CITY OF WHITEHORSE

HERITAGE MANAGEMENT PLAN

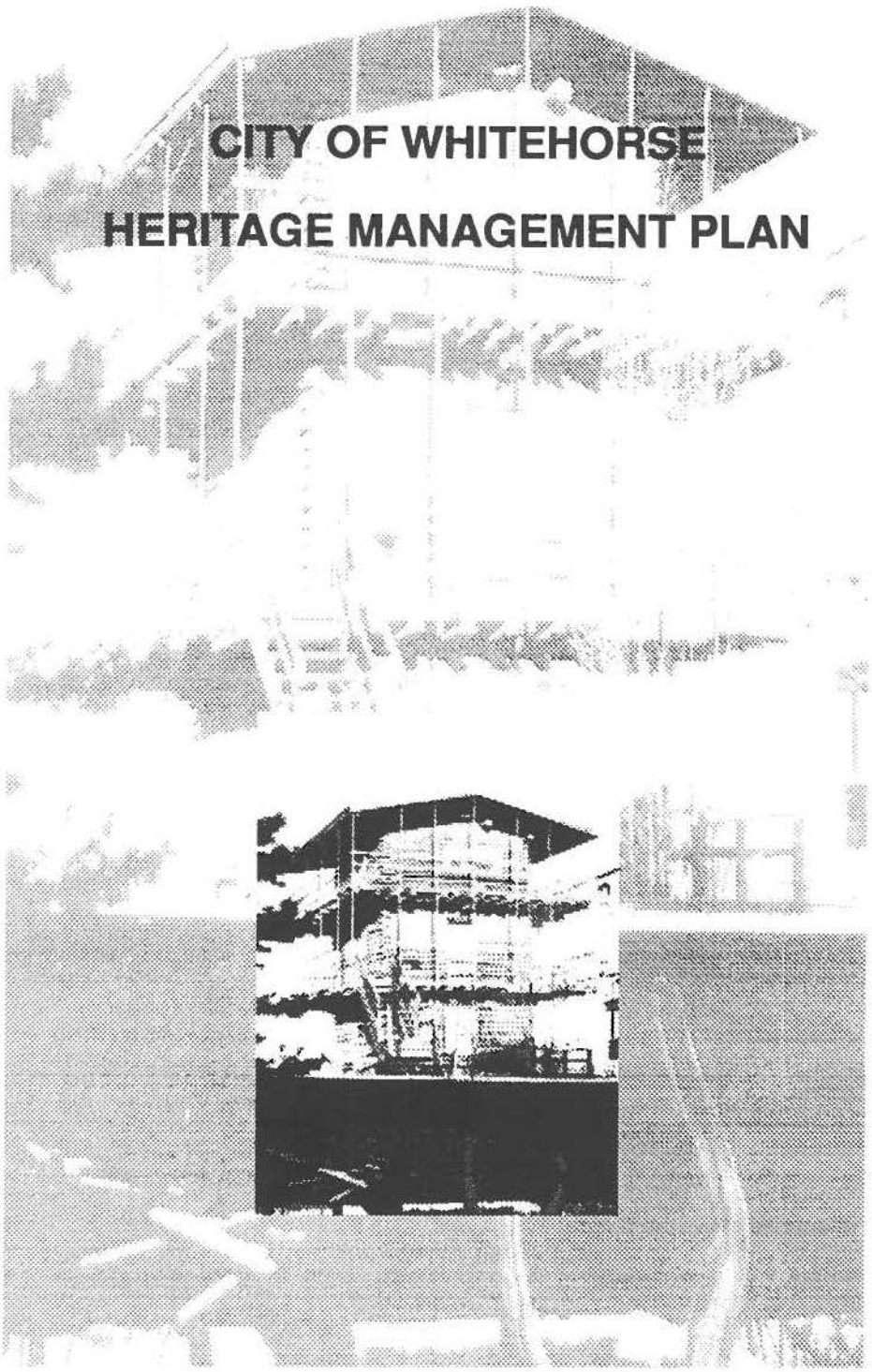


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EXECUTIVE SUMMARY

Whitehorse is now at a point in its development where it is worth reflecting on the legacy of the past. The City's older structures are now reaching a point where they will have to be consciously protected in order to survive. The following is the vision for the Heritage Management Plan:

> ***The central challenge in community heritage conservation is to encourage long-term protection for significant historic resources. The best heritage solution is one which maintains designated structures and site integrity.***

The five goals of the Heritage Management Plan are to:

1. *EVALUATE THE HERITAGE BUILDINGS REGISTER*
   The City should undertake a full evaluation of the existing Heritage Buildings Register, based on overall significance. This evaluated list should form the basis of the City's Heritage initiatives.

2. *PROVIDE AN INTEGRATED PLANNING FRAMEWORK THAT SUPPORTS HERITAGE CONSERVATION*
   There are a number of proposed actions that the City should take in order to make the Heritage Management Plan effective, including the development of conservation incentives and an effective regulatory and permit review framework. Heritage guidelines and standards should be adopted as the basis for the assessment of heritage projects.

3. *BUILD COMMUNITY CONSENSUS AND FACILITATE COMMUNITY HERITAGE PARTNERSHIPS*
   The City should take a leadership role in the stewardship of heritage resources. It should build on current successes, and continue to consult with building owners and other potential partners in conservation initiatives. The City should continue to support the Heritage Advisory Committee in its mandate. Further public awareness initiatives should be developed, and technical assistance and funding should be provided whenever possible. The City should continue to develop community heritage partnerships to assist in long-term conservation of individual properties.

4. MAINTAIN A FLEXIBLE APPROACH

The Heritage Management Plan is designed to grow and develop over time. Experience also indicates that each heritage project has unique challenges. In order to remain current and effective, the plan must be flexible in approach.

5. MINIMIZE FINANCIAL IMPACT TO PRIVATE PROPERTY OWNERS

Building a cooperative relationship is essential, and the plan is therefore designed to have a minimal financial impact on private property owners. The key to its success is the ability to negotiate to achieve conservation.

In order to achieve these goals, a coordinated series of actions are proposed, that balance heritage incentives with regulations. The key policies will be integrated within the Official Community Plan, which will be reviewed approximately every five years.

The recommendations for the implementation of the Heritage Management Plan have been priorized as follows:

- **PRIORITY ONE: REVIEW EXISTING HERITAGE BUILDING REGISTER**
  1. Provide a consistent and comprehensive evaluation of the Heritage Buildings Register based on overall significance.
  2. The Heritage Register should be the primary planning tool on which the Management Plan is based. Establish Register A and Register B lists that identify priorized buildings. Delete those sites that are demolished, seriously altered or not considered significant.
  3. Continue to consult with owners of heritage resources as to their needs in the maintenance of their properties.

❑ PRIORITY TWO: DEVELOP INCENTIVES AND REGULATIONS

1. City to adopt stewardship/leadership role.
2. Develop an integrated planning approach to heritage:
    - Amend the Heritage Bylaw to reflect the establishment of Register A and B categories
    - Adopt guidelines and standards for heritage conservation
    - Review OCP designation and zoning of identified sites
    - Adopt conservation incentives
    - Develop an effective regulatory and permit review framework for Heritage Register buildings
    - Use permit applications as the triggers for archaeological impact assessments
    - Adopt salvage and documentation policies
    - Maintain and monitor the Heritage Program
3. Adopt financial incentives that will ensure economic viability of conservation projects, and minimize financial impacts to the owners.
4. Establish a Heritage Trust to receive gifts for heritage purposes.

❑ ONGOING ACTIONS

1. Continue to provide financial support to community-based museums and cultural organizations.
2. Heritage Advisory Committee to act as link to community groups.
3. Explore ways in which heritage objectives can be linked to parallel endeavours, such as tourism development.
4. Facilitate public awareness, through educational programs and the sharing of information.
5. Provide technical expertise and information.
6. Identify other significant heritage and cultural resources.
7. Monitor and update Heritage Register information.

1.0 INTRODUCTION

1.1 WHY DO WE NEED A HERITAGE MANAGEMENT PLAN?

Whitehorse is now at a point in its development where it is worth reflecting on the legacy of the past. The City's older structures are now reaching a point where they will have to be consciously protected in order to survive. Who will conserve them? How will this be paid for? What are the public benefits of heritage conservation?

The **City of Whitehorse Heritage Management Plan** addresses these questions. The management of heritage resources is now considered a legitimate and integral part of municipal planning. The strategic framework proposed in this report will provide a basis for the City to make appropriate and responsible heritage management decisions. This Heritage Management Plan balances incentives and regulations to encourage the conservation of significant heritage resources.

The Government of Yukon proclaimed the ***Yukon Historic Resources Act*** in the Spring of 1996. This allowed the City for the first time to develop heritage programs and designate heritage resources. The City adopted its own Heritage Bylaw in April of 1997, and has also adopted policies through the Official Community Plan and the Downtown Plan that recognize the importance of heritage to the community and the urban fabric.



