VANCOUVER
HERITAGE
FOUNDATION

FINANCIAL INCENTIVES FOR HERITAGE IN VANCOUVER

Vancouver Heritage Foundation

November 30th 2015

CONTENTS

	Page
EXECUTIVE SUMMARY ……	3
INTRODUCTION ……	5
FINANCIAL INCENTIVES FOR HERITAGE ……	6
- The Goal of Incentives	7
- Valuing Vancouver's Heritage	8
- The Finances of Heritage	9
INCENTIVES AVAILABLE IN VANCOUVER ……	15
- City of Vancouver Programs	16
- Vancouver Heritage Foundation Grants	19
- The Provincial and Federal Context	23
- Incentives Available – program details	25
FINANCIAL INCENTIVES OPTIONS ……	31
BEST PRACTICE EXAMPLES ……	39
CONCLUSIONS ……	43
BIBLIOGRAPHY ……	46
Acknowledgements	49
Appendices	
I. City of Vancouver Cultural Infrastructure Grants to Heritage Register buildings 2009-2014	51
II. Catalogue of Vancouver Heritage Foundation Grants 1999-2014	55
III. Figures 5 and 6 in larger scale	69

List of Illustrations

Figure 1: Geographical distribution of heritage resources on the Vancouver Heritage Register.	9
Figure 2: Ownership of Vancouver Heritage Register resources.	10
Figure 3: The Heritage Register includes a wide range of buildings, structures and sites.	10
Figure 4: Stages of heritage conservation for an individual site.	11
Figure 5: Summary of available programs for stages of heritage conservation, Vancouver2015.	15
Figure 6: Heritage Façade Rehabilitation Program funded buildings.	16
Figure 7: Eligible areas: City of Vancouver financial incentive programs 2015.	18
Figure 8: Geographical distribution of VHF grants 1999-2014.	19
Figure 9: VHF Restore It grants 2004-2014.	21
Figure 10: VHF True Colours grants 2004-2014.	21
Figure 11: Summary of the principal options for financial incentives in Canada.	33
Box 1: A closer look at heritage granting: Colbourne House	12
Box 2: A closer look at heritage granting: Evangelistic Tabernacle	12
Box 3: A closer look at heritage granting: Percy House	22
Box 4: A closer look at heritage granting: Atlantic Street	22

EXECUTIVE SUMMARY

Vancouver Heritage Foundation (VHF) has provided grants to houses and other buildings in Vancouver for fifteen years. Drawing on this experience and our many interactions with building owners over the years, and based in our role to promote and support heritage conservation, this study reviews financial incentives in Vancouver to provide input to the Heritage Action Plan process. It focuses on the approximately 2,200 resources listed on the Vancouver Heritage Register as the core of Vancouver's built heritage, and what is available to assist and motivate heritage conservation.

The City of Vancouver launched the Heritage Action Plan in December 2013 to update and strengthen the City's Heritage Conservation Program, aiming to further enable the protection of Vancouver's heritage. Financial incentives are already part of the program but a more substantial, city-wide incentives program could be a strong contributor to achieving the Action Plan goals.

Around the globe, governments at all levels and other organizations offer financial support to encourage the protection and long-term care of heritage buildings and sites. In a variety of ways, public investment is made in often privately-owned assets in recognition of the wide-reaching public benefits of heritage. Such investments aim to achieve more and better conservation, addressing the particular demands and costs of doing it well and leveraging investment by others.

Vancouver cares about its built heritage. Recent public surveys by VHF and the City of Vancouver show strong public support for heritage retention. The City's Heritage Conservation Program has provided substantial investment in heritage over three decades and the Heritage Action Plan was launched to reassess what is needed now.

The Finances of Conservation

Vancouver's built heritage is largely in private ownership – by individuals, commercial entities or non-profit groups. It is varied and includes many private houses as well as commercial buildings, mixed use and non-commercial, institutional and religious buildings along with monuments and structures. The costs can be substantial and conservation work is ongoing, from planning to major intervention and maintenance. Many owners lack the resources for major projects and many sites do not offer the prospect of profitable returns.

Current Situation

Vancouver lacks a long-term reliable and well-funded program that could allow owners to purchase and plan with confidence. VHF's grants are the only city-wide support and the only funding available for many sites. The need is much larger than what VHF has been able to offer from an annual grant budget that ranges from $12,000 to $15,000. Current City programs for conservation are focused on specific areas and building types in the Downtown Eastside and currently lack the effective transfer of density tool. Grants for cultural infrastructure projects are a key resource for those that qualify.

In 2015, municipalities have the lead role in supporting heritage conservation. Provincial and federal funding has been largely withdrawn or reduced over the past decade and has not extended to private homes or many other types of properties in private ownership.

Incentive Options

A summary of the key options for financial incentives for heritage indicates that Vancouver already uses, or has used, the most common and effective ones available at the municipal level in some form. Different

incentives address different types of sites or ownership so several can be used to provide support to different needs.

In examining best practice models, two Western Canada examples demonstrate how the available incentives have been tailored and offered at the municipal level to meet local needs and goals in Victoria and Edmonton. Both highlight the value of long-term reliable programs, committed to leveraging investment and results.

The Opportunity

Proven programs in Vancouver can be reinvigorated to further achieve results for targeted areas and building types, for major interventions and large-scale projects. However, many heritage buildings and sites are not served by existing programs.

VHF could provide the vehicle to offer a much-expanded grants program to motivate and support conservation activity by owners. VHF could build on its experience to manage a City-funded program for a wide range of built heritage across the city and stimulate significant investment in Vancouver's most valued and vulnerable places.

An annual heritage fund of at least $500,000 along with an administrative budget of $75,000 would enable meaningful support to houses as well as several larger-scale projects each year, with the flexibility to support all stages of conservation activities. With greater investment comes the opportunity to more rigorously seek high quality work that meets established heritage conservation standards.

In revitalizing financial incentives for Vancouver's built heritage, a commitment to provision of funding and programs in the long term will be key to achieving the most successful outcomes. Heritage conservation is a long-term commitment to planning, restoring, adapting and maintaining. In taking these tasks on, owners need confidence that their own commitment will be supported.

Vancouver Heritage Foundation

Vancouver Heritage Foundation promotes the appreciation and conservation of our city's historic places for current and future generations.

VHF does this by creating opportunities and resources to learn about Vancouver's history and heritage places, and providing practical support for the successful conservation of historic buildings and sites.

For more information about Vancouver Heritage Foundation, visit www.vancouverheritagefoundation.org
402 – 510 West Hastings Street, Vancouver BC V6B 1L8 Tel: 604 264 9642

Charity registration number: 891765968

INTRODUCTION

As the City of Vancouver reviews its Heritage Conservation Program in 2015, Vancouver Heritage Foundation (VHF) has taken the opportunity to review the range of potential financial incentives as tools for the City to consider during the Heritage Action Plan. This work is intended to complement that being prepared by the consultant team. This study explores the value of financial incentives for heritage conservation, details what is currently offered in Vancouver and takes a survey of the incentives that could be used. The study focuses on the many buildings, structures and sites on the Vancouver Heritage Register – the core of Vancouver's heritage resources. Their owners are responsible for the care of much of Vancouver's built heritage.

For fifteen years, VHF has provided grants to heritage houses and buildings for heritage conservation. As a city-wide program, for many heritage building owners, modest VHF grants are often the only available financial assistance in conservation work. This study draws on VHF's granting experience as well as interactions with building owners through other VHF programs and projects. The study team is grateful to all those who have shared their experience and knowledge to inform this report.

Financial incentives, monetary and non-monetary, are an important partner to heritage legislation. Alongside protection of heritage places, incentives can motivate and make feasible restoration and rehabilitation but also ongoing maintenance and proper care of structures for long-term benefits. They can include property tax exemptions, income tax credits and loans as well as grants. The City of Vancouver has put several programs in place over the decades to encourage protection and rehabilitation of buildings and sites on the Heritage Register. The Heritage Action Plan process offers an opportunity to review how best to meet the needs for conservation in the city today.

Vancouver has the opportunity to draw substantial benefits from a stock of heritage assets that are retained, restored and well-cared-for. The Heritage Inventory was established in 1986, later adopted as the Heritage Register, and remains a central part of the City of Vancouver's Heritage Conservation Program with approximately 2,200 resources listed and around 25% of them protected. At a time of ongoing pressure for redevelopment, with heritage buildings of all types under threat, tools that can motivate retention and protection, and help realize the potential of older buildings are crucial. Financial incentives are a key component of the heritage conservation tool kit and deserve consideration for a more wide-reaching role in Vancouver.

FINANCIAL INCENTIVES FOR HERITAGE

In many places, financial assistance in a variety of forms to the owners of heritage buildings and sites is offered by governments at all levels as well as non-government organizations. This investment of public resources is based on recognition of the substantial benefits to the wider public of heritage conservation, and the particular effort and costs of doing it well. This approach has been widely-adopted policy internationally since the 1970s to encourage conservation and secure protection of heritage assets.[1] Locally, from 1977, the Province of British Columbia provided substantial grants for heritage conservation, enabling many projects that otherwise would not have been feasible.

The case for financial support to owners has been made by economists, urban planners, heritage consultants and others who have pointed to the need to secure protection of buildings and encourage good conservation practices for the long-term benefits. The premise is that the value of heritage buildings and sites is much greater than the private value they have for their current owners. The cultural, historic and social values are not accounted for by the market and therefore something more is needed to motivate the long-term approach required to secure the public benefit.

Donovan Rypkema, American real estate and economic development consultant, has written and lectured extensively on heritage conservation and argues that for the economic benefits alone, it is well worth the investment. He has outlined heritage conservation as economic development, downtown revitalization, tourism strategy and more. [2] He has highlighted the relationship between versatile economies, sustainable development and support for heritage resources.[3] He has noted the long-term economic value in the differentiation that retaining built heritage brings:

> *If in the long run we want to attract capital, to attract investment in our communities to have community rebirth, we must differentiate them from anywhere else. It is our built environment that expresses, perhaps better than anything else, our diversity, our identity, our individuality, our differentiation.*[4]

Australian economist Norman Thomson put the case for investment by the public sector three decades ago with arguments still relevant today.[5] He explored the implications of private ownership of heritage assets and why financial incentives are useful to see heritage assets retained and maintained. With the majority of heritage properties in private ownership, either individual or corporate, he pointed out that "Designated heritage assets are, in the case of the built environment, part of the property market".[6] But he argued that the market is unable to account for the benefit of heritage to the wider public. He sets out the case for incentives that motivate private spending on heritage properties, whether through grants, loans or tax incentives.

---

[1] Kalman (2014), pp.261-62. Kalman points to programs from the 1940s onwards.

[2] Rypkema (1994).

[3] Rypkema (2007).

[4] Rypkema (2012).

[5] Thomson (1985).

[6] Thomson (1985), p.256.

Gianfranco Mossetto, an experienced advisor and academic in economics and finance, has agreed with Thomson on the inadequacy of the market alone to conserve heritage.[7] He proposes that current market value does not reflect the social value of heritage now or in the future, and notes the difficulty of expecting current owners to invest in maintenance and restoration for the benefit of others and future generations:

> *The current decision-maker, therefore, has to be either an altruist (and maybe even a masochist) or a future potential consumer willing to pay now in order to be able to consume in the future…*

Heritage specialist and architectural historian, Harold Kalman concurs on the difficulty for the market in valuing heritage assets beyond the usual real estate considerations and suggests that,

> *therefore one often cannot depend on normal market forces to support cultural assets fully*.[8]

This is of particular note in considering the variety of resources on the Vancouver Heritage Register that hold value for different groups within the community that is not reflected in any real estate appraisal.

The arguments for incentives are not that the public sector should pay for private owners to benefit, but rather to find a good balance that stimulates activity in the right direction. Thomson described the goal:

> *The aim is to design fiscal incentives which will generate private expenditure on the conservation of heritage assets judged to be of significance*.[9]

He noted that while this might result in increasing the value of the heritage property, it still achieves the "desired result of reducing the chance of deterioration and ultimate demolition".[10] In conjunction with regulation that prevents or discourages demolition and insists on upkeep, investment by both the private and public sectors provides the framework for heritage conservation to deliver the benefits for the wider community.

The Goal of Incentives

The primary purpose of offering financial incentives is to achieve a greater level of heritage conservation than would otherwise be achieved – more of it and of a better quality. Securing protection of heritage resources is often part of that, ensuring a longer-term benefit. Key goals include:

- Investment in the public benefits of heritage resources – cultural, economic and environmental.
- Sharing the cost and motivating investment by others.
- Quality control, encouraging good practice in conservation work, such as following the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Some programs have specific objectives beyond these, such as retaining existing accommodation units or community spaces. The successful Building Incentive Program in Victoria has targeted bringing vacant or

[7] Mossetto (in "The Economic Dilemma of Heritage Conservation" (1994))

[8] Kalman (2014), p.249. Kalman refers to the concept of cultural capital (discussed Kalman (2014), pp.18-19) developed by economist David Throsby notably in *Economics and Culture* (2001) and with Ilde Rizzo in "Cultural Heritage: Economic Analysis and Public Policy" (2006), described as a way to take account of the value of heritage beyond its immediate market price. Rizzo & Throsby (2006), p.987.

[9] Thomson (1985), p.257.

[10] Thomson (1985), p.261.

underused upper floors in downtown buildings into residential use. The Main Street Program, led and promoted by Heritage Canada in communities across Canada, has emphasized the economic and socially regenerative power of heritage projects. Similarly, the Heritage Building Rehabilitation Program in Vancouver was designed to stimulate economic regeneration in a specific neighbourhood. Such programs, when combined, can yield multiple public benefits.

Valuing Vancouver's Heritage

Heritage buildings and sites bring substantial benefits to Vancouver that have been broadly recognized and provide the rationale for the City of Vancouver's current programs that support heritage. The benefits for the economy, culture and sustainability of the city are wide-reaching and were cited at the launch of the Heritage Action Plan in 2013.[11] The City's annual operating grant to Vancouver Heritage Foundation assists VHF's mission to support the conservation of heritage buildings and structures in recognition of these benefits.

Recent surveys have emphasized consistently how much Vancouverites value built heritage:

> 97% agree we need to preserve heritage buildings in Vancouver."
> *City of Vancouver survey 2015*[12]
>
> 96.6% believe we need to preserve heritage buildings in Vancouver.
> *Vancouver Heritage Foundation survey 2012*[13]

Of course, not all heritage buildings and sites are valued equally by everyone for conservation and some need more help than others to be retained and conserved. The Vancouver Heritage Register, established in 1986 and undergoing a review and update as part of the Heritage Action Plan, provides an essential tool, identifying a wide variety of resources of significance across the city [Fig. 1]. Already included in the 2,200 sites are major downtown buildings, but also private homes of all sizes and many different eras, neighbourhood commercial buildings, religious buildings, community buildings, schools and monuments.[14] These buildings and structures have individual significance and also contribute greatly to the streetscapes and characteristics of distinctive neighbourhoods and sense of place. This core stock of heritage resources is a particular focus for conservation, with the goal to see them retained, maintained, restored, used and enjoyed in the long term. Currently, 525 sites on the Register are protected, often achieved through the offer of incentives.[15]

Vancouver's heritage buildings and sites are a major asset for the city. They can act as exemplars, encouraging retention and reuse of more of the city's older buildings, a strategy that also aligns with the City's Greenest City 2020 goals.[16] This in turn has economic benefits, with the potential to boost heritage and cultural tourism, and in generating and sustaining skilled jobs in a wide variety of employment. Projects on

---

[11] City of Vancouver (2013), p.4.

[12] City of Vancouver (2015) "Administrative Report: Heritage Action Plan Update", p.18.

[13] Vancouver Heritage Foundation (2012).

[14] VHF's Heritage Site Finder provides a visual online tool to explore the Vancouver Heritage Register. http://www.vancouverheritagefoundation.org/map/

[15] City of Vancouver (2013), Appendix A, p.3.

[16] Studies have shown that reuse of older buildings is more sustainable than building new, more energy-efficient buildings which can take 10 to 80 years to overcome the negative environmental impacts created during construction. National Trust for Historic Preservation (2011).

older buildings put more money into local jobs compared to new construction where materials (often from distant markets) take the lion's share.[17]

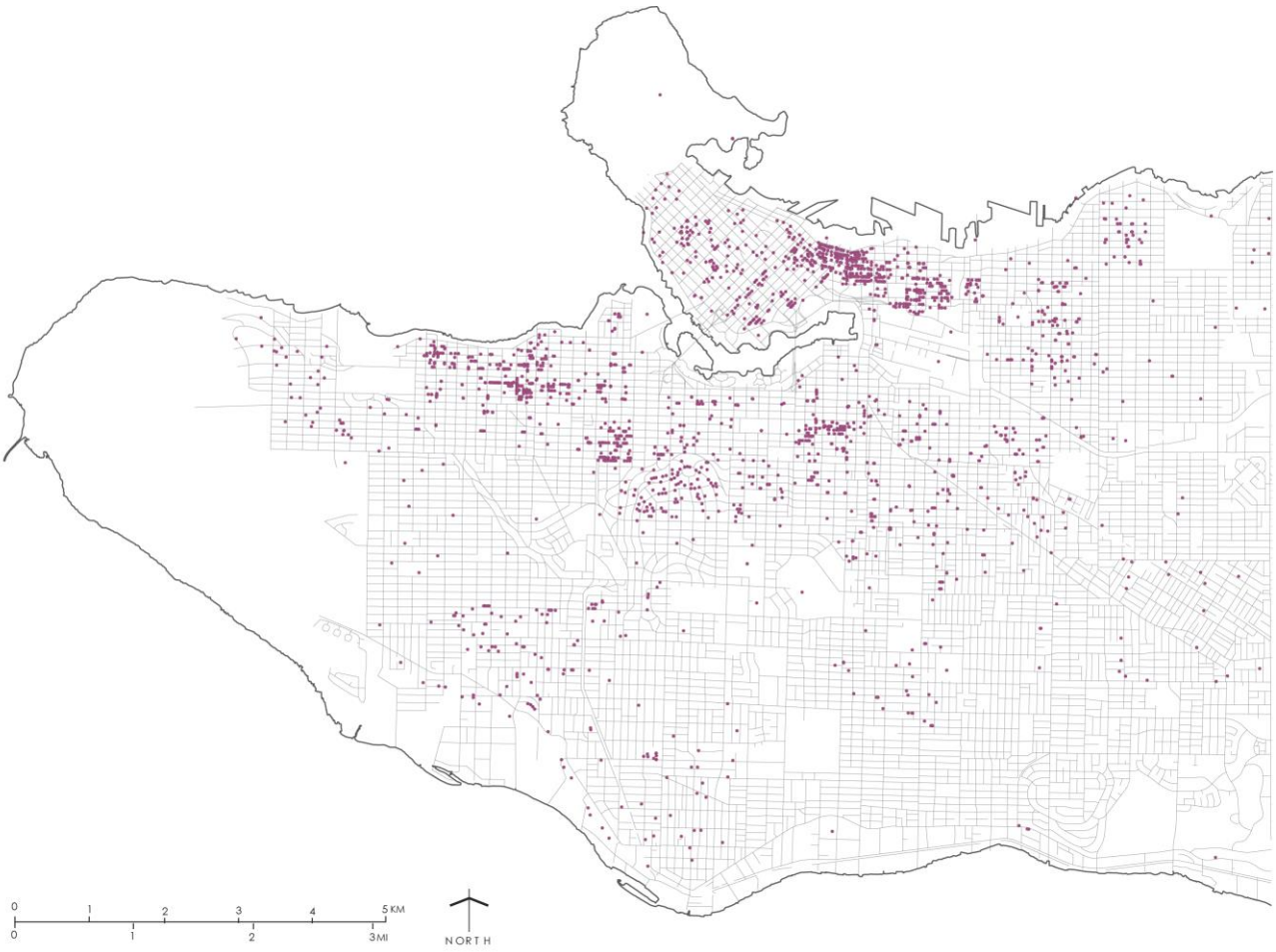


Figure 1: Geographical distribution of heritage resources on the Vancouver Heritage Register.

