filmed in Stanley Park, 1940, CVA 586-235

Acknowledging the strengths and weaknesses of the existing situation, an updated framework for Vancouver was developed.

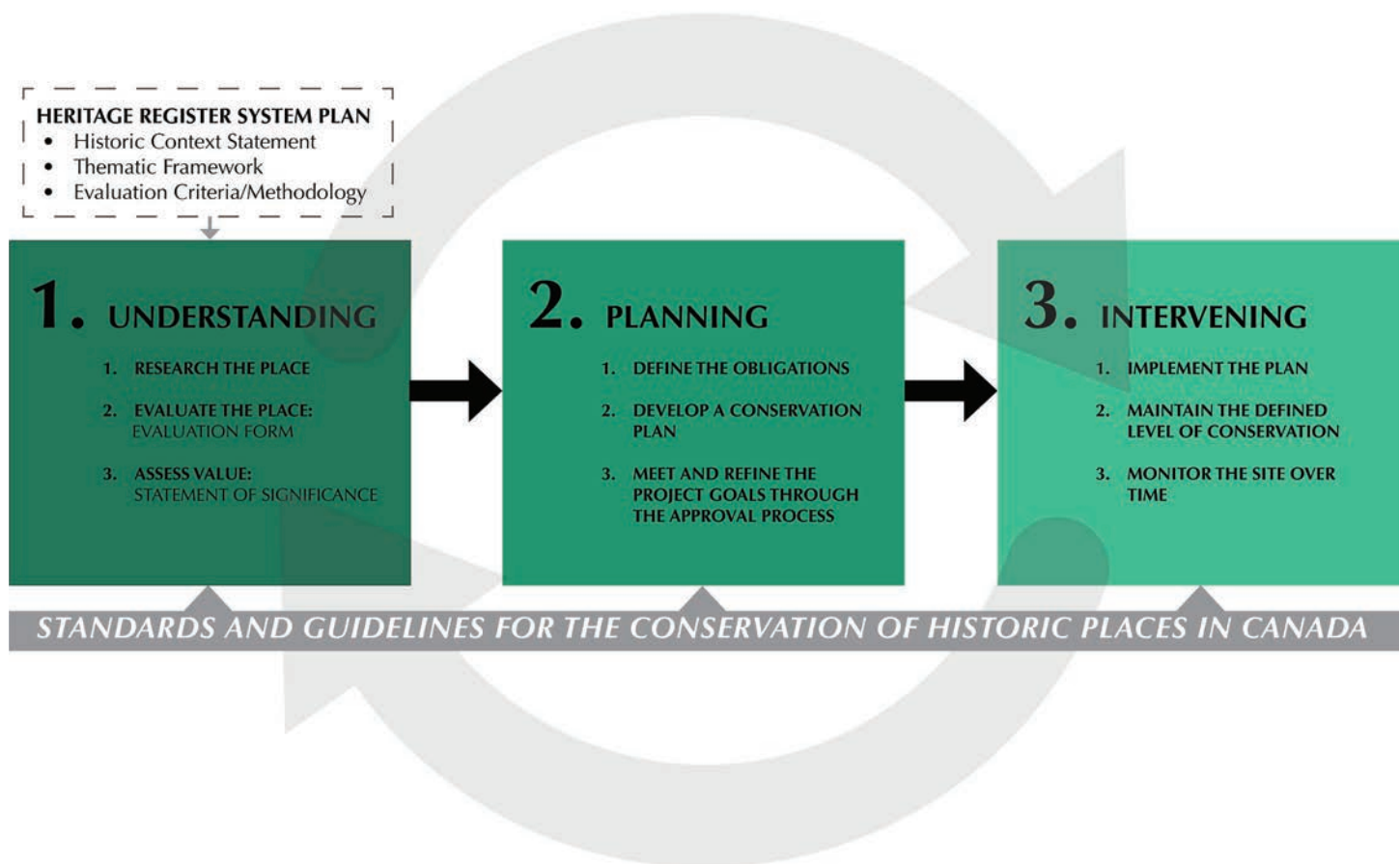
The following concepts were analyzed and considered as the Vancouver Heritage Register System Plan was developed.

5.1 THE CONSERVATION DECISION-MAKING PROCESS

Based on the Standards and Guidelines, it is recommended that the City of Vancouver officially adopt the following three-step sequence of actions:

1. Understanding
 - Research and investigation
 - Evaluation
2. Planning
 - Links understanding with intervening
 - Integrated process that combines heritage conservation with other planning goals
 - Must be flexible to allow for changes along the way
3. Intervening
 - Any action or process that results in a physical change to the character-defining elements of a site

Note: This three-step process can apply to individual sites, but also to the overall heritage management of resources within neighbourhoods, zones, districts, etc.



5.2 HISTORIC CONTEXT STATEMENTS AND THEMATIC FRAMEWORKS

Historic contexts define the historical patterns and trends that produced individual properties, and serve as the foundation for decisions about the identification, evaluation, registration, and treatment of historic properties. An historic context statement provides the basis for evaluating historic significance and integrity. It answers questions such as:

- What aspects of geography, history and culture shaped a community's built environment?
- What property types were associated with those developments?
- Why those properties are important?
- What level of integrity is needed for them to qualify as historic resources?

Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (an ultimately its significance) within prehistory or history is made clear. Historians, architectural historians, folklorists, archaeologists, and anthropologists use different words to describe these phenomena such as trend, pattern, theme, or cultural affiliation, but the concept is the same. Its core premise is that resources, properties, or happenings in history do not occur in a vacuum but rather are part of larger trends or patterns.

The historic context statement should be developed in sufficient depth to support the relevance, the relationships, and the importance of the properties to be considered. This provides for a standardized means of describing and explaining the significance of a wide variety of properties.

Historic context may emphasize economic, social, and political forces, such as certain industries, arts, and literature, and military subjects. An historic context may be associated with the life of a person or groups of persons that influenced destiny and character. The historical development characterizing the theme or themes on which the historic contexts are based can include: major stages of growth, pivotal events, significant cultural traditions or personal associations, and political or legislative decisions; principal dates, events, activities, persons, associations, and developmental forces related to the contexts; and the relationship of cultural and environmental influences such as transportation, immigration, politics, commerce, industry, technology, communications, access to natural resources, climatic and soil conditions, and topography to the course of events related to the historic contexts.

Thematic frameworks use a set of interlocking themes based around activities rather than chronology. All these frameworks were designed to facilitate a more inclusive approach to history. The intention for each of these frameworks was that sites would be interpreted from a range of different historical perspectives, including those of indigenous people, minorities and women, rather than just from the perspective of 'great men and events.' Frameworks were designed to allow more groups to be represented in the story of a place, and to decide how representative the range of managed historic sites is. One of the aims of the frameworks was to connect historic sites to broader historic stories, so it would be clear which stories were being told or neglected through the management and interpretation of historic sites.

The following are considered important for the effective use of thematic frameworks:

- Any thematic framework must be subject to regular review. As ideas about history change, so do the meanings societies give to historic artifacts. Regular and continual reviews of the thematic frameworks in use will accommodate changing views of the past and allow the systems in place to be improved in the light of new research.
- Thematic frameworks should be based on an inventory of resources as well as on written history.
- Thematic frameworks should be adaptable, as new research is undertaken, and as different aspects of the city's historical development are better understood.

The best starting point for selecting representative heritage is to compile as comprehensive an inventory as possible of the heritage that survives. The framework should cover all aspects of the surviving material heritage and help in prioritizing the heritage items to be conserved. Thematic frameworks should be combined with other selection criteria. A thematic framework should not be an exclusive tool but should be used in conjunction with evaluation of factors such as the aspects of history represented by a site; the physical integrity of the fabric in question; and the contemporary cultural value placed on the site by members of communities. Sites that are grouped together under particular thematic headings can be evaluated within such a grouping for their historical, physical and cultural values.

The development of Neighbourhood Thematic Frameworks in Vancouver began with the Mount Pleasant project in 2007 and has gone on to include studies for the West End, the Eastern Core, Japantown, Grandview-Woodland, Railtown, and Marpole. This *citywide* Thematic Framework is meant to provide an umbrella document that will continue to capture neighbourhood themes. As a planning document and analytical tool, it is meant to be a dynamic work, evolving to suit

evolving community's needs. Consultation with the Musqueam, Squamish and Tsleil-Waututh provided guidance on the inclusion of First Nations historical themes. A separate First Nations context has been provided, and throughout the Thematic Framework, the general themes have been structured to be more inclusive of Musqueam, Squamish and Tsleil-Waututh activities throughout Vancouver's history.

To reconnect the City of Vancouver's Heritage Conservation Program to a values-based approach, a citywide Historic Context Statement and Thematic Framework has been developed to identify the key civic historic themes. Historic contexts differ from other types of narrative histories in that they are meant to identify important themes in history and then relate those themes to extant historic resources or associated property types. The Vancouver Historic Context Statement has been based on a review of existing literature, comprehensive historic documentation, and research on historic places. It distills what we know about the city's evolution and development, and establishes a framework for determining the significance of an individual place within one or more of these themes. Themes may relate to development patterns and trends, such as civic planning initiatives, and social, cultural, political and economic forces. Based on the content of the Historic Context Statement, additional research and consultation with City staff, a Peer Review Panel, residents and community participants, a set of historic themes was developed that defines the range of significant historic activities and places in the development of Vancouver up to the present, including the physical development of City as well as non-physical ideas, movements and events.

The Thematic Framework is organized into five broad themes, which are further broken down into 32 Sub-Themes and 103 individual Components. It provides a means to organize and define historical events, to identify representative historic places, and to place sites, persons and events in an overall, citywide context. It recognizes a broad range of values under which themes can be articulated, and has assisted in the development of criteria for the evaluation of sites considered for addition to the Heritage Register. Further, it provides a basis for the review of sites already listed on the Register, and strengthens the reasons for their inclusion.

The City of Vancouver Historic Context Statement and Thematic Framework has been submitted in a separate report. For information on the Historic Context Statement and Thematic Framework models used as reference material, see Appendix D of this report.

5.3 GAP ANALYSIS OF VANCOUVER HERITAGE REGISTER

Significant direction for this project has been garnered from Parks Canada and their work undertaken to overhaul the National Historic Sites program. Although this work was undertaken fifteen years ago, it remains relevant as a starting point of a re-examination of the City of Vancouver's Heritage Conservation Program and Heritage Register.

5.3.1 NATIONAL HISTORIC SITES STRATEGIC PRIORITIES

When it was updated in 2000, the goal of the National Historic Sites of Canada System Plan was to provide even greater opportunities for Canadians to understand and celebrate our national heritage. The System Plan recognized that the history of Aboriginal peoples, ethnocultural communities and women were insufficiently represented in the selection of National Historic Sites. The following three areas were identified as Parks Canada's strategic priorities:

Commemoration of Aboriginal History

The federal government has a responsibility to respect the relationship of Aboriginal peoples to the land and to provide Aboriginal peoples with opportunities to tell other Canadians about their heritage. The Minister of Canadian Heritage is committed to work closely with Aboriginal peoples to enhance the representation of their history within the system of National Historic Sites of Canada. To commemorate Aboriginal history more effectively, Parks Canada has adopted a number of changes in methodology. These include greater emphasis on consultation throughout the nomination process and recognition of the importance of oral history and traditions. Aboriginal history cuts across all themes in Canadian history and touches all geographic areas in Canada.

Commemoration of Ethnocultural Communities' History

Parks Canada has made it a priority to commemorate sites, persons and events associated with ethnocultural communities other than the French and British, which are well represented at present. To approach the commemoration of the history of ethnocultural communities more effectively, Parks Canada has adopted a number of broad principles. Self-definition of the cultural community and its understanding of related persons, events and sites of importance to the group are recognized as essential. To this end, Parks Canada's future activities are designed to build capacity and support expressions of interest from ethnocultural communities. Extensive consultation is recognized as essential.

Commemoration of Women's History

Women's participation has often been manifested through collective action. This has focused attention on women's organizations, social reform, community life and the family. Often, women's interests were integrated into other movements, communities, ethnic groups and classes where women played a key, but not always a leading role. Although many National Historic Sites of Canada speak to both men's and women's experiences in the past, much remains to be done to address adequately the importance of women to Canadian history. To guide the enhancement of the recognition of women's history in Canada within the system, Parks Canada has prepared a number of framework studies. These provide a context for the Historic Sites and Monuments Board of Canada's review of potentially significant sites, persons and events.

- *Women and Health;*
- *Women and Power;*
- *Women and Work;*
- *Women and Education; and*
- *Women and Technology.*

5.3.2 VANCOUVER HERITAGE REGISTER PRIORITIES AND GAPS

The first inventory of heritage buildings was undertaken thirty years ago and has not been comprehensively reviewed or updated since. As a result, there are number of gaps and biases in the VHR which reflect how heritage surveys were undertaken in the 1980s.

Similar to gaps identified by Parks Canada when updating the National Historic Sites Program, Vancouver's Heritage Register also suffers the lack of representation of sites that reflect the history and experience of:

- First Nations
- Cultural Communities and
- Women.

As part of the development of the Historic Context Statement and the Thematic Framework, the existing Heritage Register was comprehensively analyzed, and gaps in coverage identified wherever possible. In order to fully understand and identify historic places of value to First Nations, the many cultural communities of Vancouver, and women, it is necessary to deeply engage directly with these communities in a manner not feasible as part of this study. Some of this engagement has occurred through separate initiatives or as part of community planning programs and this study reflected on those initiatives when available. Where ever possible, this study has identified places that represent historic themes that could be considered for the Heritage Register. The full Gap Analysis has been submitted under separate cover.

Listed below are the biases reflected in the current Vancouver Heritage Register, which the proposed value-based approach aims to correct.

Architectural Bias of Original Survey

The original Phase I Inventory was a monumental task, a windshield survey of the entire city. This was a groundbreaking effort to physically search through the neighbourhoods and look at every site to determine if it might be of historical merit. Although an imperfect system, it did establish a solid base for further work. The greatest resultant issue is that a visual selection of sites is biased towards architecture and does not necessarily reflect a broad range of diverse values, recognize cultural significance or provide an understanding of broader historical forces. Very little research was undertaken during Phase I, and much was based on the available publications of the time.

Age Bias of Original Survey

The original survey was undertaken at a time when relative age of sites was seen as a determining factor in their selection. Vancouver thirty years ago, in the 1980s, was a very different city, and many resources that were once common have now disappeared or are threatened as a result of rapid growth and development. Only exceptional sites from the 1920s and 1930s were included (e.g., Marine Building, Burrard Bridge) and the vast majority of the selected sites predated the First World War. There was no recognition of the city's significant stock of post-World War Two resources, at a time when greater Vancouver was considered the design leader for architecture in Canada.

Given this age bias, there is also a significant lack of representation of heritage resources in the southern half of the city, which developed much later than the northern half. This is especially evident in the southeastern quadrant of the city.

Since 1986, the City has been very progressive in recognizing the value of its more recent heritage resources. The Recent Landmarks project was initiated when C.B.K. Van Norman's Customs House was threatened with demolition in the early 1990s. The project documented about 250 buildings older than twenty years that had been written about or had received some form of recognition. A list of 100 buildings was evaluated for inclusion on the Register, but not all have been added.

Efforts to recognize more recent heritage resources is also evident in the Council direction (1991) that any resources older than twenty years can be considered heritage, and in the listing of sites such as the Law Courts on the Register, and the designation of the Evergreen Building, completed in 1980. However, the preponderance of sites currently on the Register continue to reflect Vancouver's pre-World War One history.

Limitations on Research

The original windshield survey presented limitations on the selection of sites, as it is not possible to 'see' the intangible heritage of sites. Visual identification is only one part of a broader process of understanding and evaluation; this finding was exacerbated during Phase II, which included a research component, but did not have the mandate to continue to add more sites. The research component was also extremely limited, and resulted in research for only about 400 prioritized sites. In addition, the research sources were not as clearly understood or readily available; First Shaughnessy was the outstanding example of the difficulty of providing research information, as many research records were not available at the time. The result was that the original evaluation was not based on consistent or thorough research, did not recognize a broad range of heritage values and was biased towards visual identification and appeal. The prevalence of digitized research material and the increased digital capacity of local archives, libraries, and museums in promotion of available research material has made a significant difference in the research process, allowing researchers to more easily uncover the intangible values of a place.

Bias Against Use

In the 1980s, best practice was still at the frontier of defining the nature of heritage sites. Specific categories of resources were not clearly understood, notably the value and character of industrial sites. At the time, 'industrial archaeology' was starting to become a popular topic, as industrial sites became redundant and were repurposed in creative ways; Vancouver's Granville Island is an excellent example of this creative thinking at the time. Despite this, vast swaths of industrial land were also being cleared on north and south False Creek, and many others significant sites, such as the Canron complex, were cleared due to the cost of the land and also environmental pollution. As a result of shifting priorities, the Heritage Register inherited few industrial sites, but the Register now includes key structures such as the CPR Roundhouse, Rogers Sugar, Ballantyne Pier, the Salt Building, the Vancouver Brewery, Jones Tent & Awning, the Alberta Wheat Pool, Vancouver Gas Company and three electrical substations. Subsequent research, including a review of South East False Creek, and neighbourhood studies such as those for the Eastern Core and Railtown, have started to address this gap in coverage. Other individual sites, such as the Cemco Industries building, have now been identified and will be conserved.