1.2 THE VISION FOR THE HERITAGE MANAGEMENT PLAN

The City's historic framework is based on the relationship of the waterfront and the railway, and is a response to geographic form and transportation access. The history of Whitehorse is a result of complex social, cultural and economic interaction. The City's quality of life is founded on its historical development, that has resulted in a unique legacy of historic buildings and other resources. These heritage resources are a valuable legacy of the City's First Nations and pioneering origins. They remain a tangible link with the City's origins, and a vital part of local pride, identity, tourism and economic potential. They are diverse in age, style and condition, and contribute to a sense of continuing community tradition. The following is the vision for the Heritage Management Plan:

> ***The central challenge in community heritage conservation is to encourage long-term protection for significant historic resources. The best heritage solution is one which maintains designated structures and site integrity.***

A primary goal is to begin the process of greater community involvement, and to enhance the public awareness of the City's heritage conservation efforts at the local level. The community has been engaged through a public consultation process, involving a series of invited and open meetings. More important than the opportunity to disseminate information, these meetings provided opportunities to listen to what the community feels is important, which is reflected in the final recommendations of this report. In order to remain relevant, the Heritage Management Plan has been designed to evolve as experience and understanding grow over time.

The five goals of the Heritage Management Plan are to:

1. ***Evaluate the Heritage Buildings Register***
2. ***Provide an integrated planning framework that supports heritage conservation***
3. ***Build community consensus and facilitate community heritage partnerships***
4. ***Maintain a flexible approach***
5. ***Minimize financial impact to private property owners***

The Heritage Management Plan provides a series of objectives that support these goals, and an implementation plan. The key policies will be integrated within the Official Community Plan, which will be reviewed approximately every five years.

GOAL ONE: EVALUATE THE HERITAGE BUILDINGS REGISTER

Principles

- The existing Heritage Buildings Register has never been fully evaluated. The Register should be fully evaluated, based on overall significance, with ranked categories that will act as the basis for the City's Heritage Management Plan.

Objective

- To provide clear and consistent inventory information that will act as the basis of the City's Heritage Management Plan.

Actions

- Undertake a consistent evaluation of the Heritage Buildings Register, to provide a consistent basis for heritage actions.
- Amend the City's Heritage Bylaw to reflect the establishment of Register A and B categories.
- Identify other significant heritage and cultural resources.



GOAL TWO: PROVIDE AN INTEGRATED AND BALANCED PLANNING FRAMEWORK THAT SUPPORTS HERITAGE CONSERVATION

The City's principal role should be to act as a facilitator for heritage conservation initiatives. Successful planning will ensure fewer conflicts, as there will be a defined process for resolving heritage issues, and therefore greater certainty for the owners of identified buildings. Conservation decisions should be based on recognized principles.

Principles

- The City should assume community leadership by demonstrating proper stewardship over its own heritage resources.
- The City's decisions on conservation issues should be based on thorough and accurate research, and based on recognized international charters and conventions. These charters, the most important of which are described in ***Appendix D,*** are the basis on which conservation work should be undertaken.
- The City should be proactive rather than reactive in its approach to heritage issues.

Objective

- Coordinate heritage initiatives and regulations to provide long-term protection for significant heritage resources.

Actions

- Develop conservation plans for City-owned heritage buildings.
- Monitor other heritage resources under direct municipal control, such as landscapes and cemeteries.
- Integrate key heritage policies within the OCP.
- Review OCP designation and zoning of identified heritage resources.
- Adopt conservation incentives.
- Develop an effective regulatory and permit review framework for Heritage Register buildings.
- Adopt guidelines and standards for heritage conservation.
- Adopt salvage and documentation policies.
- Maintain and monitor the Heritage Building Register.
- Use permit applications as the triggers for archaeological impact assessments.

GOAL THREE: BUILD COMMUNITY CONSENSUS AND FACILITATE COMMUNITY HERITAGE PARTNERSHIPS

Government alone cannot achieve heritage conservation. Effective conservation requires community-based support and cooperation. In order to develop an effective heritage program, the City must ensure that the community supports its heritage objectives. The greater the degree of community support the more effective this program will be. The City should encourage and support community initiatives. This support need not be solely financial.

Principles

- The community-at-large should continue to be consulted about the City's Heritage Management Plan. This would build on current efforts to inform and involve the public.
- The City's treatment of heritage issues should be fair and equitable, and should balance individual rights with public interests and funding.
- The Federal, Territorial and City governments, the local First Nations and the owners of heritage buildings, should work together to develop a cooperative approach to heritage issues.
- Pursue cooperative partnerships to achieve conservation.
- Facilitate collaborative efforts.

Objective

- Provide clear direction on the City's heritage priorities, and solicit and facilitate community support.
- Continue to identify heritage resources that are considered significant by the community.

Actions

- Encourage the Heritage Advisory Committee to act as a link to community groups.
- Continue to support community-based museums and cultural organizations.
- Facilitate public awareness, through educational programs and the sharing of information.
- Provide technical expertise.
- Adopt financial incentives that will ensure economic viability of conservation projects and reduce financial impact to private property owner.
- Explore ways in which heritage objectives can be linked to parallel endeavours, such as tourism development.

GOAL FOUR: MAINTAIN A FLEXIBLE APPROACH

The management plan is based on fair treatment and equitable negotiation. Each situation will be different so maximum flexibility will be required.

Principles

- Use negotiation rather than regulation in the management of heritage issues.

Actions

- Monitor the effectiveness of the plan over time.

GOAL FIVE: MINIMIZE FINANCIAL IMPACT TO PRIVATE PROPERTY OWNERS

It is important that the burden of heritage conservation is not placed on individual property owners. The plan must provide incentives as well as regulations if effective conservation is to occur.

Actions

- Adopt conservation incentives and support programs.

2.0 THE HERITAGE RESOURCES OF WHITEHORSE

Throughout the world, cultures evolved in varying ways at different times. Great civilizations emerged early in the human record and left lasting monuments that we still marvel at today. In other places, cultures emerged that were no less sophisticated in their adaptations to their surroundings, but they left hardly a trace of their passing. Whether the remains of the past are a stone spear point or an entire block of World War II houses, the events or activities in our history are often associated with, or represented by something physical. These are our heritage resources. They define our community because they represent our history.

Heritage resources can include:

- Built structures
- Engineering works
- Cultural landscapes
- Landscape features
- Place names
- Artifacts and associated records
- Archaeological sites

Some other points to bear in mind:

- A heritage resource can derive its historic value from the interaction of nature and human activities and will be valued for both its natural and cultural qualities.
- Heritage resources rarely occur in isolation. Often their value derives from being part of a place or site.
- Not only physical or material properties are important but associative and symbolic attributes as well.
- Historic value can be derived from a site having been witness to many periods in history, not just one event or activity.
- Natural ecosystem features and paleontological resources frequently form an integral part of the history and landscape of an historic site and should be valued as well.

2.1 THE WHITEHORSE HERITAGE BUILDING REGISTER

An analysis of heritage inventory information is the starting point for the development of appropriate conservation policies. The Whitehorse Heritage Building Register is the starting point for this process; it lists a broad array of building types, including residential, commercial, institutional and industrial sites, and one historic cemetery. There are currently 172 sites on the Register. Some of these sites have been demolished or altered. A full list is included in ***Appendix A***. Recommended policies for these sites are described in ***Section 4.1***.

2.2 OTHER HERITAGE RESOURCES

There are many other aspects that could be considered part of the heritage of Whitehorse. These include historic landscape features (See ***Section 4.2.1***), archaeological sites (See ***Section 4.2.3***) and other features not yet formally identified. A broader definition of heritage resources needs to be developed over time, as discussed in the implementation of the Action Plan, ***Section 5.2***.

2.3 FIRST NATIONS

The local First Nations are involved in many different initiatives that involve heritage issues. The ancestors of both Kwanlin Dün and Ta'an Kwäch'än lived and traveled in the Whitehorse area for generation upon generation. They both have active land claims in Whitehorse and have expressed an interest in preserving, managing and interpreting their own heritage. Both have been involved in identifying traditional sites in the Yukon River Corridor. Kwanlin Dün are also undertaking an inventory of burial and sites within the City.

On May 29, 1993, the Government of Canada, the Yukon Territorial Government (YTG) and the Council of Yukon Indians (now the Council of Yukon First Nations) signed the Umbrella Final Agreement (UFA). They also signed Final Agreements as well as self-government agreements with four Yukon First Nations: Vuntut Gwitchin; Nacho Nyak Dün; Champagne/ Aishihik; and Teslin Tlingit Council. Each of the four First Nations negotiated its land claim and self-government agreements concurrently. The UFA establishes the basis for the negotiations of individual comprehensive land claim agreements with each of the 14 First Nations and is to be incorporated into each land claim agreement. Canada and YTG also negotiate self-government agreements with each First Nation. The settlement and self-government legislation to enact these agreements into law was introduced

into Parliament on May 31, 1994, and received Royal Assent on July 7, 1994. The Surface Rights Legislation received Royal Assent on December 15, 1994. All three acts came into force concurrently on February 14, 1995.

2.4 WHITEHORSE RIVERFRONT HERITAGE RESOURCES

In 1998, two studies were conducted on the heritage resources along the Yukon River in Whitehorse. The Whitehorse Waterfront Heritage Resources Study, was undertaken as part of a planning project on the Whitehorse Waterfront. This report included an inventory of resources from Sleepy Hollow to Rotary Peace Park. In discussions with the First Nations, the scope of the study blossomed to include heritage resources along the entire river within the Whitehorse City boundaries. Traditional use areas such as fish camps, fishing sites, burial sites, former villages and camps, and traditional trails were identified. Archeological resources within the Corridor were also marked by general area. This inventory naturally flowed into the second study conducted last year, the Yukon River Corridor Planning Project. This study had a slightly broader scope and included the heritage resources close to the Yukon River within the Whitehorse City boundaries. The inventories included a brief description of each resource, its association with stories and themes outlined in the studies, and a preliminary evaluation of its significance. This latter study was written to dovetail with this Heritage Management Plan. It includes a draft evaluation scheme and recommendations designed to be incorporated into this policy.

