

NO: R197

COUNCIL DATE: October 19, 2009

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **October 19, 2009**
FROM: **General Manager, Planning and Development** FILE: **6800-01**
SUBJECT: **Strategic Review of the Surrey Heritage Register and Inventory**

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information; and
2. Approve the expenditure of up to \$20,000 (including GST and disbursements) from the Heritage Advisory Commission ("HAC") budget for a consultant to undertake a Strategic Review of the City's Heritage Register and Inventory, based on the Terms of Reference attached as Appendix I to this report.

INTENT

The purpose of this report is to provide background information to Council for reference in considering HAC's recommendation that Council authorize the expenditure of up to \$20,000 (including GST and disbursements) from the HAC budget to retain a consultant to undertake a Strategic Review of the City's Heritage Register and Heritage Inventory.

BACKGROUND

At its July 23, 2009 meeting, the HAC requested that staff bring forward a draft Terms of Reference (ToR) to hire a consultant to review the City's Heritage Register and Inventory.

At the September 30, 2009 meeting of the HAC, a draft ToR (Appendix I) was considered. After reviewing the ToR, and providing comments to staff, the HAC recommended that:

"Council authorize the expenditure of up to \$20,000 (including GST and disbursements) for a consultant to undertake the Heritage Strategic Review, with funds to be provided from the 2009 and 2010 HAC budget".

This recommendation was considered by Council at the October 5, 2009 Regular Council Meeting. At that time, Council deferred the recommendation for consideration in conjunction with a report from the Planning and Development Department outlining the purpose of the Strategic Review.

DISCUSSION

The Surrey Heritage Register is a list of approximately 225 buildings and natural sites that have been determined by Council to have heritage value or heritage character. The presence of a building on the Heritage Register does not provide heritage "protection" in same manner as a heritage designation bylaw, a heritage revitalization agreement or a restrictive covenant. The Heritage Register does, however, provide for the recognition of properties with heritage value, and allows Council to withhold the issuance of a demolition permit for up to 90 days in order to assess the building and attempt to find options other than demolition. The Surrey Heritage Inventory is a list of sites that will be reviewed to determine whether they have heritage value.

Surrey's Heritage Register and Inventory have not been reviewed in over a decade. Since the last review, a number of sites on the Register have been protected by means such as a heritage designation by-law, heritage revitalization agreement, or restrictive covenant. Many have been added to the Canadian Register of Historic Places. In addition, new sites have been added to the Heritage Inventory, other sites have been removed from the Heritage Register, and others are currently being considered for removal. The HAC has become increasingly concerned with properties being considered for removal.

The proposed Strategic Review would provide a means of categorizing and prioritizing sites on Surrey's Heritage Register and Inventory. The objective of the review would be to determine the most effective use of available resources in the effort to conserve the City's most significant natural, cultural and built heritage resources. Another outcome of the review would be the streamlining of Register and Inventory. This may include the de-listing of some less significant and/or overrepresented types of sites as well as the identification of sites that would make good candidates for heritage protection.

The ToR, which is attached as Appendix I, includes:

- A short introduction including a description of Surrey's natural, cultural, and built heritage resources and heritage conservation efforts, to date;
- The purpose of the ToR;
- Background information regarding Surrey's natural, cultural, and built heritage resources and the type of strategic review to be completed;
- The scope of work to be completed including:
 - A high-level review, assessment, and categorization of all of the sites identified on the City's Heritage Register and Inventory;
 - An assessment of the buildings and sites in each of these categories by a number of criteria;
 - Strategic Planning Workshop(s) with the members of the HAC and City staff;
 - A procedure for identifying heritage assets to be considered for future addition to the Heritage Register;
 - Recommendations regarding potential tools, actions and incentives that would assist the City in prioritizing its heritage resources, achieving heritage conservation and enhancement of its most valued resources; and
 - A recommended strategy for implementation;

- Expected deliverables, including:
 - A description of the project methodology;
 - An overview of the existing Heritage program, including existing tools and incentives for heritage conservation;
 - Evaluation criteria for prioritizing sites;
 - An overview analysis of existing identified heritage sites;
 - A heritage toolkit, including both existing and potential incentives and regulations;
 - Framework for a negotiation process; and
 - An implementation strategy, including next steps and future actions.