Socio-Cultural Bias of Original Survey

A broader discussion is an inherent bias towards the 'upper' and 'middle' class aspects of Vancouver's history, ignoring the experiences of working class and disadvantaged members of society. Often, structures located in higher income areas are more readily recognizable as heritage buildings due to their architecture (frequently architect designed) and, in many cases, maintenance. Additionally, research information is typically easier to access (and more likely to exist at all) for buildings associated with people of high economic standing – more often than not, historically, these people were Caucasian and male. In the past, it was difficult for researchers to uncover information on women (who may have lost their original last names due to marriage, etc.) and non-commonwealth immigrants (whose names were often translated improperly or not at all). As values-based heritage recognition becomes more and more the standard, recognizing buildings and places for their connections to events, movements, and historical patterns, as opposed to architecture, design, and materials, and as historic records are transcribed and available online, it becomes easier to overcome this socio-cultural bias.

Ranked Evaluation System

Best practice for the evaluation of historic sites during the original Register work was the 1979 Kalman system, developed for Parks Canada. Sometimes called the 'good-better-best' method, it ranks sites based on a set of criteria that are scored numerically. Sites that score higher cumulatively (the 'church, school and mansion') are considered more important than representative and typical examples (worker's housing) or less 'pretty' sites (jails,

asylums, industrial sites). At a number of stages, biases can result in the ranking, codified in numbers that are hard to change in the future. In Phase II, a modified version of this system was used, which recognized, for example, that age was not of much significance in the local context, as the city had developed so recently and so rapidly. An A-B-C system was adopted to facilitate administration of the large number of VHR sites. Over time, with the abandonment of numerical ranking systems, and the adoption of values-based assessment system, this type of ranking has gone out of favour, and is now considered regressive. Despite this, some jurisdictions maintain a ranking that rates some sites as higher value, notably in England (Grade I, II*, and II).

Change Over Time

The Inventory of 1986 was a snapshot in time, and could not predict the many and significant changes that were about to occur. Expo 86 was a significant turning point in the development of the city, and spectacular growth since that time has put significant pressure on heritage resources. Just one example of how the VHR has had to adapt is the situation of the Joy Kogawa house. Now recognized as a very significant site for cultural reasons, it is an extremely modest and altered building that was not selected during Phase I. Kogawa's book, *Obasan* was published in 1981. It took many years for the cultural significance of the site to be recognized, and further study to understand the potential for restoration of its integrity. In anticipation of this issue, the City instituted a public nomination process, in place since 1986, to enable people to recommend sites for addition to the Heritage Register; approximately 200 sites have been added to the Register by way of this tool. Continuing public engagement is necessary as it is crucial that the VHR remain a living, ever-changing document.

Broader Understanding of Cultural Values

Our collective understanding of the cultural diversity of the city grows over time, but the inherent biases of the Anglo 'ruling class' and the 'Great White Men' establishing the city in the midst of an empty wilderness are difficult to dispel. The colonial-era history defined many aspects of the city, and many of the tangible elements – buildings, institutions, bridges, and industries – reflect this history. That is, however, only part of the rich, layered and diverse nature of the city, and our history is actually a multi-dimensional tapestry woven from many stories of many different people. This does not mean that the sites identified on the VHR do not have value, rather it is incumbent on us to tell a more complete story of why they are significant, how they evolved over time and how they continue to inform the present and the future. There must also be a recognition that values are broad and multivalent, and that they change over time; different cultures also provide different values and perspectives that need to be recognized.

Broader Understanding of Community Values

One clear finding of the gap analysis of the VHR is that many aspects of the evolution of Vancouver's cultural communities have not yet been recognized. One example of this is the importance of sports and sporting activities in community identity and cohesion. The VHR does not recognize the significance of these activities and their importance as points of social gathering and friendly competition. Similarly, social spaces such as dance halls, community halls, neighbourhood theatres and social gathering places have been under-represented, despite their importance in social cohesion and community identity.

Bias towards Tangible Values

The VHR can only recognize real property, creating a tension with the recognition of broader and intangible heritage values.

5.4 HERITAGE REGISTER CATEGORIES

As a living public document, the Heritage Register is, for many people, the first point of interaction with the City's Heritage Conservation Program. As such, it is critical that the Register be organized into coherent, relevant categories that are easy to interpret, and that a minimal amount of historic information is provided on each site. Though the Register is currently organized into understandable categories, aligning the VHR with current national best practice will ensure Vancouver's historic places are easily classified across the country.

The Current Vancouver Heritage Register

The following categories are included on the existing Register:

- Heritage Buildings
- Historic Signs
- Heritage Streetscapes
- Landscape Resources

- Parks & Resources
- Trees
- Monuments
- Public Works
- Archaeological Sites

The following revisions to the Register categories are recommended:

Revised Categories: The *Standards and Guidelines* recognize four categories of resources, and it is recommended that the VHR align with these categories*:

1. Buildings
2. Cultural Landscapes
3. Engineering Works
4. Archaeological Resources

** A comprehensive list of 'Site Types', organized within each of these categories, has been provided in Appendix F.*

It is therefore recommended that the existing Register categories be revised as follows:

1. BUILDINGS

CATEGORY SHOULD INCLUDE:

Heritage Buildings

Retain as a category; consider revising the ranking of resources in the following way:

- A-Listed Buildings move to Grade I
- B and C-Listed Buildings move to Grade II

Historic Signs

Add Historic Signs to the Buildings category:

There is considerable interest in historic signs, including painted signs and early electric and neon signs. On some recent B.C. Housing projects, early electric and neon signs have been faithfully restored and are considered a highly important part of the project (e.g. 'Pennsylvania Hotel' sign, 'Canada Hotel', etc.). Large neon signs are encouraged on downtown's Granville Street, including the preservation of existing signs. The Museum of Vancouver has also collected and displayed many historic signs. These signs, however, are fragile, and can be easily be lost to neglect, or change in business ownership; the 'Only Seafood' sign, recently restored, has again been removed. The 'Kaplan' sign, located on a designated building, was altered significantly without permission.

Currently, historic signs are not comprehensively identified, and there is no specific policy to identify, monitor or preserve them.

Some historic signs are designated on their own, including:

- BowMac sign, 1154 West Broadway (protected through an HRA)

Some are included because they are located on Heritage Register Buildings:

- Kaplan Sign: 1484-1490 West Broadway
- Niagara Sign 435 West Pender Street
- Hotel Winters, 102-108 Water Street / 203-219 Abbott Street
- Avenue Grill, 5729 West Boulevard
- Orpheum Theatre National Historic Site, 884 Granville Street
- Vogue Theatre National Historic Site, 916-920 Granville Street
- Stanley Theatre, 2750 Granville Street
- Park Theatre, 3404-3448 Cambie Street
- Woodward's, 111 West Hastings Street (original installed on plaza, replica installed on new building)

Others are not recognized and are at a disadvantage because they are not attached to buildings on the Heritage Register, including:

- Cambie Plumbing, 3905 Fraser Street, 1946 (installed on new building)
- Magee Grocery, West Boulevard (to be installed on new building)
- Ridge Theatre, West Boulevard (replica installed on new building)
- Ted Harris Paint sign, 757 East Hastings Street

Some are attached directly to building sidewalls (painted or adhered):

- Paris Block, 51-53 West Hastings Street

It is recommended that the City:

- Undertake a survey of surviving historic signs to determine what elements are significant and should be identified and protected;
- Identify these items on the City's database; and
- Develop policies for the conservation of historic signs.

Note: the Grade I and II system is only being recommended for buildings and is not considered appropriate for Cultural Landscapes, Engineering Works, or Archaeological Sites.

2. CULTURAL LANDSCAPES

CATEGORY SHOULD INCLUDE:

Heritage Streetscapes

Historic streetscapes are important components of the city and contribute to the historic feel and character of many neighbourhoods. The City should consider adding further streetscapes to the Heritage Register. Additionally, the definition of 'Streetscape' should be broadened to include collections of mature, historic trees. Trees are not easily separated from the whole and thus, a broader thematic category of 'Streetscape', which encompasses the many treed streetscapes that clearly define many neighbourhoods, should be adopted. Suggestions for concentrations of heritage sites that should be added to the Register include (but are not limited to):

- Siberian elm canopy lining East 6th Avenue from Woodland Drive to Nanaimo Street
- Victory Square Street Trees
- Commercial Drive (between East Broadway and Venables Street)
- 800-1200 blocks of Granville Street
- Railway Street
- Southwest Marine Drive
- 500 block of Beatty Street

Landscape Resources, including:

- **Parks & Landscapes:** Should be retained on the VHR and managed as Cultural Landscapes. Additional parks should be added to the Register, one good example is Burrard View Park (650 North Pentiction Street at Wall Street):

This park was formerly home to the Children's Aid Society which was built in 1924. By 1934 its use had changed to a Juvenile Detention Centre for boys and girls and then it was transformed into the Vancouver Family Court. In 1993 when the Family Court moved to Robson Square Court House, the Provincial Government turned over the adjacent property plus its building to the Park Board.

In 1999 the former Babies Cottage from 1924 was lovingly restored by the Saint James Cottage Hospice as part of the St. James Community Service Society. Many rooms in the cottage's lower level are open for community use through bookings at Hastings Community Centre.

<http://covapp.vancouver.ca/parkfinder/parkdetail.aspx?inparkid=67>

- **Trees:** Individual trees as well as street trees should be jointly managed under the Vancouver Heritage Register and the Urban Forest Strategy, which is expected to discuss the celebration of landmark trees and the protection of healthy, mature trees (Heritage Action Plan Action #14). Additionally, further coordination between the Heritage Group and the Parks Board (Urban Forest Strategy) should take place in order to recognize and properly manage Vancouver's historic trees. Heritage trees form an important part of our cultural landscapes. 'Green infrastructure' (trees, parks, landscapes, gardens, natural green areas, etc.) should be valued on the same level as 'grey infrastructure' (buildings, monuments, paving, etc.). Mature trees lining the streets of the city were part of the original vision for Vancouver, now realized, the mature streetscapes of the City must be preserved. The mature trees that now line many of Vancouver's streets cannot be replicated or replaced. Streetscape design today does not provide enough space to allow trees to mature to the point now enjoyed in many of the city's mature areas. If these valuable assets are not protected and properly maintained, they will be lost forever.

It is recommended that a heritage tree/streetscape inventory be developed as part of the Urban Forest Strategy. The results of this inventory, which may involve the tracking of each tree according to GPS coordinates and identification number, should be included in the City's internal database (PRISM) to ensure the City is alerted when any change or planned maintenance to these valuable assets is proposed. ***In essence, our mature trees should be treated akin to the buildings and monuments listed on the Vancouver Heritage Register.***

Monuments: Many of the monuments listed on the Heritage Register are located on public land, and there is no clear policy framework for their management. In essence, the City has inherited responsibility for many historic monuments, but has no policies in place for their conservation. Many of these monuments are visibly deteriorating and will require future conservation interventions. A survey of the identified monuments indicates that there is no consistency between what is listed on the Heritage Register and what is listed on the Public Art Registry. There are no current City policies that relate to the maintenance of historic monuments, and no dedicated funding for conservation. The management framework of historic monuments and their relation to the Public Art Registry should be reviewed, and a consistent framework for the management and conservation of significant historic monuments on City-owned land should be developed. Until further study is undertaken regarding this issue, monuments should remain on the VHR, as long as they meet the age criterion of over twenty years, and should be managed as Cultural Landscapes.

3. ENGINEERING WORKS

CATEGORY SHOULD INCLUDE:

Historic Pavements

The earliest streets in Vancouver were simply graded, with wooden sidewalks in some areas. As the city grew and developed, some streets received more durable paving, first by being gravelled, then some received wooden blocks (partially visible on Alexander Street), and ultimately masonry paving, including granite blocks (still visible on the 400 block of Hamilton Street, along some stretches of Homer Street and other locations), stamped 'Granitoid' concrete (visible on West 10th Avenue at Columbia Street) and hard-fired paving bricks (visible on Arbutus Street north of West 3rd Avenue). Concrete was used for sidewalks from an early date. By the 1920s, bitulithic paving was being used; this was an early form of hot mix application using crushed aggregate and a bitumen binder. Poured concrete was used for the construction of the Stanley Park causeway in 1937-38, but the City gradually adopted the North American standard of asphalt "blacktop" pavement and concrete sidewalks.

Examples of Extant Historic Pavements:

- Granitoid (concrete) paving (Columbia Street and West 10th Avenue).
- Wooden blocks (Alexander Street).
- Granite blocks (400 block Hamilton Street, 300-400 blocks Homer Street, 600 St. Regis Lane, locations in Grandview-Woodland, etc.).
- Granite curbs (throughout the city).
- Hard-fired red brick paving (visible on Arbutus Street north at West 3rd Avenue).
- Red brick paving (Alberta Street at West 10th Avenue; Arbutus Street and West 3rd Avenue)
- Concrete Stamps: sidewalk names and dates: e.g. Westminster Avenue (Main Street), Mount Pleasant, and many locations throughout the city.
- Brick paving and special street treatment (Gastown 1970s beautification).
- Uniblock pavers (Granville Island, 1970s).
- Areaway lights (especially in Gastown/Chinatown/Victory Square).

In the past, Engineering Services developed policies relating to the retention of certain types of historic paving, but these are no longer available. *The City of Vancouver Street Restoration Manual* (Engineering Services, August 2008) includes the following single policy:

3.13.3 At street intersections the cast year shall be stamped in the surface of the sidewalk as directed by the City Engineer. The necessary template figures will be available from the City.

Old historical sidewalk stamp markings 1950 or older have special value to the City and are required to be saved and kept in place. The City must be contacted and consulted prior to the demolition and removal of the markings.

It is recommended that the City, through Engineering Services in conjunction with the Heritage Department, undertake:

- *a survey of existing historic paving;*
- *identification of these items on the City's database; and*
- *development and resourcing of policies for the conservation of historic paving.*

Historic Street Furnishings

There are few historic elements that are officially identified by the City; one example is the Birks Clock at Granville Street and Hastings Street, listed on the Vancouver Heritage Register. Identification of significant elements in advance of any proposed street works is crucial to their conservation: the historic terrazzo apron of the Vogue Theatre National Historic Site was destroyed during the repaving of Granville Street in 2009.

It is recommended that the City undertake:

- a survey of surviving historic street furnishings to determine what elements are significant and should be protected;

- identification of these items on the City's database; and
- development and resourcing of policies for the conservation of historic street furnishings.

Public Works: Should be retained on the VHR and listed as Engineering Works.

4. ARCHAEOLOGICAL SITES

The current Vancouver Heritage Register lists Archaeological Sites by code, not by address. This should continue as these sites are not under municipal, but provincial jurisdiction, and location should not be publicly identified. One site, the Marpole Midden, is a National Historic Site of Canada and is marked with a cairn in a public park.

PROPOSED DESIGN OF VANCOUVER HERITAGE REGISTER

VANCOUVER HERITAGE REGISTER						
PROTECTED SITES				UNPROTECTED SITES		
Buildings	Cultural Landscapes	Engineering Works	Archaeological Sites	Buildings	Cultural Landscapes	Engineering Works

Additionally, as is done in other municipalities, including the City of Edmonton, available historic information should be provided on the Heritage Register. Information including, date of construction, architect, original owner, and historic name helps to provide crucial information to potential buyers, historic researchers, City Staff, and the general public.

5.5 PROPOSED ADDITIONS TO THE HERITAGE REGISTER

The Heritage register Update provided the opportunity to identify sites that could be considered for inclusion. A list of sites has been generated, based on the following stages of the work plan:

- A Public Nomination process was undertaken that enabled the public to submit sites for consideration. This process was launched at an open house, and continued online from May to September 2015.
- Several neighbourhood organizations submitted comprehensive lists of potential resources.
- Gap sites were identified during the development of the Historic Context and the Thematic Framework, based on extensive research and analysis.
- Previous studies that identified specific sites were reviewed, including:
 - Isolated Cs: removed in the 1980s, but many still retain their heritage value and integrity
 - Previous Neighbourhood Studies: Japantown (Powell Street), Mount Pleasant, West End, Downtown Eastside, Marpole and Grandview-Woodland have all identified potential historic places of interest
- Recent Landmarks
- Heritage Interiors
- Historic Schools
- Public Nominations
- Heritage Vancouver and the Vancouver Heritage Foundation provided stakeholder input and worked closely with the consultant team in the identification of additional sites.

As sites were identified, they were further researched and surveyed. A master list of sites has been generated that tracks each nominated and identified site, and sorts them into prioritized categories. This list has been submitted under separate cover.