The Finances of Heritage

Vancouver's heritage buildings are largely in private ownership, by individuals as freehold, condominiums or housing co-ops, by non-profit groups or by commercial entities [Fig. 2]. The City of Vancouver owns 127 properties that are considered to be heritage, either included on the Heritage Register or with legal protection or agreements in place.[18] The Vancouver School Board owns over forty Heritage Register buildings and a number of other buildings are owned by the provincial or federal governments.

[17] Heritage Resource Centre (2006).

[18] Information from the Urban Design Division, Planning & Development Services, City of Vancouver.

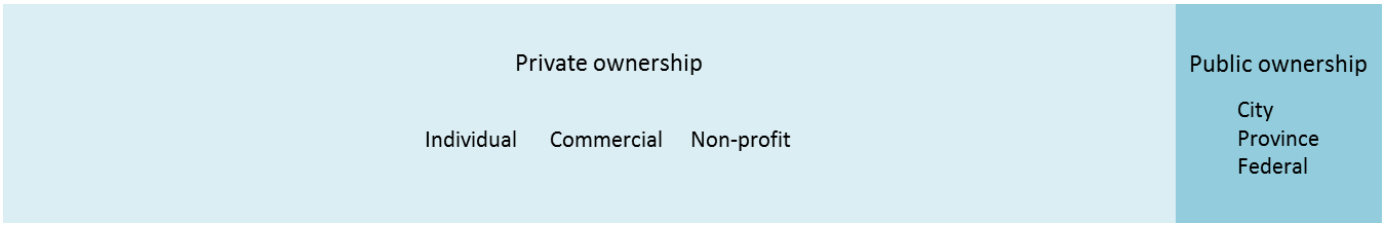


Figure 2: Ownership of Vancouver Heritage Register resources – illustrative only.

Among the wide variety of different types of buildings and structures on the Heritage Register, the most numerous are detached houses and commercial buildings, but it also includes institutional and religious buildings, mixed use buildings and monuments [Fig. 3]. Residential buildings, primarily houses, make up over 60% of the Register.[19]

Figure 3: The Heritage Register includes a wide range of buildings, structures and sites.

The costs of sustaining any building or structure can be significant. For heritage sites, this can be added to by the specific materials, skills, detail and quality required to ensure the long-term protection of heritage value. Larger buildings often require retrofits for seismic stability. Proper planning for conservation work, both short-term intervention and over the long term is important to achieving the goal. The process of finding experienced professionals and trades for projects and obtaining approvals also often requires additional time and attention in comparison to non-heritage projects. In many cases, preserving the building or structure means foregoing further development opportunity on the site which has a very real value in the real estate market. Finally, the additional enhancement of some sites through the provision of interpretation to enable greater public understanding or appreciation is a unique cost. What is required for different sites will depend on the stage they are at in their conservation [Fig. 4].

The often specific requirements of such work on heritage buildings and the need to ensure an appropriate quality of materials and work often leads to higher costs even on relatively small scale projects. True Colours grant applicants often comment on the higher quotes received from painters who plan to follow the approved practices for exterior painting, including hand-scraping, sanding and preparation. A VHF Restore It grantee noted that repairs to the chimneys or roof of their house were complicated by the steepness of the roof, requiring special safety measures for workers. On a larger building, the costs scale up accordingly. The renewal of the cedar shingle roof for one VHF grantee cost over $150,000. The roof is a key heritage feature of the home and this type of roofing can cost two or three times the cost of installing modern asphalt shingles.

[19] Data from VHF's Heritage Site Finder.

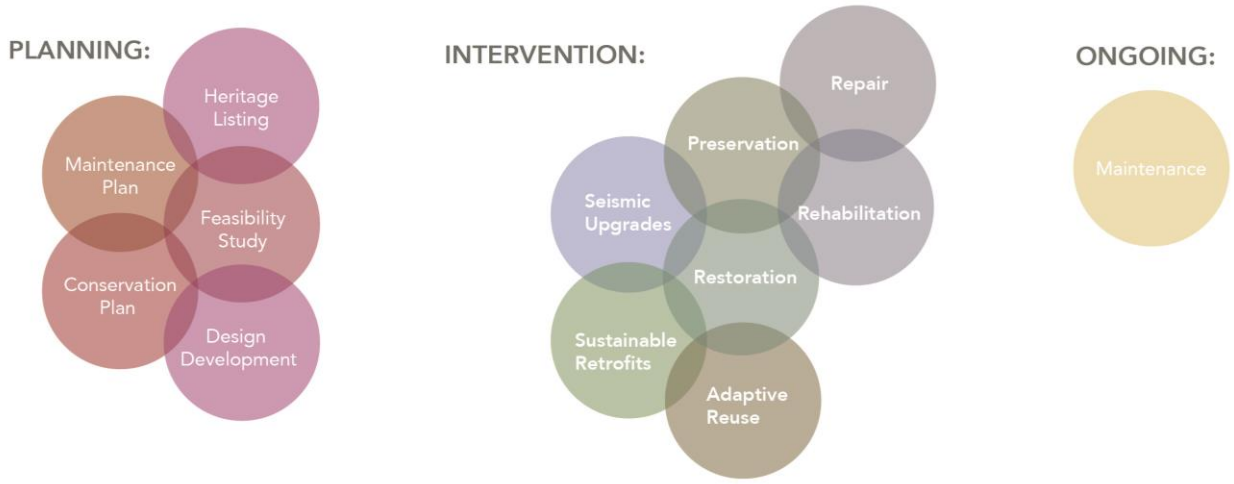


Figure 4: Stages of Heritage Conservation for an individual site.

Financial incentives in a variety of forms, whether monetary or non-monetary, are often offered to owners to affect action. Grants, tax relief, density transactions or cheap loans have all been used to make projects more feasible and economically viable. In some cases in Vancouver, owners have drawn on multiple sources. Colbourne House, a VHF True Colours Grant recipient in 2013, is maintained and operated by the Marpole Museum & Historical Society. They accessed five different federal and provincial grant programs in the late 1990s and early 2000s to fund the restoration of the house, along with fundraising from the community and individual donors to meet the project cost of over $175,000.[20] Now the Society continues to raise funds to maintain the site, leading them to access a VHF grant in 2013 and to carry out ongoing fundraising (see Box 1).

Ongoing maintenance is an important aspect of sustaining a site and avoiding the need for major restoration work. Incentives that support maintenance can be very helpful in acknowledging the additional requirements of a historic building and guiding owners in doing appropriate work and doing it well.

Several buildings have turned to VHF grants for repairs and maintenance after the initial conversion or restoration of the building. The Evangelistic Tabernacle was converted to residential strata in 1994 and has received VHF Restore It grants to assist with a new roof in 2008 and window restoration in 2013 and 2014 (see Box 2). The House Grants program in Victoria and the City of Edmonton grants program both accommodate this ongoing need for maintenance and repair, as well as a steady approach to restoring a house over time.

A study of the projects that have received grants from VHF or the Victoria Heritage Foundation reveals common projects:

- Exterior painting, re-roofing, porch repairs or restoration, gutters, window repairs, restoration and storm window installation, chimney and foundation repairs.

This type of work is also consistent with inquiries to Heritage BC from across the province.

[20] Three of the programs they benefited from, all provincial and federal, provided 70% of the budget. They are no longer available.

A closer look at heritage granting: Colbourne House

Name: Colbourne House
Neighbourhood: Marpole
Category - Ownership: Institution (museum) / Non-profit society
Built: 1912 Heritage Register: B

Vancouver Heritage Foundation Grants:
True Colours
$1,000 2013
16% of Project Cost $6,247 (excluding paint)

Other Funding utilized by Colbourne House:
1997 BC Heritage Trust ($15,000)
2003 BC Gaming Lottery Commission ($9000)
1999 John Hardie Mitchell Family Foundation ($10,000)
2002 BC 2000 Community Spirit Grant ($70,000)
2002 Federal Millennium Fund Program ($44,222)

Donations and in-kind donations have provided approximately $30,000

Colbourne House is operated by the Marpole Museum and Historical Society. The home was one of the first built in the community, as well as being one of few heritage buildings remaining in the area.

When the society began working with the house in the 1990s the property was derelict and set to be demolished by the City. The society began a long-term restoration process, accessing funding from several levels of government.

The interior and exterior are restored to the 1930's colour scheme and decor. The society aims to keep the house in good repair and hosts several community events in the building every year. Other restoration projects undertaken include raising the house to build a basement, restoring the interior and landscaping the exterior. Future projects include building a replica garage and a community garden for the house.

Box 1: Colbourne House

A closer look at heritage granting: Evangelistic Tabernacle

Name: Evangelistic Tabernacle
Neighbourhood: Mount Pleasant
Category - Ownership: Residential / Strata
Built: 1909 Heritage Register: A(M)

Vancouver Heritage Foundation Grants:
Restore It $5,000 new roof, 2008
0.7% of Project Cost $674,031
Restore It $1,000 window restoration, 2013
5% of Project Cost $21,728
Restore It $1,000 window restoration, 2014
6% of Project Cost $17,516

Originally built as a church, 2525 Quebec St. was converted to 38 strata apartments in 1999. The current ownership strives to keep the property in good shape and as current as possible while maintaining the historic character of the building.

Since becoming a strata apartment complex, other projects for the building include replacing the heat and hot water boiler and several painting projects.

The close adjacency of the building to the sidewalk makes any exterior restoration and maintenance work more costly and complicated. In order to do any maintenance and repair work on the six-storey building, scaffolding must be used which contributes significantly to the cost.

The Strata complex has received three grants from Vancouver Heritage Foundation. The grants have covered up to 6% of the total project costs.

Box 2: Evangelistic Tabernacle

Achieving protection

A key heritage goal is to secure protection of a building or site. In British Columbia, when a property is designated by a municipality, providing legal protection from demolition, compensation is required to the owner if not done with their consent. The compensation addresses the notion that the legal protection of the property may reduce its market value by limiting future re-development on the site.[21] Designation therefore usually occurs with the owner's consent and negotiation of non-monetary incentives in place of financial compensation. In Vancouver, a Heritage Revitalization Agreement is a primary tool to secure protection of a heritage building. On average, eight were negotiated each year by City staff from 2010 to 2014, providing one-time non-monetary benefits to owners in exchange for protection and restoration.[22] Designation, rezoning and the Heritage Building Rehabilitation Program have also achieved protection in a similar way. VHF grants required designation for eligibility until 2009, causing some owners to add this protection on their homes in order to receive a grant. However, with a modest level of funding for the program and a desire to support a wide range of sites this requirement was removed.

The availability of ongoing financial incentives to designated properties can make designation more attractive to owners. An established successful program in Edmonton, has targeted protection of buildings, growing the number of designated properties from 22 in 2001 to 117 in 2015 through offering generous grants, including maintenance grants that can be accessed periodically on an ongoing basis.[23] In Victoria, sizeable grants for a wide variety of projects have been offered to designated houses since 1983; that city has also seen an increase in the number of houses protected by designation.

Non-commercial projects

For large commercial developments that include heritage resources, a variety of incentives can help provide a profitable project once completed, bringing a building back into use and achieving heritage conservation goals.[24] For some sites, the equation is more difficult, particularly where conservation of the heritage resource precludes additional development on the site and the goal is not a profitable project but a building or structure retained and restored, perhaps significantly updated but continuing in use for its original purpose or a compatible one. Historic neighbourhood theatres, churches and even schools can be in this situation.

> Strathcona Church, a prominent neighbourhood landmark, offers an example. Recently purchased by a private charitable foundation with the goal to bring it back into use as a community church, immediate work at significant cost was needed to rehabilitate the masonry and roof which had fallen into disrepair. VHF assisted with a True Colours grant for the exterior ground-level paintwork to complete this phase of stabilization. The private foundation's intention is "to maintain the church as close as possible to its original form and function for decades to come."[25]

[21] Several studies have disputed this including Shipley (2000).

[22] Information from Urban Design Division, Planning & Development Services, City of Vancouver.

[23] Detailed information on the Edmonton program is provided in pp.41-42, and for Victoria in pp.39-41.

[24] National Trust for Canada (2014) study outlined factors that discourage heritage development for developers and identified five areas that financial measures typically aim to address: Reduce risk, reduce financing costs, improve owner's financial situation, provide direct financial assistance to make projects more attractive to private investors, and compensate for foregone development potential.

[25] VHF True Colours grant application, Strathcona Church, 2014.

In Vancouver, Chinese Society buildings present a current example of this difficulty. The City of Vancouver Chinese Society Building Matching Grant program started in 2014, has committed $2,087,500 as of May 2015, to twenty-five non-profit societies and associations to assist in the work needed to keep these buildings part of the historic fabric and cultural heart of Chinatown and the surrounding area.[26] Yet William Ma, President of the Mah Society of Canada highlighted the magnitude of the challenge, noting that "Our total project is over $2 million, and the matching grant is $100,000".[27] Clearly other sources will have to be sought to bring the project to fruition. As this program is a matching grant, societies who cannot generate the necessary capital will not receive any funding. The grant stipulates that the funding be for major projects not "standard building repairs and maintenance."[28] Many of those accepted into the program are dealing with significant deterioration and deferred maintenance. Societies who generate limited income from social housing and have largely elderly membership must therefore commit to large projects and raise significant capital, a task which many have been unable to accomplish.

Churches, small commercial buildings and apartment blocks, schools, private homes and monuments across the city face similar challenges, albeit on a variety of scales. With high land values, heritage resources not protected by designation or some other mechanism are more vulnerable to being lost when the cost of proper care of the site is left entirely to private owners or financially restricted non-profit societies. Support for all stages of heritage conservation, including maintenance, not just one-time major restorations or rehabilitations can make protection more attractive and long-term survival more likely.

[26] Chui (2015) / City of Vancouver, Reports to Council December 17 2014 and May 13 2015.

[27] Quoted in Chui (2015).

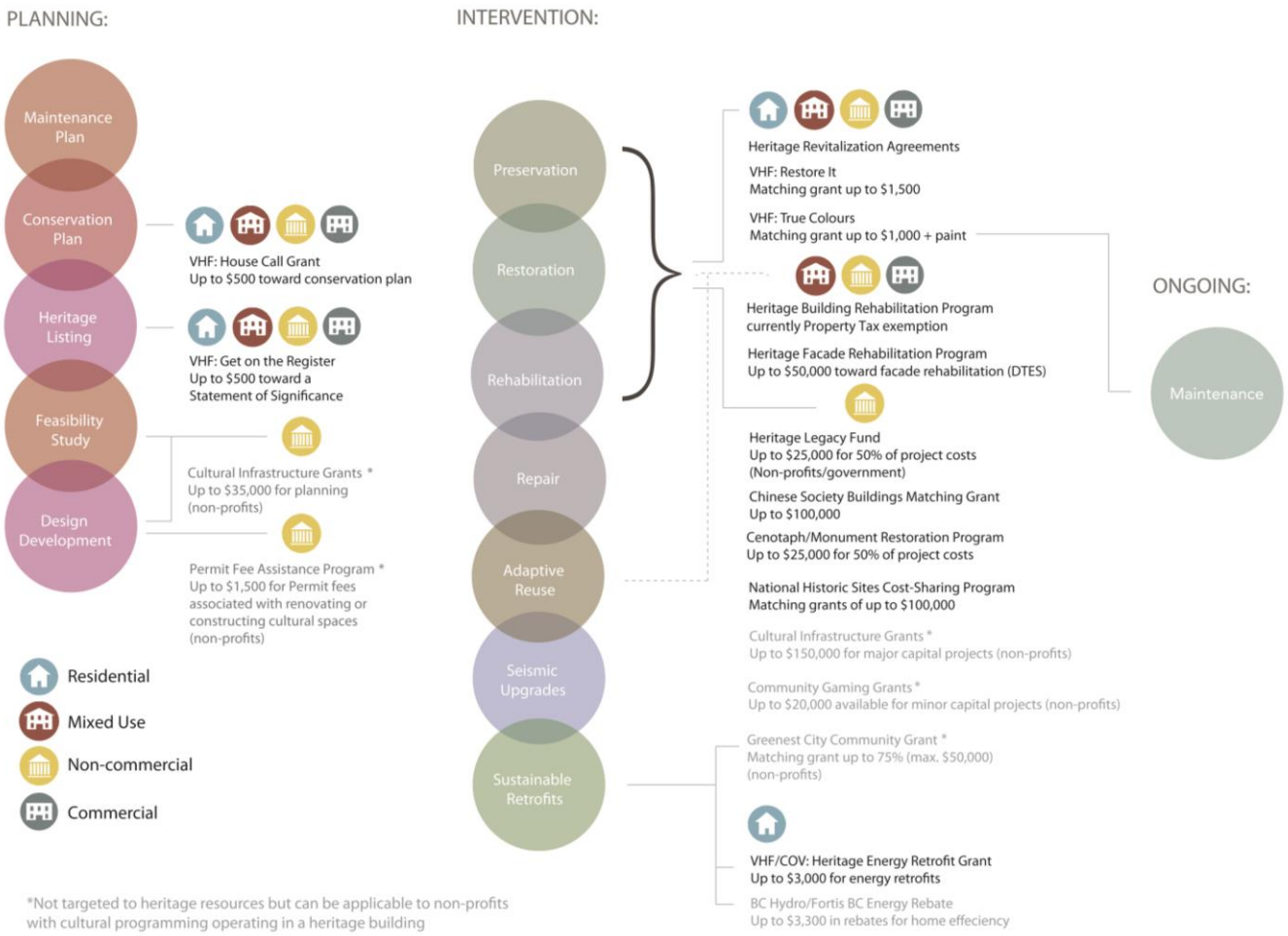
[28] City of Vancouver (2015) "Chinese Society Buildings Matching Grant", p.2.