CONCLUSION

The ToR sets out the parameters for undertaking a Strategic Review of the City's Heritage Register and Inventory. The HAC has reviewed the ToR, and is recommending that Council authorize the expenditure of up to \$20,000.00 (including GST and disbursements) from the HAC budget for a consultant to undertake the Strategic Review.

Based on the above discussion, it is recommended that Council approve the expenditure of up to \$20,000.00 (including GST and disbursements) from the HAC budget for a consultant to undertake a Strategic Review of the City's Heritage Register and Inventory, based on the ToR attached as Appendix I to this report.

Original signed by
Jean Lamontagne
General Manager
Planning and Development

JMcL:saw

Attachments:

Appendix I Terms of Reference – Heritage Strategic Review



**TERMS OF REFERENCE
HERITAGE STRATEGIC REVIEW
October, 2009**

A. INTRODUCTION

The City of Surrey has a population of approximately 462,000 and has a long history as a community. Surrey's heritage resources include houses, schools, churches, commercial buildings, farm buildings, monuments, roads, railways, trails, trees, and other built and natural features.

The City of Surrey's heritage initiatives date back many years and have been very successful at identifying, protecting and celebrating many of Surrey's significant heritage resources, including buildings, landscape features, structures and historic places. Surrey City Council established a Community Heritage Register on June 3, 1997. The Heritage Register is a list of properties and sites that have been assessed as having heritage character or value. The Register currently contains 226 sites. Statements of Significance have been completed for approximately 70 of these sites and they have been added to the Canadian Register of Historic Places.

In addition to the Heritage Register, the City also has a Heritage Inventory containing 61 sites. The Heritage Inventory is a list of properties and sites that may have heritage value or heritage character, but require further assessment before they can be considered for addition to the Heritage Register.

To date, the City has worked with the Surrey Heritage Advisory Commission (HAC) and property owners to have 48 of the 226 sites on the Heritage Register protected through Heritage Designation By-laws, Heritage Revitalization Agreements, and Heritage Covenants. Another 8 sites are currently under application to enter into Heritage Revitalization Agreements or Heritage Covenants with the City.

The HAC has expressed concern that despite these efforts, a number of significant heritage resources have been lost and others are under threat. Property owners and land developers have challenged the notion that every heritage building on the Register or Inventory should automatically be preserved as part of the development process. There have been proposals to move heritage buildings onto another portion of a development site or onto an entirely new site to preserve the building. Based on its concerns, the HAC has decided that the City should undertake a review of both the Heritage Inventory and Register.

City Council has expressed an interest in undertaking a strategic and focused review of the City of Surrey's heritage program, including the Heritage Inventory and Register, in order to determine the most effective use of available resources in the efforts to conserve significant natural, cultural, and built heritage resources.

B. PURPOSE

The City of Surrey intends to retain a qualified consultant to conduct a strategic review of the City's Heritage Inventory and Register and to make recommendations to the HAC and Surrey City Council with regard to the most effective use of available resources in the efforts to conserve significant natural, cultural, and built heritage resources.

The consultant must have an in-depth understanding of heritage policies, regulations and legislation.

These Terms of Reference (ToR) set out the parameters for undertaking a strategic and focused review of the City of Surrey's Heritage Inventory and Register. The ToR provide background information regarding Surrey's natural, cultural, and built heritage resources as well as an outline of the scope of work for the study.

C. BACKGROUND

The City of Surrey's heritage initiatives date back a number of years and have been very successful at identifying, protecting and celebrating many of Surrey's significant heritage resources, including buildings, landscape features, structures and historic places. The City currently has a Heritage Inventory containing 61 sites and a Heritage Register containing 226 sites.

To date, the City has worked with the HAC and property owners to have 48 of the 226 sites on the Heritage Register protected through either a Heritage Designation By-law, a Heritage Revitalization Agreement, and/or a Heritage Covenant. Another 8 sites are currently under application to enter into a Heritage Revitalization Agreement or Heritage Covenant with the City.

The HAC has expressed concern that despite these efforts, a number of significant heritage resources may be under threat and the City needs to undertake a strategic review of both the Heritage Inventory and Register to establish priorities.

The strategic review of the Heritage Inventory and Register completed would provide a means of categorizing and prioritizing sites on each list. The objective would be to use the City's resources to the best advantage in protecting the most important heritage resources.