5.5.1 CONCENTRATIONS OF HERITAGE RESOURCES

Certain concentrations of heritage resources may require further consideration. Historic sites in areas such as Gastown, Chinatown, and First Shaughnessy have been identified for decades, and appropriate area-wide planning has been put in place to manage the sites within these districts. Each has been recognized as an historic district by various levels of government. Gastown and Chinatown are National Historic Sites and each building within their prescribed boundaries has been designated. As part of the Heritage Action Plan, in 2015 First Shaughnessy became Vancouver's first Heritage Conservation Area (HCA), which resulted in the protection of over 300 pre-1940 houses in the area. Yaletown is another historic area with specialized zoning tailored to its unique built form, however there is no blanket designation/protection for the area. Other historic neighbourhoods in Vancouver that benefit from retention-based zoning include Kitsilano,

Strathcona, Mount Pleasant and Grandview-Woodland. While these various mechanisms help encourage heritage conservation in many areas across the city, there are additional tools available that can further enhance the level of conservation undertaken in these areas. There are also other historic areas in the city that could be targeted for increased support, including (in no order): Japantown/Railtown, Mole Hill, the South Granville apartment district, the 800-1200 block of Granville Street, Granville Island, the Delamont Park area, Southwest Marine Drive, the 500-600 blocks of Alexander Street, Commercial Drive between East Broadway and Venables Street, Second/Third Shaughnessy, parts of Main Street, and areas previously identified in the 1986 Heritage Inventory. The following section outlines recommendations for the further study of concentrations of historic resources.

EXISTING HISTORIC AREAS

There are a handful of defined heritage areas in Vancouver, including Gastown, Chinatown and First Shaughnessy:

Gastown

The Gastown Heritage Management Plan (GHMP) was adopted in 2001. The area has also been designated as a National Historic Site, which does not confer any *additional* legal protection (beyond the municipal designation) but does reference the significant heritage value of the area. Despite the initial success of the GHMP incentives, the freezing of the Transfer of Density mechanism curtailed their effectiveness, and the current pressure on the area, stemming from incongruous development proposals, has led to concerns that the unique character of Gastown may be irreversibly eroded.

Through workshops and discussions, the Gastown Historic Area Planning Committee proposed recommendations including:

- The HA-2 District Schedule and HA-2 Design Guidelines need to be more reflective of the heritage character and special nature of Gastown; and
- The distinction between new buildings and heritage buildings, in respect to height restrictions, should be strengthened.
- Review the 12 VHR sites in the easterly end of Gastown that are not designated to determine appropriate levels of protection.

Following the establishment of First Shaughnessy as Vancouver's first Heritage Conservation Area (HCA) there is now policy in place to create additional HCAs in the city. Gastown, as an identified and already legally protected area, could transition to this model of heritage resource management. A Gastown HCA may help to conserve more of the area's historic fabric, therefore:

- Further study should be conducted to determine if an HCA is the appropriate tool to support long-term heritage conservation in Gastown.

Chinatown

Chinatown is facing similar pressures to Gastown; the City of Vancouver has been conducting ongoing work in the community to look at these pressures and other issues affecting the area. In addition, concern has been expressed that there are inadequate tools to understand, protect and celebrate Chinatown's intangible cultural heritage. For more information on Intangible Cultural Heritage, see Appendix C of this report.

As part of the City's ongoing work in the neighbourhood, it is recommended that:

- Chinatown policies are reviewed, assessed, and updated;
- Chinatown's Heritage policy is improved through a review of the HA-1/HA-1A District Schedules and Design Guidelines;
- Economic revitalization in the area is continued, while respecting the tangible and intangible heritage that makes the community special;
- Further study is required to understand how to appropriately protect and celebrate tangible and intangible cultural heritage; and
- Further study should be conducted to determine if an HCA is the appropriate tool to support long-term heritage conservation in Chinatown.
- Review the 9 VHR sites in HA-1A that are not designated to determine appropriate levels of protection.

First Shaughnessy

A thorough assessment of the First Shaughnessy situation was undertaken in 2014-15 as part of the Heritage Action Plan in order to develop options for its long-term heritage conservation. Two options were developed:

maintain the existing FSODP framework and incorporate changes to increase the potential for retention; or introduce HCA legislation, which was designed to protect the historic character of the area through a carefully considered suite of regulatory policies. It was decided, after a comprehensive consultation process, that the introduction of a First Shaughnessy Heritage Conservation Area was better able than the existing FSODP to support and maintain the historic character of the neighbourhood. The enabling by-law included a schedule of all pre-1940s sites (over 300) as well as a new District Schedule and revised Design Guidelines. A Maintenance Standards By-law was also adopted, which applies to all properties within the Heritage Conservation Area. The First Shaughnessy Heritage Conservation Area has succeeded in building upon and strengthening the established intent and goals of the existing FSODP and Heritage Inventory.

Yaletown

The HA-3 District Schedule has been adopted, but there is no area advisory committee and the building stock has not been municipally designated. In practice, Yaletown has been treated as a character area, rather than a conservation area. Further review should be undertaken of Yaletown to understand the following issues:

- Have all of the significant heritage resources been captured on the VHR?
- Does the HA-3 District Schedule promote proper conservation of the area's heritage values?
- How can conservation outcomes be improved?
- Is an HCA an appropriate tool for the long-term conservation of historic places in Yaletown?

OTHER POTENTIAL HISTORIC AREAS

Additional areas/districts in the city have been recognized as historic, but have not been fully organized as such from a management perspective:

Japantown/Railtown

This unique area(s) of cultural heritage has been studied through the *Historic and Cultural Review: Powell Street (Japantown)* and the *Statement of Significance: Railtown Industrial Area* documents. Notably, there are a number of heritage resources not listed on the VHR. This area should be further studied for any protective mechanisms that will support retention of its heritage resources and values, and recognition of its intangible cultural heritage. The potential use of Heritage Conservation Area legislation could be considered.

Commercial Drive

Commercial Drive is one of Vancouver's best surviving Edwardian-era streetcar and shopping arterials and is located within the historic Grandview-Woodland neighbourhood. From a heritage perspective, the most significant area lies between East Broadway and Venables Street, but very few buildings along the Commercial Drive arterial have been listed on the VHR, despite the acknowledged significance of the street. Long-term neighbourhood planning has been underway in the Grandview-Woodland area for several years, which has included extensive consultation of the community. It is recommended that, with respect to the neighbourhood planning process and findings, the area be further studied for any protective mechanisms that will support retention of the heritage resources and values of Commercial Drive, including a review of a potential for Heritage Conservation Area legislation.

Main Street

Main Street is Vancouver's other relatively intact Edwardian-era streetcar and shopping arterial and is located within the historic Mount Pleasant neighbourhood. There is good representation of its heritage sites on the VHR, and many of these are larger buildings that have conservation/rehabilitation potential. The Mount Pleasant Community Plan was adopted by City Council on November 18, 2010 after an extensive public planning process, this plan included the Mount Pleasant Historic Context Statement and Thematic Framework, which offered recommendations for the conservation of historic places in Mount Pleasant as well as a places of interest list. Historic pockets of Main Street should be further studied to determine whether establishment of an HCA would be appropriate for the area.

Granville Island

This historic collection of industrial resources is not recognized on the VHR, and is offered no specific protection at any level of jurisdiction. However, the heritage value of the area is also not formally recognized by the federal agency that manages the property. There is also a lack of clarity regarding the history of individual buildings, which have not been fully researched. It is recommended that future-planning work be informed by an historic context statement, commissioned by the owners.

800-1200 Blocks of Granville Street

This stretch of Granville Street includes Historic Theatre Row, the Great White Way and now the Entertainment District. These five blocks of Granville Street contain a significant concentration of downtown Vancouver's heritage buildings, ranging from 1880s Victorian buildings to Edwardian-era hotels to Art Deco banks and theatres. Granville Street is also unique for its many large neon signs, one of downtown's most distinctive character-defining elements. This part of Granville Street was downzoned in 1992 to protect its historic character, which could be threatened by individual rezonings to higher densities. In 2015-16, an Historic Context Statement and Thematic Framework for this part of Granville Street was developed. The work included the establishment of an area Statement of Significance, an Inventory of significant buildings, and strategies for enhancing and retaining the character of the street. The recommendations included in the studies should be implemented.

South Granville Apartment District

This is a unique collection of very high-quality rental apartment buildings that reflect the increasing densification of the city during the Edwardian era and into the 1920s. The district is roughly located between Fir Street, West 10th Avenue, Alder Street, and West 16th Avenue. Many apartment buildings in this area display a consistent use of period revival styles and have been well maintained over time. The area should be further studied to provide protective mechanisms that will assist in conservation outcomes. Establishment of an HCA or tailored zoning could be considered.

Other Areas of Concentration

Community or stakeholder interest, as expressed through the Heritage Action Plan process, has been communicated in the following areas of the city, many of which were identified in the 1986 Heritage Inventory. These areas have all been the subjects of planning studies since the original Inventory was conducted and now, due to the establishment of the First Shaughnessy HCA, may be appropriate candidates for Heritage Conservation Areas in their own right, or for tailored zoning, depending on the outcome of further study. These concentrations include:

- Mole Hill: most of these sites are listed on the VHR and mostly rehabilitated.
- Delamont Park: Statements of Significance have been completed for the buildings listed on the VHR and for the central block.
- Second and Third Shaughnessy (RS-3/RS-3A/RS-5): these areas are part of the Character Home Zoning Review commissioned as part of the Heritage Action Plan work.
- Southwest Marine Drive: through the Heritage Action Plan process, this area was identified as a significant concentration of estate homes, many of which are not yet recognized on the VHR. However, several of the most prominent homes have undergone individual heritage studies including *Casa Mia* and *WilMar*.
- Hastings Street/Pender Street/Victory Square: Victory Square zoning is in place and Statements of Significance have been written for the buildings, the Downtown Eastside Plan was adopted by Council, and various incentives, including the Heritage Building Revitalization Program (HBRP), are available or planned for the area.
- 500-block of Beatty Street: four of the six buildings listed on the VHR have been designated and this area is also included within the Victory Square zoning.
- A number of individual streetscapes have been included on the VHR, but have not been recognized or managed in any formal way. These areas should be studied to determine if they retain sufficient integrity to be managed in a more formal manner:
 - 300 Block W. 7th Avenue, North Side, West Half
 - 1100 Block W. 7th Avenue, South Side
 - 400 Block E. 10th Avenue, South Side (between Guelph and St. George only)
 - 2600 Block W. 10th Avenue, South Side
 - 1500 Block W. 14th Avenue, North Side
 - 1500 Block W. 15th Avenue, South Side
 - 1500 Block W. 15th Avenue, North Side
 - 2000 Block W. 36th Avenue, North Side, South Side
 - 2100 Block Alberta Street, East Side
 - 2200 Block Alberta Street, West Side
 - 2300 Block Balaclava Street, East Side
 - 2300 Block Dunbar Street, East Side
 - 800 Block Granville Street, West Side
 - 6100 Block MacDonald Street, East Side
 - 2600 Block Marine Crescent Street, West Side
 - 2200 Block Yukon Street, East Side, South of Lane

Considerations for Potential Heritage Conservation Areas (HCA)

The ability to enact a Heritage Conservation Area (HCA) was enabled under the Vancouver Charter in 2002. The existing historic areas that are currently managed outside the HCA tool to protect their heritage value are Chinatown (HA-1), Gastown (HA-2), and Yaletown (HA-3). These areas are managed under provisions of Part XXVII of the Vancouver Charter, rather than the heritage provisions of Part XXVIII.

Many other municipalities in British Columbia have established HCAs since they were first enabled by provincial legislation in 1994. Recent figures indicate approximately 50 existing HCAs in British Columbia, and nearby, urban residential examples are found in Port Moody, West Vancouver, North Vancouver and Victoria (which has 9). The tool, or its equivalent, has been successfully employed in cities throughout the Canada and around the world, including Toronto, Sydney, Melbourne, Perth, and in many cities throughout the United States.

In the examination of best practices for regulatory frameworks for historic districts, key principles can be articulated. A preeminent example is the process of Certified Local Government in the United States, as jointly administered by the National Park Service and State Historic Preservation Offices. Through the certification process, local communities make a local commitment to historic preservation. Certified Local Government must meet the following minimum goals:

- Establish a qualified historic preservation commission.
- Enforce appropriate legislation for the designation and protection of historic properties.
- Maintain a system for the survey and inventory of local historic resources.
- Facilitate public participation in local preservation.

This is in line with City of Vancouver procedures and mirrors the framework established for the Chinatown and Gastown Historic Areas, which each have their own advisory panel.

Given the unique circumstances of the City of Vancouver, the establishment of the city's first HCA required the adoption of an overarching HCA by-law; this by-law has enabled individual neighbourhood HCAs and the adoption of HCAs for other areas, outside of First Shaughnessy.

An HCA by-law can identify properties, buildings, structures, or features as protected heritage property. This can be accomplished through a schedule included in the HCA, potentially offering a more regulated framework for the buildings in a defined area. Though significant time, resources, public consultation and in-depth owner notification processes must accompany any HCA consideration exercise, its introduction in the areas listed above could potentially lead to a greater public awareness of the significance of specific neighbourhood character and ultimately, greater conservation of historic resources. Additionally, existing and potential residents/business owners in these areas would be offered a renewed strategy to maintain the existing historic character and ensure its survival into the future. An HCA, in addition to specifically managing identified heritage assets of the neighbourhood, would also encourage more refined design responses, as each proposed redevelopment would first be filtered through the lens of heritage character, through the Heritage Alteration Permit process. An HCA may also streamline the planning and redevelopment process in some areas.

Further review and study is required for each area to determine the best model of heritage management, which will promote conservation of the sites in these areas as a group, rather than as individual sites.

5.6 COMMEMORATION AND INTERPRETATION

Commemorating and interpreting the history of our city provides greater opportunities for residents and visitors alike to understand, celebrate and take action in the protection of our local heritage, both tangible and intangible. Currently, the City of Vancouver, and associated arms-length organizations, implements or proposes the following commemoration and interpretation initiatives:

- Designated Building Plaques
- Places that Matter Plaques, Vancouver Heritage Foundation
- Centennial Plaques
- Cultural Mapping: available on VanMap
- Toponymy:

Vancouver already has many thousands of existing street and place names. Toponyms (place names) provide the most useful geographical reference system in the world. Toponyms provide valuable insight into the historical geography of a particular region (the importance of nature in our city is acknowledged on many street signs in

Kitsilano and Fairview with names like Birch, Yew, Arbutus, Balsam, Cypress, and Maple); existing toponyms not only illustrate original habitation, but can also help identify settlement patterns and periods of immigration. Place names tend to reflect those who ‘discovered’ or ‘settled’ the land, and often refer to dominant cultures. In Vancouver, this starts with the name of the city itself, and other names such as Spanish Banks and Point Grey.

If you desired your name on a street sign in the Terminal City’s earliest days it was useful to be male, non-native, British, royalty or an executive of the Canadian Pacific Railway. Better yet, if you were a CPR surveyor you could name streets after yourself like Lauchlan Alexander Hamilton did, not to mention immortalizing dozens of fellow CPR employees - Beatty, Cambie, Shaughnessy and Strathcona among them. After surveying Fairview Slopes, Hamilton decided to name streets in the city’s first subdivision after trees that were being gobbled up by the boomtown’s sawmills.

Mark Forsythe, BC BookWorld, Summer 2002.

Vancouver already has a wide variety of place names, some of which have other names layered on them. An example is First Nations places names, now better understood but rarely used in their original language. As part of an ongoing understanding of the land of the city and its unique cultural history, the role of ‘names’ can be further developed in understanding our intangible cultural history. This may include new street names, neighbourhoods and names of public places. This is referred to in the Marpole Plan, with recommendations for the naming that recognizes First Nations cultural heritage.

- Additional Online Resources and Apps

It is recommended that the City of Vancouver continues to build strategic alliances with community, heritage and cultural stakeholders to develop and deliver commemoration and interpretation programs. This can include institutions (Museum of Vancouver, City of Vancouver Archives), outside stakeholders (Vancouver Heritage Foundation) and other potential partners.

5.7 PROPOSED EVALUATION METHODOLOGY AND CRITERIA

This study reviewed numerous evaluation systems and found few examples that calibrate to the municipal level in a meaningful way, thus an approach has been developed which adopts elements of best practice from different systems. Beginning with the Historic Context Statement, which divided into the more detailed Thematic Framework, this new evaluation methodology is keyed directly to the historic themes most representative of Vancouver’s historical development.



The methodology comprises six criteria, any one of which is sufficient to define heritage value. Multiple values can and will often be determined through this values-based approach. The updated criteria have been particularly influenced by systems from West Vancouver and the Australian states of Victoria and New South Wales. Elements of the existing Vancouver approach have also been retained, particularly the High/Moderate/Low ranking so that the relative significance of value can be assessed. The proposed methodology is no longer additive, but within each criterion, there is an inherent comparison of a place against similar places within the city.