INCENTIVES AVAILABLE IN VANCOUVER

For a heritage property located in the City of Vancouver, there are existing financial incentives that can be available to support protection and conservation. A summary is provided in Figure 5 and details of each program can be found in pages 25-30. However, over the past eight years, incentives available to heritage sites have reduced significantly. With the withdrawal or reduction of programs and funding by the federal and provincial governments, municipalities have the lead role in conservation. Additionally, a key City of Vancouver component, the Transfer of Density program, is currently on hold.

Specific to Vancouver, programs are offered by the City of Vancouver and by Vancouver Heritage Foundation. Programs offered by the City of Vancouver for heritage have prioritized particular areas, building types and project types. Heritage BC has a province-wide grants program. At the Federal level, grants are occasionally offered for specific commemorations. Some heritage properties are also able to seek funding from programs offered for cultural spaces at the City and Federal level. Such funding has supported a number of Heritage Register buildings, though not often for heritage conservation specifically. Other programs that support energy-efficiency upgrades can also be applicable to heritage properties. Ownership by a non-profit society currently opens more opportunities for grant access than individual or commercial private ownership.

Figure 5: Summary of available programs for stages of heritage conservation, Vancouver 2015.



City of Vancouver Programs

The focus for program funding, including grants, offered by the City of Vancouver for heritage conservation has been the historic districts of the Downtown Eastside. Since 2003, two programs, the Heritage Facade Rehabilitation Program and the Heritage Building Rehabilitation Program (HBRP), have offered significant financial incentives to Heritage Register properties in Gastown, Chinatown, the Hastings Street corridor and Victory Square. The high concentration of heritage resources in these districts and the economic environment of the neighbourhood made the need very apparent to support heritage conservation directly and at the same time to stimulate economic improvement. The programs led to significant activity, supporting 41 sites as of September 2015 [Fig. 6].[29] A major component of the HBRP, the transfer of density, has been on hold since 2009, rendering this program greatly less effective. The main incentive is now a property tax exemption. Facade grants have continued to be awarded with 8 sites proceeding since 2010 but the momentum of the program has slowed considerably without the full HBRP available. The HBRP program was designed to "meet the "shortfall cost"".[30] A review of the program in 2008 noted that "The principal effect has been to make feasible a number of projects which would not otherwise be economic."[31] For large buildings in need of major rehabilitation work, such a program can address the complex and often costly requirements of seismic upgrading, building code compliance, restoration and adaptive reuse. The protection of participating buildings included requirements for ongoing maintenance, an important element to protect the public investment.[32]

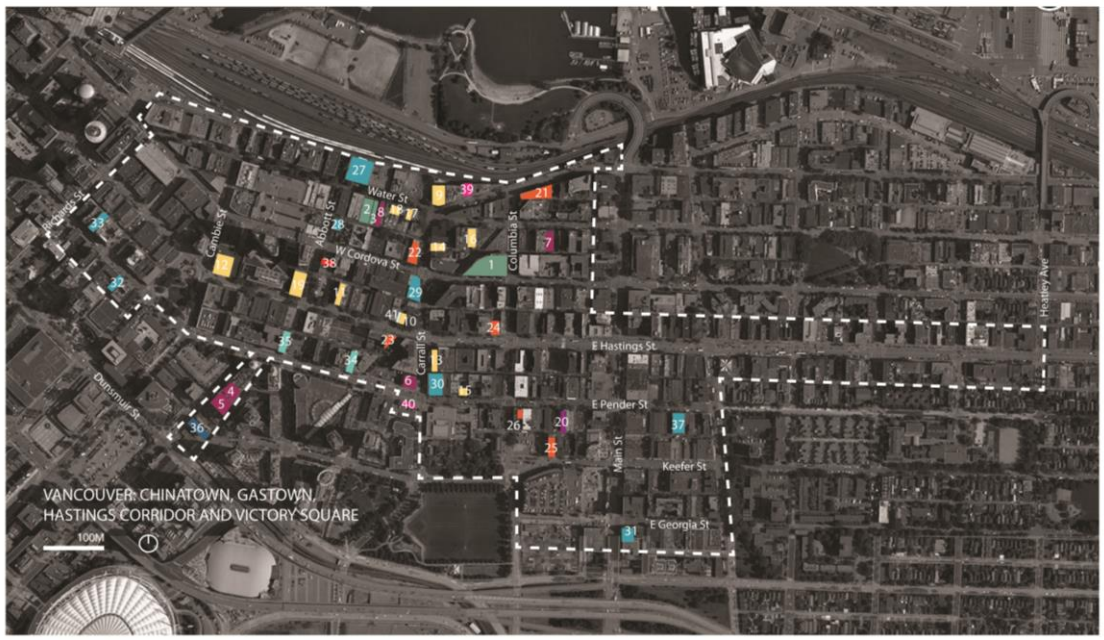


Figure 6: Heritage Facade Rehabilitation Program funded buildings, funding approved by September 2015.

[29] Information from the Urban Design Division, Planning & Development Services, City of Vancouver.

[30] City of Vancouver (2005) "Heritage Building Rehabilitation Program Policies and Procedures", p.2.

[31] Altus Group Limited (2008), p.47.

[32] City of Vancouver (2003), p.3.

Additional programs have been available to Chinese Society buildings to try to secure their future and the cultural heritage they anchor. The Chinatown Vision in 2002 identified the need to protect the area's heritage and culture, and the Societies are seen as key partners in the revitalization of the area.[33] In 2008, the Chinatown Society Buildings Planning Grant Program provided funding to Societies to prepare feasibility studies for heritage building rehabilitation, a key step in the process to achieving a successful long-term outcome. Since late 2014, the Chinese Society Building Matching Grant program has made up to $2.5 million available over a three year period for critical capital upgrades, with a focus on heritage buildings and those offering affordable housing. This program has the potential to grant to 54 buildings, 18 of them currently on the Heritage Register but others also have potential to be included on the Register. Interest has been significant, with 30 matching grants approved to date but it is apparent that substantial further resources will be needed for projects to proceed.

The eligible areas for these current City programs is shown in Figure 7.

Before 2003 and the launch of the HBRP, the Transfer of Density program was already available, first put in place in 1983. This mechanism was first used in the city in the 1970s when the density from the Christ Church Cathedral site was transferred to the adjacent Park Place development, securing the future of the cathedral. The program allowed for the provision of bonus density and the transfer of this and residual density from a site to secure preservation of a heritage resource. Initially set up to enable the direct transfer of density to an adjacent site, the program was later expanded. It was made available for heritage sites in the downtown peninsula, the West Broadway corridor from Main Street to Burrard Street, and in South Granville, taking in the Stanley Theatre site which sold its density to the Wall Centre in the early 1990s. While still a current program, the moratorium on the creation of new density for transfer has made it generally unavailable as an option for projects.

Outside of the areas covered by these programs, incentives are more limited for heritage conservation activities, particularly those in private ownership. An important option offered by the City of Vancouver is a Heritage Revitalization Agreement (HRA). For a wide variety of sites, it can be an effective way to achieve heritage goals for a site when a one-time major intervention is planned such as an addition or infill dwelling. It enables a customized agreement of usually non-monetary incentives to a home or building owner in exchange for protection and restoration or rehabilitation of the historic property. Incentives are usually delivered on the site and can include allowing additional density or variations from the zoning requirements for setbacks or other aspects which can assist in achieving conservation. A successful HRA in 2009 secured the protection and rehabilitation of the 1911 Gow Block on Commercial Street, with the development of townhouses in the rear, a good fit for the space on the site and the usage of the original building.[34] The Gow Block was also able to take advantage of a grant from Vancouver Heritage Foundation to assist with repainting the restored building in a historically-appropriate colour scheme. Drawbacks of an HRA can be a lengthy involved process to achieve, and it does not address sites where additional density or similar incentives are not an option or would be inappropriate to the site. Requirements for ongoing maintenance and restoration are built into the agreement.

Beyond these programs, the City of Vancouver Cultural Infrastructure Grants program is a key resource available to non-profit societies. With up to $1 million in funding each year since its inception in 2009, it has provided substantial sums to four or five Heritage Register sites each year related to their use for cultural activities. In 2014, the program provided $294,000 to four societies housed in heritage buildings. A full list of

[33] Information on the programs from Planning & Development Services, City of Vancouver, October and November 2015.

[34] Vancouver Heritage Foundation (2013).

heritage building recipients is given in Appendix I. A Federal government funded program, Canada Cultural Spaces Fund is also available to non-profit arts and heritage organizations but cannot be used for building conservation-related work. These programs provide some valuable support to sites that fit the criteria.

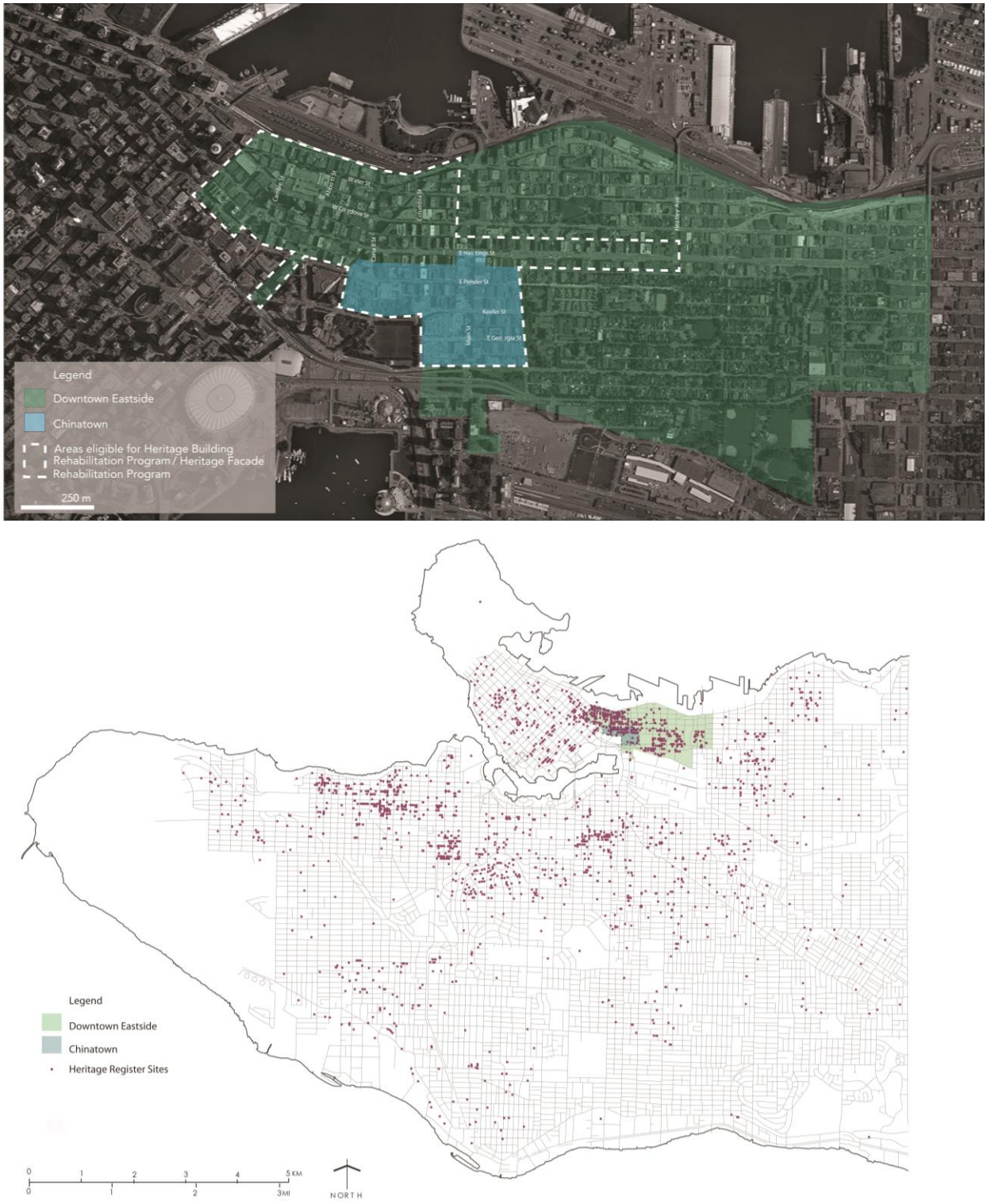


Figure 7: Eligible Areas: City of Vancouver financial incentive programs 2015.

Vancouver Heritage Foundation Grants

The Vancouver Heritage Foundation grants program was launched in 1999 and is currently the only city-wide program offering direct financial incentives for heritage conservation. While the grants are typically well below 25% of overall project costs, many owners have appreciated this financial support along with the guidance and encouragement that VHF has been able to provide. The majority of the 113 grants awarded to date have been to privately-owned houses for which no other funding is available for heritage conservation activities. However, grants have also been awarded to other types of heritage buildings. Seven past recipients are owned or managed by non-profit societies including a community church and a war memorial, one is a commercial building, two are mixed use buildings, five are strata-owned buildings and three are housing co-ops. VHF grants have gone to buildings across the city, with particular clusters in the oldest neighbourhoods of Strathcona, the West End, Mount Pleasant, Kitsilano and north of East Hastings Street [Fig. 8].

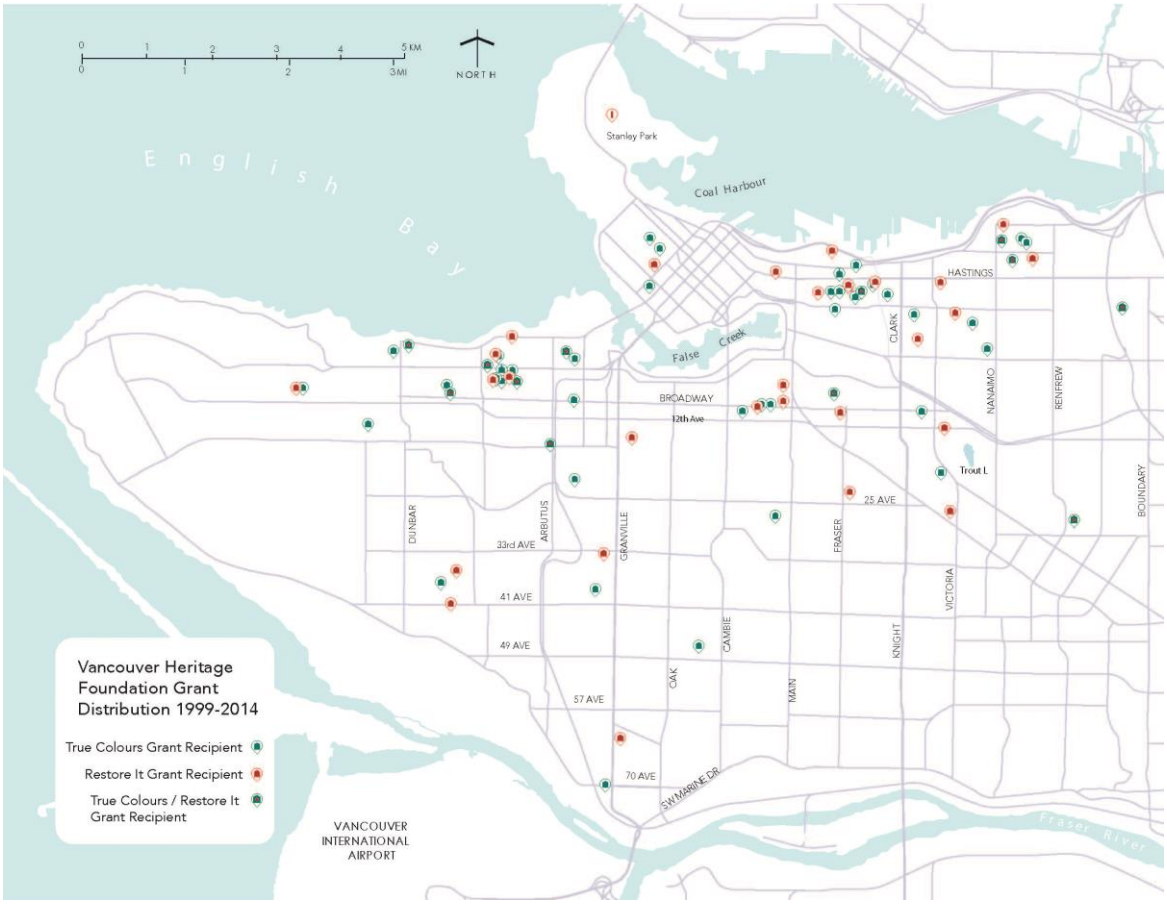


Figure 8: Geographical distribution of VHF Grants 1999 – 2014.

Four different types of grant are available for conservation:

- True Colours
- Restore It
- House Call
- Get on the Register

Details of each are given on page 25. A fifth grant, the Heritage Energy Retrofit Grant was launched in September 2015 as a pilot program. With dedicated funding provided by the City of Vancouver, this new

grant will aim to enroll up to twenty homes from the Heritage Register or built before 1940 to undertake retrofits that reduce greenhouse gas emissions. This is an important addition to the grant funding available to privately-owned homes. Results of the pilot will be examined carefully to determine if funding can be continued or expanded.

The other four VHF grants target heritage conservation more specifically and are funded from VHF operating funding each year. Total funding for grants in recent years has ranged from $12,000 to $15,000. The value of the True Colours grant is greatly augmented by the ongoing partnership with Benjamin Moore who provide complimentary paint to grantees. With limited funding available, an impact has still been made. From 1999 until 2014, $216,000 was disbursed, not including the value of free paint from Benjamin Moore which is typically valued at between $2,500 and $5,000 depending on the scale of the project. Eighty one different heritage properties received grants, with 33 sites receiving multiple grants. In the ten years since 2004, VHF grants of $175,000 have been matched by over $575,000 in private investment by building owners.

The ability to offer a wider range of grant funds more suited to the scale of different projects deserves consideration. Each year, VHF receives between 13 and 21 applications for grants[35] but as the grant funding is modest, VHF is aware that many heritage building owners do not apply even though the need for funding and for conservation work is clear. A review of images gathered for the VHF Heritage Site Finder of every Heritage Register property reveals a significant number in visible need of restoration and more proactive maintenance. Given few other options for assistance, some larger projects have applied to VHF and been supported with a grant. Figures 9 and 10 show the grant amount awarded and the actual project cost for projects from 2004 to 2014. These charts indicate that the grant is often limited compared to the actual cost of the project but is still a useful tool to assist property owners and encourage private investment. Projects that received a Restore It or True Colours grant from VHF saw private investment ranging from $1,812 to over $150,000.

Some grant recipients draw on multiple sources to make their projects feasible. Examples include Marpole Museum and Historical Society for Colbourne House, and the Japanese Canadian War Memorial Society. Others have returned for additional VHF grants in subsequent years to complete multiple projects or a project in phases, such as the strata-owned Evangelistic Tabernacle and Hycroft Manor as well as private houses such as Percy House (see Box 3). A full catalogue of VHF grant recipient sites is given in Appendix II.