It is not anticipated that this strategic review would involve onsite assessments of each and every property. The City has collected a considerable amount of information for most of the sites on the Heritage Inventory and Register. Over the last several years the City has completed Heritage Evaluation Worksheets for approximately 250 sites and Statements of Significance for approximately 70 sites. Site visits may be required where necessary to confirm information, but the intent of this review is not to re-assess every site on the Heritage Inventory and Register.

D. SCOPE

The City of Surrey Heritage Strategic Review should include:

1. A high-level review and assessment of all of the sites identified on the City's Heritage Register and Inventory. This assessment would list the sites and buildings into various categories such as:
 - Houses;
 - Commercial buildings;
 - Schools;
 - Other institutional properties;
 - Farming related heritage buildings; and
 - Natural features;
2. An assessment of the buildings and sites in each of these categories by a number of criteria including private or public ownership, current/proposed use of the property, location by community, a description of location and condition which would assist in determining the current degree of threat to the building or site, and a method for assessing and making recommendations with regard to ranking the priority of the site/building/feature. This assessment should also:
 - determine which sites, buildings or features in a given category best represent that category;
 - identify those sites that are candidates for heritage protection and adaptive re-use;
 - identify sites that could be de-listed; and
 - specify under-represented or missing categories;
3. Strategic planning workshops with the members of the HAC and City staff to set priorities and to review the criteria for the evaluation of sites when they are threatened by development or neglect;
4. A procedure for identifying heritage assets to be considered for future addition to the City's Heritage Register;
5. Recommendations regarding potential tools, actions and incentives that would assist the City in prioritizing its natural, cultural, and built heritage resources, achieving heritage conservation and enhancement of its most valued resources; and
6. A recommended strategy for implementation of the recommendations.

The project methodology should include:

1. A Start-up meeting with staff and with the HAC;
2. Two strategic planning workshops, the first of which will develop goals and the second of which will confirm appropriate actions;
3. A final meeting with the HAC to present final recommendations; and

4. A presentation to City Council, if required.

E. DELIVERABLES

The final documentation should include:

1. A description of the project methodology;
2. An overview of the existing heritage program, including existing tools and incentives for heritage conservation;
3. Evaluation criteria for prioritizing sites;
4. An overview analysis of existing identified heritage sites as described in Sections D.1 and D.2;
5. A heritage toolkit, including both existing and potential incentives and regulations;
6. Framework for a negotiation process, including successful as well as unsuccessful outcomes; and
7. An implementation strategy, including next steps and future actions.

Submission Requirements

Draft reports will be in hard copy (2) and digital format (on disk). Final reports will be in hard copy (2) and digital format (on disk). Supporting reports can be in a read only format for inclusion in appendices. Associated text is required in MS-Word for possible input to staff reports.

F. BUDGET

Estimated to be approximately \$20,000.00 (including GST and disbursements).

G. TIMELINE FOR COMPLETION

Late 2010.

H. CONSULTANT'S SUBMISSION REQUIREMENTS

The Consultant shall provide the following information, as the minimum, for consideration by the City:

1. Statement of understanding of the project and project requirements and any proposed augmentations to the ToR to ensure that the objectives of the study will be fully met;
2. The proposed approach to undertake the assessment;
3. The proposed study timelines;
4. The proposed deliverables of the study;

5. A description of the consultant team, including team leaders and all personnel to be used in carrying out the various components of the project;
6. A list of similar projects the consultant has completed, with a brief description of these projects;
7. A description of how the team adds value to the project beyond simply complying with the ToR; and
8. A breakdown of the proposed budget for the project, including a breakdown of anticipated hours to be spent by each individual on the consultant team and the charge out rate for each individual, and an upset price to complete the study, including all identified deliverables.

I. PROPOSAL SUBMISSION

The deadline for the submission of proposals is _____ by ____ pm.

Please submit proposals to:

**City of Surrey
Planning and Development Department
Attention: Judy McLeod, Manager, Long Range Planning & Policy Development
14245 - 56 Avenue
Surrey, BC V3X 3A2**

For further information, please contact:

**Judy McLeod
Manager, Long Range Planning and Policy Development
City of Surrey
604.591.4606
jmcleod@surrey.ca**

J. RESOURCES

The City of Surrey will provide the consultant with:

1. Access to City heritage files and background reports;
2. Property information for each identified heritage site; and
3. Maps, as required.