A High, Moderate, Low ranking is recommended so that the relative significance of value can be assessed. Rating ‘High’ in any one criterion is sufficient for a place to attain heritage status, as is four ‘Moderate’ ratings. Following a ‘Yes’ rating, there is a threshold for determining if the place is Grade 1 – Exceptional/Outstanding (which corresponds to the current ‘A’ category of the Register) or Grade 2 (all other sites). This is based on the English system of Grades. The final threshold for integrity reflects best practice worldwide and ensures that the significance of a place can still be communicated.

The primary benefit of this new proposed evaluation system is that it is clearly values-based, and is a self-sufficient system as opposed to additive and cumulative; it allows for the greater recognition of intangible cultural heritage within a place and removes the significant bias toward architecture. The new system continues to acknowledge and separate the ‘most significant’ heritage resources (previously the ‘A’ category sites, now the ‘Grade 1’ sites) from the rest of the significant resources (previously the ‘B’ and ‘C’ category sites, now the ‘Grade 2’ sites) – allowing for additional policies to be attached to the city’s ‘most significant’ places. This system also removes the bias that ‘C’ category sites are not as significant as ‘A’ or ‘B’ places, as they have now been combined into one Grade 2 category. For the full, recommended evaluation system and methodology, see section 5.8 and 5.9 of this report.

METHODOLOGY

An updated Evaluation Framework for the Vancouver Heritage Register has been formulated after a review of best practices in the cultural resource management field and also a review of evaluation systems used worldwide. Progressive and relevant criteria have been sourced from the various systems studied in order to strengthen the existing evaluation framework in Vancouver. An updated framework must recognize the three decades of work that has been accomplished through the use of the current system, and must incorporate the ~2,200 sites already listed on the Register, whilst moving to a more holistic approach. The original 1986 Heritage Inventory was calibrated by neighbourhood to ensure each area was represented; this intent has not changed and is enhanced by the ongoing preparation of neighbourhood-level Historic Context Statements and Thematic Frameworks, a practice which should continue. A ranked system is still required by the City in order to determine priority places and to tie them to existing policies.

NEW DIRECTIONS

Globally, the accepted approach to heritage conservation is a values-based approach, mandated by UNESCO protocols and adopted by major conservation authorities, both at the international level (including the UNESCO World Heritage Centre and the Getty Conservation Institute) and at a national level (including Australia, U.K., U.S. and Canada). In Canada, the *Standards and Guidelines for the Conservation of Historic Places in Canada* is based on a values-based approach. An introduction of broader, values-based metrics represents a shift away from the traditional emphasis on architectural typologies and aesthetics, and recognizes emerging trends in urban development, such as the need to integrate more sustainable city-building methods.

A values-based approach starts by analyzing the values and significance attributed to places before considering how those values can be protected most effectively. An introduction of broader, values-based metrics represents a shift away from the traditional emphasis on architectural typologies and aesthetics, and the materials-based approach, which was employed in the 1986 Inventory. Since the original Inventory was produced, other holistic approaches to heritage management have been evolving, particularly landscape-based approaches. A greater understanding of the significance of cultural landscapes has developed, leading to a better appreciation of environmental factors, as well as intangible values such as continuity and identity. This advancing view of heritage also recognizes emerging trends in urban development, such as the need to integrate more sustainable city-building methods.

RECOMMENDATIONS

Based on the progressing standards of heritage management and evaluation, it is recommended that the current evaluation framework moved to a values-based approach. Six criteria (there are currently nine) have been proposed. Multiple values can and will often be determined through this values-based approach. The updated criteria have been particularly influenced by systems from West Vancouver and the Australian states of Victoria and New South Wales. Elements of the existing Vancouver approach have also been retained, particularly the High/Moderate/Low ranking so that the relative significance of value can be assessed. The proposed methodology is no longer additive, but within each criterion, there is an inherent comparison of a place against similar places within the city. Rating 'High' in any one criterion is sufficient for a place to attain heritage status, as is three 'Moderate' ratings. Following a 'Yes' rating, there is a threshold for determining if the place is Grade 1 – Exceptional/Outstanding (which corresponds to the current 'A' category of the Register) or Grade 2 (all other sites). This is based on the English system of Grades and applies a more consistent and streamlined management process. The final threshold for integrity reflects best practice worldwide and ensures that the significance of a place can still be communicated.

NOTES

'Heritage value' according to the Vancouver Charter means historical, cultural, aesthetic, scientific or educational worth or usefulness of property or an area. Intangible heritage is not included on the Vancouver Heritage Register. Although an inventory of intangible heritage could be important, particularly as a way of recognizing aspects of First Nations heritage, this would need to be a separate list and project from the tangible Register. The Vancouver Charter only makes provisions for 'real property' to be included on the Register, which would make purely intangible heritage ineligible. For the purposes of the proposed Evaluation Framework, all categories of potential historic resources have been grouped together as 'place', as this follows the terminology of the Standards and Guidelines and reinforces the requirement for all listings on the Register to be real property.

RESEARCH PROFILE

Archival research should be conducted to establish an historic profile for the place. A summary and site photograph(s) must first be prepared in order to most accurately evaluate the place for heritage significance.

5.8 PROPOSED EVALUATION FORM EXPLANATORY NOTES

Eligibility for inclusion the Vancouver Heritage Register:

- Must be *at least 20 years old* to be eligible for inclusion.
- Resource types include: buildings, structures, groups of buildings or structures, landscape features (gardens, but not individual trees), cultural landscapes and engineering works.
- Individual trees, non-permanent objects and intangible (non-real property) heritage are not eligible.

Assessing Level of Heritage Significance:

Within each criterion, there should be a **comparison** of the type of resource to similar types of resources within the City of Vancouver in order to determine the relative merit of the type of resource. Please also note the difference between ‘immediate area’ (block or surrounding blocks) and ‘neighbourhood’ (Kitsilano, West End, Marpole, etc. – as defined by Community Planning boundaries).

CRITERION 1 [THEMATIC] – This criterion assesses association with broad themes (see *Thematic Framework* [[hyperlink](#)]), events, periods of time and cultural traditions of local/civic history, including settlement patterns, economic growth/production, community development, cultural expression, and government systems.

<i>None/Poor</i>	Exhibits a limited connection to one or more of the identified citywide historic themes or subthemes.
<i>Low</i>	Exhibits a recognizable connection to one or more of the identified citywide historic themes or subthemes.
<i>Moderate</i>	Exhibits a significant connection to one or more of the identified citywide historic themes or subthemes.
<i>High</i>	Exhibits a direct connection to one or more of the identified citywide historic themes or subthemes and is an excellent expression of one or more of the themes/subthemes.

CRITERION 2 [ASSOCIATION] – This criterion assesses association with a particular person, group of people or institution(s), including the importance of the architect, builder, landscape architect, or planner.

<i>None/Poor</i>	Limited or no known historic association.
<i>Low</i>	Connected with a person, social or cultural group, or institution that is of some importance to the neighbourhood.
<i>Moderate</i>	Connected with a person, social or cultural group, or institution that is of considerable or representative importance to the neighbourhood, or moderate importance to the city.
<i>High</i>	Connected with a person, social or cultural group, or institution that is of considerable importance to the city, province or nation.

CRITERION 3 [AESTHETIC] – This criterion assesses architectural significance; expression of style; design details and features; building materials; method of construction; and planning context.

<i>None/Poor</i>	An average example of a style or type or design or technology.
<i>Low</i>	A good example of a style or type or design or technology.
<i>Moderate</i>	A very good example of a style or type or design or technology.
<i>High</i>	An excellent example of a style or type or design or technology.

CRITERION 4 [LANDMARK] – This criterion assesses landmark status or symbolic value.

<i>None/Poor</i>	No landmark or symbolic significance.
<i>Low</i>	Landmark in an immediate area or a place of symbolic importance to an immediate area.
<i>Moderate</i>	Landmark within a neighbourhood or a place of symbolic importance to a neighbourhood.
<i>High</i>	Landmark of civic importance or a place of significant symbolic value to the city, province or nation.

CRITERION 5 [RARITY] – This criterion assesses rarity within Vancouver, or whether a resource is among a small number of its type that demonstrates an important style, phase, event, etc.

<i>None/Poor</i>	Significant number of similar resources.
<i>Low</i>	Demonstrates an uncommon, rare or physically endangered aspect of the immediate area's history.
<i>Moderate</i>	Demonstrates an uncommon, rare or physically endangered aspect of the neighbourhood's history.
<i>High</i>	Demonstrates an uncommon, rare or physically endangered aspect of the city's history.

CRITERION 6 [PATTERN] – This criterion assesses significance within the historic urban planning and development of the neighbourhood and/or city, including placement within a group of similar buildings, landscapes, or cultural landscapes.

<i>None/Poor</i>	Little evidence of a recognizable historic pattern.
<i>Low</i>	Provides some evidence of an historic pattern of importance for the immediate area.
<i>Moderate</i>	Directly linked to the establishment of an historic pattern of neighbourhood importance.
<i>High</i>	Directly linked to the establishment of an historic pattern of civic importance.

THRESHOLDS

- **Significance:** If the resource demonstrates **exceptional** or **outstanding** qualities for any of the criteria (above a 'High' level), it would be considered **Grade 1** (among the very best examples of this type of resource), whereas a resource that does not exceed a 'High' level in any of the criteria would be considered **Grade 2**.
- **Integrity:** This refers to the degree to which heritage values are still evident/authentic, and can be understood and appreciated (for example, the degree to which the original design or use can still be discerned). If considerable change has occurred, the significant values may not be readily identifiable. **Changes that are reversible are not considered to affect integrity.**

5.9 PROPOSED EVALUATION FORM

Address:

Date of Construction/Establishment:

Research Summary:

Theme(s)/Subtheme(s) Illustrated:

Building Permit:

Water Permit:

Newspaper/Publication references:

City Directories:

Fire Insurance Maps:

Photographs (including archival photographs, as available):

VANCOUVER HERITAGE REGISTER EVALUATION FRAMEWORK

The type of resource should be rated for each of the criteria below, in order to establish its relative significance. This will determine if the type of resource merits inclusion on the Vancouver Heritage Register, or not, and whether it is **Grade 2** (Moderate/High Heritage Significance) or **Grade 1** (Exceptional/Outstanding Heritage Significance).

Date of Evaluation:
Address:

Neighbourhood:
Date of Construction/Establishment:

CRITERIA

The...(type of resource – building, etc.):

Level of Heritage Significance

None/Poor Low Moderate High

[**THEMATIC**] 1. Is associated with one or more themes, events, periods of time, or cultural traditions considered important in the history of Vancouver.

Theme(s)/Subtheme(s):

Explanation:

☐☐☐☐

[**ASSOCIATION**] 2. Is associated with the life or work of a person, group of persons, social or cultural group(s) or institution(s) of importance in Vancouver's history.

Explanation:

☐☐☐☐

[**AESTHETIC**] 3. Demonstrates aesthetic characteristics and/or represents a creative achievement in design, architecture, landscape architecture, planning, construction, materials, or technology.

Explanation:

☐☐☐☐

[**LANDMARK**] 4. By virtue of its location, its symbolism, or some other element, serves to communicate the heritage of Vancouver.

Explanation:

☐☐☐☐

[**RARITY**] 5. Possesses uncommon, rare or physically endangered aspects of Vancouver's history.

Explanation:

☐☐☐☐

[**PATTERN**] 6. Communicates the historic urban planning and development of the neighbourhood or city.

Explanation:

☐☐☐☐

Based on the above criteria, does the type of resource merit inclusion on the Register? (at least 1 'High' or 3 'Moderate')

NO: ☐

YES: ☐

THRESHOLDS (If the type of resource qualifies as 'Yes')

Would the type of resource be considered **exceptional/outstanding** (among the very best examples of this type of resource) in any of the criteria listed above? If yes, explain:

NO: ☐
(result is GRADE 2)

YES: ☐
(result is GRADE 1)

Does the type of resource retain sufficient integrity to convey significance? If not, the type of resource will **not** qualify for the Register. NO: ☐

YES: ☐

FINAL EVALUATION:

DOES NOT QUALIFY*: ☐

GRADE 2: ☐

GRADE 1: ☐

* Places that do not qualify for the Vancouver Heritage Register may be better suited for other commemoration/recognition programs, such as the *Places That Matter Plaque Project* by the Vancouver Heritage Foundation.



RECOMMENDED STRATEGIES TO UPGRADE THE VANCOUVER HERITAGE REGISTER

- 1** Adopt the citywide Historic Context Statement and Thematic Framework. Continue to review and update as required (see following page).
- 2** Adopt the revised Heritage Register Evaluation Methodology, Criteria and Ranking.
- 3** Add the identified 'Priority' sites to the VHR that embody underrepresented places and Thematic Framework Gaps.

4 Undertake ongoing analysis of current Register sites based on the citywide Thematic Framework, in order to further understand the values represented by these sites.

5 Reorganize the VHR according to the four categories recognized by Parks Canada: Buildings, Cultural Landscapes, Engineering Works, and Archaeological Sites and divide the Register into Protected and Unprotected sites.

6 Create an online information and management system to support the Register.

7 Continue to update the VHR through community input and the ongoing addition of significant sites.

8 Monitor and update the VHR on a regular, cyclical basis.

9 Continue to undertake the preparation of neighbourhood-level Historic Context Statements and Thematic Frameworks.

Further Strategies to Update the Citywide Historic Context Statement and Thematic Framework

This document is structured to be as current as possible, but as new events and histories unfold, it will be necessary to continuously update. The structure of the Thematic Framework is designed to be inclusive and expandable over time, as can be continuously updated as new information becomes available, new resources are identified and as other themes become relevant. It will also need to be updated continuously to recognize unfolding best practices, evolving UNESCO protocols and ongoing initiatives that recognize intangible cultural heritage.

Further sub-themes and components can be developed as new research is undertaken and as different aspects of the city's historical development are better understood. Any updates should be rigorously reviewed to ensure consistency with the entire framework, but there is ample latitude to add further material to the structure of the document.

It is recommended that the document be reviewed on a regular, cyclical basis, to ensure that it remains current and relevant. This could include:

- Focus on the ongoing review of sub-themes and components to ensure that they comprehensively capture the broadest possible spectrum of community value. This could consist of an annual review of one or more sub-themes or components, with further community input and academic review; this may also lead to the identification of further sites of heritage value. This would follow the process being undertaken in the LA Survey, where context papers that develop specific themes, in detail, continue to be released under the overall work plan.
- Development and inclusion of sub-themes and components not already covered; an example would be the history of individual cultural communities that are not yet broken out separately as part of Multicultural Settlement.
- Sub-theme components can also be further split into individual numbered elements as required; an example would be the history of individual religious institutions that are not yet broken out separately.
- At a certain period in the cycle, review the entire document to ensure that it continues to be current and relevant.

ACKNOWLEDGEMENTS

The **City of Vancouver Heritage Register System Plan** was undertaken as part of a larger project, the Vancouver **Heritage Action Plan**. The Heritage Register System Plan was a core aspect of the Heritage Action Plan, which has provided an integrated and comprehensive framework for updating the City's heritage planning framework.

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APPENDIX A: DEFINITIONS

Canadian Register of Historic Places: A listing of all historic sites of local, provincial and national significance; sites are documented through a Statement of Significance. The CRHP is administered by the Government of Canada.

Character-Defining Elements: The materials, forms, location, spatial configurations, uses and cultural associations or meaning that contribute to the heritage value of a historic place, which must be retained in order to preserve its heritage value.

Conservation: All actions 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 includes the identification, protection and promotion of places that are important to our culture and history. It involves three components that aid in the protection of the heritage value:

- **Preservation:** The process of maintaining and/or stabilizing the existing materials, form and integrity of a historic place.
- **Restoration:** The process of uncovering or revealing the state of a historic place or material as it appeared in a particular period in its history.
- **Rehabilitation:** The processing or action of making possible a continuing or compatible contemporary use of a historic place or individual material/component and restoration of these places to retain their historical and cultural significance.

Cultural Landscape: Any geographical area that has been modified, influenced, or given special cultural meaning by people.

Fabric: The physical remains of human activities on the landscape.

Guidelines: Statements that provide practical guidance in applying the Standards for the conservation of Historic Places. They are presented as recommended and non-recommended actions.

Heritage: Heritage is a broad term that refers to all that is inherited from the past. It therefore includes the built environment, those buildings and works of the past, sites of historic events, historic skills, behaviours and patterns of life. A community's heritage encompasses its entire environmental inheritance.

Heritage Character: This means the overall effect produced by traits or features that give property or an area a distinctive quality of appearance dating from an earlier period.

Heritage Value: As defined by the Vancouver Charter, historical, cultural, aesthetic, scientific or educational worth or usefulness of property or an area. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Historic Context Statement: Identifies the broad patterns of historic development in the community and defines historic property types, such as buildings, cultural landscapes or engineering works that represent these patterns of development. An historic context statement provides direction for evaluating and protecting significant heritage resources, through a narrative historical overview of the overarching forces (environmental, geographical, social, cultural, political, governmental, technological) that have shaped land use patterns and development of the built environment.