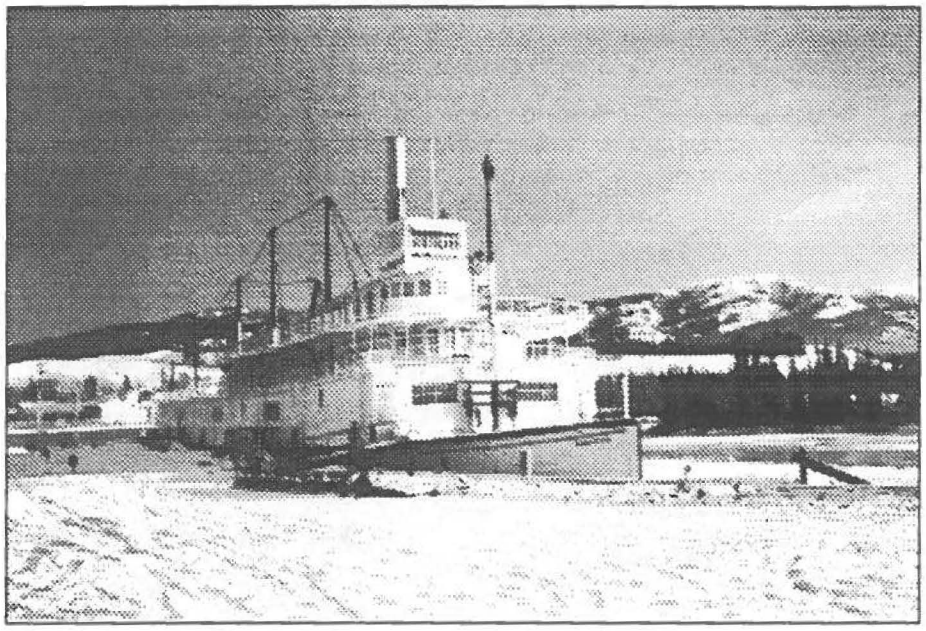
2.5 POTENTIAL HERITAGE PARTNERS

There are a number of potential partners who the City has, or may, join with in the encouragement of heritage conservation. An historic building can often be retained when an appropriate use is found, so the development of strategic partnerships is a key component. It is necessary to establish firm standards for any shared initiative that involves the preservation and ongoing maintenance of an historic resource.

In addition to Kwanlin Dün and Ta'an Kwäch'än, the following agencies and groups are involved in various heritage-related activities, and could be, or are already, involved with the City's evolving heritage program.

- ***Private Owners***
  The cooperation of private property owners must be enlisted if effective conservation is to occur. Community interests must be balanced with individual property rights, and conservation initiatives must be fair and equitable. The intent of the Heritage Management Plan is to find ways to encourage private owners to become partners in community heritage conservation, for the benefit of all.
- ***Public Agencies***
  There are a number of other agencies that may have common heritage interests with the City. The Tourism Industry Association of the Yukon, the Department of Tourism and the Whitehorse and Yukon Chambers of Commerce would have an interest in marketing heritage properties in the Whitehorse area. The Chamber of Mines have shown an interest in mining heritage and interpretation; they have also been very helpful in supplying information and evaluations on mining related heritage resources. The YTG Heritage Branch plays an important role, as they have considerable data to support research and evaluation of Whitehorse heritage resources. Their Historic Properties Assistance Contribution program provides matching funding up to 50% of the project value for structural stabilization and exterior restoration. Heritage Branch determines which buildings are eligible.
- ***The MacBride Museum***
  The museum has a Territorial mandate, and offers interpretive programs, and exhibits on a range of historical themes, including First Nations culture, the Gold Rush, and natural history. Located at First Avenue and Wood Street, it is open daily from June to August, and maintains winter hours.
- ***The Yukon Historical & Museums Association***
  The YHMA acts to preserve, interpret and protect the Yukon's heritage resources. This non-profit charitable association is a volunteer community-based umbrella organization for Yukon museums and historical societies. Its public programs include annual conferences, heritage awards and heritage advocacy. The YHMA office is located in the historic Donnenworth House in Lepage Park. This is also the starting point for the Whitehorse Historical Walking Tours the group conducts.

- *Parks Canada/ S.S. Klondike National Historic Site*
  Parks Canada's mandate extends to sites of recognized national significance. The scope of what it can do in Whitehorse is therefore limited. It does have responsibility for one of the few remaining early sternwheelers, the S.S. Klondike II, which was built by the British Yukon Navigation Company in 1937. The White Pass & Yukon Route donated this sternwheeler to Parks Canada in 1966, which moved the ship to its present location and restored it through the 1970s. In 1981 it was declared as a National Historic site, and is now open to the public during the summer months. Parks Canada has been an exemplary steward of this historic resource.



- *The Yukon Beringia Centre*
  This facility is devoted to the exploration of the Bering Land Bridge that connected Siberia with Alaska and the Yukon. Located on the Alaska Highway, adjacent to the Transportation Museum and the airport.
- *The Yukon Transportation Museum*
  The museum houses a collection of artifacts, representative of transportation used from pre-contact through to more recent times. Located on the Alaska Highway, adjacent to the Beringia Centre and the airport. The museum is open mid-May to mid-September.
- *The Visitor Reception Centre*
  This facility offers a full range of information services for visitors. Located downtown on Second Avenue.

- *Old Log Church Museum*
  The Old Log Church, located at Third Avenue and Elliot Street, was built in 1900, and the adjacent Rectory was completed the following year. These are among the oldest buildings in Whitehorse, and have displays incorporating a variety of artifacts and photographs related to early Anglican Church history in the Yukon.
- *Yukon College*
  The Arts and Sciences Division of the Yukon College is currently offering a course on the Principles and Practices of Heritage Interpretation (Envs 223). The course has been jointly developed and sponsored by the College and the Department of Canadian Heritage.
- *Yukon Archives*
  The Yukon Archives is a program of the Department of Education of the Government of Yukon. The Archives is responsible for acquiring, preserving and making available documentary sources related to Yukon history, cultures and development. The resources of the Archives span many years, subjects and media.
- *Yukon Arts Centre*
  The Art Gallery at the Arts Center exhibits works from Yukon and outside artists. These sometimes include historic photograph collections and the earlier works of well-known artists portraying Yukon themes.
- *Miles Canyon Railway Society*
  This group was formed in January 1995 with the intent of restoring the MacBride Museum's steam engine and getting it running along the section of track in the downtown, possibly as far as the Miles Canyon area. As they were unable to get permission to use the White Pass Railway right-of-way, they are establishing a short loop near the Copper King property. They are currently leasing the train crew house on the waterfront where they plan to provide some interpretive material.
- *Historical Society of the Whitehorse Fire Department*
  Their main interest is restoring old fire engines and showing them in the Yukon Electrical Company building on the waterfront.

3.0 CURRENT PLANNING FRAMEWORK

3.1 OVERVIEW OF EXISTING SITUATION

The *Heritage Management Plan* will allow staff, the Whitehorse Heritage Advisory Committee, property owners and the public to better manage situations involving potential heritage sites. In order to provide context for the recommended policy actions, this section discusses the existing municipal planning framework.

The City already makes substantial contributions to the preservation and operation of municipally-owned sites (such as Lepage Park and cemetery maintenance), but choices must be made as to how to best utilize available funding. It is essential to ensure proper management of existing funding, and to foster partnerships between community groups, and the public and private sectors. Funding is always a concern, but effective conservation can also be achieved at minimal or no cost through the negotiation of variances and equivalencies, as discussed in the following sections of this report.

Based on discussions with those involved in the management of heritage resources, the following general comments can be made on the existing situation:

Strengths of the current situation:
There are already a number of significant heritage initiatives underway. The City has put in place a strong regulatory framework for the management of heritage resources. It is generally recognized that heritage issues are broad-based, and have an impact on a wide number of City initiatives. There is political support for heritage conservation, and heritage issues tend to be seen as a net community benefit. The City has begun to capitalize on technology in the management of heritage issues, e.g. the City's web site. Access to current conservation information is now readily available on the Internet.

A number of City departments are actively involved in heritage issues. Parks and Recreation manages green spaces, trails, interpretive sites, and is responsible for the development of recreational opportunities, and the maintenance of some City owned heritage sites, such as Pioneer Cemetery. The Department is interested in making cemeteries into more of a park-like setting, and in developing a public art policy, which is expected to be implemented by 2000. The Tourism and Economic Development Coordinator already considers heritage issues within a broader context, and

other departments are aware of heritage concerns, and confer with Planning when required.

Whitehorse has a large number of cultural institutions and programs that are potential partners in the City's heritage efforts, including a growing tourist industry; tourism marketing and development can be directly tied to the City's rich historic legacy. The City has now passed the centennial of the Gold Rush era, and can now move on to develop other themes for heritage tourism.