There is potential to motivate more proactive care of Vancouver heritage buildings and sites and also, through greater funding, to have more input to the quality of work and approach for their long-term survival. In providing grants, VHF has been able to both provide guidance on appropriate methods and quality of work to be carried out and ensure that projects are done to an appropriate standard. The existing VHF grant programs have been able to support sites in different stages of their conservation and different magnitudes of projects. However, there is great potential to do much more across the city.

[35] For the years 2011-2014.

Figure 9: VHF Restore It grants 2004 – 2014.

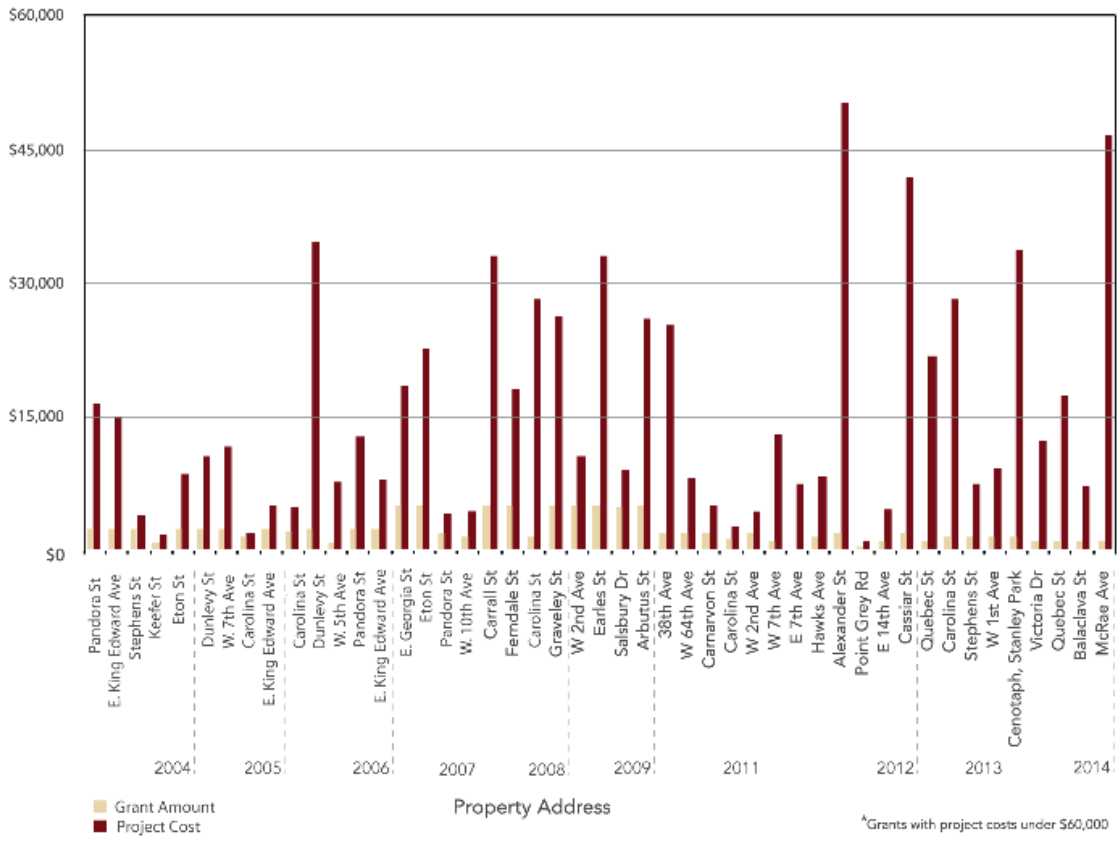
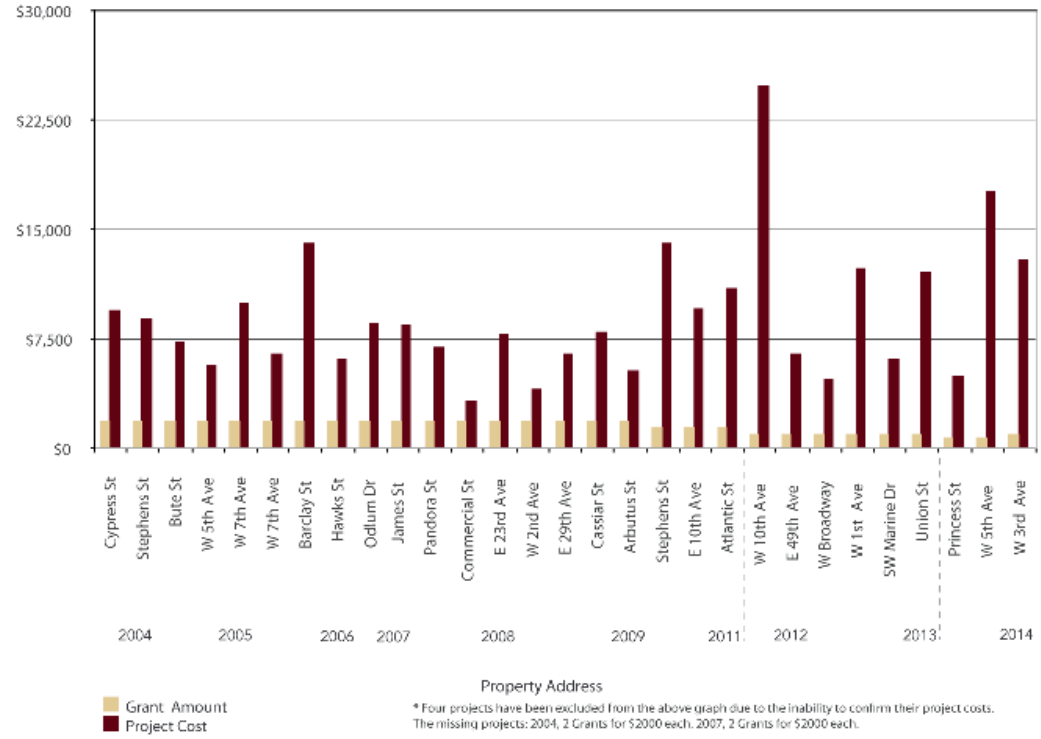


Figure 10: VHF True Colours grants 2004 – 2014. Amounts shown do not include the value of the paint.



A closer look at heritage granting: Percy House

Name: Percy House
Neighbourhood: Mount Pleasant
Category - Ownership: Residential, Private
Built: 1904 Heritage Register: B(M)

Vancouver Heritage Foundation Grants:
True Colours
$2,000, 2004 (previous owner)

Restore It
$1,290 stained glass window repair, 2005 (previous owner)
$2,310 wood window repairs, 2006
50% of Estimated Cost $4,990 (previous owner)
$1,510 chimney restoration, 2008
50% of Estimated Cost $3,020
$1,500 roof reconstruction, 2013
5.3% of Project Cost $28,336

The Percy House has received four grants from Vancouver Heritage Foundation over the past 10 years. The current owners have occupied the home since 2007, utilizing two of those grants. In addition to the work supported by VHF they have also completed major renovations to bring the building up to current building code energy standards. Insulation upgrades were completed with the help of federal and provincial rebates.

Challenges encountered when maintaining and restoring the property include the steep grade of the historic roof which adds to repair costs due to safety precautions. The original wood studs and roof joists in the house were smaller than current standards making the addition of appropriate insulation more costly.

The owners have also repaired their own double-hung windows following the completion of a Vancouver Heritage Foundation workshop on historic window care.

Box 3: Percy House

A closer look at heritage granting: Atlantic Street

Neighborhood: Strathcona
Category-Ownership: Residential, Private
Built: 1905 Heritage Register: C

Vancouver Heritage Foundation Grants:
True Colours $1,500, 2011
14% of Estimated Project Cost $11,000 (excluding paint)

Having occupied the house since 1986, the current owners have completed several maintenance and restoration projects to their Victorian style home. Over the past twenty-nine years, work has been done to refinish the floors, replace windows and siding, and remodel the kitchen.

After repainting in 2011 with the assistance of Vancouver Heritage Foundation's True Colours grant, the homeowners receive frequent compliments on the colour and maintenance of the house.

The grant covered approximately 14% of the total painting project as well as providing free paint and consultation about the original colour scheme.

Box 4: Atlantic Street

The Provincial and Federal Context

Given the significant benefits of heritage conservation, there is an argument for financial incentives for projects to be sustained by all three levels of government. The example of the successful and long-established program in the USA of Federal tax credits, often supplemented by state and municipal programs sets a precedent that many in Canada have lobbied for. However, in the past decade, substantial federal and provincial programs have ended and not been replaced at a similar level of funding or consistency. Programs past and present have supported non-profits, local governments or commercial development projects but not privately-owned houses. In the current situation, local governments in British Columbia have the lead role in ensuring a future for their heritage buildings and sites.

Provincial programs

For heritage conservation work, the financial incentives currently available at the provincial level in BC are through the Heritage Legacy Fund (HLF). Grants are offered each year to non-profits and local government bodies for heritage conservation and heritage awareness projects across the province, utilizing interest from a $5 million endowment. In 2014, one Vancouver conservation project received funding, the restoration of the Japanese Canadian War Memorial. Over a decade in operation, the HLF has received requests for over $35 million in funding support and has been able to provide $1.8 million.[36]

Historically, much more has been available at the provincial level. The B.C. Heritage Trust was established in 1977 as a crown corporation and provided millions of dollars in funding to community groups, non-profits and local governments. The Trust's purpose was "to support, encourage and facilitate the conservation, maintenance and restoration of heritage property in the province" and it operated in cooperation with BC Heritage Branch.[37]

In 1994, the Heritage Conservation Statutes Amendment Act enabled local governments to do more to recognize and protect heritage resources, setting up key tools. Heritage Revitalization Agreements were introduced as an option and the ability was given for municipalities to offer grants. In 2001, a core review led to the B.C. Heritage Trust coming to an end and the establishment of the Heritage Legacy Fund in 2003, offering grants for the first time in 2005. Set up with an endowment, it has been managed at arms-length from the provincial government and is now fully administered by Heritage BC. With the end of the B.C. Heritage Trust, the Community Heritage Planning Program (CHPP) was also set up, run by BC Heritage Branch to offer support for local governments and non-profits to build their own capacity to implement heritage conservation. It funded context studies, community heritage register development, heritage strategic plans, heritage implementation plans and conservation plans. The CHPP ended in 2010, leaving only the Heritage Legacy Fund to provide ongoing financial support at the provincial level.

Federal programs

The National Trust for Canada's website notes that Canada is the only G-8 country that "lacks a national system of funding policies and programs to preserve its historic infrastructure."[38] With the change in Federal government, there is renewed optimism that more support may be forthcoming. The National Trust and others have advocated since the 1970s for a tax program to support heritage conservation, seeing the

[36] Heritage BC (2015) *Heritage BC Quarterly: Heritage & Climate Change*. Summer 2015, p.10.

[37] http://www.memorybc.ca/british-columbia-heritage-trust-fonds

[38] https://www.nationaltrustcanada.ca/issues-campaigns/financial-incentives/federal

significant impact of such a program in the USA.[39] The Federal Historic Preservation Tax Incentives program there was launched in 1976 and has supported the preservation of 40,380 historic properties, leveraging over $73 billion in private investment.[40] It supports commercial buildings and structures (income producing) only. It is considered to be "one of the nation's most successful and cost-effective community revitalization programs."

In Canada, a major grants project was launched in 2003 by the Liberal government as a pilot to test the responsiveness of the development industry to a program for rehabilitating historic properties for commercial use.[41] With a $30 million fund offering reimbursement of up to 20% of eligible costs to a maximum of $1 million, the Commercial Heritage Properties Incentive Fund (CHPIF) was well-received. It provided $21.5 million to 49 projects across Canada and leveraged eight times that amount in private investment. In Vancouver, projects that received funding included the Chinese Times Building with an estimated total project cost of $25 million.[42] Other Vancouver projects that received funding included the Flack Block, the Lumbermen's Building and the Alhambra Building.[43] The program added additional funding to that available from the City for these significant projects where seismic upgrading as well as major rehabilitation work was required to bring them back into use for the long term. The program was cancelled by the Conservative government in 2007 and has not been replaced.

Two ongoing Federal financial incentive programs in place now are the Cenotaph / Monument Restoration Program and the National Historic Sites Cost-Sharing Program. The National Historic Sites Cost-Sharing Program provides funding to other levels of government or not-for-profit organizations. There are nine National Historic Sites in Vancouver including the Former Vancouver Law Courts (currently the Art Gallery), the Vogue and Orpheum Theatres, Gastown and Chinatown. Sites within Gastown and Chinatown could apply to this program as "contributing properties". In the most recent round of funding, the Dr. Sun Yat Sen Classical Chinese Garden was approved for conservation of the Jade Water Pavilion with a $100,000 contribution from the program.[44] Prior to that, the program supported condition assessment and conservation plans for five SRO Hotels in Gastown in 2011-2012. Several other applications from Vancouver properties have been unsuccessful. From 2009 to 2011, the program's $8 million budget was over-subscribed by a factor of six with applications for $53 million that could have leveraged $280 million in investment.[45] The annual budget in recent years has been $1 million per annum to assist sites across Canada and it continues to see demand beyond the available funding.

[39] National Trust for Canada (n.d)

[40] Technical Preservation Services (n.d.)

[41] National Trust for Canada (n.d.)

[42] Parks Canada (2004)

[43] The Flack Block (163 West Hastings Street); Lumbermen's Building (509 Richards Street); Alhambra Building (209 Carrall Street, formerly 6 Water Street).

[44] Information on National Historic Sites Cost-Sharing Program is from Parks Canada (2015) and from Shelley Bruce, Parks Canada.

[45] National Trust for Canada (n.d.)

Incentives Available – Program Details

The available incentives are organized here by where they apply – city-wide, location-specific, province-wide or Canada-wide, and their primary purpose – heritage conservation, cultural infrastructure or sustainability.

City-wide Incentives for Heritage Conservation Activities:

Heritage Revitalization Agreement (HRA)
Offered by: City of Vancouver

Eligibility: All Heritage Register properties.

For: Protection and conservation work

Incentive: Varying of land use, density, set-backs and other regulations in exchange for preservation, restoration and protection of the property.

Description: HRAs became an option for municipalities in British Columbia in 1994. An HRA is a formal agreement between the property owner and the City. Each one involves a negotiation to establish a customized agreement, with the goal to protect the heritage property through designation and provide incentive to the owner to carry out any necessary conservation work. The HRA usually allows variation from existing zoning which can include a density bonus for greater development on the site than would otherwise be allowed.

Per year: On average, 8 HRAs each year were confirmed in Vancouver between 2010 and 2014.

Additionally, designation is possible without an HRA and has been used to similar effect but with less significant incentives.[46] Rezoning is also similar, with 5 heritage sites going that route 2010-2015.

Vancouver Heritage Foundation Grants
Offered by: Vancouver Heritage Foundation (VHF)

Eligibility: All Heritage Register properties.

For: Restoration, repainting in historic colours, conservation plans, addition to the Heritage Register.

Incentive: Matching grants; cash and in-kind (assistance and paint)

Description: VHF has offered grants to heritage properties for fifteen years. There are 4 different established grants:

> The *True Colours Grant* provides heritage appropriate colour consultation, complimentary paint (through partner Benjamin Moore), and a grant towards the painting labour costs for repainting in an appropriate historic colour scheme. Launched: 1999. Grant: Up to $1,000 ($2,000 until 2009).
>
> The *Restore It Grant* provides up to 50% of the project costs of a restoration or repair, such as a porch restoration or window repairs. Launched: 2003. Grant: Up to $1,500 ($5,000 until 2009).
>
> The *House Call Grant* provides up to 50% of the cost of having a conservation plan prepared by a heritage professional. Launched: 2009. Grant: Up to $500.

[46] Much information on HRAs and designation has been provided by Urban Design Division, Planning & Development Services, City of Vancouver.

The *Get on the Register Grant* provides up to 50% of the cost of having a Statement of Significance and accompanying research prepared by a heritage professional to assist in adding a property to the Heritage Register. Launched: 2011. Grant: Up to $500.

True Colours, Restore It and House Call all require the building or structure to be listed on the Vancouver Heritage Register. Until 2009, designation was required in order to receive a grant but that requirement was removed in 2011 after a review of the program. The Get on the Register grant enables unlisted but worthy candidates to apply for addition to the Register and subsequently to qualify for VHF grants.

Per year: Each year, 10 - 14 grants are awarded, primarily for True Colours and Restore It.

Annual funds: $12,000 - $15,000.

Location-specific for Heritage Conservation Activities:

Heritage Building Rehabilitation Program
Offered by: City of Vancouver

Eligibility: Heritage Register properties in Gastown, Chinatown, Hastings Street corridor and Victory Square.

For: Rehabilitation, conservation work.

Incentive: Property tax exemptions in exchange for preservation, protection and rehabilitation of the site. In addition, bonus density can be granted and, along with residual density, be transferred from the site and sold for use elsewhere. However this significant component is currently unavailable.

Per year: 23 sites have been approved to participate in the Program since 2004, but only 2 since 2009.

Heritage Facade Rehabilitation Program
Offered by: City of Vancouver

Eligibility: Heritage Register properties in Gastown, Chinatown, Hastings Street corridor and Victory Square.

For: Facade restoration, conservation.

Incentive: Funding of up to 50% of facade rehabilitation costs to a maximum of $50,000 per principal facade. Buildings have received up to $150,000 but typically only receive funding for one or two facades.

Per year: $2.9m in facade grants have been approved since 2003. Recipients usually also participated in the Heritage Building Rehabilitation Program until 2008. From 2004 to 2013, between $50,000 and $950,000 was approved each year in facade grants. None were approved since 2014 but one was approved in September 2015 and a further one presented for Council approval in November.

Annual funds: Approximately $300,000.

Chinese Society Buildings Matching Grant
Offered by: City of Vancouver

Eligibility: Member-based Chinese Family Clan and Benevolent Societies who are registered non-profit societies and located in Chinatown or the Downtown Eastside.

For: Critical capital upgrades. Not intended for standard building repairs and maintenance.

Incentive: Matching grant of up to $100,000 for buildings on the Heritage Register and located in Chinatown. Matching grant of up to $75,000 for buildings on the Heritage Register located outside of Chinatown but still within the Downtown Eastside.

Per year: This program was launched in 2014. To date, 30 grants have been awarded pending work proceeding.

Funds: $2.5 million for a 3-year program.

City-wide for Cultural Infrastructure:

Cultural Infrastructure Grants
Offered by: City of Vancouver

Eligibility: Non-profit societies.

For: Planning and completion of purchasing, building or renovating cultural space.

Incentive: Grants up to $150,000.

Description: Projects receive funding up to $150,000 for major capital projects, and up to $35,000 for minor capital projects and planning projects. This program was launched in 2009. Heritage buildings can be eligible if they have a cultural mandate or programming. Recipients are largely galleries, theatres, museum societies and churches. Funding may be for feasibility studies for upgrades, consultations and renovations.

Per year: In 2014, 27 projects were funded including 4 heritage projects. These 4 were granted a total of $294,000, the highest amount for heritage to date from this program. From 2009 to 2014, 3 – 5 heritage buildings have received funding each year. A full list of heritage buildings that have received a grant can be found in Appendix I.