Historic Place: A structure, building, group of buildings, landscape, archaeological site or other place that has been formally recognized for its heritage value.

Intangible Cultural Heritage: 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. [UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage].

Integrity: The ability of a place to convey a sense of the history that made it significant.

Interpretation: Any communication process designed to reveal the characteristics, meanings and relationships of a community's built heritage to the public through reference to objects, artifacts, landscapes, and structures or persons.

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

Legal Protection: Continuing protection provided through a bylaw of Council including either municipal heritage designation, a Heritage Revitalization Agreement, a Section 215 Covenant on Title or inclusion on a Heritage Conservation Area Bylaw Schedule.

Natural Heritage: Natural sites, features, or formations or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.

Standards: Norms for the respectful conservation of historic places.

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 an historic place to be listed on the Provincial and Canadian Registers of Historic Places. The document is used at the local level as a planning tool for future conservation interventions.

Thematic Framework: A structure that uses themes to help conceptualize past events and to place sites, people and events within their historical contexts.

Vancouver Heritage Register: A register that identifies real property of sites that are considered by City Council to be heritage property, as adopted by resolution under Vancouver Charter S.582. The Register must indicate the reasons why property included in a heritage register is considered to have heritage value or heritage character, and may distinguish between heritage properties of differing degrees and kinds of heritage value or heritage character.

APPENDIX B:

UNESCO *HISTORIC URBAN LANDSCAPE*

Preamble

The General Conference,

Considering that historic urban areas are among the most abundant and diverse manifestations of our common cultural heritage, shaped by generations and constituting a key testimony to humankind's endeavours and aspirations through space and time,

Also considering that urban heritage is for humanity a social, cultural and economic asset, defined by an historic layering of values that have been produced by successive and existing cultures and an accumulation of traditions and experiences, recognized as such in their diversity,

Further considering that urbanization is proceeding on an unprecedented scale in the history of humankind, and that throughout the world this is driving socio-economic change and growth, which should be harnessed at the local, national, regional and international levels,

Recognizing, the dynamic nature of living cities,

Noting, however, that rapid and frequently uncontrolled development is transforming urban areas and their settings, which may cause fragmentation and deterioration to urban heritage with deep impacts on community values, throughout the world,

Considering, therefore, that in order to support the protection of natural and cultural heritage, emphasis needs to be put on the integration of historic urban area conservation, management and planning strategies into local development processes and urban planning, such as, contemporary architecture and infrastructure development, for which the application of a landscape approach would help maintain urban identity,

Also considering that the principle of sustainable development provides for the preservation of existing resources, the active protection of urban heritage and its sustainable management is a condition sine qua non of development,

Recalling that a corpus of UNESCO standard-setting documents, including conventions, recommendations and charters (1) exists on the subject of the conservation of historic areas, all of which remain valid,

Also noting, however, that under processes of demographic shifts, global market liberalization and decentralization, as well as mass tourism, market exploitation of heritage, and climate change, conditions have changed and cities are subject to development pressures and challenges not present at the time of adoption of the most recent UNESCO recommendation on historic areas in 1976 (Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas),

Further noting the evolution of the concepts of culture and heritage and of the approaches to their management, through the combined action of local initiatives and international meetings (2), which have been useful in guiding policies and practices worldwide,

Desiring to supplement and extend the application of the standards and principles laid down in existing international instruments,

Having before it proposals concerning the historic urban landscape as an approach to urban heritage conservation, which appear on the agenda of the 36th session of the General Conference as item 8.1,

Having decided at its 35th session that this issue should be addressed by means of a recommendation to Member States,

1. *Adopts*, this 10th day of November 2011, the present Recommendation on the Historic Urban Landscape;
2. *Recommends* that Member States adopt the appropriate legislative institutional framework and measures, with a view to applying the principles and norms set out in this Recommendation in the territories under their jurisdiction;
3. *Also recommends* that Member States bring this Recommendation to the attention of the local, national and regional authorities, and of institutions, services or bodies and associations concerned with the safeguarding, conservation and management of historic urban areas and their wider geographical settings.

Introduction

1. Our time is witness to the largest human migration in history. More than half of the world's population now lives in urban areas. Urban areas are increasingly important as engines of growth and as centres of innovation and creativity; they provide opportunities for employment and education and respond to people's evolving needs and aspirations.
2. Rapid and uncontrolled urbanization, however, may frequently result in social and spatial fragmentation and in a drastic deterioration of the quality of the urban environment and of the surrounding rural areas. Notably, this may be due to excessive building density, standardized and monotonous buildings, loss of public space and amenities, inadequate infrastructure, debilitating poverty, social isolation, and an increasing risk of climate-related disasters.
3. Urban heritage, including its tangible and intangible components, constitutes a key resource in enhancing the liveability of urban areas, and fosters economic development and social cohesion in a changing global environment. As the future of humanity hinges on the effective planning and management of resources, conservation has become a strategy to achieve a balance between urban growth and quality of life on a sustainable basis.
4. In the course of the past half century, urban heritage conservation has emerged as an important sector of public policy worldwide. It is a response to the need to preserve shared values and to benefit from the legacy of history. However, the shift from an emphasis on architectural monuments primarily towards a broader recognition of the importance of the social, cultural and economic processes in the conservation of urban values, should be matched by a drive to adapt the existing policies and to create new tools to address this vision.
5. This Recommendation addresses the need to better integrate and frame urban heritage conservation strategies within the larger goals of overall sustainable development, in order to support public and private actions aimed at preserving and enhancing the quality of the human environment. It suggests a landscape approach for identifying, conserving and managing historic areas within their broader urban contexts, by considering the interrelationships of their physical forms, their spatial organization and connection, their natural features and settings, and their social, cultural and economic values.
6. This approach addresses the policy, governance and management concerns involving a variety of stakeholders, including local, national, regional, international, public and private actors in the urban development process.
7. This Recommendation builds upon the four previous UNESCO recommendations concerning heritage preservation, and recognizes the importance and the validity of their concepts and principles in the history and practice of conservation. In addition, modern conservation conventions and charters address the many dimensions of cultural and natural heritage, and constitute the foundations of this Recommendation.

I. Definition

8. The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of “historic centre” or “ensemble” to include the broader urban context and its geographical setting.
9. This wider context includes notably the site’s topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.
10. This definition provides the basis for a comprehensive and integrated approach for the identification, assessment, conservation and management of historic urban landscapes within an overall sustainable development framework.
11. The historic urban landscape approach is aimed at preserving the quality of the human environment, enhancing the productive and sustainable use of urban spaces, while recognizing their dynamic character, and promoting social and functional diversity. It integrates the goals of urban heritage conservation and those of social and economic development. It is rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past.
12. The historic urban landscape approach considers cultural diversity and creativity as key assets for human, social and economic development, and provides tools to manage physical and social transformations and to ensure that contemporary interventions are harmoniously integrated with heritage in a historic setting and take into account regional contexts.
13. The historic urban landscape approach learns from the traditions and perceptions of local communities, while respecting the values of the national and international communities.

II. Challenges and opportunities for the historic urban landscape

14. The existing UNESCO recommendations recognize the important role of historic areas in modern societies. These recommendations also identify a number of specific threats to the conservation of historic urban areas, and provide general principles, policies and guidelines to meet such challenges.
15. The historic urban landscape approach reflects the fact that both the discipline and practice of urban heritage conservation have evolved significantly in recent decades, enabling policy-makers and managers to deal more effectively with new challenges and opportunities. The historic urban landscape approach supports communities in their quest for development and adaptation, while retaining the characteristics and values linked to their history and collective memory, and to the environment.
16. In the past decades, owing to the sharp increase in the world’s urban population, the scale and speed of development, and the changing economy, urban settlements and their historic areas have become centres and drivers of economic growth in many regions of the world, and have taken on a new role in cultural and social life. As a result, they have also come under a large array of new pressures, including:

Urbanization and globalization

17. Urban growth is transforming the essence of many historic urban areas. Global processes have a deep impact on the values attributed by communities to urban areas and their settings, and on the perceptions and realities of their inhabitants and users. On the one hand, urbanization provides economic, social and cultural opportunities that can enhance the quality of life and traditional character of urban areas; on the other hand, the unmanaged changes in urban density and growth can undermine the sense of place, the integrity of the urban fabric, and the identity of communities. Some historic urban areas are losing their functionality, traditional role and populations. The historic urban landscape approach may assist in managing and mitigating such impacts.

Development

18. Many economic processes offer ways and means to alleviate urban poverty and to promote social and human development. The greater availability of innovations, such as information technology and sustainable planning, design and building practices, can improve urban areas, thus enhancing the quality of life. When properly managed through the historic urban landscape approach, new functions, such as services and tourism, are important economic initiatives that can contribute to the well-being of the communities and to the conservation of historic urban areas and their cultural heritage while ensuring economic and social diversity and the residential function. Failing to capture these opportunities leads to unsustainable and unviable cities, just as implementing them in an inadequate and inappropriate manner results in the destruction of heritage assets and irreplaceable losses for future generations.

Environment

19. Human settlements have constantly adapted to climatic and environmental changes, including those resulting from disasters. However, the intensity and speed of present changes are challenging our complex urban environments. Concern for the environment, in particular for water and energy consumption, calls for approaches and new models for urban living, based on ecologically sensitive policies and practices aimed at strengthening sustainability and the quality of urban life. Many of these initiatives, however, should integrate natural and cultural heritage as resources for sustainable development.
20. Changes to historic urban areas can also result from sudden disasters and armed conflicts. These may be short lived but can have lasting effects. The historic urban landscape approach may assist in managing and mitigating such impacts.

III. Policies

21. Modern urban conservation policies, as reflected in existing international recommendations and charters, have set the stage for the preservation of historic urban areas. However, present and future challenges require the definition and implementation of a new generation of public policies identifying and protecting the historic layering and balance of cultural and natural values in urban environments.
22. Conservation of the urban heritage should be integrated into general policy planning and practices and those related to the broader urban context. Policies should provide mechanisms for balancing conservation and sustainability in the short and long terms. Special emphasis should be placed on the harmonious integration of contemporary interventions into the historic urban fabric. In particular, the responsibilities of the different stakeholders are the following:
 - (a) Member States should integrate urban heritage conservation strategies into national development policies and agendas according to the historic urban landscape approach. Within this framework, local authorities should prepare urban development plans taking into account the area's values, including the landscape and other heritage values, and features associated therewith;
 - (b) Public and private stakeholders should cooperate, inter alia, through partnerships to ensure the successful application of the historic urban landscape approach;
 - (c) International organizations dealing with sustainable development processes should integrate the historic urban landscape approach into their strategies, plans and operations;
 - (d) National and international non-governmental organizations should participate in developing and disseminating tools and best practices for the implementation of the historic urban landscape approach.
23. All levels of government – local, regional, national/federal, – aware of their responsibility – should contribute to the definition, elaboration, implementation and assessment of urban heritage conservation policies. These policies should be based on a participatory approach by all stakeholders and coordinated from both the institutional and sectorial viewpoints.

IV. Tools

24. The approach based on the historic urban landscape implies the application of a range of traditional and innovative tools adapted to local contexts. Some of these tools, which need to be developed as part of the process involving the different stakeholders, might include:
- (a) Civic engagement tools should involve a diverse cross-section of stakeholders, and empower them to identify key values in their urban areas, develop visions that reflect their diversity, set goals, and agree on actions to safeguard their heritage and promote sustainable development. These tools, which constitute an integral part of urban governance dynamics, should facilitate intercultural dialogue by learning from communities about their histories, traditions, values, needs and aspirations, and by facilitating mediation and negotiation between groups with conflicting interests.
 - (b) Knowledge and planning tools should help protect the integrity and authenticity of the attributes of urban heritage. They should also allow for the recognition of cultural significance and diversity, and provide for the monitoring and management of change to improve the quality of life and of urban space. These tools would include documentation and mapping of cultural and natural characteristics. Heritage, social and environmental impact assessments should be used to support and facilitate decision-making processes within a framework of sustainable development.
 - (c) Regulatory systems should reflect local conditions, and may include legislative and regulatory measures aimed at the conservation and management of the tangible and intangible attributes of the urban heritage, including their social, environmental and cultural values. Traditional and customary systems should be recognized and reinforced as necessary.
 - (d) Financial tools should be aimed at building capacities and supporting innovative income-generating development, rooted in tradition. In addition to government and global funds from international agencies, financial tools should be effectively employed to foster private investment at the local level. Micro-credit and other flexible financing to support local enterprise, as well as a variety of models of partnerships, are also central to making the historic urban landscape approach financially sustainable.

V. Capacity-building, research, information and communication

25. Capacity-building should involve the main stakeholders: communities, decision-makers, and professionals and managers, in order to foster understanding of the historic urban landscape approach and its implementation. Effective capacity-building hinges on an active collaboration of these main stakeholders, aimed at adapting the implementation of this Recommendation to regional contexts in order to define and refine the local strategies and objectives, action frameworks and resource mobilization schemes.
26. Research should target the complex layering of urban settlements, in order to identify values, understand their meaning for the communities, and present them to visitors in a comprehensive manner. Academic and university institutions and other centres of research should be encouraged to develop scientific research on aspects of the historic urban landscape approach, and cooperate at the local, national, regional and international level. It is essential to document the state of urban areas and their evolution, to facilitate the evaluation of proposals for change, and to improve protective and managerial skills and procedures.
27. Encourage the use of information and communication technology to document, understand and present the complex layering of urban areas and their constituent components. The collection and analysis of this data is an essential part of the knowledge of urban areas. To communicate with all sectors of society, it is particularly important to reach out to youth and all under-represented groups in order to encourage their participation.

VI. International cooperation

28. Member States and international governmental and non-governmental organizations should facilitate public understanding and involvement in the implementation of the historic urban landscape approach, by disseminating best practices and lessons learned from different parts of the world, in order to strengthen the network of knowledge-sharing and capacity-building.

29. Member States should promote multinational cooperation between local authorities.
30. International development and cooperation agencies of Member States, non-governmental organizations and foundations should be encouraged to develop methodologies which take into account the historic urban landscape approach and to harmonize them with their assistance programmes and projects pertaining to urban areas.

GLOSSARY OF DEFINITIONS

Historic area/city (from the 1976 Recommendation)

- “Historic and architectural (including vernacular) areas” shall be taken to mean any groups of buildings, structures and open spaces including archaeological and palaeontological sites, constituting human settlements in an urban or rural environment, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or sociocultural point of view are recognized. Among these “areas”, which are very varied in nature, it is possible to distinguish the following “in particular: prehistoric sites, historic towns, old urban quarters, villages and hamlets as well as homogeneous monumental groups, it being understood that the latter should as a rule be carefully preserved unchanged.

Historic urban area (from the ICOMOS Washington Charter)

- Historic urban areas, large and small, include cities, towns and historic centres or quarters, together with their natural and man-made environments. Beyond their role as historical documents, these areas embody the values of traditional urban cultures.

Urban heritage (from European Union research report N° 16 (2004), Sustainable development of Urban historical areas through and active Integration within Towns – SUIT)

- Urban heritage comprises three main categories:
 - Monumental heritage of exceptional cultural value;
 - Non-exceptional heritage elements but present in a coherent way with a relative abundance;
 - New urban elements to be considered (for instance):
 - The urban built form;
 - The open space: streets, public open spaces;
 - Urban infrastructures: material networks and equipments.

Urban conservation

- Urban conservation is not limited to the preservation of single buildings. It views architecture as but one element of the overall urban setting, making it a complex and multifaceted discipline. By definition, then, urban conservation lies at the very heart of urban planning.

Built environment

- The built environment refers to human-made (versus natural) resources and infrastructure designed to support human activity, such as buildings, roads, parks, and other amenities.

Landscape approach (from the International Union for Conservation of Nature – IUCN, and the World Wildlife Fund – WWF)

- The landscape approach is a framework for making landscape-level conservation decisions. The landscape approach helps to reach decisions about the advisability of particular interventions (such as a new road or plantation), and to facilitate the planning, negotiation and implementation of activities across a whole landscape.

Setting (from the ICOMOS Xi'an Declaration)

- The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.

Cultural significance (from the ICOMOS Australia Burra Charter)

- Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

APPENDIX C: COMMEMORATION AND INTERPRETATION MODELS

As Heritage Planning and Heritage Conservation in Vancouver moves toward a more values-based system, the need for the recognition of cultural and intangible heritage becomes more prevalent. However, by definition, intangible heritage is not necessarily connected to structures or specific places and thus, planning for its acknowledgement and preservation can be more complex. Additionally, the Vancouver Charter makes provisions for ‘real property’ to be included on the Heritage Register, which would make intangible heritage (according to its UNESCO definition) ineligible. Worldwide, the issue of intangible heritage has become an important topic. In Canada, intangible heritage is specifically important and relevant in regards to the early history of First Nations people, women, and cultural communities – where often nothing but the oral record remains. Best practice regarding intangible heritage has been explored, and models directly relevant to the Vancouver Heritage Register and Heritage Action Plan has been indicated and partners have been identified.