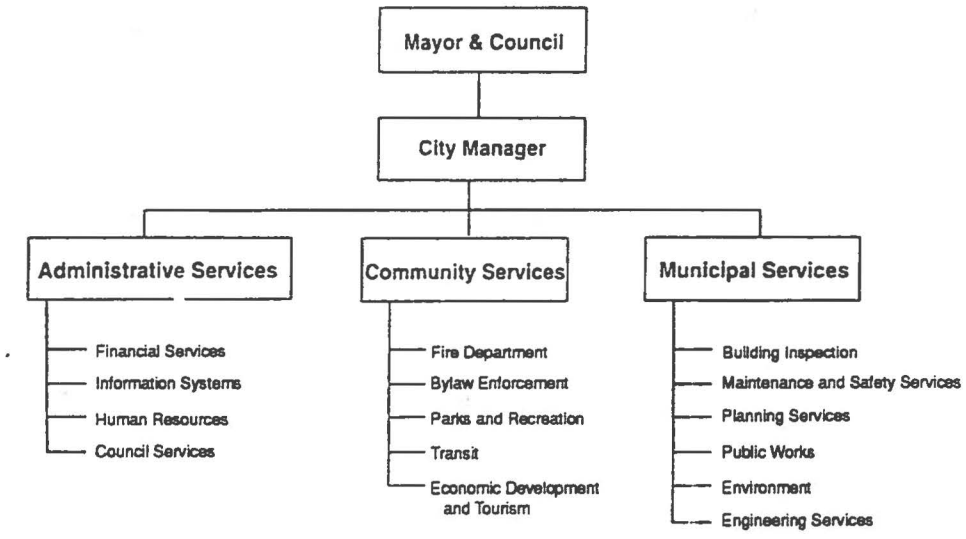
Weaknesses that need to be addressed:

The City has not yet developed specific expertise in handling heritage issues. Although the Heritage Register has been flagged on the City's GIS system, not all departments have full access, nor do they necessarily look to this source for information.

The city does not have direct control over many heritage resources, including the Waterfront. Although an Umbrella Final Agreement has been signed, and there have been ongoing negotiations with the Kwanlin Dün and Ta'an Kwäch'än, final settlements have not been reached.

City of Whitehorse

Organizational Chart



3.2 ENABLING LEGISLATION

3.2.1 Municipal Act

The City's regulatory framework is enabled by the Territorial Government ***Municipal Act*** [SY 1998 Chapter 11]. An amended version of the ***Act*** was proclaimed in January, 1999. This provides several significant changes to the City's regulatory framework:

- ***Designation of Direct Control Districts:*** Under Part 7, Division 12, section 291 the City is now enabled to designate in the OCP areas over which it wants to exercise particular control. The development of land or buildings may be regulated in any manner considered necessary, and authority for approvals may be delegated. This provision could be used, if desired, to declare a heritage conservation area.

- **Grants and Other Assistance:** Part 5, Division 1, section 245, enables Council by bylaw to provide grants, gifts or loans of money or municipal property or a guarantee of any borrowing within borrowing limits including grants for property taxation, etc. to any person, institution, association, group, government or body of any kind. This considerably broadens the City's ability to provide assistance to community heritage projects, but does not specifically enable tax incentives other than grants.

3.2.2 Yukon Historic Resources Act

There are a number of heritage management options enabled under the *Yukon Historic Resources Act* (YHRA). The YHRA is intended to promote appreciation, to protect and preserve, to develop in an orderly manner, and to study and interpret the Yukon's historic resources. In addition to enabling the City's heritage Bylaw, it allows the City to designate municipal sites under Part 5. The *Act* is more fully assessed in ***Appendix C.***

3.2.3 Yukon Building Standards Act

The ***Building Standards Act***, 1991, adopted the ***National Building Code of Canada*** as the applicable building code throughout the Yukon. The Act sets out conditions for enforcement, denial or cancellation of permits, powers of inspection. Equivalencies are based on demonstrated conformance to required standards.

Some provincial codes, such as the British Columbia Building Code, allow specific equivalencies for heritage buildings. Many of these are allowed in exchange for sprinklering. The City may wish to further study the issue of appropriate equivalencies for conservation projects, in order to allow maximum flexibility for private owners in the development of appropriate treatments for heritage buildings.

3.2.4 City of Whitehorse Bylaw 97-10

The Heritage Bylaw for the City of Whitehorse is based strongly on the Yukon Historic Resources Act. The Bylaw enables the following:

- *Heritage Advisory Committee:*
  The Heritage Advisory Committee consists of seven members appointed by City Council for the purpose of advising Council on heritage matters. The mandate of the Heritage Advisory Committee includes evaluating the significance of heritage resources; advising Council on the designation of municipal heritage sites; recommending heritage protection incentives to Council; maintaining an up to date historic inventory; and increasing public awareness and support for heritage.

- *Historic Inventory (or Whitehorse Heritage Buildings Register):*
  The historic inventory, unlike its territorial counterpart, may include heritage resources which have not been designated. The only restriction for a site on the historic inventory is a delay in the issuance of a building and/or demolition permit while the heritage advisory committee evaluates the building.

- *Designation, Objection, Appeal:*
  The designation, objection and appeal processes are essentially the same for both levels of government, except that for the City of Whitehorse, City Council makes the final decision and not the Minister. However, any objections or appeals, whether for municipal or for territorial designation, are still referred to the Yukon Historic Resources Appeal Board for a decision.

- *Protection of Sites:*
  The regulations for the protection of sites is the same for Whitehorse as it is for the Yukon, except that anyone proposing to alter a designated or about to be designated *municipal* site must submit an application for a *municipal historic resources permit* to the *Planning Services Department* (See *Section 4.4.3 ii*).

  When a demolition permit is requested for a municipal heritage site listed in the Whitehorse Heritage Buildings Register, a thirty day review period is required in order to give time to the Heritage Advisory Committee to study the site and make recommendations to Council.

- *Heritage Fund:*
  The City may establish a heritage trust for the receipt of money or property in order to support, encourage and facilitate heritage conservation avtivities. The City established such a fund in 1998, as described in *Section 4.4.1 i.*

3.3 CITY PLANNING TOOLS

3.3.1 Official Community Plan, 1994

The OCP is a policy document which sets out the general guidelines for the orderly growth and development of the City. The following references are made to heritage issues in the OCP:

PART TWO: COMMUNITY PLANNING GUIDELINES

2.3 GENERAL COMMUNITY DEVELOPMENT POLICIES

2.3.12 Historical and Archaeological Preservation Policies

1) The preservation and conservation of historically significant buildings, sites, trails and landmarks should be strongly encouraged and incorporated into functional day-to-day uses and developments where appropriate.

2) Where preservation and conservation of heritage buildings is not possible on the original sites, the City may consider suitable alternative sites. Any exterior alterations to heritage buildings should be sympathetic and historically accurate to their original time and place in the history of Whitehorse.

3) Known archaeological and historical sites should be identified for protection within Area Development Schemes to ensure valuable heritage resources are preserved.

4) Interpretive facilities may be developed at archaeological and historical sites.

PART FOUR: THE DOWNTOWN PLAN

4.1 GENERAL DOWNTOWN PLAN GOALS

6) **Historic Character**
The historic character of Downtown is an essential component of the uniqueness and the identity of our urban environment. The historic character shall be recognized, protected and made a part of the on-going development process. *Services Department* (See ***Section 4.4.3 ii***).

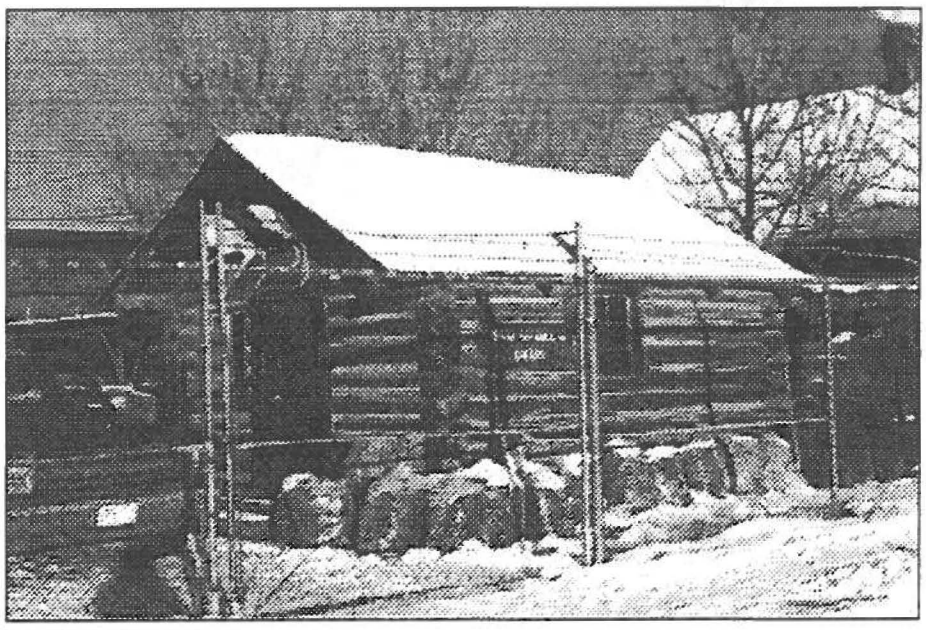
4.3 DOWNTOWN RESIDENTIAL OBJECTIVE

4.3.2 'Old Town' Neighbourhood Policy

1) Protect the character of the City's oldest existing neighbourhood, while encouraging compatible development and upgrading of the housing stock.

4.7 HISTORICAL AND URBAN DESIGN POLICIES

1) Recognize the historic character of the Downtown and incorporate the history into the on-going development process.
2) Promote private and public sector upgrading with Urban Design guidelines developed through design workshops which encourage involvement and result in a common understanding of desired images.



3.3.2 The Downtown Plan, 1994

The following references have been made to heritage in the Downtown Plan:

Historical

The historic character of the Downtown is an essential component of the uniqueness and the identity of the urban environment.