Annual funds: $800,000 - $1,000,000.

Permit Fee Assistance Program
Offered by: City of Vancouver

Eligibility: Non-profits in the cultural sector.

For: Permit fees associated with renovating or constructing cultural spaces for non-profits.

Incentive: Up to $1,500.

Description: This grant is intended to encourage the development of safe and legal cultural space.

Annual funds: $10,000. Program to commence September 2015.

City-wide for Sustainability Upgrades:

Heritage Energy Retrofit Grant
Offered by: Vancouver Heritage Foundation with City of Vancouver

Eligibility: Owner-occupied private homes in Vancouver built pre-1940 or on the Vancouver Heritage Register.

For: Energy retrofits that reduce greenhouse gas emissions.

Incentive: Up to $3,000 grant.

Description: Launching as a pilot in September 2015 until August 2016, this program offers grants for pre- and post-retrofit energy evaluations and reports, and for eligible upgrades that reduce greenhouse gas emissions. Eligible upgrades are compatible with conservation of the home's heritage features and fabric.

Per year: The pilot program will offer grants to up to 20 homes.

Annual funds: $60,000 for the pilot program.

Greenest City Community Grant
Offered by: Vancouver Foundation

Eligibility: Registered charities and non-profit societies.

Incentive: Matching grant up to 75% of project costs (max. $50,000).

Description: This grant could potentially be used by a charity or non-profit society operating in a heritage building to complete a sustainable retrofit of the building.

Per year: No examples have been identified of it being used for heritage in this way.

Province-wide for Heritage Conservation Activities:

Heritage Legacy Fund
Offered by: Heritage BC

Eligibility: Non-profit societies, registered charities, local governments and school boards.

For: Heritage conservation and heritage awareness projects.

Incentive: Matching grant up to 50% of eligible project costs (max. $25,000).

Description: The Heritage Legacy Fund (HLF) was established in 2003 with a $5 million endowment from the Government of British Columbia to support heritage conservation activities. There are two programs:

Heritage Conservation Program: Funds up to $25,000 for half of the eligible project costs.

Heritage Awareness Program: Funds up to $10,000 toward an educational program or campaign.

Per year: In 2015, 12 Heritage Conservation grants and 5 Heritage Awareness grants have been awarded, with one of each in Vancouver. Since 2005, the HLF has supported over 100 projects with $1.8m across the province.

Annual funds: Variable based on income generated from a $5 million endowment.

In 2014, 14 projects were funded with $100,000 in Heritage Legacy Fund grants ($87,000 for Heritage Conservation and $13,000 for Heritage Awareness).
In 2015, 17 projects were funded with $75,000 in Heritage Legacy Fund grants ($64,000 for Heritage Conservation and $11,000 for Heritage Awareness).

Province-wide for Non-profit Activities:

Community Gaming Grants
Offered by: BC Gaming Commission Lottery Grants

Eligibility: Community non-profit organizations, operating for at least 12 months before application.

For: Projects that benefit the larger community that are based in: Arts and Culture, Sport, Environment, Public Safety, Human and Social Services, Parent Advisory Councils and District Parent Advisory Councils.

Incentive: Grants up to $100,000.

Description: Three tiers of organization are eligible:
- Local: Funding up to $100,000 per year. Up to $20,000 can be used for minor capital projects (could be used for heritage restoration or maintenance).
- Regional: Funding up to $225,000 per year.
- Province-wide: Funding up to $250,000 per year.

Per year: In 2013/2014, the Commission granted 4,999 projects contributing over $132 million in funding across all tiers province-wide.

Province-wide for Sustainability Upgrades:

Energy Rebate Offers – Residential
Offered by: BC Hydro and Fortis BC

Eligibility: Homeowners, BC Hydro or Fortis BC customers, specific to single family dwellings.

For: Energy efficiency upgrades.

Incentive: Various rebates for homes for percentage of the cost of upgrades.

Commercial and other residential buildings may have other rebates or programs available to them.

Canada-wide for Heritage Conservation Activities:

Cenotaph/Monument Restoration Program
Offered by: Government of Canada

Eligibility: Non-profits, private sector, provinces, territories and municipalities.

For: The repair, restoration and expansion of statues or structures (not buildings) erected to honour Canadian veterans in conflicts after 1867.

Incentive: Grant of up to 50% of project costs to a maximum of $25,000.

Timeframe: Reviewed quarterly.

Funds: Not disclosed.

Canada 150 Community Infrastructure Program (closed June 2015)
Offered by: Government of Canada

Eligibility: Provinces, territories, municipal and regional governments, Aboriginal organizations and not-for-profit organizations who own the asset.

For: Renovation, expansion and rehabilitation.

Incentive: Grant of up to 50% of total project costs to a maximum of $500,000.

Description: This program was offered as a one-off opportunity, with a closing date in June 2015. It is expected to support up to 1,800 projects nationally. Funding is for the renovation, expansion and

rehabilitation of existing infrastructure that creates community, cultural and heritage benefits for the public. Projects are expected to be completed by the end of 2017.

Total funds: $150,000,000.

National Historic Sites Cost-Sharing Program
Offered by: Parks Canada

Eligibility: Non-federally owned National Historic Sites. Provincial, territorial, municipal and regional governments, Aboriginal and other not-for-profit organizations that own or have a long-term lease on the asset.

For: Technical and planning document preparation, and for conservation work.

Incentive: A matching grant of up to 50% of eligible project costs to a maximum of $10,000 for Preparatory Assistance Projects and a maximum of $100,000 for Conservation Projects.

Description: This program has renewed each year and supports 14 – 19 projects across Canada each year. There are two categories:

> Preparatory Assistance Projects: For preparation of technical and planning documents.
>
> Conservation Projects: For conservation of threatened components of a site to secure its physical integrity.

Total funds: Approximately $1,000,000 per year.

Canada-wide for Cultural Spaces:

Canada Cultural Spaces Fund
Offered by: Government of Canada

Eligibility: Non-profit arts and heritage organizations.

For: Upgrades and renovations to arts and heritage facilities, purchase of specialized equipment and studies related to capital projects in cultural spaces. This funding is not for restoration, it is specifically for upgrades to arts and museum spaces.

Incentive: Funding up to 50% of eligible project expenses. Typical funding is approximately 35% of project costs.

Description: The purpose of the program is to improve conditions in cultural spaces within Canada. It was launched in 2012.

Per year: Three Vancouver Heritage Register buildings have received funding since 2012, ranging from $6,925 to $79,000.

Annual funds: Not disclosed.

FINANCIAL INCENTIVES OPTIONS

In assessing the programs currently available in Vancouver for heritage projects and what could be offered to achieve greater levels of heritage conservation, it is helpful to explore best practice used elsewhere and to understand the wider range of incentives in use in other contexts. A summary of the principal options is provided in Figure 11 and details of each can be found in pages 34-38.

Governments at all levels have a variety of ways to provide financial incentives to owners of heritage properties. Some are more applicable to one level of government than another, for example income tax credits. Some are suited more to a particular property type or goals of the owner. For example a property tax reduction can be valuable to a developer rehabilitating a commercial building, but not to a church which is already exempt from property tax.

The variety of incentives that have been proposed or used points to the need for a variety of options within a program to motivate and support heritage conservation. Often, not just one incentive type is offered or different programs are offered by different levels of government and by non-government agencies that complement each other. The different options are summarized here, along with what agency they can be offered by and comment on their applicability, advantages and disadvantages, and where they have been used. A summary for reference is provided in Figure 11. Many of these incentives can be offered with or without a guarantee on the property in the form of an easement or covenant, or legal protection of the property through designation, though that is often required.

In some form, Vancouver already has available or has used the most common and effective incentives that are able to be implemented at the municipal level. They remain very applicable to the Vancouver context. The favoured route for both provincial and municipal funding across Canada is property tax programs and grants. These stand out for their applicability to different types of property and ownership, the direct assistance they provide and their relatively straight-forward, easy-to-understand format. Additionally Vancouver has been ahead of many municipalities in utilizing a transfer of density program.

A number of sources have been informative in preparing this section.

> Published in 2014, Harold Kalman's book, *Heritage Planning: Principles and Process*, draws on Kalman's decades of Canadian and international experience in the heritage field, with particular reference to Canada, USA, Australia and the UK. In the "Managing Change: Tools and Incentives" section, he looks at the three elements of planning and protection tools, financial incentives and non-financial incentives.[47] Overall, Kalman presents an objective overview of the different options and lays out the success of several programs where incentives secured considerable commitment and investment from private owners.
>
> In 2014, the National Trust for Canada published a Canada-wide study, *Financial Measures to Encourage Heritage Development: Final Report*. The focus of the study is commercial development and presents findings from surveys with developers across the country. Prepared for the Federal-Provincial-Territorial Ministers' Table on Culture and Heritage, it presents the case for financial measures, how they work and the impact they can have. Several success stories are noted where public funding has leveraged significant private investment from the USA, UK, Australia and Canada. It provides a

[47] Kalman (2014), pp.248-277.

summary of different measures that could potentially be used at the federal, provincial or municipal level with preferences from developers identified as property tax and income tax measures, and grants.

A specific review of Vancouver's heritage conservation program, including incentives, is underway in 2015 as part of the Heritage Action Plan. In November 2014, Donald Luxton and Associates Inc. prepared *Public Advisory Committee Backgrounder #1* including "Part II: Municipal Best Practices". This provides a summary of eight municipal programs as best practice case studies, including cities in British Columbia, other Canadian provinces, the USA and Australia. It highlights a variety of different programs, including financial incentives components, which have been effective in achieving heritage conservation goals and can be used as inspiration in examining the best approach for Vancouver.

Figure 11: Summary of the principal options for financial incentives in Canada.

	Tax Measures			
Incentive	**Property Tax – Freeze, abatement, relief or credit**	**Income Tax Credits – Refundable or Non-Refundable**	**Capital Cost Allowance**	**Sales Tax Rebates**
Description	Property tax can be used to compensate an owner for a percentage of rehabilitation / restoration costs	A percentage of the specific rehabilitation expenditure is refunded through income tax credit	Advantageous categorization of heritage restoration or repair costs for tax purposes	Rebate of the sales tax paid on materials for heritage projects
Provider	Provincial, Municipal governments	Federal, Provincial governments	Federal, Provincial governments	Federal, Provincial governments
Usage	Widely in Canada Vancouver	USA		Nova Scotia

	Access to Funds			Other	
Incentive	**Grants**	**Revolving Fund**	**Loans and Mortgages**	**Density Bonus / Density Transfer**	**Waived Development Fees**
Description	Typically offered as a matching grant up to a specified limit, paid following project completion	A pool of capital is loaned out for heritage projects at a low interest rate	A loan or mortgage is provided at a low interest rate	Greater density is permitted on site, enhancing value or revenue / Bonus or residual density development rights are transferred off-site, generating revenue	Fees for permits or other planning requirements are waived or reduced for heritage projects
Provider	Federal, Provincial, Municipal governments, Non-government agencies	Non-government agencies	Government agencies, financial institutions	Municipal governments	Municipal governments
Usage	Widely used in Canada and internationally Vancouver	UK, USA, Australia	USA	USA, Australia Vancouver	Some USA cities

TAX MEASURES:

Property Tax – Freeze, abatement, relief or credit
Offered by: Provincial or municipal government

Applicable to: Commercial, Owner-occupied residential

Description: Property tax can be used to compensate an owner for a percentage of rehabilitation/restoration costs, or for increased property taxes due to the improvements to the property for a limited period of time, or for designating a heritage property. This can be in the form of phasing in an increase due to improvements, credits to offset expenditure for a period of years, or ongoing relief.

Advantages: Provides a direct financial benefit, applicable to a wide range of properties and can lessen the deterrent of increased property taxes resulting from the improvement.

Disadvantages: Not applicable to sites that are already exempt from property taxes including churches, buildings owned by charities and operated for charitable purpose.

Used: Vancouver, Victoria, Edmonton, Winnipeg, Regina, Ontario, Quebec, New Brunswick, Nova Scotia, San Francisco, Chicago.

Both Vancouver and Victoria have included property tax relief in their programs for specific districts.

New Brunswick Property Tax Abatement program gives a 4 year tax reduction for designated heritage properties and National Historic Sites. Ontario has a Heritage Tax Relief Program in place that over 30 municipalities have adopted. Nova Scotia offers a tax rebate for non-commercial or non-profit owned property.

Illinois: Property Tax Freeze for Historic Residences, since 1983, for eleven years for owner-occupiers that rehabilitate their property.

Income Tax Credits – Refundable or Non-Refundable
Offered by: Federal or provincial government

Applicable to: Commercial, Owner-occupied residential, Non-commercial (Refundable only)

Description: A percentage of the specific rehabilitation expenditure is refunded through income tax credits. For refundable credits, any excess over taxes owing is paid out. For non-refundable, any excess would be carried forward as a credit.

Advantages: Open-ended in timeframe, with no maximum amount and of value to a wide range of project size and type.

Used: USA (Federal and State)

Capital Cost Allowance – Treatment of heritage rehabilitation expenses
(proposed – not enacted)

Offered by: Federal or provincial government

Applicable to: Commercial

Description: Allowance of heritage restoration or repairs to be considered 'maintenance' rather than 'betterment' so can be expensed in the same tax year, or the creation of a new CCA class with accelerated write-off rate.

Advantages: Can provide a cash benefit to tax paying firms, improving on the current 5% depreciation per annum for buildings.

Sales Tax Rebates
Offered by: Federal or provincial government

Applicable to: Owner-occupied residential, Non-commercial

Description: Rebate of the sales tax paid on materials for heritage projects. Currently, a rebate of 36% of GST is refunded for substantial renovations.

Advantages: Rewards ongoing maintenance as well as restoration and rehabilitation, rather than major projects only.

Disadvantages: Able only to contribute to the material costs when labour typically represents the more significant cost.

Used: Nova Scotia

The Nova Scotia Heritage Property Rebate is for owner-occupied and non-commercial properties, giving a rebate equivalent to 10% of the provincial portion of HST on materials for repair, restoration or improvement paid by various categories of non-profit organizations.

ACCESS TO FUNDS:

Grants

Offered by: Federal, provincial or municipal government or non-government agency

Applicable to: Commercial, Owner-occupied residential, Non-commercial / All

Description: Typically offered as a matching grant up to a specified limit, a cash amount is given to the owner up to a percentage of their cost for a project.

Advantages: Direct financial assistance to owners that can motivate a wide-variety of work towards sustaining any type of heritage property long-term.

Disadvantages: Direct financial cost.

Used: Canada and internationally. Vancouver, Victoria, Edmonton. BC.

A grant program is offered by nearly all the Canadian provinces and territories in some form either directly or through a non-government agency. Programs vary in eligibility and types of work supported and to what value.

Alberta: Heritage Resource Conservation Grants through the Alberta Historical Resources Foundation.
Manitoba: Designated Heritage Buildings Grant Program.
Quebec Cultural Heritage Fund.
New Brunswick: Heritage Place Conservation Grant.
Nova Scotia: Conservation Work Grant. Etc.

Melbourne, Australia: Melbourne Heritage Restoration Fund, through Victoria's Heritage Restoration Fund.

Revolving Fund

Offered by: Non-government agency

Applicable to: Commercial, Owner-occupied residential

Description: A pool of capital is loaned out for heritage projects at a low interest rate, offering financing that may be difficult to obtain elsewhere.

Advantages: Provides funding for heritage work that may not be forthcoming from traditional lenders.

Disadvantages: Administration of loans requires appropriate financial expertise and sizeable capital resource.

Used: Ottawa, UK, San Francisco, Perth (Australia).

Architectural Heritage Fund in the UK and Historic Ottawa Development Inc. Preservation Loan and Technical Assistance Program in San Francisco – targeted to non-profit housing and multi-unit development for low-to-moderate income residents.

Perth: Municipality participates in the Heritage Loan Subsidies program from state government offering reduced rate loans.

Loans and Mortgages

Offered by: Federal, provincial, municipal government agencies, Financial institution

Applicable to: Commercial, Owner-occupied residential

Description: A loan or mortgage is provided at a lower interest rate than traditional banks. Funds can come from a fund invested in by individuals for the purpose. Guarantees for loans or mortgages from others can also be provided.

Advantages: Provides funding for heritage work that may not be forthcoming from traditional lenders.

Disadvantages: Less compelling when interest rates are already low. Need willingness to assume the risk of providing loans.

Used: USA

Some USA banks have offered historic preservation loans in the past. US Department of Housing and Urban Development provides loans through private lenders.

Loan guarantees: Hamilton and Markham, ON

Tax Increment Financing

Offered by: Provincial or municipal government

Applicable to: Commercial, Owner-occupied residential

Description: Public sector investment is provided for projects in a particular area based on the anticipated property tax increase from the area resulting from improved property. The debt incurred is to be paid down by the property tax later collected.

Advantages: Considered useful as a way to finance major regeneration of an area.

Disadvantages: The municipality incurs debt in order to finance projects.

Used: USA for area redevelopment. Calgary: Set up first TIF area in Canada for the East Village area.

OTHER:

Density Bonusing
Offered by: Municipal government

Applicable to: Commercial, Owner-occupied residential, Non-commercial / All

Description: Bonus density development rights are provided to a heritage property in exchange for restoration or rehabilitation work, usually as part of a one-time major intervention on the site.

Advantages: Offers the opportunity to increase the value or revenue of a heritage property with more square footage or rentable space.

Disadvantages: Can lead to undesirable alteration of the form or setting of a heritage building. Only provides a one-time incentive. Not usually applicable to already designated property.

Used: Vancouver, Perth (Australia)

In Vancouver, density bonusing is an option within a Heritage Revitalization Agreement negotiation or rezoning.

Density Transfer
Offered by: Municipal government

Applicable to: Commercial, Owner-occupied residential, Non-commercial / All

Description: Bonus and/or residual density development rights are transferred off-site into a 'density bank' or directly to a receiver site. Density units are sold to finance restoration or rehabilitation work on the site, usually as part of a one-time major intervention on the site.

Advantages: Provides opportunity to generate funds to assist in restoration or rehabilitation work, and removes development opportunity from the site that otherwise would continue to threaten retention long-term.

Disadvantages: Relies on there being a market/demand for the density so it can be sold and landed elsewhere. Only provides a one-time incentive. Not usually applicable to already designated property.

Used: Vancouver, Perth (Australia), Sydney

Perth: The transfer of density is from the donor site directly to a recipient site.
Sydney: Owners can sell unused development potential.

Waived Development Fees
Offered by: Municipal government

Applicable to: Commercial, Owner-occupied residential, Non-commercial / All

Description: Fees for permits or other planning requirements are waived or reduced for heritage projects.

Advantages: Assists with up-front costs of heritage projects.

Used: Some USA cities including Chicago.

In Chicago, applies to Landmark buildings, and to buildings and new construction in landmark districts.