INTANGIBLE CULTURAL HERITAGE INITIATIVES IN CANADA

In Canada, notable Intangible Cultural Heritage (ICH) initiatives have occurred in Quebec, Newfoundland and Labrador. The *Heritage Foundation of Newfoundland and Labrador* adopted an active strategy in 2006 concerning living heritage. The strategy details objectives and actions for the following goals:

1. To document and preserve ICH information and traditions, including the development and dissemination of ‘best practices’.
2. To promote the celebration of ICH at local, provincial, national and international levels, and the recognition of individuals, groups and communities who carry on ICH traditions.

Although one of the goals is to identify and document Intangible Cultural Heritage traditions within Newfoundland and Labrador communities, this is a separate process from their heritage register. For example, the *Foundation* has begun developing an ongoing province-wide ICH inventory by establishing a central digital archive database/website.

In 2014 Quebec recognized its first UNESCO example of intangible cultural heritage after creating a new cultural heritage act that had a provision for this type of intangible property in 2012. This makes it the first Canadian province to recognize ICH at the legislative level. Since 2004, the province of Quebec has undertaken an ambitious online inventory, the Inventory of Ethnological Resources of Intangible Heritage (IREPI). This has involved the cataloguing of a certain number of tradition bearers and cultural spaces in Quebec. This has provided a chance to test the effectiveness of a large-scale inventory-gathering enterprise, to evaluate its methodology, the necessary partnerships, and the impact of results obtained.

Vancouver Takeaway: *Develop an ongoing citywide Intangible Cultural Heritage inventory by establishing a central digital archive database/website. This action could be community lead and driven, with support from the City of Vancouver Heritage Group; this support would help to maintain the important link between our tangible and intangible heritage. A purely intangible heritage list would need to be evaluated differently, with different criteria than tangible heritage.*

NEW YORK CITY PLACE MATTERS

The idea for Place Matters evolved from City Lore's Endangered Spaces project and a Municipal Arts Society (MAS) taskforce on encouraging protection for places that are vital to New York City's history and traditions but not necessarily architecturally distinguished. City Lore took part in the taskforce, and teamed up with MAS to hold the History Happened Here conference in 1996. The excitement created by that day of discussion led to the ongoing City Lore-MAS collaboration on the Place Matters Project, and its focus on a multiplicity of ways to promote and advocate for special places.

From the start, Place Matters has asked New Yorkers and others to tell which places matter and why they matter. The resulting Census of Places that Matter is a growing information bank of little- and well-known places around the city that hold memories, anchor traditions, tell the history of New York City, and contribute to local distinctiveness. All nominations for places get posted to the online Census, and photos and fuller 'place profiles' are added to the postings. The nominations drive the creation of a citywide inventory of places that warrant attention and caretaking. They also prompt promotion and advocacy. Initiatives spawned by Place Matter include: the book *Hidden New York: A Guide to Places that Matter*; film *From Mambo to Hip Hop*, documenting the South Bronx in the making of Latin music; historical sign project *Your Guide to the Lower East Side*, virtual tour *Marking Time on the Bowery*; advocacy for the first labor landmark (for the Triangle Shirtwaist fire) and the first National Register listing associated with Puerto Rican migration (Casa Amadeo); support for numerous preservation campaigns, regular 'Place of the Month' emails; and public talks and workshops across the city and the U.S. The National Trust for Historic Preservation has adopted Place Matters as a theme.

Vancouver Takeaway: *The Vancouver Heritage Foundation has established the 'Places that Matter Plaque Project', which was created to celebrate the city's intangible heritage, including people, places and events. The project began in 2011 and has succeeded in the acknowledgement of 125 sites, and nominations continue to be accepted. An independent committee made up of local historians, artists, students, heritage consultants, writers and educators review the nominations. Opportunities exist to use the Places that Matter Plaque Project as a starting point for the establishment of an intangible heritage inventory. Collaboration between various stakeholders could involve an initiative to encourage the nomination of the intangible qualities of Vancouver that make it unique and special. These intangible qualities could be used as the starting point for neighbourhood exercises or events, and could provide a further method of community engagement.*

APPENDIX D: HISTORIC CONTEXT STATEMENT AND THEMATIC FRAMEWORK MODELS

The significance of an individual place can be evaluated and explained by providing information about patterns and trends that define community history. Each place can then be considered in the context of the underlying historical influences that have shaped and continue to shape the area. Thematic analysis focuses on examining themes within a body of data, and captures the intricacies of meaning within a broader context. The development of thematic frameworks can be useful in assessing the historic values of sites, particularly the values that are not obvious from the historic fabric. Common, ever-present and representative historic sites, as well as interesting, rare or exceptional examples, can be identified and evaluated using themes.

A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it was changed and how it relates to other sites linked by the theme. Historical themes are identified when a thematic history is prepared. Thematic Frameworks identify the best themes for future designations and commemorations, help to prioritize research priorities and encourage a more comprehensive representation of heritage themes.

Themes present key ideas for describing major historical processes. A theme represents a level of patterned response or meaning from collected data, and provide an accurate understanding of the “big picture.” Themes are used to show how fabric and stories fit into larger historical processes. The thematic narrative provides a focused, analytical discussion of historical patterns, significant events or activities, environmental, social, political, technological and cultural influences, and significant individuals and groups relevant to the historic context.

Thematic frameworks have two major uses:

- as tools to assist in the selection of sites for management, particularly when the aim is to select a representative sample of sites; and
- as tools for the interpretation of sites, especially where the aim is to connect such sites to wider historic stories and tell the stories of the sites from a variety of points of view

These two roles are not mutually exclusive; the ideal is to devise a thematic framework that can be used for both roles.

Thematic frameworks have a number of largely interconnected uses in the management of historic heritage. All of these uses are based around the idea of how particular sites or groups of sites fit into broader stories of regional, national and world history, and provide a tool both for a comprehensive, contextual overview of cultural resources and for the comparative analysis of the relative significance of individual resources. Thematic frameworks can be used to:

- Help determine a site’s comparative significance in a local, regional, national and international context. This aids the process of determining which sites should be protected and which of the protected sites should be actively managed. A framework can assist in deciding the level of resources that should be devoted to protection and management, although such decisions may be more influenced by the level of conservation need in relation to the physical condition of particular sites.
- Examine the question of ‘representativeness’, and identify and manage a range of sites that represent aspects of local, regional, national or international history. Gaps in the historic stories of particular regions can be identified, facilitating the management and interpretation of additional historic heritage sites. The idea of representativeness can also be used as a tool to select the best examples of a particular type of heritage fabric, given that resources for the management and interpretation of historic sites will always be limited.
- Allow greater depth of interpretation. A variety of stories can be told about most sites and a thematic framework can be used to identify the different stories, as well as provide some basis for deciding which stories should receive most attention in the interpretive material.
- Allow historic sites to be connected to wider historic stories or events, illustrating the fact that history was not a series of isolated incidents. Through this process, historic sites can be linked together, aiding our understanding of the place of individual sites in a broader historic context.

- Help promote the inclusion of the stories of minorities or overlooked groups in the interpretation of sites and ensure the representation of sites that might otherwise go unrecognized. It must be noted, however, that a thematic framework only promotes inclusiveness if it is designed to do so.

When developing a thematic framework, key aspects of its structure and the end result of its application should be considered. This should include:

Identification of Sites of Significance:

A Thematic framework can serve as a tool to that takes into account broader historic themes, considers larger concepts, and tackles the question of how to identify a representative sample of heritage that warrants protection.

Representativeness:

The selection of a representative range of sites is an exercise that will always be surrounded by some degree of controversy. However, it is possible that the use of a thematic framework to aid the selection of a representative range of sites may lead to the identification and active management of sites. Ideally, a thematic framework should be a neutral tool for such an exercise; however, bias may enter the system through the way a thematic framework is originally constructed and the way it is applied. Combining a thematic framework with other tools, such as lists of existing sites and records of local history, will help in making more robust choices and reduce any inherent biases. Recent historical scholarship has emphasized the idea of ‘multi-vocal’ historic narratives, rather than one master narrative. This concept holds that many different groups have histories to tell and to be represented at sites, in contrast to the idea of there being one version of history sufficing to tell the story for everyone. The controversy that arises over sites of conflict raises the question of whether to include in a representative range of sites those sites that are referred to by American public historians as ‘sites of contention’ (sites that memorialize inhumane or intolerant acts or events). Since 1987, a number of such sites have been added to the U.S. National Park Service system in the USA. These include the Manzanar Historic Site, recognizing the internment of Japanese Americans in relocation camps during the Second World War; and the Sand Creek Massacre National Historic Site and the Trail of Tears National Trail, acknowledging violence against and displacement of American Indians. New Zealand has a number of sites of historic importance that would fit into this category, including sites of the massacre of Chatham Island Moriori by Taranaki Maori invaders, sites of musket war killings, sites connected with Crown repression of Maori resistance and sites of imprisonment of prisoners of conscience.

Interpretation:

Interpretation can be defined as telling stories and creating understanding, as well as providing factual information about places and events. A thematic framework can help uncover the variety of stories that have occurred over time at a particular site, giving a broader and deeper interpretation than is indicated by the most obvious historic fabric. This provides a way by which a variety of stories can be drawn out and connected to wider events, giving a richer picture of local history. It also provides a tool to help judge that stories need to be told to illustrate the importance of a particular site within the wider contexts of local, national and international history, whilst being mindful of the limited resources for interpretation. Thematic frameworks are most successful when combined with local histories (written accounts of the history of the area in question), oral accounts from people with local historic knowledge, and lists of known historic sites.

Connectivity:

A thematic framework can be used as a tool to show how the historic events at a local site fit into wider national and international stories. This, in turn, illustrates that history is not a series of isolated events but part of wider stories that connect people around the world.

Inclusiveness:

The application of a carefully designed thematic framework to a particular site can bring out the stories of groups that might not otherwise receive coverage. Thus, a framework that considers family life as well as agriculture could bring out the stories of women managing households and raising children in farming areas. In all cases, this depends on how a thematic framework is designed and applied in conjunction with other sources of information.

There are many examples of models from international jurisdictions that provide guidance for the development of a Vancouver Thematic Framework. The notion of “Gaps” is particularly significant to First Nations’ presence and to Vancouver’s culturally pluralistic population. It is important to emphasize the inclusion of multiple historic narratives over a master narrative. A thematic framework must make connections between place, time, and place in a way that is culturally pluralistic and inclusive of cultural traditions.

LOS ANGELES HISTORIC RESOURCE SURVEY PROJECT

SurveyLA – the Los Angeles Historic Resources Survey – is Los Angeles’ first-ever comprehensive program to identify significant historic resources throughout the city. The survey will serve as a centerpiece for the City’s first truly comprehensive preservation program.

Historic contexts differ from other types of narrative histories in that they are meant to identify important themes in history and then relate those themes to extant historic resources or associated property types. Themes may relate to development patterns and trends, such as Post WWII Suburbanization, as well as social, cultural, and historical topics such as the Civil Rights Movement. Historic contexts establish the significance of themes and related topics and then provide specific guidance to field surveyors regarding the characteristics a particular property must have to be a good example of a type. In short, the Los Angeles context statement distills much of what we know about the city’s evolution and development, and then helps establish why a particular site may be considered historically or architecturally significant within one or more of these themes.

The HCS is organized into nine broad contexts that cover the period from about 1780 to 1980 and are specific to Los Angeles. Each of the contexts is comprised of a number of related themes and sub-themes, with more than 200 themes and sub-themes overall, reflecting the richness of Los Angeles’ heritage. Ethnic and cultural contexts have also been developed as ‘stand alone’ documents, but with themes included within the overall citywide framework. Publication of the HCS is ongoing as themes are completed. The Context Statement Introduction provides additional information about the structure and content of the HCS and how it is used as part of survey work.

Developing a comprehensive HCS for a city as large and complex as Los Angeles has been an enormous undertaking. Since 2006 the OHR has worked with consultants to develop an outline, format, and structure for the HCS and more than 40 historic preservation professionals, interns, and volunteers have contributed to its completion. The format complies with the standards and guidelines for surveys set forth by the National Park Service (NPS) and the California Office of Historic Preservation (OHP).

The HCS structure is designed to avoid repetition and be expandable over time. It focuses on extant resources, rather than attempting to document Los Angeles’ ‘lost’ historic places. While the HCS was primarily developed as a resource for professional field surveyors, it is a tremendously useful source of information for researchers and the general public. The Los Angeles Historic Context Statement is broken into the following nine contexts, which are in turn broken into Sub-Contexts and Themes. The development of the Contexts is ongoing.

The Contexts

- Spanish Colonial and Mexican Era Settlement of Los Angeles, 1781-1849
- Pre-Consolidation Communities of Los Angeles, 1862-1932
- Architecture and Engineering, 1850-1980
 - American Colonial Revival
 - Exotic Revival
- Commercial Development, 1850-1980
- Cultural Landscapes, 1875-1980
- Entertainment Industry, 1908-1980
- Industrial Development, 1850-1980
- Public and Private Institutional Development, 1850-1980
 - Sub-context: Religion and Spirituality
 - Sub-context: Social Clubs and Organizations
 - Sub-context: Private Recreational Facilities
 - Sub-context: Education
 - Sub-context: Government Infrastructure and Services
 - Sub-context: Communications
 - Sub-context: New Deal Programs
 - Sub-context: Public and Private Health and Medicine
 - Sub-context: Military Institutions and Activities
 - Sub-context: Civil Rights - Ethnic and Gender Equality
 - Sub-context: Cultural Development and Institutions
- Residential Development and Suburbanization, 1880-1980
- Other Context, 1850-1980

- Ethnic-Cultural Themes
 - Latino Context Statement
 - LGBT Context Statement
 - Jewish History Context

PARKS CANADA NATIONAL HISTORIC SITES OF CANADA SYSTEM PLAN

The National Historic Sites of Canada System Plan provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance. Canada appears to have been the first country to use a thematic framework for historic heritage. The Historic Sites and Monuments Board of Canada (HSMBC) was founded in 1919 and soon after adopted an 'informal organizational grid', setting out a series of broad historic themes for identifying and commemorating historic sites. These themes were largely based around European settlement, wars and the activities of prominent men, and were in line with a progressive view of Canada's history. The framework also gave some attention to First Nations' sites.

Through the 20th century, a variety of thematic frameworks for historic heritage were used at provincial and federal levels in Canada. In 2000, the Minister of Canadian Heritage approved a new National Historic Sites of Canada Systems Plan to replace the national system that had been in use since 1981. A review of the 1981 Plan had identified that the histories of indigenous peoples, ethnocultural communities and women were all under-represented. Therefore, the focus of the new Plan had shifted once again, with a greater emphasis on social history and the strategic priority of redressing this balance. The histories of all the under-represented groups were seen as overlaying all the historic themes established for the 2000 System Plan.

The present thematic framework is similar to the 1994 NPS framework in that it sets out broad overlapping themes, based on activities, rather than being ordered chronologically.

Canadian National Thematic Framework 2000: Themes and Subthemes

- | | |
|--|--|
| <p>1. Peopling the Land</p> <ul style="list-style-type: none"> • Canada's earliest inhabitants • Migration and immigration • Settlement • People and the environment | <p>2. Developing Economies:</p> <ul style="list-style-type: none"> • Hunting and gathering • Extraction and producing • Trade and commerce • Technology and engineering • Labour • Communications and transportation |
| <p>3. Governing Canada</p> <ul style="list-style-type: none"> • Politics and political processes • Government institutions • Security and law • Military and defence • Canada and the world | <p>4. Building Social and Community Life</p> <ul style="list-style-type: none"> • Community organizations • Religious institutions • Education and social well-being • Social movements |
| <p>5. Expressing Intellectual and Cultural Life</p> <ul style="list-style-type: none"> • Learning and the arts • Architecture and design • Science • Sports and leisure • Philosophy and spirituality | |

The new framework has been built on the themes of the 1981 framework, but is designed to be simpler in approach, more responsive to evolving concerns and interests, and more reflective of recent scholarship on the evolution of Canadian historiography. The stated aim for adopting the new thematic framework was that it 'assists in the identification of subject gaps and aids Parks Canada's efforts to ensure diversity of representation in designations.'

PROVINCE OF ALBERTA MASTER PLAN 2005

In the mid-20th century, the focus of Canada's thematic systems moved away from 'great men and events' toward political and economic history. In the mid-1980s, the Historic Resources Division of Alberta Culture set out a chronological system as a thematic framework for identifying prehistoric and historic heritage sites in Alberta. The system used the following ten broad themes:

1. The First People
2. Early prehistoric period
3. Middle prehistoric period
4. Late prehistoric period
5. The fur trade
6. Transition from a nomadic economy
7. Ranching
8. Settlement
9. Resource development
10. Politics

Each of these themes was broken into a number of subthemes. Such chronological systems have the advantages of comparative simplicity and a sense of familiarity, often making them easier to follow. However, there are two principal disadvantages to chronological systems:

- they can too easily be seen as reproducing the discredited view of history as a march of inevitable progress; and
- they do not easily accommodate the multi-vocal interpretations of history, where the stories of many different groups may connect to a particular historic site.