The mix of residential and non-residential uses and pedestrian movement from the residential areas to the commercial areas are an important element in the experience of the historic character of the Downtown.

Policy Implementation Actions

- Work with the Yukon Historical & Museums Association and the Government of Yukon Heritage Branch to identify, promote and preserve the historical buildings and sites in the Downtown.
- Encourage the private sector to enhance historic character, through development guidelines and tax incentives, for maintenance, preservation and adaptive re-use of historic structures.
- Ensure the development of the Waterfront incorporates an historical theme.
- Support the interpretation of the historical significance of places and structures through information kiosks, walking tours and interpretive signage.

3.3.3 Zoning Bylaw 97-42

The City's current zoning bylaw was passed in 1997. The sites listed on the Heritage Building Register are listed by zoning designation in S*ection 3.6.3*.

3.3.4 Strategic Plan Update

The City's Strategic Plan was updated in September 1998 with the release of ***Striving for Excellence: The City of Whitehorse Strategic Plan Update***. Although heritage issues are not specifically mentioned in the Vision or Mission Statement, they are referenced in the following sections:

- **Section 4: Core Functions:** Tourism and Economic Development: Provision of policy advice on cultural activities and heritage matters

- **Section 5: Focus Area 1:** Community Growth: ii. Department Priorities:
  c. Preservation of the Historical Value of the City
  - Identify homes and structures that could be important to designate as historical
  - Develop a community policy for heritage preservation.

3.4 CITY OF WHITEHORSE HERITAGE ADVISORY COMMITTEE

The Heritage Advisory Committee and its mandate were established through Section 3 of the City's Heritage Bylaw. The Committee has the following functions:

1) The Heritage Advisory Committee may choose on its own to evaluate the heritage significance of a particular resource. The HAC may also undertake evaluations based on requests by Council, an owner or other party, as well as on buildings included in the Whitehorse Heritage Buildings Register where a demolition application has been received.

2) The Heritage Advisory Committee shall, after careful consideration, make recommendations to City Council regarding the designation of municipal sites.

3) The Heritage Advisory Committee shall establish a Heritage Evaluation Criteria Policy in keeping with Section 13 of Bylaw 97-10 and Section 3 of the City of Whitehorse Heritage Report. This policy will support recommendations to Council regarding the designation of potential heritage resources based on the evaluation criteria [note: this has already been accomplished].

4) The Heritage Advisory Committee shall present Council with options to consider when designating a heritage resource.

5) The Heritage Advisory Committee shall recommend heritage protection incentives to Council.

6) The Heritage Advisory Committee shall ensure the Historic Inventory is current.

7) The Heritage Advisory Committee shall work to increase public awareness and support for heritage preservation and protection in the City of Whitehorse.

8) The Heritage Advisory Committee shall establish a Heritage Support Program as referenced in Section 4 of the City of Whitehorse Heritage Report. This will form part of a heritage facilitation program which will serve as a catalyst in the preservation, conservation and adaptive re-use of our heritage resources.

The Planning Department, in addition to a commitment to increasing available staff time, has secured a substantial budget for heritage issues in 1999. Some of this budget will be allocated to specific issues, including the City's commitment to preserve four buildings on the waterfront, but will also be used to support investigations and structural assessments of Register resources. This will assist the Committee in many ways, and is an encouraging sign of Council support. The Heritage Advisory Committee will continue to be a key, active player in the establishment of the City's Heritage Program.

3.5 Heritage Evaluation Criteria

The Heritage Bylaw and the Heritage Report identify the evaluation criteria to be used in the assessment of heritage resources. Evaluation is the process used to determine the *value* of a heritage resource. The value of a resource is why we, society, consider it important. A resource may be valued for several reasons but, generally, we can make a simple but specific statement that sums up its essential significance. The purpose of identifying these sites is *recognition*. This can mean many things but protection, preservation and interpretation of the resource is generally involved. Once the basic information on resources has been collected, they can be evaluated. The Heritage Advisory Committee has been given the mandate of evaluating the City's historic resources.

Under the Heritage Bylaw, evaluation criteria were adopted, that have now been further developed by the Heritage Evaluation Committee of the HAC as follows:

A. Architectural History

- Includes categories by Style, Design/Aesthetics, Age, Construction and Architect/Builder.

B. Cultural History

- Includes categories by Pattern, Association and Event.

C. Context

- Includes categories by Site, Neighbourhood and Landmark.

D. Integrity

E. Usability/Utility

- Includes categories by Compatibility, Adaptability and Public Use.

While appropriate for architectural sites, these criteria may need to be expanded to accommodate other categories of sites.

3.6 HERITAGE BUILDING REGISTER

The Heritage Building Register was compiled in 1995 as a broad-based survey of potential heritage resources. There are approximately 172 buildings and one cemetery listed on the Register. It is the role of the Heritage Advisory Committee to consider these sites and recommend which will be recognized. To date only two of these sites have been evaluated.

The Register, in addition to being a list of unevaluated sites, contains buildings that have been demolished. No ranking has been assigned for those sites of greater significance. Recommended policies for the Heritage Register are discussed in *Section 4.1*.

3.6.1 Ownership of Identified Resources

It is difficult to establish the ownership of some of the resources listed on the Heritage Register. For those where ownership can be confirmed, current ownership is as follows:

- Private Owners: 63 buildings
- Corporate Owners: 40 buildings
- Federal Government: 5 buildings (full or part ownership)
- First Nations: 4 buildings
- YTG: 10 buildings
- YTG Property Management: 10 buildings
- City of Whitehorse: 4 buildings and 1 cemetery
- Institutional Owners: 8 buildings

3.6.2 OCP Designation of Identified Resources

The Heritage Building sites fall into the following OCP designation categories:

- Auto Access: 2
- Core Commercial: 26
- Commercial Residential Mix: 49
- Industrial: 12
- Low-Medium Density Residential: 16
- Medium-High Density Residential: 5
- Urban Residential: 30
- Waterfront: 29

3.6.3 Zoning of Identified Resources

The Heritage Building sites fall into the following zoning categories:

Residential Zones

- Residential Downtown 1: 14
- Residential Downtown 2: 6
- Residential Multiple Housing: 1
- Residential Mobile Home Park: 1
- Residential Single Detached: 13
- Residential Country 2X: 4

Commercial Zones

- Core Commercial: 23
- Mixed Use Commercial: 1
- Mixed Use Commercial: 18
- Mixed Use Commercial 2: 27
- Service Commercial: 2
- Commercial Waterfront: 2

Industrial Zones

- Service Industrial: 18

Public/Institutional Zones

- Parks and Recreation: 4
- Public Services: 8

Other Zones

- Future Development: 27

It may be readily noted that the current Zoning and OCP Designation of some of the buildings may act as a disincentive to their retention. Where such a disincentive exists, the City may be proactive in exploring ways to mitigate potential impacts of this allowable density or inappropriate uses.

HERITAGE TOOLKIT

The following are the tools that the City has in place to achieve conservation, or should consider, as part of the Heritage Management Plan:

TOOLS THAT NEED TO BE IN PLACE BEFORE NEGOTIATION

- ✓ Territorial Enabling Legislation
- ✓ Heritage Bylaw
- ✓ Official Community Plan
- ✓ Zoning Bylaws
- ✓ Direct Control District Legislation
- ✓ Heritage Advisory Committee
- ❑ Evaluated Heritage Register
- ❑ Administrative Procedures:
  - ❑ Priority Routing
  - ❑ Streamlined Permit Review

TOOLS AVAILABLE DURING NEGOTIATION

- ❑ Financial Incentives
  - ✓ Direct Grants
  - ❑ Preferential Fee Structure
- ❑ Development Incentives
  - ❑ Zoning Concessions
  - ✓ Building Code Equivalencies

TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN

- ✓ Temporary Heritage Protection
- ✓ Heritage Designation
- ✓ Relocation
- ✓ Documentation
- ✓ Salvage

4.0 PROPOSED HERITAGE MANAGEMENT PLAN

4.1 HERITAGE REGISTER POLICIES

The most significant issue identified during this review of the City's existing heritage policies is the choice of buildings listed on the current Heritage Register. Although it is important that such a Register has been established, the listed buildings have not yet been fully evaluated, and the inclusion of individual buildings is therefore open to question. Buildings that have been demolished are also retained on the list.

The Heritage Register should be the primary tool by which the City's heritage program should be managed. It is critical that the Register be accurate, well-researched and evaluated.

The first priority should be a review of the Heritage Register, with the sites ranked by overall significance. The HAC has already initiated a priorization, but has not completed further evaluations. Further priorization should be based on overall significance rather than degree of threat, which will provide a consistent focus to the City's conservation efforts.

It is therefore recommended that:

Step One: As its first priority, the HAC should undertake a full review of the buildings listed on the Heritage Register. This should include a consistent assessment of all buildings, based on the Committee's refined evaluation criteria. It may be most efficient to work with a consultant to expedite this review.

Step Two: The Register buildings should be divided into at least two categories, the first being the most significant [Register A], the second those of merit or character [Register B]. Demolished or seriously altered buildings should be dropped from the Register.

Step Three: Policies can then be developed that reflect this priorization. The most significant resources should be targeted for the most strenuous preservation efforts.