BEST PRACTICE EXAMPLES

Incentive programs in two cities in Western Canada stand out for effective use of financial incentives to achieve local heritage conservation goals. In both cases, the municipality has provided substantial and sustained funding to address specific local challenges for heritage.

The City of Victoria operates their programs under the same provincial legislation as Vancouver and a similar interest in seismic upgrades. It is a much smaller city with perhaps a greater direct economic dependence on its heritage credentials but offers a well-established program for study with three distinct complimentary elements.

The City of Edmonton has a larger population than Vancouver at around 877,000. Its heritage resources date primarily from 1900 onwards. The program focuses aggressively on getting more buildings designated. It operates with the same provincial requirement as BC that compensation would be required if designation occurs without the owner's consent. With an initial focus on the downtown in the 1980s, the program expanded in the 1990s to be city-wide and now presents a long-running comprehensive city-run program for study.

VICTORIA, BC

Three distinct programs provide financial incentives to different types of heritage properties in the city.[48] All three were established to address different needs and have been effective in achieving results, with Victoria's stock of heritage resources now in better shape. The three programs have been sustained over the long term and analysis has shown substantial return on investment for the City of Victoria.

Two of the programs are focused in the downtown core of the city, where heritage buildings are an important asset for Victoria's tourism industry and broader economy, as well as the quality of life of residents. A third program has a further reach to heritage homes throughout the city. All three address the need to stimulate and support upgrading and restoration of the city's heritage fabric as a key asset for Victoria.

At a municipal level, Kalman highlights the programs in Victoria as "worthwhile municipal investments", noting that analysis reveals impressive return on investment for the city.[49]

House Grants Program

This program is managed by the Victoria Heritage Foundation, a non-profit society set up by the City of Victoria in 1983. Since then, the Foundation has offered grants to support heritage conservation work on designated heritage houses. Funding is provided by the City of Victoria each year, for both the grants and an administration amount. In 2014, the Foundation gave $176,941 in 48 grants, meeting on average 35% of project costs.[50] 2013 was similar with $182,242 providing 53 grants.

---

[48] Information about Victoria programs has been provided by Victoria Heritage Foundation, Victoria Civic Heritage Trust, City of Victoria, Kalman (2014), pp.262-63, and Barber (2013).

[49] Kalman (2014), pp.262-63.

[50] Victoria Heritage Foundation Annual Reports 2013 and 2014.

The grants:

- Approximately 30% - 35% of project cost (to a maximum project cost of $20,500).
- Maximum grants to any one house over a ten year period are limited to $20,500.
- Homes must be designated to be eligible.

Key results:

- The number of homes protected by designation has grown from 142 to over 400 of the 630 houses on the Heritage Register.
- Over 1,100 grants have been awarded to 335 houses.
- By 2002, with over 200 houses granted to, the program had already generated $1.8 million in private investment.

Victoria Heritage Foundation grants support a wide range of projects to assist in restoring, rehabilitating and maintaining heritage homes, their exterior features and designated interior features. Funded projects include roofing, painting, window repair, storm window installation, seismic retrofits and foundation repair. The Foundation has established priorities for types of work it funds and has requirements for work to meet conservation standards. They receive around 50 applications each year and are able to provide a grant to most of them.

Building Incentive Program

Since 1990, the Building Incentive Program (BIP) has provided grants to owners of commercial or institutional designated heritage buildings. The program is managed by the non-profit Victoria Civic Heritage Trust at arm's length from the City of Victoria who provides the annual funding. The program has $420,000 available to award as grants each year.

The grants:

- Up to 50% of the eligible heritage work, to a maximum of $50,000 per project.

Key results:

- From 1990 to 2013, the BIP generated more than $123 million in private investment for 196 properties.
- $28.08 in private investment was leveraged per $1 grant funding (1990 – 2013).

The BIP assists with façade restoration, structural work, upgrades required by building code and other rehabilitation work.

Tax Incentive Program

Launched in 1998, the Tax Incentive Program (TIP) is designed to encourage rehabilitation of downtown heritage buildings by assisting with the cost of seismic upgrading. Also managed by the Victoria Civic Heritage Trust, it provides a property tax incentive to encourage rehabilitation of buildings and in particular, to bring upper floors of buildings back into use as residential accommodation. The program expanded in 2004 to include non-residential uses for rehabilitated buildings. The incentive assists in making such projects economically viable.

The incentive:

- Up to 10 years exemption from property taxes. The period of exemption is directly related to the cost of seismic upgrading required.

Key results:

- 34 buildings have been rehabilitated and received seismic upgrades (to 2013).
- Over 630 residential units have been created.
- Over $205 million in private investment into the downtown core, significantly increasing buildings' value and property tax revenue once exemptions expire, more than paying back the incentive over time.

Increasing residential use in the downtown has been beneficial to the economy and experience of the area. The reuse of a large number of historic masonry buildings is recognized as sound from a sustainability point of view. In 2014, 16 buildings were in the program, with a total tax exemption for the year of $1,035,824.[51] One new building was accepted to the program for $556,642 over ten years.

EDMONTON, AB

The history of incentive programs for heritage in Edmonton dates back to 1984 and has evolved over the years.[52] An initial focus on the downtown expanded city-wide with a full Inventory (1993) and the set-up of the Heritage Reserve Fund in 1995. In 2001, funding was increased. With the stated goal "to identify, manage, protect and promote the preservation and reuse of historic resources to enhance the quality of Edmonton's environment for the benefit of present and future generations"[53], a key component of the policy is the provision of financial incentives for rehabilitation and maintenance.

In recent years, City funding of $877,000 (equivalent to $1 per person) has been set aside each year for the program and any unused amount is added to future years, allowing the fund to provide very large grants when appropriate. From 2015, the annual funding has been increased to $1.377 million, suggesting that the City is seeing the benefit of the investment. Even with this level of funding, the program is over-subscribed and annual demand for funding continues to increase.

The program is managed directly by City staff, including monitoring of projects to ensure compliance to *The Standards and Guidelines for the Conservation of Historic Places in Canada* and other program requirements.

The program offers matching grants. Municipal property tax rebates are included as options but have not been used, with the preference from both government and owners for grants. Grants for maintenance were added in 2009 and now two separate parts of the program address rehabilitation and maintenance, for both residential and commercial buildings:

- *Residential buildings (single family detached homes)*
  Rehabilitation Incentive: Up to 50% of project costs, to a maximum of $75,000
  Maintenance Incentive: Up to 30% of project costs, to a maximum of $10,000, renewable every 5 years. First application can be 5 years after Rehabilitation Incentive.

[51] City of Victoria, October 2015.

[52] Information on Edmonton programs was provided by David Johnston, Principal Heritage Planner, City of Edmonton.

[53] City of Edmonton (2008), City Policy C450B, p.1.

- *Commercial buildings (all other buildings, including other non-residential building types and multi-family residential)*
  Rehabilitation Incentive: Up to 50% of project costs (no cap)
  Maintenance Incentive: Up to 30% of project costs, to a maximum of $50,000, renewable every 5 years.

For commercial rehabilitation projects, there is no upper limit. The largest grant given so far was $1.7 million. Churches and other community buildings frequently apply, with $500,000 often given. Phasing over a number of years can allow for fundraising to maximize funding. Residential Rehabilitation grants usually range from $50,000 - $75,000. Commercial Rehabilitation grants are typically $300,000 - $500,000. City-owned buildings can participate in the program, but provincially-owned buildings cannot as the City is not able to designate them.

Requirements include designation of the property, an agreement with the City and repayment of incentives if the site is subsequently removed from designation, demolished or altered inappropriately.

Key results:

- Between 5 and 10 applications to designate are now made each year.
- 117 fully designated buildings now on the Heritage Register, increased from 22 in 2001. There are approximately 850 further sites on the Inventory (non-designated) of which about 815 are buildings and structures.
- The majority of designated buildings have received a grant.
- From 1998 to June 2015, $9.4 million had been provided as Rehabilitation grants.
- Since 2009, $317,000 has been disbursed in Maintenance grants.
- Additionally, the same fund has provided $1.6 million to book projects, lamp rehabilitation projects, the neon museum, and local research projects (1998-2015).

This municipal program is also supplemented by a provincial program that provides maintenance grants to designated buildings.

Real estate market values have increased substantially in recent years. The generous grant program has aggressively and successfully targeted designation of properties to protect them and supported their long-term rehabilitation and maintenance. However, with rising land values, there are signs that it is becoming harder to have the same impact and the City's commitment to the program remains key.

CONCLUSIONS

Vancouver has the opportunity to draw substantial benefits towards City goals from a stock of heritage assets that are retained, restored and well-cared-for. Appropriate financial incentives can have a significant impact, and should be considered a shared investment, in the places the City has identified as of particular value, those on the Vancouver Heritage Register.

Programs offered by the City of Vancouver have been effective in achieving objectives in specific neighbourhoods and for key sites and types of property. Vancouver Heritage Foundation grants have provided welcome support to many other buildings and sites for heritage conservation but are often modest compared to project costs and the overall need to support and motivate action.

There are many heritage buildings and sites that could benefit from an expanded program of financial incentives in Vancouver. Greater support could be considered to a broader set of Heritage Register buildings and sites, including privately-owned homes and other building types outside the Downtown Eastside, or that cannot access cultural infrastructure funding. Support for different stages of heritage conservation, including conservation and maintenance planning, and for maintenance activities could help get more projects underway and avert some of the need for significant one-off interventions. Heritage Register properties can offer a good starting point to encourage protection through designation or covenant but a larger program could also act to draw more candidates forward.

A long-term approach to providing stable funding and programs can build momentum over time. Confidence in continuing availability of programs allows owners to plan and make decisions with confidence – from taking on ownership through restoration to maintenance. Behaviour of many VHF grantees already demonstrates it is not about a one-time fix and profit for many owners but rather a long-term commitment to restoring and maintaining. More people need to be encouraged to do this.

Three important financial incentives are already available or in use in Vancouver, all of them used elsewhere in Canada and internationally. These provide a toolkit that could be expanded to assist more sites:

- Matching grants
- Property tax relief
- Density transfer

The ability to transfer density from a site and sell it to finance major conservation work has been valuable in Vancouver over many years for larger projects and vulnerable sites. Unbuilt development opportunity will continue to threaten sites across the city while the current market demand for new development continues.

A property tax exemption program can be useful to support one-off interventions such as a major rehabilitation, seismic upgrading or significant restoration work, for owner-occupied houses as well as for commercial buildings. Expansion of where this is available could be considered.

Matching grants offer great flexibility to meet the particular conservation needs and financial situation of the recipient site for a wide variety of projects from planning to ongoing maintenance. Designation or heritage agreements can be required, gaining more protection of sites. Support also enables some owners to leverage other funding, such as from the Heritage Legacy Fund.

Vancouver Heritage Foundation's grants program is an existing vehicle that could be effectively expanded to meet the opportunity. It is an important component of what is currently offered in Vancouver to support heritage conservation. However, the modest funding available limits both the scale and number of potential projects.

A larger program offered through VHF could more adequately complement the management of complex programs by City staff for large rehabilitation projects and HRAs. A dedicated annual granting fund could be established by the City, able to award large enough grants to provide meaningful support and the ability to assist more sites across the city, in both private and public ownership. A dedicated grants officer could manage an increased volume of small grants needing evaluation and management but which can make a big difference to outcomes, as well as assessing support to a range of larger projects.

The key features of an enhanced VHF grants program might be:

Annual funding from City of Vancouver	Dedicated grants officer for guidance, support, monitoring	Matching grants of 35% - 50% of project costs	Reliable, long-term sustained funding
Broad eligibility	For buildings and sites in all types of ownership	City-wide availability Dovetail with location specific programs	Designation or payback covenant to protect investment
Range of grant levels and streams	Different types of heritage resource and likely scale of projects	Houses Other residential Commercial Mixed use Non-commercial	
All stages of heritage conservation	Planning	Conservation Plan; Feasibility Plan; Maintenance Plan	
	Intervention	Restoration; Rehabilitation; Repair; Seismic; Energy retrofits	
	Ongoing	Maintenance; Painting	

A similar level of support as that in Victoria and Edmonton could be tailored to Vancouver's needs, with clear goals of retention, protection, restoration and maintenance. In addition to existing City programs, an annual fund of at least $500,000 plus administration support could offer the flexibility to support different types and scale of projects for all building and site types.

- A fund of $175,000 per year in grants for houses and small-scale heritage resources could support as many as 40 - 50 projects per year at a level that motivates action.
- A fund of $325,000 per year for other buildings and site types could support 4 – 8 larger projects per year.
- An administration budget of $75,000 per year could enable a full time grants officer to manage the program, provide guidance and ensure standards of conservation, as well as promote the program.

Augmenting the existing programs to provide a city-wide program that is simple to understand and access, and reliably available for the long term, could turn the tide towards more and better conservation of Vancouver's heritage. Such an investment would help unlock the full potential of heritage resources and the benefits for the city as a whole. The Heritage Action Plan report cautioned against expectations of the City to intervene to "save" heritage buildings and places.[54] But financial incentives are largely about leveraging other investment from private and other sources to realize a much greater overall return and have proven to be very cost-effective. Such investment in heritage can be viewed as self-financing with returns that are significant and widespread. While it is important to continue to petition the provincial and federal governments to do more, in the current climate there is an opportunity to address the gaps, including those left by discontinued or suspended programs, and provide meaningful stable support at the municipal level.

[54] City of Vancouver (2013), p.3.

BIBLIOGRAPHY

Altus Group Limited (2008) *Heritage Rehabilitation Incentives in the City of Vancouver: Analysis of Transfer of Density Program, Final Report*. Prepared for: City of Vancouver, June 2008.

Donald Luxton & Associates Inc. (2014) *Heritage Action Plan: Public Advisory Committee Backgrounder #1*

Greffe, X. (2004) "Is Heritage an Asset or a Liability?" *Journal of Cultural Heritage,* 5 (3), pp.301-309

Hills, S. & Worthing, D. (2006) "Private Home, Public Cultural Asset: The Maintenance Behaviour of Listed Building Owner-occupiers", *Journal of Housing and the Built Environment*, 21, 203-213

Heritage Canada The National Trust (2013) "Provincial Funding for Historic Building Conservation in Canada" (Summary table)

Kalman, H. (2014) *Heritage Planning: Principles and Process*, New York / Abingdon: Routledge

Mossetto, G. (1994) "The Economic Dilemma of Heritage Preservation", in Peacock, A. & Rizzo, I. (eds.) *Cultural Economics and Cultural Policies,* Boston: Kluwer Academic Publishers
Available online: http://link.springer.com/chapter/10.1007/978-94-011-1140-9_7#page-1

Oram, M. (n.d.) "Background Study of Heritage Preservation Incentive Programs". The City of Calgary Land Use Planning & Policy.

Rizzo, I. & Throsby, D. (2006) "Cultural Heritage: Economic Analysis and Public Policy", in Ginsburgh, V. & Throsby, D. (eds) *Handbook of the Economics of Art and Culture*, Amsterdam: Elsevier

Rypkema, D. (1994) *The Economics of Historic Preservation: A Community Leader's Guide*. National Trust for Historic Preservation, Washington D.C.

Rypkema, D. (2012) "Economics and Historic Preservation" in *Forum Journal*, Fall 2012.

Schuster, M. (2006) "Tax Incentives in Cultural Policy", in Ginsburgh, V. & Throsby, D. (eds) *Handbook of the Economics of Art and Culture*, Amsterdam: Elsevier

Shipley, R. (2000) "Heritage Designation and Property Values: Is There an Effect?" *International Journal of Heritage Studies*, 6 (1), pp. 83-100

Thomson, N. (1985) "Fiscal Incentives for Private Heritage Conservation", *The Australian Quarterly*, 57 (3), pp.255-261

Throsby, D. (2001) *Economics and Culture*, Cambridge: Cambridge University

Online

Barber, S. (2013) "Victoria's Tax Incentive Program – 14 Successful Years!" *Heritage*. Vol. XVI, No. 1 pp.18-20. http://www.heritagecanada.org/sites/www.heritagecanada.org/files/UC%20%231%20only%20FINAL.pdf

Chiu, Vivian (2015) "Funding needs for Chinatown upgrades", May 7 2015, in *Vancouver 24 hrs* http://vancouver.24hrs.ca/2015/05/07/funding-needs-for-chinatown-upgrades

City of Edmonton (2008) "City Policy C-450B", Planning and Development, September 3 2008, p.1 www.edmonton.ca/city-government/documents/PDF/C450B.pdf

City of Vancouver (2015) "Administrative Report: Heritage Action Plan Update", June 1 2015
http://former.vancouver.ca/ctyclerk/cclerk/20150609/documents/a2.pdf

City of Vancouver (2003) "Administrative Report: Heritage Incentives Implementation for Gastown and Chinatown", June 9 2003
http://former.vancouver.ca/ctyclerk/cclerk/20030710/pe3.htm

City of Vancouver (2015) "Chinese Society Buildings Matching Grant"
http://vancouver.ca/files/cov/chinese-society-buildings-matching-grants-program-summary-application-guidelines.pdf

City of Vancouver (2012) *Greenest City 2020 Action Plan*
http://vancouver.ca/files/cov/Greenest-city-action-plan.pdf

City of Vancouver (2005) "Heritage Building Rehabilitation Program Policies and Procedures for Gastown, Chinatown, Hastings Street Corridor and Victory Square", July 10 2003, amended 2003, 2005.
http://former.vancouver.ca/commsvcs/guidelines/H009.pdf

City of Vancouver (2005) "Heritage Facade Rehabilitation Program Policies and Procedures for Gastown, Chinatown, Hastings Street Corridor and Victory Square", July 10 2003, amended 2003, 2005.
http://former.vancouver.ca/commsvcs/guidelines/H010.pdf

City of Vancouver (2013) "Policy Report: Heritage Action Plan to Update Vancouver's Heritage Conservation Program", November 26 2013.
http://former.vancouver.ca/ctyclerk/cclerk/20131204/documents/ptec8.pdf

City of Vancouver (1983/2013) "Transfer of Density Policy and Procedure", January 25 1983, amended 1984-2013
http://former.vancouver.ca/commsvcs/guidelines/T001.pdf

City of Vancouver (2014) "Vancouver Heritage Register"
http://former.vancouver.ca/commsvcs/guidelines/V001.pdf

C+S Planning Group & Sustainable Cities (2013) *Dynamic Downtowns Workbook: Using Heritage to Build Strong, Vibrant Downtowns*
https://www.for.gov.bc.ca/ftp/heritage/external/!publish/web/DynamicDowntownsWorkbook_Final.pdf

English Heritage (2014), "The Value and Impact of Heritage"
http://hc.historicengland.org.uk/caring-for-the-local-historic-environment/

Heritage Resource Centre (2006) "Heritage Conservation Briefs: Job Creation", University of Waterloo.
https://uwaterloo.ca/heritage-resources-centre/resources/heritage-conservation-briefs

McCleary, R. (2005) *Financial Incentives for Historic Preservation: An International View*, Master's Thesis, University of Pennsylvania.
http://repository.upenn.edu/hp_theses/35/