In 2005, the Alberta Community Development released *In Time and Place: Master Plan 2005 for the Protection, Preservation and Presentation of Alberta's Past*, a comprehensive guide intended to encourage the preservation of Alberta's heritage resources. It encourages Albertans to define heritage resources in broad and inclusive terms, to understand the inter-relationships between these resources, and to collect and preserve a broad range of the intellectual and material components of those resources. The Master Plan 2005 provides an analysis of the prehistory and history of the province in the form of a thematic framework.

It invites Albertans to view their prehistory/history as a complex, inter-related whole where people interact with their environment and with each other. It is firmly placed within a historiographical tradition that rejects what has been termed the consensus view of Canadian history. This view focused on mainstream political and economic history, the history of mostly male, mostly white, mostly elite Canadians. Master Plan 2005 is more broadly based on a social history approach that argues the historical fabric is much more complicated, with threads of ethnicity, gender and class, for example, all part of the weave.

Master Plan 2005, page 2.

The thematic structure allows for a flexible view of history, albeit at the cost of some simplicity. Cross-referencing is used within the framework and some aspects of history could arguably be found under a variety of levels within the structure. This approach allows for a degree of interpretation on the part of the user. The framework allows for a degree of interpretation on the part of the user. The framework allows additional information to be inserted at any level, including new themes, should topical studies prove the thematic framework to be inadequate to a given task.

Theme: The first level of the framework is the theme level. The themes are the most general topic divisions. There are eighteen themes in the thematic framework.

Theme 1: Prehistoric Alberta

Theme 2: Fur Trade

Theme 3: Aboriginal Life

Theme 4: Resource Development

Theme 5: Transportation

Theme 6: Agricultural Development

Theme 7: Urban Development

Theme 8: Politics and Government

Theme 9: Health

Theme 10: Work and Leisure
Theme 11: Spiritual Life
Theme 12: Business and Industry
Theme 13: Law Enforcement
Theme 14: Military
Theme 15: Education
Theme 16: Sports
Theme 17: Intellectual Life
Theme 18: The Face of Alberta

Sub-Theme: The second level of the framework is the sub-theme level. These support the development of the main theme but lack sufficient generality to be themes themselves. Cross-references are first used at the sub-theme level, indicating that related information can be found in another theme.

Component: The third level of the framework is the component level. Here greater detail is provided to the sub-themes.

Element: The fourth level of the framework is the element level. The elements form the finest degree of refinement of the framework. It is at the element level that individual resources are most commonly slotted against the thematic framework.

An example is the breakdown of Theme 2: Fur Trade into two sub-themes, 10 components and 77 elements. The intent of the breakdown is to cover the broad range of historic sites that have been identified as provincially significant; significantly, this is one of the only models that provides a breakdown of subthemes. In practice, this approach is overly complicated and unwieldy, and has not achieved wider applicability within the development of local area thematic frameworks. Overall, this approach presents many weaknesses, including its chronological development, its emphasis on the dominant monoculture, and the lack of sequencing of the themes.

CITY OF VICTORIA HERITAGE THEMATIC FRAMEWORK

To reconnect the City of Victoria's heritage program to a values-based approach, a citywide Historic Context Statement and Thematic Framework were developed to identify the key civic historic themes. This framework functions as a means to organize and define historical events, to identify representative historic places, and to place sites, persons and events in an overall context. The main themes of the Parks Canada System Plan framework have been used as an overarching organizing element for the development of Victoria subthemes and for the crafting of neighbourhood Statements of Significance. The thematic framework recognizes a broad range of values under which citywide themes can be articulated, and has assisted in the development of criteria for the inclusion of fifty additional sites on the Heritage Register.

Theme 1: Coastal Settlement

- 1.1 First Nations' Presence
- 1.2 Multi-cultural Origins
- 1.3 Pioneer Farms to First Suburbs
- 1.4 City of Gardens & Landscapes

Theme 2: Gateway Economy

- 2.1 Frontier Boom Town
- 2.2 Resource Base
- 2.3 Working Waterfront
- 2.4 Global Tourism Destination
- 2.5 Historic Infrastructure

Theme 3: Capital City

- 3.1 Governing the West
- 3.2 Military Activity
- Theme 4: Community of Neighbourhoods
 - 4.1 Spiritual Life
 - 4.2 Associations & Organizations
 - 4.3 Schools
 - 4.4 Health & Welfare
 - 4.5 Parks, Recreation & Sport
 - 4.6 Public Spaces & Gathering Places

Theme 5: Cultural Exchange

5.1 Architectural Expression

5.2 Art, Design & Creative Expression

5.3 Practices and Traditions

5.4 Media

The strength of this model is its values-based structure, and its strong development of a thematic framework. The use of the term Cultural is problematic as it is referring only to artistic expression, and does not separate creative and the arts.

UNITED STATES NATIONAL PARK SERVICE THEMATIC FRAMEWORK

The National Park Service (NPS) is a leading manager of American historic sites. In 2000, over 220 of the 377 National Park sites were cultural sites, based around history, anthropology and archaeology. Sites included historic landscapes, early Native American sites, gardens, historic buildings, battlegrounds and lighthouses. The NPS adopted a thematic framework in 1936, which basically followed the broad theme of American history as a story of the 'march of progress'. This thematic framework had a variety of uses, of which the principal one appears to have been identifying the gaps in the historic stories represented in the National Park system. In 1960, congress established the National Historic Landmark Program (NHL), to enable the recognition and management of the many sites that were not included within National Parks. The thematic framework was used to assist the selection and interpretation of National Historic Landmarks.

The NPS revised their thematic framework in 1987, introducing a chronological and topical approach with a much-expanded range of themes. This new framework had 34 themes with numerous subthemes and items. The 1987 framework still proved to be inadequate, as critics argued it pigeonholed historic events and sites too narrowly. In 1990, both the Professional Division of the American Historical Association and the board of the Organization of American Historians called on Congress to fund a further revision of the NPS's thematic framework. It was agreed that a group of scholars, NPS officials and heritage experts would be brought together to discuss the problems with the 1987 framework and devise a new system. This group met in May 1993 and devised the framework that was adopted and has been used by the NPS since 1994. This framework was specifically designed to take into account the changes within the discipline of history that had occurred from the 1960s onwards. During this period, social and cultural histories emerged, challenging the idea that history was one narrative written by the powerful, which outlined the progressive achievements of founding fathers and military and political heroes. Instead, many scholars now saw history as consisting of a whole range of perspectives, including those of minorities, women, the defeated, workers and indigenous people. The new framework was designed as an attempt to allow this range of stories to be told, through a less compartmentalized and more interdisciplinary approach. Rather than being arranged chronologically, the new framework set out eight themes based around activities.

The framework draws upon the work of scholars across disciplines to provide a structure for capturing the complexity and meaning of human experience and for understanding that past in coherent, integrated ways. It provides eight seemingly discrete categories, but they are not meant to be mutually exclusive. Cutting across and connecting the eight categories are three historical building blocks: people, time, and place.

People

The centrality of people may seem obvious but should not be taken for granted. In their work, recent scholars have emphasized that people are the primary agents of change and must be the focus when we try to recapture the past. The framework also recognizes the variety of people who have populated our past. In every category of the outline, consideration of the variables of race, ethnicity, class, and gender will help us better grasp the full range of human experience. This approach does not mean forsaking the whole and breaking up our past into small unrelated pieces, but rather recognizing how the whole has been shaped by our varied histories.

Time

Time is central to both prehistory and history, not simply as a mechanism to locate or isolate events in history, but also as the focus of our concern with process and change over time. The emphasis is not only on 'what happened' but also on 'how and why,' on the transformations that turn the past into the present. There is no assumption of progress or inevitability in interpreting these transformations. Instead, the emphasis is on the tension between change and continuity and on understanding why and how particular choices were made. There is no fixed periodization scheme in this new framework. While the committee of scholars who worked on this revision recognizes that there are moments of significant change in our past, it has not proved valuable to break the past up into rigid segments of time that often ignore or obscure the complexity of historical change.

Place

The outline that follows was developed to address issues of national significance, yet it recognizes that region, community, and other dimensions of place are relevant. This framework acknowledges the richness of local and regional experiences and recognizes difference in place, and particularly regional difference, as an important factor in a fuller understanding of both the origins of national change and the impact of national trends and events. Because place is the concrete context in which our history unfolds, a richer reconstruction of the past must include local and regional experience to help build appreciation for the national experience.

People, time, and place reach across all eight themes and contribute to the interconnections among the themes. One example that can be used to illustrate this interconnectedness is a Southern plantation dating from the 1830s. A quick survey suggests that the significance of this site cuts across every category of the outline. The move of a planter, his family, and his sizable household of slaves from Tidewater Virginia to land purchased from the Choctaws in Alabama would fall obviously under 'Peopling Places,' but the economic imperatives and agricultural developments that triggered the move and the adaptation of the plantation system to the new environment would fit under 'Developing the American Economy,' 'Expanding Science and Technology,' and 'Transforming the Environment.' While the lives of the plantation's white and black, male and female inhabitants fall under 'Peopling Places' and 'Creating Social Institutions and Movements,' the design and construction of the distinctive 'big house' and other plantation architecture illustrates the theme of 'Expressing Cultural Values.' The transfer of the planter's political power from Virginia to Alabama and the role of the planter class in antebellum Alabama falls under 'Shaping the Political Landscape.' Finally, the planter's dependence on the cotton economy and his influential role in international trade on the eve of the Civil War tie directly into 'Developing the American Economy' and 'Changing Role of the U.S. in the World.' The outline suggests that users think broadly, not narrowly, that they look beyond traditional categories of historical significance in an effort to recapture the larger meaning and depth of past experience.

This conceptualization assists the National Park Service in deepening and broadening its identification and interpretation of sites. It suggests fresh opportunities to assess the significance of sites from new perspectives and at regional and local as well as national levels. The framework rests on the assumption that, just as our understanding of the past has been reshaped in recent decades, so it will continue to evolve in the future. It should not be viewed as a final document or definitive statement. It is a part of an ongoing effort to ensure that the preservation and interpretation of historic and prehistoric resources continue to be informed by the best scholarship available.

The eight themes of the NPS Thematic Framework are:

I. Peopling Places

This theme examines human population movement and change through prehistoric and historic times. It also looks at family formation, at different concepts of gender, family, and sexual division of labor, and at how they have been expressed in the American past. While patterns of daily life – birth, marriage, and childrearing – are often taken for granted, they have a profound influence on public life.

Life in America began with migrations many thousands of years ago. Centuries of migrations and encounters have resulted in diverse forms of individual and group interaction, from peaceful accommodation to warfare and extermination through exposure to new diseases.

Communities, too, have evolved according to cultural norms, historical circumstances, and environmental contingencies. The nature of communities is varied, dynamic, and complex. Ethnic homelands are a special type of community that existed before incorporation into the political entity known as the United States. For example, many Indian sites, such as Canyon de Chelly National Monument in Arizona, are on tribal lands occupied by Indians for centuries. Similarly, Hispanic communities, such as those represented by San Antonio Missions National Historical Park, had their origins in Spanish and Mexican history. Distinctive and important regional patterns join together to create microcosms of America's history and to form the 'national experience.' Topics that help define this theme include:

- Family and the life cycle
- Health, nutrition and disease
- Migration from outside and within
- Community and neighbourhood
- Ethnic homelands
- Encounters, conflicts and colonization

II. Creating Social Institutions and Movements

This theme focuses upon the diverse formal and informal structures such as schools or voluntary associations through which people express values and live their lives. Americans generate temporary movements and create enduring institutions in order to define, sustain, or reform these values. Why people organize to transform their institutions is as important to understand as how they choose to do so. Thus, both the diverse motivations people act on and the strategies they employ are critical concerns of social history.

Sites such as Women's Rights National Historical Park in Seneca Falls, New York, and the Eugene V. Debs National Historic Landmark in Indiana illustrate the diversity and changeable nature of social institutions. Hancock Shaker Village, a National Historic Landmark, and Touro Synagogue, a National Historic Site, reflect religious diversity. This category will also encompass temporary movements that influenced American history but did not produce permanent institutions. Topics that help define this theme include:

- Clubs and organizations
- Reform movements
- Religious institutions
- Recreational activities

III. Expressing Cultural Values

This theme covers expressions of culture – people's beliefs about themselves and the world they inhabit. For example, Boston African American Historic Site reflects the role of ordinary Americans and the diversity of the American cultural landscape. Ivy Green, the birthplace of Helen Keller in Alabama, and the rural Kentucky Pine Mountain Settlement School illustrate educational currents. Walnut Street Theater in Pennsylvania, Louis Armstrong's house in New York City, the Chautauqua Historic District in New York, and the Cincinnati Music Hall – all National Historic Landmarks – reflect diverse aspects of the performing arts.

This theme also encompasses the ways that people communicate their moral and aesthetic values. The gardens and studio in New Hampshire of Augustus Saint-Gaudens, one of America's most eminent sculptors, and Connemara, the farm in North Carolina of the noted poet Carl Sandburg, both National Historic Sites, illustrate this theme. Topics that help define this theme include:

- Educational and intellectual currents
- Visual and performing arts
- Literature
- Mass media
- Architecture, landscape architecture and urban design
- Popular and traditional culture

IV. Shaping the Political Landscape

This theme encompasses tribal, local, state, and federal political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment. Independence Hall is an example of democratic aspirations and reflects political ideas.

Places associated with this theme include battlefields and forts, such as Saratoga National Historical Park in New York and Fort Sumter National Monument in South Carolina, as well as sites such as Appomattox Court House National Historical Park in Virginia that commemorate watershed events in the life of the nation.

The political landscape has been shaped by military events and decisions, by transitory movements and protests, as well as by political parties. Places associated with leaders in the development of the American constitutional system such as Abraham Lincoln's home in Illinois and the birthplace of Martin Luther King, Jr., in Atlanta – both National Historic Sites – embody key aspects of the political landscape. Topics that help define this theme include:

- Parties, protests and movements
- Governmental institutions
- Military institutions and activities
- Political ideas, cultures and theories
- V. Developing the American Economy

V. Developing the American Economy

This theme reflects the ways Americans have worked, including slavery, servitude, and non-wage as well as paid labor. It also reflects the ways they have materially sustained themselves by the processes of extraction, agriculture, production, distribution, and consumption of goods and services. Vital aspects of economic history are frequently manifested in regional centers, for example, ranching on the Great Plains illustrated by Grant-Kohrs Ranch National Historic Site in Montana. Individual economic sites, such as Lowell National Historical Park in Massachusetts, may be distinctive in representing both the lives of workers and technological innovations.

In examining the diverse working experiences of the American people, this theme encompasses the activities of farmers, workers, entrepreneurs, and managers, as well as the technology around them. It also takes into account the historical “layering” of economic society, including class formation and changing standards of living in diverse sectors of the nation. Knowledge of both the Irish laborer and the banker, for example, are important in understanding the economy of the 1840s. Topics that help define this theme include:

- Extraction and production
- Distribution and consumption
- Transportation and communication
- Workers and work culture
- Labour organizations and protests
- Exchange and trade
- Governmental policies and practices
- Economic theory

VI. Expanding Science and Technology

This theme focuses on science, which is modern civilization’s way of organizing and conceptualizing knowledge about the world and the universe beyond. This is done through the physical sciences, the social sciences, and medicine. Technology is the application of human ingenuity to modification of the environment in both modern and traditional cultures. Alibates Flint Quarries National Monument in Texas reflects pre-Columbian innovations while Edison National Historic Site in New Jersey reflects technological advancement in historic times. Technologies can be particular to certain regions and cultures. Topics that help define this theme include:

- Experimentation and invention
- Technological applications
- Scientific thought and theory
- Effects on lifestyle and health

VII. Transforming the Environment

This theme examines the variable and changing relationships between people and their environment, which continuously interact. The environment is where people live, the place that supports and sustains life. The American environment today is largely a human artifact, so thoroughly has human occupation affected all its features. Cuyahoga Valley National Recreation Area, which includes portions of the Ohio and Erie Canal, for example, is a cultural landscape that links natural and human systems, including cities, suburbs, towns, countryside, forest, wilderness, and water bodies.

This theme acknowledges that the use and development of the physical setting is rooted in evolving perceptions and attitudes. Sites such as John Muir National Historic Site in California and Sagamore Hill National Historic Site in New York, the home of President Theodore Roosevelt, reflect the contributions of leading conservationists. While conservation represents a portion of this theme, the focus here is on recognizing the interplay between human activity and the environment as reflected in particular places, such as Hoover Dam, a National Historic Landmark. Topics that help define this theme include:

- Manipulating the environment and its resources
- Adverse consequences and stresses on the environment
- Protecting and preserving the environment

VIII. The Changing Role of the USA in the World Community

This theme explores diplomacy, trade, cultural exchange, security and defense, expansionism – and, at times, imperialism. The interactions among indigenous peoples, between this nation and native peoples, and this nation and the world have all contributed to American history. Additionally, this theme addresses regional variations, since, for example, in the eighteenth century, the Spanish southwest, French and Canadian middle west, and British eastern seaboard had different diplomatic histories.