The City's Heritage Bylaw should be amended to reflect the Register A and B categories. The following policies should be adopted for each category:

- **Register A: Priorized Buildings**
  - Target for retention
  - Negotiations should proceed with owners to achieve designation
  - Offer incentives as appropriate
  - Impose regulations if negotiations fail
  - Consider City purchase as a last resort

- **Register B: Character Buildings**
  - Retain when possible
  - Offer incentives as appropriate
  - Document or salvage when retention is not possible

4.1.1 City-Owned Heritage Buildings

It is important that the City of Whitehorse establishes a stewardship role in the management of heritage resources. There is a need to promote heritage awareness within all City departments, so as to ensure that the value of City-owned heritage resources is fully recognized. This involves developing comprehensive policies and administrative mechanisms for publicly-owned resources under direct municipal control. In addition to buildings, the City has direct control over a broad range of other heritage resources on municipal lands, such as landscape features and cemeteries. The conservation of heritage contributes to the quality of life and the environment, and is worthy of higher public profile and commitment.

The City should set the highest possible standard for other owners of heritage properties. It is thus important that the City should adhere to recognized conservation principles in the treatment of its own resources. The City currently owns four buildings listed on the Heritage Register, the three in Lepage Park, and one house stored in the City's Works Yard. The City also owns Pioneer Cemetery, which is listed on the Register, and has acquired responsibility for four Riverfront buildings.

- *Lepage Park*
  Located at Third Avenue and Wood Street, this park contains three historic houses. The City acquired the Smith House in 1984. In 1986 the YHMA launched a program to preserve the Donnenworth Houses and turn this land into a public park. Purchased and rezoned by the City, it is now managed by the YHMA on a 99 year lease. The Lake Laberge Chapter of Lions International assisted in the establishment of the park, and also sub-leases the Martin House. The **Donnenworth House** [3126 Third Avenue, built 1900-1904] is the home of the YHMA, and the starting point for the Whitehorse Historical Walking Tours. The **Smith House** [3128 3rd Avenue, built 1904-1905] is now used as the offices of the Association of Yukon Communities. The **Captain Martin House** [305 Wood Street, completed c.1915] was originally located at 208 Wood Street. It was donated to the City in 1980, and was moved off site for several years, then relocated to the park in 1987. The Yukon Art Society runs an art gallery on the main floor. The YHMA receives yearly grants from the City equivalent to the amount of taxes on the property.

- *Pioneer Cemetery*
  This historic cemetery is located at Sixth Avenue and Wood Street. The cemetery was in operation from 1900 until 1965. The first burial occurred on October 11, 1900, and after the site was surveyed in 1901 the Crown received title to the land, and the officials of the Territorial Government were in charge of administration. The City did not accept responsibility for managing the cemetery until 1965, and shortly afterwards a misguided cleanup resulted in the removal of most of the wooden markers. Although internment records are not complete, many of the remains have been identified through extensive research. Despite some vandalism, many early stone monuments remain in a good state of preservation. The cemetery is an invaluable link with the City's Pioneers.

  The City also owns and operates the Grey Mountain Cemetery, which is not currently listed on the Heritage Register but should also be considered as a community heritage resource.

- ***Riverfront Buildings***
  The City has also acquired responsibility for four historically significant buildings currently located on YTG owned Riverfront property. Funds have been allocated in the Operations and Maintenance budget for the preservation of these buildings.

In order to best protect the heritage characteristics of these sites, the City should:

- Standardize their care by developing individual conservation plans and annual maintenance programs, based on conservation guidelines, and

- Develop an internal flagging system for heritage resources under direct municipal control. This should include an awareness of, and sensitization to, heritage issues for all municipal departments. This could include heritage trees and landscape resources, structures within parks or rights-of-way, etc.

4.1.2 Publicly-Owned Heritage Buildings

There is a need within the community to promote a collective responsibility for heritage conservation. The City should be prepared to convey a clear message to other levels of government indicating the public desire to conserve heritage resources. The first step would be for the City to demonstrate a high level of municipal stewardship for its own resources, and initiate a campaign of public awareness.

Once it has designated its own Heritage Register buildings, the City should actively seek the designation and restoration of Heritage Register buildings owned by other levels of government, Federal and Territorial; these other owners should be encouraged to designate properties listed on the Heritage Register, even though this would only be a formality, as the concept of supercedence would apply.

As described in *Section 3.6.1*, there are a number of Heritage Register Buildings under Federal, Territorial and First Nations ownership.

4.1.3 Institutionally-Owned Heritage Buildings

There are a number of buildings in the City owned by public, cultural and educational organizations. These buildings may be good candidates for long-term preservation, and the owners may have no objection to legal protection, as long as their operational needs are being fulfilled. The City should contact these institutional owners to determine their specific requirements, and the incentives that may be required in exchange for legal protection. The following institutional building owners can be identified:

- Bishop of the Yukon: Old Log Church and Rectory
- Catholic Episcopal Church: 5119 5th Avenue
- Human Rights Commission: 205 Rogers Street
- Yukon Dharma Society: 2 Redwood
- Whitehorse Drama Club: 4049 4th Avenue
- Worker's Compensation Board: 56 Range Road
- La Society Des Immeubles Franco Yukonnaise: 304A Strickland Street

4.2 OTHER HERITAGE RESOURCES

4.2.1 Landscape Protection Policies

Heritage landscapes are those pieces of the natural environment that are important in our human history. Whitehorse is defined by its geography. Miles Canyon and its rapids marked the head of navigation on the river and, thereby, gave birth to the City. Other familiar landmarks include the clay cliffs, the pale rock of Grey Mountain and the prominence of Golden Horn. The river itself is an important heritage resource. It is valued for its clean water, salmon runs and natural setting. Views to and from the river are particularly important in maintaining the sense of Whitehorse as a city on the water and close to the wilderness. When considering development within the City, planners must take into account the value of these natural features and the importance they have in defining our community.

There are individual historic specimen landscape features, such as the Mayday Tree at City Hall, that should be identified. The Yukon River Corridor Planning Study has also identified landscape features that merit protection. This is not an exhaustive list and pertains only to the river valley area of the City. A comprehensive inventory of heritage landscape features should be conducted and evaluated. Giving a general prescription for the

protection of landscape features is difficult since the features themselves can be hard to define with precise boundaries or qualities. Protection can include restricting any development that would mar the appearance of the feature or, in some cases, that might impede views from or to the feature. For example, the Whitehorse town grid was laid out based on the river and railway. Historically, people could see the train and sternwheelers coming and going. This visual link to the water is important to the character of the town. So, for example, lining the river with four storey buildings would impede this view and break the historical connection.

The City should continue to identify significant landscape features on an ongoing basis, and work through the Parks and Recreation Department for their protection.

4.2.2 Cemetery Preservation Policies

Cemeteries play a unique role in honouring the past. Interest in cemetery preservation dates back many decades, and has grown steadily, parallel to a renewed interest in heritage conservation and in genealogy. In addition to providing a tangible link to the past, historic cemeteries also provide open green space within an urban context. Proper cemetery maintenance is also a mark of respect for the descendants of those interred. Specific provisions regarding burial grounds are provided under territorial legislation.

Historic burying grounds may suffer from a variety of threats, both intentional and unintentional. Vandalism is a major threat to historic headstones, but improper maintenance and watering, and inappropriate plantings, may also cause deterioration. Cemeteries, like other historic resources, require proper conservation procedures to ensure the survival of their heritage character.

There are a number of First Nations burial sites located within Whitehorse; under the UFA these are privately-owned First Nations land and do not fall under City jurisdiction. Kwanlin Dün have begun an inventory of First Nations burial sites located within the City boundaries.

One post-contact historic cemetery within City boundaries, the Pioneer Cemetery, has been placed on the Heritage Register. The City-owned Grey Mountain Cemetery has not been placed on the Register, but should be included as a significant heritage resource.

Proper conservation policies should be developed to ensure long-term preservation. These policies should include:

- Identification and sensitization of key personnel involved in decision-making and maintenance
- Development of overall maintenance standards
- Continuing headstone preservation and repair
- Augmentation of historic character through appropriate furnishings and plantings
- Removal of inappropriate plantings, e.g., those with destructive root systems
- Better perimeter security and lighting
- Development of public awareness through interpretive signs, brochures and walking tours

Parks and Recreation has indicated a willingness to see the character of Pioneer Cemetery developed into a more park-like setting, including improved landscaping, screening and entries, and historic interpretation. Some of these initiatives may be undertaken by the City, while others could proceed as partnered efforts.

If properly conserved and interpreted, historic cemeteries can play a central role in an evolving heritage program. In other jurisdictions, local School Boards have incorporated the study and visitation of historic cemeteries into their yearly programmes. The City should allocate resources to further study specific issues related to cemeteries, and develop a Master Plan for municipal cemetery conservation.

4.2.3 Archaeological Sites Policies

Known archaeological and historical sites should be identified for protection within Area Development Schemes to ensure valuable heritage resources are preserved. (Official Community Plan, Policy 2.3.12)

Archaeological resources are subject to the *Yukon Historic Resources Act*, Section 65, which delegates archaeological authority to the Territory and overrides public property. To paraphrase the *Act*, an *archaeological object* is a product of human manufacture that has been discovered on or beneath land or in the waters of the Yukon. From this, we can read that archaeological sites are places containing such objects.

The criteria for evaluating and treating archaeological sites are somewhat different from architectural sites. Pre-contact history in the Yukon may well date back as far as 11,000 years. The cultures that occupied the Yukon during that enormous time span are characterised largely by the tools they left behind. Since most were mobile cultures, much of what they used was disposable, made from readily available organic material and stone. What we have left, except for a very few rare instances, is the stone tools. These have been sufficient for archaeologists to name cultures based on traits in the tools and what they implied about lifestyle. Finding these materials in datable soil layers or associated with datable organic material, has allowed archaeologists to lay out a rough chronology for the cultures. Still, a great deal is missing from the record and every single find of archaeological materials is important as it has the potential to help us understand these cultures.