National Trust for Canada (2014) *Financial Measures to Encourage Heritage Development: Final Report*. Prepared for: The Federal-Provincial-Territorial Ministers' Table on Culture and Heritage (FPT).
https://www.nationaltrustcanada.ca/sites/www.heritagecanada.org/files/Final%20Report%20-Financial%20Measures-2014.pdf

National Trust for Canada (n.d.) "Financial Incentives"
https://www.nationaltrustcanada.ca/issues-campaigns/financial-incentives

Parks Canada (2015) "Parks Canada's National Historic Sites Cost-Sharing Program"
http://www.pc.gc.ca/eng/progs/lhn-nhs/ppf-csp/index.aspx

Parks Canada/Canada's Historic Places (2006) "Canadian Register of Historic Places: Writing Statements of Significance"
http://www.historicplaces.ca/media/5422/sosguideen.pdf

Parks Canada/Canada's Historic Places (2010) *Standards and Guidelines for the Conservation of Historic Places in Canada*, 2nd ed.
http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf

Parks Canada (2004)

"Minister Dion Announces New Funding To Revitalize And Restore Eight Historic Canadian Properties". Media Room, News Releases and Backgrounders
http://www.pc.gc.ca/APPS/CP-NR/release_e.asp?id=838&andor1=nr

"Backgrounder: Commercial Heritage Properties Incentive Fund Contributions"
http://www.pc.gc.ca/APPS/CP-NR/release_e.asp?bgid=717&andor1=bg

Preservation Green Lab (2011) *The Greenest Building: Quantifying the Environmental Value of Building Reuse*, The National Trust for Historic Preservation, 2011
http://www.preservationnation.org/information-center/sustainable-communities/green-lab/lca/The_Greenest_Building_lowres.pdf

Rypkema, D. (2007) "Economic Benefits of Preservation", Preservation Action Council of San Jose.
www.preservation.org/rypkema.htm

Technical Preservation Services (n.d.) "Tax Incentives for Preserving Historic Properties", National Park Service, US Department of the Interior
http://www.nps.gov/tps/tax-incentives.htm

Vancouver Heritage Foundation (2012) *Conserving Heritage Buildings in a Green and Growing Vancouver*.
http://www.vancouverheritagefoundation.org/wp-content/uploads/2013/01/Conserving-Heritage-Report-FINAL.pdf

Vancouver Heritage Foundation (2013) *Gow Block: Cedar Cottage Townhomes*
http://www.vancouverheritagefoundation.org/wp-content/uploads/2013/02/Final-Copy-Gow-Block.pdf

ACKNOWLEDGEMENTS

Study Team:
Judith Mosley MSc, VHF Executive Director
Roxanne Nesbitt MArch, VHF Project Research Assistant
Neil Armitage PhD
Karly Morgan BA, Dip Env, MSc

Consultation:
VHF is grateful to many people who shared their knowledge, experience and information with the study team:

John Atkin
Scott Bowden – Colliers International
Rebecca Bishop - Vancouver Heritage Foundation
Shelley Bruce – Parks Canada
Brigitte Clark – Victoria Heritage Foundation
Marco D'Agostini – City of Vancouver
Karen Dearlove – Heritage BC
Marta Farevaag
Robert Fung – Salient Group
Michael Geller
Zlatan Jankovic – City of Vancouver
Berdine Jonker – BC Heritage Branch
David Johnston – City of Edmonton
Harold Kalman
Robert Lemon
Donald Luxton
Bonnie Ma – City of Vancouver
Hugh McLean – City of Vancouver
Murray Miller – City of Victoria
Karen Russell
Catherine Umland – Victoria Civic Heritage Trust
Barbara Vanderburgh
Chris Wiebe – The National Trust for Canada
Andy Yan

Property Owner / Manager Interviews:
Ric Arboit
Ian Foreman
Doug Meredith
Peter Mustard
Roy Pick
Carol Sawyer

Appendix I: City of Vancouver Cultural Infrastructure Grants to Heritage Register Buildings

Cultural Infrastructure Grants 2014

Artspeak Gallery Society
233 Carrall St.
Bodega hotel and saloon 225-233 Carrall St.
Significance: B (M)
$150,000 To purchase an additional unit within their building.

Roundhouse Community Arts and Recreation Society
181 Roundhouse Mews
Significance: A (P)
$75,000 To install a larger, longer, and higher set of bleachers in the Roundhouse Performance Centre.
$12,000 To fund a feasibility study for a new entrance to performance space.

Vancouver Dance Foundation
677 Davie St.
Significance: B (M)
$50,280 To upgrade the entrance to the Scotiabank Dance Centre for disability access and energy conservation.

Native Daughters Post #1
(Old Hastings Mill Store Museum)
1575 Alma St.
Significance: A (M)
$6,750 To replace the 50 year old furnace and ductwork with a high efficiency HVAC system.

Cultural Infrastructure Grants 2013

Firehall Theatre Society
280 East Cordova St.
Significance: B (M)
$17,500 Renovations to dressing rooms, storage areas and exterior lighting.

Historic Joy Kogawa House Society
1450 West 64th Ave.
Significance: B
$34,500 To purchase the house from The Land Conservancy.

Unit / Pitt Gallery
236 East Pender St.
Significance: O (M)
$35,000 To upgrade space at 236 East Pender.

Vancouver Japanese Language School
475 Alexander St.
Significance: B (M)
$3,370 Study to make the hall a more effective performance venue.

Cultural Infrastructure Grants 2012

St. Andrew's Wesley United Church
1012 Nelson St.
Significance: A (M)
$150,000 Additional washrooms and storage space, acoustic treatment on existing spaces.

Carnegie Community Centre Association
(former Carnegie Library)
401 Main St.
Significance: A (M)
$7,900 Improvements to the theatre and sound room.

Vancouver East Cultural Centre (The Cultch)
1895 Venables St.
Significance: B (M)
$7,810 Refurbish seating.

Western Front Society
303 East 8th Ave.
Significance: B
$14,740 Canopy installation over the building's front entrance.

Marpole Museum and Historical Society
8743 SW Marine Dr.
Significance: B
$3,120 Planning for the construction of a new presentation space.

Cultural Infrastructure Grants 2011

Artspeak Gallery Society
233 Carrall St.
Bodega hotel and saloon 225-233 Carrall St.
Significance: B (M)
$20,000 Feasibility study for gallery expansion.

Carnegie Community Centre Association
(former Carnegie Library)
401 Main St.
Significance: A (M)
$2,300 Evaluation of existing theatre spaces in order to renovate in the future.

Dr. Sun Yat-Sen Garden Society of Vancouver
578 Carrall St.
Significance: O (M)
$9,000 Consultation for renovation.

Roedde House Preservation Society
1415 Barclay St.
Significance: B (M)
$10,500 To write a heritage conservation plan for the Roedde House Museum.

Western Front Society
303 E 8th Ave.
Significance: B
$49,700 Technical upgrades to Grand Luxe Theatre.

Cultural Infrastructure Grants 2010

Artspeak Gallery Society
233 Carrall St.
Bodega hotel and saloon 225-233 Carrall St.
Significance: B (M)
$1,000 To hire a realtor to study the possibility of purchasing an additional space.

Museum of Vancouver (Vancouver Museum Society)
1100 Chestnut St.
Significance: A (M)
$21,500 Planning study for lobby renovations.

Historic Joy Kogawa House Society (The Land Conservancy)
1450 West 64th Ave.
Significance: B
$25,000 Renovation to front of the house.

Vancouver Dance Foundation
677 Davie St.
Significance: B (M)
$14,500 Upgrades to building HVAC and security.

Western Front Society
303 E 8th Ave.
Significance: B
$15,000 Fire safety upgrades.

Cultural Infrastructure Grants 2009

Firehall Theatre Society
280 East Cordova St.
Significance: B (M)
$25,000 Feasibility study for renovation.

Gallery Gatchet Society
88 East Cordova St.
Significance: C
$3,000 Feasibility study for co-location.

Native Daughters Post #1
(Old Hastings Mill Store Museum)
1575 Alma St.
Significance: A (M)
$11,000 Electrical and lighting upgrades.

Cultural Infrastructure Grants Summary 2009-2014

The City of Vancouver's Cultural infrastructure grant supported 3-5 Heritage Register buildings per year through local non-profits. This funding includes feasibility studies for upgrades, consultations and renovations. This documentation does not include funding to non-profits housed in heritage buildings not related to the maintenance and use of the building.

Yearly summary

2014
Granted **27** projects, **4** heritage projects, total funding for heritage **$294,030**

2013
Granted **33** projects, **4** heritage projects, total funding for heritage **$90,370**

2012
Granted **23** projects, **4** heritage projects, total funding for heritage **$183,570**

2011
Granted **30** projects, **5** heritage projects, total funding for heritage **$91,500**

2010
Granted **26** projects, **5** heritage projects, total funding for heritage **$77,000**

2009
Granted **14** projects, **3** heritage projects, total funding for heritage **$39,000**

True Colours Grant Recipients

Amount shown does not include value of complimentary paint.

W 10th Ave
Mount Pleasant
True Colours, 1999
Built: 1910
Heritage Register: B(M)
Category/Ownership: Residential/Private

W 10th Ave
Mount Pleasant
True Colours,1999
Built: 1914
Heritage Register: B(M)
Category/Ownership: Residential/Private

W 5th Ave
Kitsilano
True Colours $2,000, 1999
Built: 1914
Heritage Register: B(M)
Category/Ownership: Residential/Private

Princess Ave
Strathcona
True Colours $2,000, 2000
Built: 1907
Heritage Register: C(M)(H)
Category/Ownership: Residential/Private

Princess Ave
Strathcona
True Colours $2,500, 2000
Built: 1907
Heritage Register: B(M)(H)
Category/Ownership: Residential/Strata

Oxford St
Hastings Sunrise
True Colours $2,500, 2000
Built: 1912
Heritage Register: B(M)
Category/Ownership: Residential/Private

W 37th St
Kerrisdale
True Colours $2,500, 2000
Built: 1912
Heritage Register: B(M)
Category/Ownership: Residential/Private

Lakewood Drive
Grandview Woodlands
True Colours $2,500, 2000
Built: 1908
Heritage Register: A(M)
Category/Ownership: Residential/Private

E Cordova St
Strathcona
True Colours $1,500, 2001
Built: 1898
Heritage Register: B(M)
Category/Ownership: Residential/Private

Princess Ave
Strathcona
True Colours $1,500, 2001
Built: 1903
Heritage Register: C(M)(H)
Category/Ownership: Residential/Private

E 1st Ave
Hastings Sunrise
True Colours $1,500, 2001
Built: 1930
Heritage Register: B(M)
Category/Ownership: Residential/Private

W 3rd Ave
Kitsilano
True Colours $1,500, 2001
Built: 1912
Heritage Register: B(M)
Category/Ownership: Residential/Private

Union St
Strathcona
True Colours $1,500, 2002
Built: 1902
Heritage Register: B(M)
Category/Ownership: Residential/Private

Yukon St
Mount Pleasant
True Colours $1,500, 2002
Built: 1913
Heritage Register: B(M)
Category/Ownership: Residential/Private

Angus Drive
Kerrisdale
True Colours $1,500, 2002
Built: 1926
Heritage Register: A(M)
Category/Ownership: Residential/Private

Crown St
West Point Grey
True Colours $ 2,000, 2003
Built: 1941
Heritage Register: C(M)
Category/Ownership: Residential/Private

Dundas St
Hastings Sunrise
True Colours $2,000, 2003
Built: 1922
Heritage Register: B(M)
Category/Ownership: Residential/Private

Pacific St
West End
True Colours
Painted: 2003
Built: 1902-1908
Heritage Register: B
Category/Ownership: Residential/Housing Co-op

Cypress St
Kerrisdale
True Colours $2,000, 2004
21% Estimated Project Costs $9,500
Built: 1912
Heritage Register: A(M)(H)
Category/Ownership: Residential/Private

Bute St
Rand House
West End
True Colours $2,000, 2005
27% of Project Cost $7,394
Built: 1896
Heritage Register: B(M)(H)
Category/Ownership: Residential/Private

Barclay St
Roedde House
West End
True Colours $2,000, 2006
14% of Project Cost $18,500
Built: 1893
Heritage Register: A(M)
Category/Ownership: Institution (Museum)/Non-profit/City of Vancouver

W 7th Ave
Kitsilano
True Colours $2,000, 2006
31% of Project Cost $6,500
Built: 1912
Heritage Register: C(M)
Category/Ownership: Residential/Private

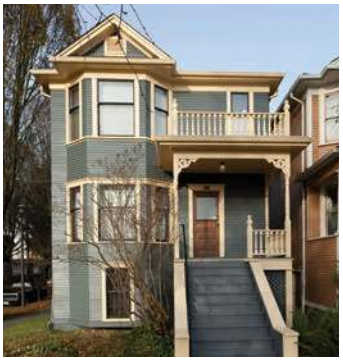
Hawks Ave
Strathcona
True Colours $2,000, 2006 (painted **six row houses**)
5% of Project Costs: $37,238
Built: 1898
Heritage Register: B(M)
Category/Ownership: Residential/Strata

Odlum Drive
Grandview Woodlands
True Colours $2,000, 2007
23% of Project Cost $8,600
Built: 1910
Heritage Register: B(M)
Category/Ownership: Residential/Private

James St
Riley Park
True Colours $2,000 + Complimentary paint, 2007
23% of Project Cost $8,533
Built: 1910
Heritage Register: B(M)
Category/Ownership: Residential/Private

Commercial St
The Gow Block
Grandview Woodlands
True Colours $2,000, 2008
60% of Project Cost $3,325
Built: 1910
Heritage Register: B(M)(H)
Category/Ownership: Mixed-use/Private

E 23rd Ave
Pidruchny House
Renfrew Collingwood
True Colours $2,000, 2008
25% Project Cost : $7,950
Built: 1930
Heritage Register: C(M)
Category/Ownership: Residential/Private



Atlantic St
Strathcona
True Colours $1,500, 2011
14% of Estimated Project Cost $11,000
Built: 1905
Heritage Register: C
Category/Ownership: Residential/Private

E 10th Ave
Grandview Woodlands
True Colours $1,500, 2011
16% of Project Cost $9,635
Built: 1908
Heritage Register: C
Category/Ownership: Residential/Private

Stephens St
Kitsilano
True Colours $1,500, 2011
11% of Project Cost $14,140
Built: 1908
Heritage Register: C
Category/Ownership: Residential/Private

W 10th Ave
Kitsilano
True Colours $1,000, 2012
Built: 1912
Heritage Register: B
Category/Ownership: Residential/Private

E 49th Ave
Sunset
True Colours $1,000, 2012
15% of Project Cost $6,524
Built: 1910
Heritage Register: B
Category/Ownership: Residential/Private

W Broadway
The Hollywood Theatre
Kitsilano
True Colours $1,000, 2013
21% of Project Cost $4,866
Built: 1935
Heritage Register: B
Category/Ownership: Commercial/Religious Society (tenant)

SW Marine Drive
Colbourne House
Marpole
True Colours $1,000, 2013
16% of Project Cost $6,247
Built: 1912
Heritage Register: B
Category/Ownership: Institution (Museum)/Non-profit

W 3rd Ave
Kitsilano
True Colours $1,000, 2014
Built: 1913
Heritage Register: C
Category/Ownership: Residential/Private

W 5th Ave
Kitsilano
True Colours $800, 2014
5% of Project Cost $17,650
Built: 1912
Heritage Register: B
Category/Ownership: Residential/Private

Princess St
Strathcona Church
Strathcona
True Colours $800, 2014
16% of Project Cost $5,071
Built: 1910
Heritage Register: B
Category/Ownership: Charitable foundation

Restore It Grant Recipients

E Georgia St
Strathcona
Restore It $2,500 New roof, 2003
Heritage Register: B(M)
Built: 1901
Category/Ownership: Residential/Private

Manitoba St
Ladner House
Mount Pleasant
Restore It $2,500 New roof, 2003
Heritage Register: B(M)
Category/Ownership: Residential/Private

McRae Ave
Hycroft Manor
Shaughnessy Heights
Restore It $2,500
Restore the North exterior balustrades and staircase, 2003
Restore It $1,000 Roof Repair, 2014
2.2 % of Project Cost $45,360
Heritage Register: A(M)(L)
Built:1911
Category/Ownership: Private Club

Pendrell St
Mole Hill (West End)
Restoration of lost Victorian detailing on **four houses** including Paterson House, 2003
Heritage Register: B
Category/Ownership: Residential/Housing Co-op

Stephens St
Lukov House
Kitsilano
Restore It $2,500 Repair of wood shingles and wood windows, 2004
64% of Project Cost $3,873
Heritage Register: B(M)
Built: 1917
Category/Ownership: Residential/Private

E King Edward Ave
Riley Park-Little Mountain
Restore It Grant
$2,500 New drainage system 2004, **16%** of Project Cost $15,000
$2,500 entry door and side lights restoration 2005, **50%** of Project Cost $5,000
$2,500 porches & exterior stairs restoration 2006 **31%** of Project Cost $8,000
Heritage Register: B(M)(H)
Built: 1902
Category/Ownership: Residential/Private

Eton St

Bergquist House
Hastings-Sunrise
Restore it Grant
$2,500 New shingle roof, 2004
29% of Project Cost $8,558
$5,000 front porch and sleeping porch restoration, 2007
22% of Project Cost $22,617
Heritage Register: B(M)(H)
Built: 1911
Category/Ownership: Residential/Private

Keefer St

Manson's Duplex
Strathcona
Restore It $906 repair of wood window, 2005
50% of Project Costs $1,812
Heritage Register: B(M)
Built: 1899
Category/Ownership: Residential/Strata

Dunlevy Ave
Winchcombe House
Strathcona
Restore It
$2,500 Wood window repairs, 2005
23% of Project Cost $10,625
$2,500 front and back porch restorations, 2006
7% of Project Cost $34,596
Heritage Register: B(M)
Built:1895-1899
Category/Ownership: Residential/Private

W 10th Ave
Point Grey
Restore It
$1,500 Chimney restoration, 2007
34% of Project Cost $4,410
Heritage Register: B
Built: 1913
Category/Ownership: Residential/Private

Graveley St

Marchese House
Grandview-Woodlands
Restore It $5,000 New roof, 2008
19% of Project Cost $26,285
Heritage Register: B(M)
Built: 1908
Category/Ownership: Residential/Private

Connaught Drive

Brooks House
3rd Shaughnessy
Restore It $5,000 Replacement rolled shingle roof, 2008
3.2% of Project Cost $158,718
Heritage Register: A(M)(H)(L)
Built:1921
Category/Ownership: Residential/Private