America has never existed in isolation. While the United States, especially in the nineteenth and twentieth centuries, has left an imprint on the world community, other nations and immigrants to the United States have had a profound influence on the course of American history.

The emphasis in this category is on people and institutions – from the principals who define and formulate diplomatic policy, such as presidents, secretaries of state, and labor and immigrant leaders, to the private institutions, such as the Carnegie Endowment for International Peace, that influence America’s diplomatic, cultural, social, and economic affairs. Monticello, the Virginia home of Thomas Jefferson, a National Historic Landmark, reflects the diplomatic aspirations of the early nation. Topics that help define this theme include:

- International relations
- Commerce
- Expansionism and imperialism
- Immigration and emigration policies

It is notable that the history of Native Americans would now be considered under all the framework’s themes rather than in a separate section of their own. The authors of this revised thematic framework envisaged that it would:

- Allow multilayered interpretation of historic sites, telling stories from the range of people and events connected with these places. Interpretations from a variety of disciplines could be applied.
- Be a tool for connecting the stories of particular sites into the broader narratives of American history. Discussion of the broader social and economic connections of a site would help to make sense of the surviving fabric; answering the ‘so what?’ question with regard to the importance of the site being considered.
- Be useful for making thematic connections between managed historic sites.
- Provide a tool for selecting sites whose historic stories were as yet unrepresented in the National Park and NHL systems.

AUSTRALIAN HISTORIC THEMES

In 1993, the Australian Heritage Commission (AHC) initiated the Principal Australian Historic Themes Project, which aimed to develop ‘a practical and comprehensive framework of Australian historic themes to assist in the identification, assessment, and management of heritage places in Australia.’ It was intended that the framework would be applicable at local, state and territorial, and commonwealth levels. Historic themes and checklists had been used in Australia since 1976, but the AHC considered these systems to be too concerned with fabric, with insufficient consideration for historic meanings and connections. The project developed in three stages:

- Stage One: research and consultation by the Centre for Western Australian History
- Stage Two: testing the applicability of the proposed historic themes to 20 registered sites and to historic places along a stretch of the Murray River system through three different state jurisdictions
- Stage Three: testing the framework by territory, state and commonwealth government heritage agencies

The new framework was accepted by the Heritage Officials Committee in 1997. Minor revisions were made in 1998 and 1999, and the Australian Historic Themes Framework was finally released in 2001. The AHC saw the new framework as a tool that heritage professionals could use to link regional historic stories and the places that illustrate those histories. Such a national approach was seen as consistent with the commonwealth government heritage agencies’ moves to develop common national standards for the identification and management of heritage places. The framework would provide a tool to detect historic themes that had been previously ignored. At the same time, the AHC acknowledged that state and local themes were already in use throughout Australia. The AHC’s aim was for these thematic systems to continue to run in parallel with the national framework, but that the national framework could be used to link up the various regional systems.

The AHC thematic framework is similar in structure to both the NPS system in the USA and the Parks Canada system, but places a stronger emphasis on the impact of human beings on the natural environment. This may, in turn, lead to a greater consideration of how the environment has influenced historic processes.

Australian Historic Themes

- Tracing the evolution of the Australian environment
- Peopling Australia
- Developing local, regional and national economies
- Building settlements, towns and cities
- Working
- Educating
- Governing
- Developing Australia’s cultural life
- Marking the phases of life

As with the American and Canadian frameworks, the themes are meant to be interlinked. The Australian framework mirrors the American and Canadian systems in incorporating the histories of indigenous people across all the themes, rather than creating separate categories for them. The themes were also intended to be gender and age inclusive.

The New South Wales Heritage Office State Historic Themes

In 1996, the New South Wales (NSW) Heritage Office developed its own list of 35 state historic themes to 'provide a context within which the heritage significance of an item can be understood, assessed and compared.' It was envisaged that the themes would be a useful checklist to help develop local histories and themes. The NSW Heritage Office believed that thematic systems would work best when local, state and national historic thematic frameworks were used in a complementary way.

Since 2005, the NSW Heritage Office has commissioned a number of thematic histories, including of the settlement of NSW by various ethnic groups. To date, studies of the Greek, Italian, Chinese and Dutch ethnic communities have been completed. These thematic frameworks deviate from the state and national frameworks, for example the thematic history of Greek settlement in NSW used the themes townships, convicts, pastoralism, migration, commerce, labour, religion, education, social institutions, welfare, leisure, sport communication and events.

NEW ZEALAND DRAFT HISTORIC THEMATIC FRAMEWORK

In the New Zealand Historic Places Trust Register, Category I status is given to places of 'special or outstanding historical or cultural heritage significance or value'; while Category II status is given to places of 'historical or cultural heritage significance or value'

Neither the New Zealand Department of Conservation nor the New Zealand Historic Places Trust (NZHPT) has adopted thematic frameworks at a national level. The following national Historic Thematic Framework was proposed by Gavin McLean in *Meanings to an End: A Draft Thematic Framework for Historic Places in New Zealand* (1996):

New Zealand Historic Thematic Framework

1. Peopling the land
 - Migrating to and from New Zealand
 - Migrating within New Zealand
 - Special settlements
 - Disputing settlement
2. Providing and consuming health and social services and marking phases in the life cycle
 - Providing and consuming health services
 - Providing and consuming social services and welfare
 - Marking phases in the private life cycle
3. Building New Zealand settlements and communities
 - Planning settlements
 - Building and developing villages, towns and cities
 - Governing at the local level
4. Transforming the environment
 - Responding to natural events
 - Manipulating the environment
 - Protecting and preserving the environment
5. Developing the New Zealand economy
 - Surveying resources
 - Developing extractive industries
 - Developing other primary industries
 - Producing, distributing and selling foodstuffs for New Zealand and the international market
 - Developing manufacturing and other secondary industries
 - Developing tertiary industries and services
 - Developing transport, communications and marketing industries
 - Financing New Zealand
 - Struggling with remoteness, hardship and failure
 - Undertaking scientific advance and innovation
 - Creating and propounding economic theory
 - Developing the 'black' economy

6. Working in New Zealand
 - Recruiting and shedding labour
 - Formulating responses to harsh conditions
 - Working in the paid economy
 - Working in the unpaid economy
 - Creating, propounding and enforcing industrial relations theory, policies and practices
7. Governing New Zealand
 - Governing
 - Providing for the common defence
 - Administering and dispensing justice
 - Administering race relations
8. Developing New Zealand cultural institutions and ways of life
 - Educational and intellectual trends
 - Creating visual and performing arts, literature and crafts
 - Forming and maintaining social, spiritual and cultural associations
 - Paying public tribute
 - Creating New Zealand folklore
 - Pursuing leisure activities

This Thematic Framework is notable for its lack of inclusion of Aboriginal Peoples.

Thematic Historical Overview of Nelson City

Despite the lack of a national model, thematic frameworks have been developed at the municipal level in New Zealand. An example is the one prepared for the Nelson City Heritage Inventory Project in 2011:

Theme I: The Land

Theme II: People

Theme III: The City's Growth and Development

Theme IV: Living in Nelson

Theme V: Infrastructure and Services

Theme VI: Transport and Communications

Theme VII: The Economy and Livelihoods

Theme VIII: Government, Administration and Politics

Theme IX: Education and Intellectual Life

Theme X: Religion

Theme XI: Social Life

Theme XII: Culture and Entertainment

Theme XIII: Sport

Theme XIV: Health and Social Services

Theme XV: The Military

Theme XVI: Nelson and the Rest of New Zealand

APPENDIX E: INTEGRITY MODELS

Integrity is the ability of a property to convey its significance. The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance.

UNESCO CRITERIA FOR INTEGRITY

The 2013 UNESCO Operational Guidelines describes integrity as 'a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes.' A historic place has integrity if it retains the features that possess cultural significance. Some change to a place may harm its cultural significance, and its integrity. However, if changes made over the years have themselves acquired cultural significance, then the place may still be considered to have integrity, although it is not in its original form. Integrity Criteria are discussed in Section 4.1.1.

UNITED STATES CRITERIA FOR INTEGRITY

The United States Department of the Interior provides comprehensive guidance in how to evaluate integrity. Historic properties either retain integrity (this is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognize seven aspects or qualities that, in various combinations, define integrity.

To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining which of these aspects are most important to a particular property requires knowing why, where, and when the property is significant. The following sections define the seven aspects and explain how they combine to produce integrity.

Seven Aspects of Integrity:

1. Location
2. Design
3. Setting
4. Materials
5. Workmanship
6. Feeling
7. Association

1. Location

Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons.

2. Design

Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials. A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.

Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related: for example, spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archaeological sites.

3. Setting

Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space. Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.

4. Materials

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.

A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation.

5. Workmanship

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.

Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles.

6. Feeling

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, workmanship, and setting will relate the feeling of agricultural life in the 19th century. A grouping of prehistoric petroglyphs, unmarred by graffiti and intrusions and located on its original isolated bluff, can evoke a sense of tribal spiritual life.

7. Association

Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, a Revolutionary War battlefield whose natural and manmade elements have remained intact since the 18th century will retain its quality of association with the battle.

Assessing Integrity in Properties

Integrity is based on significance: why, where, and when a property is important. Only after significance is fully established can you proceed to the issue of integrity. The steps in assessing integrity are:

- define the essential physical features that must be present for a property to represent its significance.
- determine whether the essential physical features are visible enough to convey their significance.
- determine whether the property needs to be compared with similar properties; and
- determine, based on the significance and essential physical features, which aspects of integrity are particularly vital to the property being nominated and if they are present.

Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant.

Defining the Essential Physical Features

All properties change over time. It is not necessary for a property to retain all its historic physical features or characteristics. The property must retain, however, the essential physical features that enable it to convey its historic identity. The essential physical features are those features that define both why a property is significant and when it was significant.

A property that is significant for its historic association is eligible if it retains the essential physical features that made up its character or appearance during the period of its association with the important event, historical pattern, or person(s).

A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style.

Some historic buildings are virtually defined by their exteriors, and their contribution to the built environment can be appreciated even if their interiors are not accessible. Examples of this would include early examples of steel-framed skyscraper construction. The great advance in technology and engineering made by these buildings can be read from the outside. Other buildings are significant mainly for their interiors, e.g., theatres such as the Orpheum.

Historic Districts

For a district to retain integrity as a whole, the majority of the components that make up the district's historic character must possess integrity even if they are individually undistinguished. In addition, the relationships among the district's components must be substantially unchanged since the period of significance. When evaluating the impact of intrusions upon the district's integrity, take into consideration the relative number, size, scale, design, and location of the components that do not contribute to the significance. A district is not eligible if it contains so many alterations or new intrusions that it no longer conveys the sense of a historic environment.

Comparing Similar Properties

For some properties, comparison with similar properties should be considered during the evaluation of integrity. Such comparison may be important in deciding what physical features are essential to properties of that type. In instances where it has not been determined what physical features a property must possess in order for it to reflect the significance of a historic context, comparison with similar properties should be undertaken during the evaluation of integrity.

Rare Examples of a Property Type

Comparative information is particularly important to consider when evaluating the integrity of a property that is a rare surviving example of its type. The property must have the essential physical features that enable it to convey its historic character or information. The rarity and poor condition, however, of other extant examples of the type may justify accepting a greater degree of alteration or fewer features, provided that enough of the property survives for it to be a significant resource.

APPENDIX F: HERITAGE REGISTER SITE TYPES

The following categories have been used to classify the original uses of the Heritage Register Sites. The four main categories correspond with the Guidelines sections contained in the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

1. BUILDINGS

RESIDENTIAL

- Building: Residential: Apartment
- Building: Residential: Apartment / Commercial Ground Floor
- Building: Residential: Apartment: High-Rise
- Building: Residential: Duplex
- Building: Residential: Duplex: Brick
- Building: Residential: Lane House
- Building: Residential: Quadruplex
- Building: Residential Outbuilding: Stable
- Building: Residential: Public Housing
- Building: Residential: Public Housing: Soldiers' Housing Scheme
- Building: Residential: Rooming House
- Building: Residential: Rooming House / Commercial Ground Floor
- Building: Residential: Row Houses
- Building: Residential: Single Family Dwelling
- Building: Residential: Single Family Dwelling: Brick
- Building: Residential: Single Family Dwelling: Concrete Block
- Building: Residential: Single Family Dwelling: Prefabricated
- Building: Residential: Tenement

COMMERCIAL

- Building: Commercial
- Building: Commercial: Barber Shop
- Building: Commercial: Brothel
- Building: Commercial: Corner Store
- Building: Commercial: Corner Store / Residential Above
- Building: Commercial: Corner Store / Residential Attached
- Building: Commercial: Entertainment: Dance Hall
- Building: Commercial: Department Store
- Building: Commercial: Entertainment: Bandshell
- Building: Commercial: Entertainment: Nightclub
- Building: Commercial: Entertainment: Theatre
- Building: Commercial: Entertainment: Neighbourhood Theatre
- Building: Commercial: Entertainment: Outdoor Stage
- Building: Commercial: Financial Institution
- Building: Commercial: Food Production and Distribution: Bakery
- Building: Commercial: Food Production and Distribution: Dairy

- Building: Commercial: Food Production and Distribution: Flour Mill
- Building: Commercial: Food Production and Distribution: Rice Mill
- Building: Commercial: Funeral Parlour
- Building: Commercial: Hotel
- Building: Commercial: Hotel / Commercial Ground Floor
- Building: Commercial: Newspaper / Printing House
- Building: Commercial: Port Operations and Labour
- Building: Commercial: Media: Radio Broadcasting Station
- Building: Commercial: Office
- Building: Commercial: Office / Commercial Ground Floor
- Building: Commercial: Restaurant
- Building: Commercial: Service Station
- Building: Commercial: Showroom
- Building: Commercial: Stable
- Building: Commercial: Store
- Building: Commercial: Warehouse

INDUSTRIAL

- Building: Industrial
- Building: Industrial: Bottling Plant
- Building: Industrial: Fish Processing
- Building: Industrial: Manufacturing
- Building: Industrial: Shipbuilding and Repair

INSTITUTIONAL

- Building: Institutional
- Building: Institutional: Agricultural
- Building: Institutional: Archives
- Building: Institutional: Association Hall
- Building: Institutional: Association Hall: Legion
- Building: Institutional: Community Centre
- Building: Institutional: Education: Forestry
- Building: Institutional: Education: Post-Secondary
- Building: Institutional: Education: Private School
- Building: Institutional: Education: Public School
- Building: Institutional: Exhibition Hall
- Building: Institutional: Fire Hall
- Building: Institutional: Juvenile Detention Home
- Building: Institutional: Medical: Administration
- Building: Institutional: Medical: Health Care Facility
- Building: Institutional: Medical: Health Care Facility: Private Hospital
- Building: Institutional: Museum

- Building: Institutional: Post Office
- Building: Institutional: Private Club
- Building: Institutional: Public Library
- Building: Institutional: Religious: Church
- Building: Institutional: Religious: Church and Church Hall
- Building: Institutional: Religious: Church Hall
- Building: Institutional: Religious: Convent
- Building: Institutional: Religious: Manse
- Building: Institutional: Religious: Mission
- Building: Institutional: Religious: School
- Building: Institutional: Religious: Sikh Temple
- Building: Institutional: Religious: Synagogue

MILITARY

- Building: Military: Administration
- Building: Military: Barracks
- Building: Military: Drill Hall
- Building: Military: Recreation Building
- Building: Military: Works Yard

RECREATIONAL

- Building: Recreational
- Building: Recreational: Baseball Stadium
- Building: Recreational: Club House
- Building: Recreational: Park Service Buildings
- Building: Recreational: Private Athletic Club
- Building: Recreational: Sports Arena

2. CULTURAL LANDSCAPES

- Cultural Landscape: Botanical Garden
- Cultural Landscape: Military: Field
- Cultural Landscape: Landscape Feature
- Cultural Landscape: Natural Feature: Peat Bog
- Cultural Landscape: Monument
- Cultural Landscape: Recreational: Cricket Pitch
- Cultural Landscape: Recreational: Golf Course
- Cultural Landscape: Recreational: Lawn Tennis
- Cultural Landscape: Recreational: Lawn Bowling
- Cultural Landscape: Recreational: Park
- Cultural Landscape: Schoolyard Wall
- Cultural Landscape: Recreational: Skateboard Park
- Cultural Landscape: Recreational: Sports Field

3. ENGINEERING WORKS

- Engineering Works: Bridge
- Engineering Works: Military: Gun Battery
- Engineering Works: Lighthouse
- Engineering Works: Sign
- Engineering Works: Transportation

4. ARCHAEOLOGICAL SITES

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