While post-contact history in the Yukon covers a period of just over 150 years, there is still a great deal to be learned from archaeology at post-contact sites. It is remarkable how little is known about some of the World War II sites in the Yukon, let alone those dating from the Klondike Gold Rush. For this reason, even at historic sites, we have to consider those resources that lie below the ground and water to be valuable for what they may add to our knowledge of our past.

Because they often cannot be seen, archaeological sites are not easily identified and can be damaged by ground disturbance. The context of items in an archaeological site is all-important. Disturbance of the site can mean the loss of information and site value. Because of their sensitive nature, drawing attention to a specific archaeological site may lead to its destruction. Pot hunters and vandals are a serious threat. On the other hand, land developers need to know such sites exist so they can avoid disturbing them. What to do?

For the most part, archaeological site are buried. Locating and investigating these sites is a time-consuming process. It also requires people with expertise to conduct the searches. It costs, therefore, in money and person hours. For these reasons, it is not easy to have a ready inventory of archaeological sites handy for developers to consult. In order to preserve the sites, impact assessments must be conducted where ground is to be disturbed. While the assessments can be done quickly, mitigation (the process of examining the site in detail) can be time-consuming as

these sites must be uncovered carefully, layer by layer, to ensure the context of the materials is completely understood. Since this process often holds up construction, it can cost the developers in lost time as well as the need to pay the archaeologists conducting the impact assessment. This factor can make developers reluctant to conduct impact assessments. On the other hand, once the archaeological sites are disturbed, the contextual information is gone forever. The question is, 'what is our heritage worth to us?'

Where architectural and landscape heritage resources are above ground and obvious, archaeological features may not be. Preventative measures are important to ensure such resources are protected. Just as demolition permits prevent buildings from being destroyed without the approval of the municipal authorities, impact assessments help prevent destruction of archaeological resources. Construction and demolition permits should be used as the triggers for archaeological impact assessment. Once the sites have been identified, they can be evaluated so that decisions can be made as to appropriate treatment, excavation or mitigation.

The Government of Yukon, Heritage Branch has a set of criteria for evaluating archaeological sites. These could be adopted for evaluating sites within the City.

Provisions for the recognition and protection of First Nations' heritage resources have been made under the Historic Resources Act and Chapter 13 of the Umbrella Final Agreement. They are also identified for recognition under the OCP and the Heritage Report. The significance of First Nations' sites depends very much on the value placed on them by the First Nations. Certainly many sites in the corridor area have sacred significance, such as the burial grounds. The fishing sites, hunting trails and former village sites dotted throughout the study area, had been in use for a very long time. These sites are not as easy to define as historic structures, or even archaeological sites, since their significance depends, not on remains, but on traditional use. One might be able to say 'there is a grave site, I can see it, and it is obviously old and important to the First Nations.' It is more difficult for a non-First Nations culture to appreciate a statement like 'that whole area around the railway station was a camping area for visiting native people.' Both sites have considerable value in building understanding of First Nations culture.

Where Kwanlin Dün and Ta'an Kwäch'än have an interest in a site, they have tended to include it under land claims. Mostly these places are actively used, such as dwellings or cemeteries, or traditional use areas that have not been developed or built over, such as Kishwoot Island. Simply because a traditional use area has not been claimed, however, does not mean it is not an important heritage resource. Many of the sites included in the inventory of heritage resources have been built over and any archaeological remains, or opportunities for continued use for that matter, have been obliterated.

Perhaps the best way to evaluate First Nations heritage resources is to follow the lead of the objectives set out in the Umbrella Final Agreement where Section 13.1.1.1 states: '... to promote public awareness, appreciation and understanding of all aspects of culture and heritage in the Yukon and, in particular to respect and foster the culture and heritage of the Yukon Indian People.'

Like archaeological resources, part of a site's significance could be based on its ability, and suitability, to meet this objective. The final assessment, however, would have to come from First Nations' elders.

4.3 CONSERVATION PRINCIPLES, STANDARDS AND GUIDELINES

It is recommended that the City adopt a consolidated set of conservation principles, conservation standards and guidelines to appropriately manage the future development of its historic resources. These should include:

- ***Conservation Principles:***
  Provide an overall framework in order to gauge the appropriateness of changes to historic resources. General conservation principles, based on international charters, may be summarized as:

  1. All heritage conservation work should be based on sufficient research, site analysis and documentation to identify and safeguard the heritage values to be conserved.
  2. Historic resources should remain *in situ* whenever possible.
  3. The evolution of the structure and the site should be respected. The heritage value of additions and alterations should be assessed and considered.

4. Long-term protection of the site should be balanced with user requirements. Heritage management goals should be identified prior to undertaking any work.
5. The approach to all heritage conservation projects should be one of minimal intervention to ensure maximum preservation of authentic heritage fabric.
6. Conjecture and falsification of building elements should be avoided.
7. A well-developed maintenance plan should be clearly established.

❑ ***Conservation Standards:***

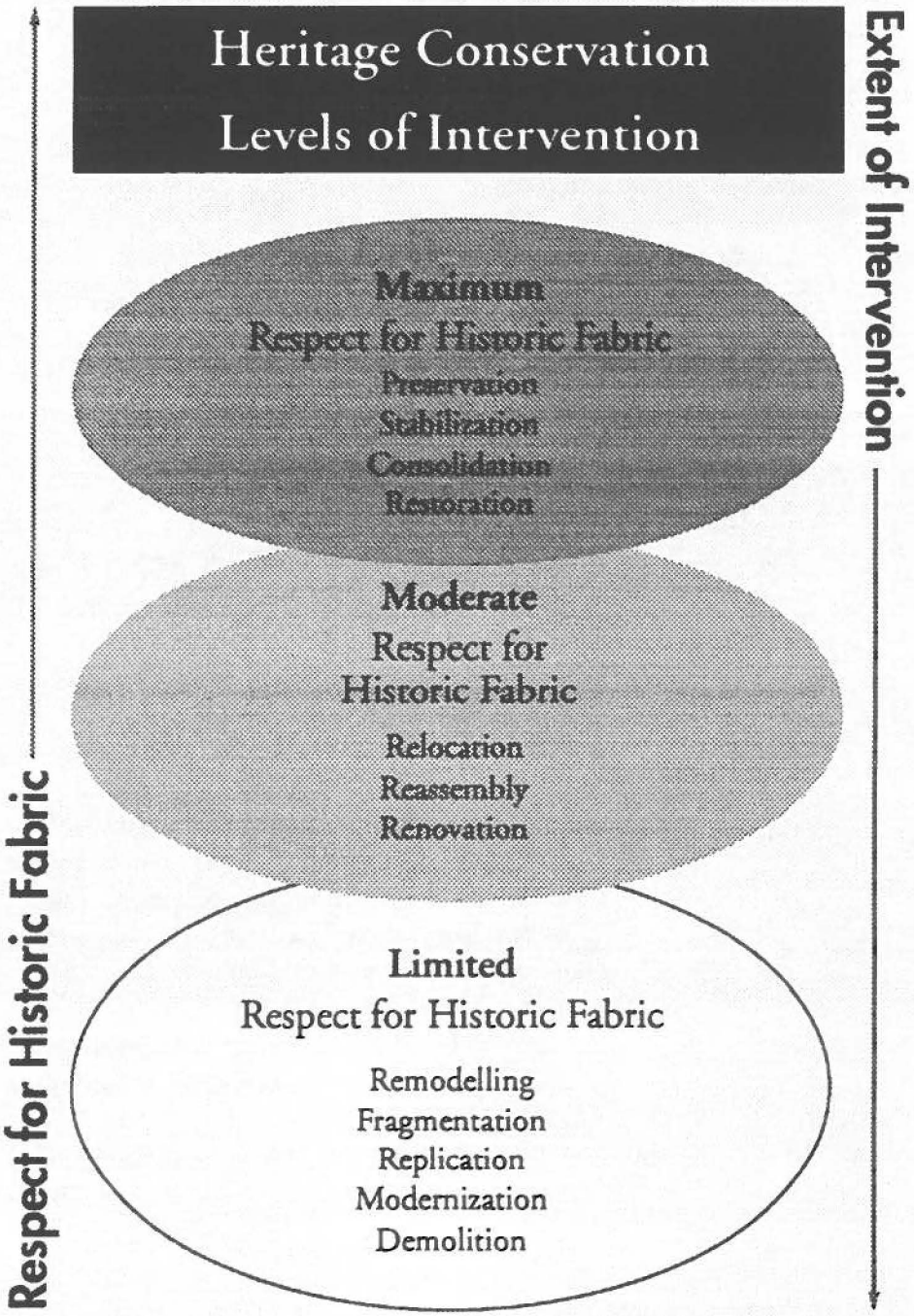
Govern the proper treatment of the fabric of historic buildings. Examples of standards and guidelines which could be referenced are included in ***Appendix D***, including the U.S. Secretary of the Interior's Standards and Guidelines and those developed by the British Columbia Heritage Trust.