Carrall St

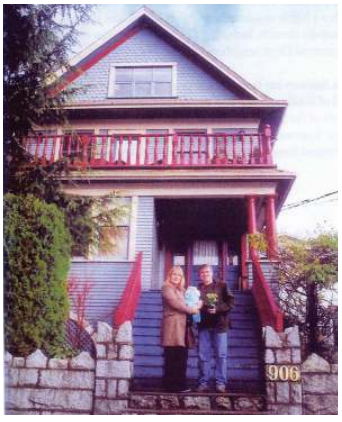
Woods/Pennsylvania Hotel
Downtown Eastside
Restore It $5,000 Neon sign replication, 2008
15% of Project Cost $33,117
Heritage Register: B(M)(H)
Built: 1906
Category/Ownership: Mixed-use/Non-profit Society

Quebec St

Evangelistic Tabernacle
Mount Pleasant
Restore It $5,000 New roof, 2008 **0.7%** of Project Cost $674,031
Restore It $1,000 Window restoration, 2013 **5%** of Project Cost $21,728
Restore It $1,000 Window restoration, 2014 **6%** of Project Cost $17,516
Heritage Register: A(M)
Built: 1909
Category/Ownership: Residential/Strata

Earles St

Earles Road Substation
Renfrew-Collingwood
Restore It $5,000 Concrete siding repairs, 2009
15% of Project Cost $33,019
Heritage Register: B
Category/Ownership: Residential/Strata
Built:1911



Salsbury Drive

Pilling House
Grandview-Woodlands
Restore It $4,900 Sleeping porch restoration, 2009
54% of Project Cost $8,956
Heritage Register: C(M)
Built:1912
Category/Ownership: Residential/Private

W 38th Ave
Dunbar
Restore It $3,500 Rafter tail and sleeping porch repairs, 2011
14% of Project Cost $25,000
Heritage Register: B
Built: 1914
Category/Ownership: Residential/Private

Carolina St
Mount Pleasant
Restore It $1,381.60 New gutters, 2011
50% of Project Cost $2,764
Heritage Register: C
Built: 1900-05
Category/Ownership: Residential/Private

Carnarvon St
Simpson House
Kerrisdale
Restore It $2,000 Sewer line repair, 2011
38% of Project Costs $5,131
Heritage Register: C(H)
Built: 1919
Category/Ownership: Residential/Private

W 64th Ave
Joy Kogawa House
Marpole
Restore It $2,000 New roof, 2011
25% of Project Cost $8,037
Heritage Register: B
Built: 1912
Category/Ownership: Institution/Non-profit Society

Point Grey Rd
Kitsilano
Restore It $500 Soffit and porch repairs, 2012
45% of Project Cost $1,120
Heritage Register: B
Built:1914
Category/Ownership: Residential/Private

E 7th Ave, Quebec Manor
Mount Pleasant
Restore It $309 Iron railing restoration, 2012
4% of Project Cost $7,546
Heritage Register: A
Built: 1910-11
Category/Ownership: Residential/Housing Co-op

Hawks Ave
BC Mills Prefab Demonstration House
Strathcona
Restore It $1,500 Siding repairs and porch restoration, 2012
18% of Project Cost $8,298
Heritage Register: B
Built: 1903
Category/Ownership: Residential/Private

E 14th Ave

John Tibb House
Trout Lake
Restore It $1,000 New gutters, entry door restoration, 2012
21% of Project Cost $4,650
Heritage Register: C(M)
Built: 1912
Category/Ownership: Residential/Private

Alexander St

Japanese Hall
Oppenheimer-Downtown Eastside
Restore It $2,000 Metal pivot window restoration, 2012
4% of Project Cost $50,187
Heritage Register: B(M)
Built: 1906
Category/Ownership: Community/Non-profit Society

Stephens St
Kitsilano
Restore It $1,500 Restore casement windows, 2013
19% of Project Cost $7,524
Heritage Register: B
Built: 1913
Category/Ownership: Residential/Private

Victoria Drive
Kensington - Cedar Cottage
Restore It $1,000 Roof replacement, 2014
8% of Project Cost $12,334
Heritage Register: B
Built: 1930
Category/Ownership: Residential/Private

Japanese Canadian War Memorial, Stanley Park
Restore It $1,500, 2014 Stonework, masonry and plaque restoration work
4.5% of Project Cost $33,776
Heritage Register: Monument
Built: 1920
Category/Ownership: Monument/ Non-profit Society

Restore It and True Colours Grant Recipients

E 29th Ave
Renfrew Collingwood
True Colours $2,500, 2000
True Colours $2,000, 2009
31% of Project Cost $6510
Restore It $5,000, porch repair 2010,
42% Project cost $11,777
Built: 1912
Heritage Register: B(M)
Category/Ownership: Residential/Private

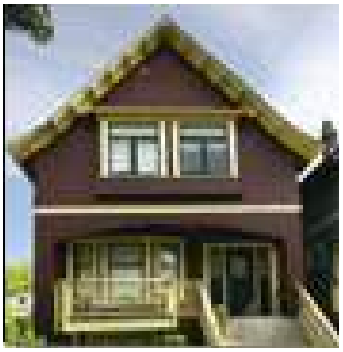
E Georgia St
Strathcona
True Colours $1,500, 2001
Restore It $2,500, 2004
Built: 1892
Heritage Register: B(M)(H)
Category/Ownership: Residential/Private

Ferndale St
Grandview-Woodlands
True Colours $2500, 2003
Restore It $5,000 New roof, 2008
27% of Project Cost $18,000
Heritage Register: C(M)
Built:1909
Category/Ownership: Residential/Private

Pandora St
Hastings-Sunrise
Restore It $2,500 Restoration of front stairs and porch, 2004
15% of Project Cost $16,464
$2,050 repair of wood window, 2007
50% of Project Cost $4,100
True Colours $2,000, 2004
Heritage Register: C(M)
Built: 1927
Category/Ownership: Residential/Private

Stephens St
Kitsilano
Restore It $2,500, 2004
64% of Project Cost $3,872
True Colours $2,000, 2004
22% of Project Cost $8,975
Built: 1917
Heritage Register: B(M)
Category/Ownership: Residential/Private

Carolina St, Percy House
Mount Pleasant
True Colours $2,000, 2004
Restore It
$1,480 Stained glass window repair 2005, **77%** of Estimated Cost $1,920
$2,310 wood window repairs, 2006, **50%** of Estimated Cost $4990
$1,510 chimney restoration, 2008, **50%** of Estimated Cost $ 3020
$1,500 roof reconstruction **5.3 %** of Project Cost $28,336
Heritage Register: B(M)
Built: 1904
Category/Ownership: Residential/Private



W 7th Ave
Williams House
Kitsilano
Restore It Grant $2,500 Wood shingle repair, 2005
21% of Project Cost $11,750
$1000 Re-roofing, 2012
8% of Project Costs $13,046
True Colours $2,000, 2006, **20%** of Project Cost $10,000
Heritage Register: B(M)
Built: 1912
Category/Ownership: Residential/Private

W 5th Ave
Straight House
Kitsilano
Restore It $850 Cedar roof shingle replacement, 2006
11% of Project Cost $7,701
True Colours $2,000 Painted 2005,
35% of Project Cost $5,727
Heritage Register: C(M)
Category/Ownership: Residential/Private

Pandora St
Kendrick House
Hastings-Sunrise
Restore It $2,500 New roof, 2006
19% of Estimated Project Cost $12,900
True Colours $2,000, 2008
28% of Project Costs $7,035
Heritage Register: C(M)
Built: 1928
Category/Ownership: Residential/Private

E Georgia St
Hendrix House
Strathcona
Restore It $5,000 Restoration of front porch and stairs, 2007
27% of Estimated Project Cost $18,500
True Colours $2,000, 2007
Heritage Register: C(M)
Built: 1904
Category/Ownership: Residential/Private

Arbutus St, Curry Residence
Arbutus Ridge
Restore It $5,000 Wood window replication, 2009
19% of Project Cost $26,106
True Colours $2,000 Painted 2009
37% of Project Cost $5,397
Heritage Register: B(M)(H)
Built: 1930
Category/Ownership: Residential/Private

W 2nd Ave

Faulkner House
Kitsilano
True Colours $2,000 Painted 2009, **47%** of Project Cost $4,168
Restore It $5,000 Wood siding repairs 2009, **47%** of Project Cost $10,649
Restore It $1,000 Chimney Repair, **40%** of Project Cost $2,520
Restore It $2,000 front stair restoration, 2011 **46%** of Project Cost $4,350
Heritage Register: C
Built: 1908
Category/Ownership: Residential/Private

Cassiar St

Industrial Girls School
Grandview-Woodlands
True Colours $2,000, 2009 **25%** of Project Cost $8,000
Restore It $2,000 Terrazzo stair restoration, 2011-12
5% of Project Cost $41,974
Heritage Register: A(M)
Built: 1914
Category/Ownership: Residential/Strata

W 1st Ave

Kitsilano
Restore It $1,500 Sleeping porch, soffit, siding and roofing repairs, 2013
16% of Project Cost $9,226
True Colours $1,000, 2013
8% of Project Cost $12,370
Heritage Register: C
Built: 1917
Category/Ownership: Residential/Private

Balaclava St
Kitsilano
Restore It $1,000 Roof replacement, 2014
14% of Project Cost $7,192
True Colours $2,000, 2007
Heritage Register: C
Built: 1912
Category/Ownership: Residential/Private

Union St
Strathcona
Get on the Register $350, 2011 **50%** of Project Cost $700
House Call $500, 2011 **50%** of Project Costs $1,000
True Colours $1,000, 2013 **8%** of Estimated Project Cost $12,158
Built: 1886
Heritage Register: C
Category/Ownership: Residential/Private

Union St
Strathcona
Get on the Register $378, 2014 **50%** of Project Cost $756
Built: 1908
Heritage Register: Proposed as C
Category/Ownership: Residential/Private

Appendix III: Figures 5 and 6 in larger scale

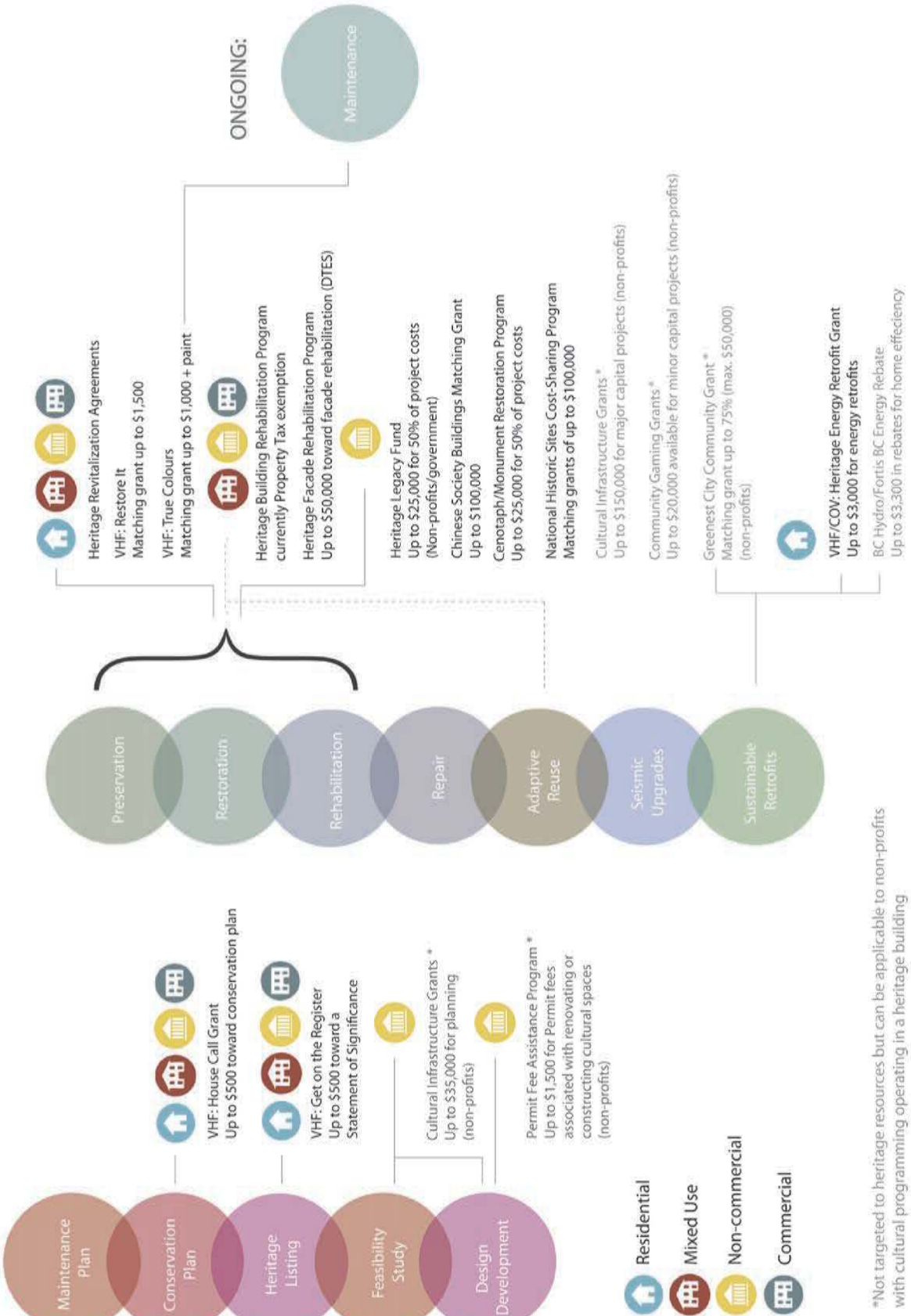
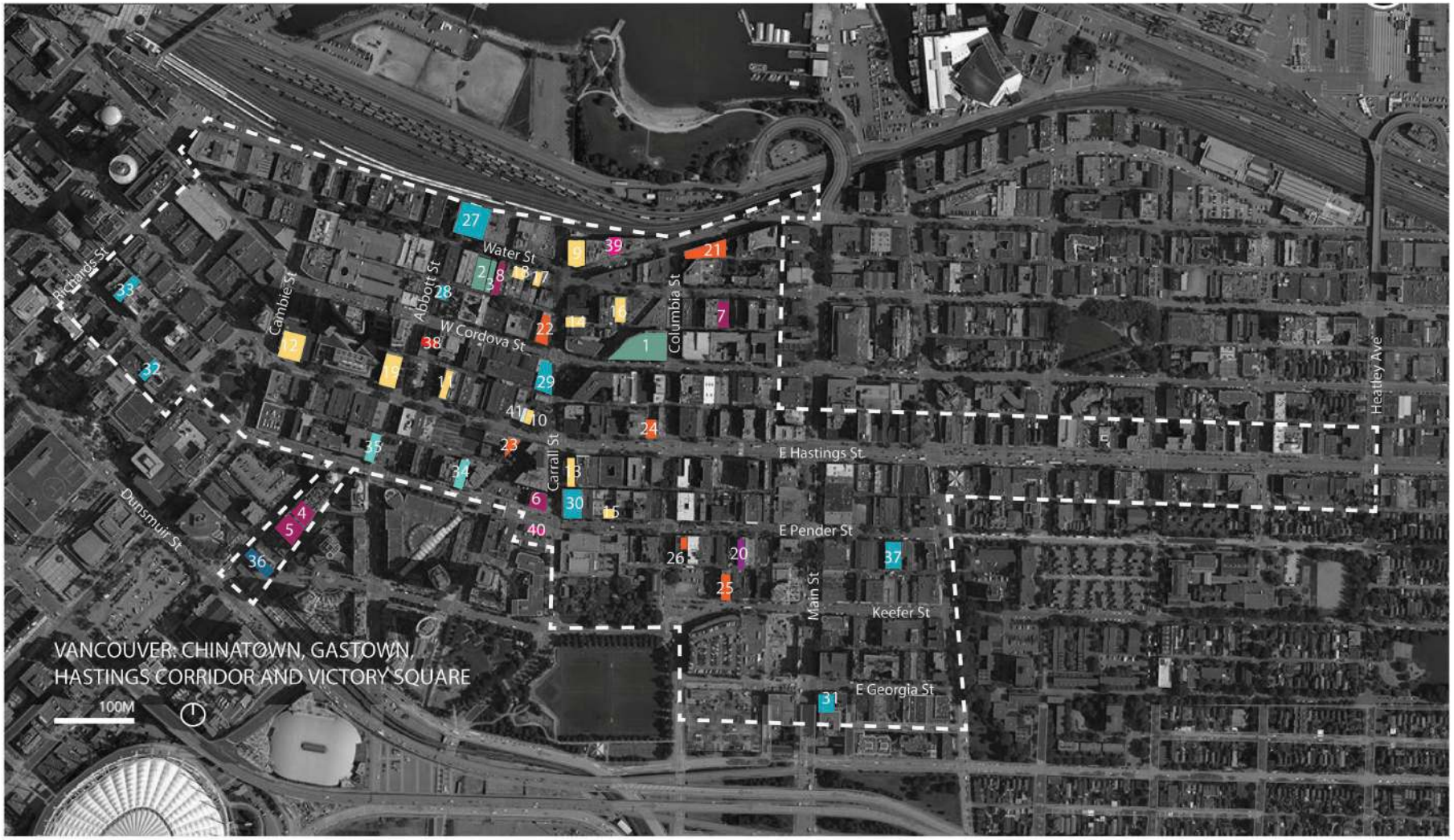


Figure 5: Summary of available programs for stages of heritage conservation, Vancouver 2015.

Figure 6: Heritage Facade Rehabilitation Program funded buildings, funding approved by September 2015.



2004	1	55 E Cordova St $100,000*
	2	44 (46) Water St $50,000*
	3	50 (52) Water St $50,000*
2005	4	522 Beatty St $50,000*
	5	540 Beatty St $50,000*
	6	5 W Pender St $100,000*
	7	124 Powell St $35,000
	8	36 Water St $100,000*
2006	9	1 Alexander St $150,000
	10	1 W Hastings St $100,000*
	11	53 W Hastings St $50,000*
	12	163 W Hastings St $100,000*
	13	412 Carrall St $50,000*
	14	210-212 Carrall St $100,000*
	15	51 E Pender St $50,000*
	16	40 Powell St $50,000*
	17	6 Water St $100,000*
	18	12 Water St $100,000*
	19	Woodwards Building $100,000*
2007	20	158 E Pender St $50,000
2008	21	118 Alexander St $50,000
	22	265 Carrall St $100,000*
	23	18 W Hastings St $50,000*
	24	71 E Hastings St $50,000*
	25	133 Keefer St $50,000*
	26	108 E Pender St $50,000
2009	27	134 Abbott St $100,000
	28	228 Abbott St $50,000
	30	309 Carrall St $100,000
	29	488 Carrall St $50,000
	31	208 E Georgia St $50,000*
	32	330 W Pender St $50,000
	33	429 W Pender St $50,000
2010	34	31 W Pender St $50,000
	35	100 W Pender St $50,000
2011	36	564 Beatty St $150,000*
2012	37	258 E Pender St $50,000
2013	38	320 Abbott St $50,000
	39	41 Alexander St $50,000
	40	8 W Pender St $100,000
2015	41	5 W Hastings St $50,000 (pending completion)

*Also participated in the Heritage Building Rehabilitation Program. Project received a property tax exemption and/or bonus density.