❑ ***Specific Rehabilitation Principles***

1. **Make Good Use of the Building:** every effort should be made to develop a functional layout which will allow maximum respect to the historic fabric.
2. **Repair Rather than Replace:** Historic building fabric should be repaired rather than replaced. Where replacement is necessary the new materials should be compatible with the materials being replaced, but upon close inspection should be distinguishable.
3. **Alterations and Additions Should Be Compatible Yet Distinguishable:** contemporary designs may be acceptable, but should be compatible with existing materials and designs, and should be distinguishable from the historic fabric.
4. **Respect the Integrity of Historic Design:** whenever possible there should be minimal impact on historic fabric.
5. **Avoid Creating an Earlier Appearance or Reusing Fragments from Other Buildings:** falsification of the original design intent should be avoided.

❑ ***Heritage Design Guidelines:***

Improved guidelines are required for any addition or alteration that affects heritage buildings, including signs and awnings, in order to avoid the use of inappropriate detailing, materials and design elements. There will be design guidelines developed for the Riverfront, which should reflect a level of compatibility with existing heritage buildings.


Heritage Conservation
Levels of Intervention
Extent of Intervention
Respect for Historic Fabric
Maximum
Respect for Historic Fabric
Preservation
Stabilization
Consolidation
Restoration
Moderate
Respect for
Historic Fabric
Relocation
Reassembly
Renovation
Limited
Respect for Historic Fabric
Remodelling
Fragmentation
Replication
Modernization
Demolition

4.4 HERITAGE INCENTIVES AND SUPPORT PROGRAMS

In order to successfully achieve the objectives of heritage conservation, regulation is best balanced by incentives for the retention and rehabilitation of heritage resources. The following are the incentives that are enabled under existing legislation, that the City should consider offering in exchange for designation of a Heritage Register building.

The potential cost of direct financial incentives is unknown, but may be estimated based on the experience of other communities. In the City of Edmonton, tax incentives have been offered in exchange for conservation; although larger projects have required significant sums of public investment, individual houses have required approximately $15,000 in tax incentives as compensation for designation. Interestingly, the City of Victoria Heritage Foundation has a limit of $15,000 on their rotating grants for designated heritage houses. This appears to be the effective cost of incentives for a heritage house in an urban setting, whether offered as a direct grant or tax relief.

There are, of course, developmental incentives and relaxations that can be negotiated with no net cost, which should be explored whenever possible. These incentives should be used to achieve the goals of heritage conservation, and will need to be negotiated on a site-by-site basis. Whenever heritage incentives are offered, the resource must be protected. ***Municipal heritage designation should be a condition for any financial incentives***.

The City currently has some funds set aside for heritage purposes.

- In the 1999 Operations and Maintenance Budget, a substantial allocation was made for heritage projects. The funds in the Historic Buildings Reserve, established circa 1978, have been transferred to this budget.

- A separate Whitehorse Heritage Trust Fund was established in 1998, with a mandate 'to assist building and property owners to find suitable economic uses for their properties.' This mandate will need to be clarified before funds are allocated.

Although the City can provide grants for any purpose, and preferential rates on sewer and water charges, it does not appear to be enabled to give direct tax relief. The City can achieve the equivalent of tax relief by issuing grant equivalent to the amount of taxes; it already does this for several cultural and heritage groups, including the MacBride Museum, the Old Log Church, the YHMA (for Lepage Park), and the Yukon Transportation Museum.

In the 1999/2000 the YTG introduced legislation to provide tax relief to owners of historic properties outside of incorporated municipalities. The YTG has indicated its willingness to work with municipalities interested in implementing a similar program. This may be effective in assisting current residents remain in their homes; the City should pursue the implementation of such a program. Additional grants may also be available through the Yukon Housing Corporation Home Repair/Upgrade Lending Programs. These may be combined with other incentives as part of an entire package when consideration is being offered to private home owners.

4.4.1 Financial Incentives

One of the most effective ways to encourage private owners to retain and maintain heritage properties is to provide financial incentives in the form of special funds or grants in lieu of taxes. The following types of financial incentives are recommended for consideration by the City:

i) Direct Grants

Direct grants for rehabilitation and restoration are one of the most effective means of encouraging the preservation of heritage buildings. One example of the successful use of such grants are the programs offered by the City of Victoria through the Victoria Heritage Foundation and the Civic Trust. Whitehorse may wish to study these programs for appropriate new ways to encourage conservation. In the short term the City should establish a Heritage Trust fund designated for the receipt of gifts for heritage purposes.

The Yukon Territorial Government already offers assistance through the ***Historic Properties Assistance Contribution Program***. The objective of HPAC is to preserve the Yukon's built heritage by making technical and financial assistance available to heritage property owners. Grants of up to 50% of the value of eligible project costs may be available on a directly matching basis. The program is administered through the Heritage Branch of the YTG. Historic significance is based on the degree to which it illustrates one or more of the historical themes as set out in the Yukon Historic Sites Inventory. Historic Properties is broadly defined as architecture, including structures, vessels, and associated landscapes as well as landscape features such as grave markers, fences and trails. The property owner and applicant must be willing to maintain the property after project completion and repay contribution funds if the property is sold within three years.

The City will establish a funding program similar to HPAC, and has allocated funds under the current Operations and Maintenance Budget for up to five identified buildings. Any structures being considered should be municipally designated to ensure long-term protection.

ii) Heritage Trust Fund

The Heritage Trust Fund was established to support the preservation, restoration and enhancement of heritage properties within the City of Whitehorse. The amount of money in this fund has been recognized as inadequate, and the HAC is preparing recommendations with respect to how the Trust Fund could be used to support these objectives. In addition, the City is looking at the establishment of a separate trust fund that would receive gifts and donations specifically directed to heritage conservation.

iii) Preferential Fee Structure

The City may wish to provide additional financial incentives to heritage-related projects by waiving or reducing development cost charges, building permit fees and rezoning application fees. Reducing fees, in addition to other incentives, can make the rehabilitation process more attractive. The city also can issue grants equivalent to water and sewer charges, as it now does for several cultural and heritage groups.

4.4.2 Development Incentives

i) Zoning Concessions

Many municipalities relax site development regulations to promote heritage conservation. It is necessary to indicate a willingness to negotiate with owners, as each situation involving a heritage building is unique and should be examined on a case by-case basis. Spot rezoning may be a useful tool in ensuring compatible uses for heritage buildings. Existing development regulations should not be seen as impediments to heritage restoration. These agreements may include relaxing site development requirements, such as reducing setbacks and waiving parking provisions.

ii) Building Code Equivalencies

Building code upgrading is the most important aspect of heritage building rehabilitation as it ensures life safety and long-term protection for the resource. Unfortunately the cost of seismic and life safety upgrading is often the largest disincentive for the rehabilitation of larger heritage buildings. These costs, if codes are strictly interpreted, may be prohibitive. It is essential to consider heritage buildings on a case-by-case basis; blanket application of code requirements does not recognize the individual requirements and inherent strengths of each building. Over the past few years a number of code equivalencies have been recognized in the National Building Code, which make heritage building upgrading more feasible. For example, the use of sprinklers in a commercial heritage structure helps to satisfy fire separation and exiting requirements.

Given that code compliance is such a significant factor in the preservation of heritage buildings and areas, the most important factor is to provide viable economic methods of achieving building upgrading. To a certain extent, the use of code equivalencies is discretionary.

4.4.3 Administrative Incentives

In order to ensure that private owners will undertake heritage conservation projects, the City should facilitate their efforts. This may be accomplished in a number of ways, including waiving service costs, or the use of City personnel, when required.

i) Priority Routing of Permit Applications

Heritage building owners frequently view the permit process as difficult and unpredictable with respect to by-law requirements and processing time. In order to ensure that heritage permit applications are expedited, there are several steps which could be taken to ensure efficient processing, including:

- Improved interdepartmental staff awareness.
- An inter-departmental team approach to expedite the review and processing of applications involving heritage resources.
- Where appropriate, a preliminary design conference for proposed changes, to provide conservation advice and assessment of development proposals.

- The Building Inspection Department should review the issue of heritage building code equivalencies.

This should not be seen as special treatment for heritage applications, but rather as compensation for any extra time required to process the application or for the negotiations involved in heritage retention.

ii) The Permit Review Process

To avoid confusion and clarify expectations about the development of heritage sites, a clear process should be defined for the review of permit applications for Heritage Register Buildings (based on evaluation category; see ***Section 4.1***). Permit review for alterations, additions, and infill developments for Heritage Register sites should be based on conservation standards and design guidelines (see ***Section 4.3***).

Under the City's Heritage Bylaw, a *Historic Resources Permit* is defined as the mechanism by which alterations may be made to a designated site or a site which Council has provided notice of intent to designate. These permits have not yet been used, but should provide the flexibility to respond to the requests and needs of owners of designated sites over time. The permit should:

1. Identify the heritage characteristics of the site that are to maintained,
2. Detail the proposed alterations,
3. Include provisions for performance bonds or guarantees of the quality of any work to be undertaken, and
4. Establish minimum standards for long-term care and maintenance.

HERITAGE APPLICATION CHECKLIST

It is essential to understand the intent of a permit application that will affect a heritage building. The following questions should be answered for each application:

❑ Type and Intent of Application_____

Questions to Answer: What type of permit is being applied for? Is the intent to demolish and rebuild, subdivide, change allowable use, or build a new development? What are the timeframe implications? What is the possibility for a pre-application meeting?

❑ Site Ownership_____

Questions to Answer: Who owns the site? Is it in public or private ownership?

❑ Land Use_____

Questions to Answer: What is the current zoning? What is the OCP designation?

❑ Register Ranking _____

Questions to Answer: What is the rank on the Heritage Register? What degree of conservation will be acceptable?

❑ Degree of Cooperation _____

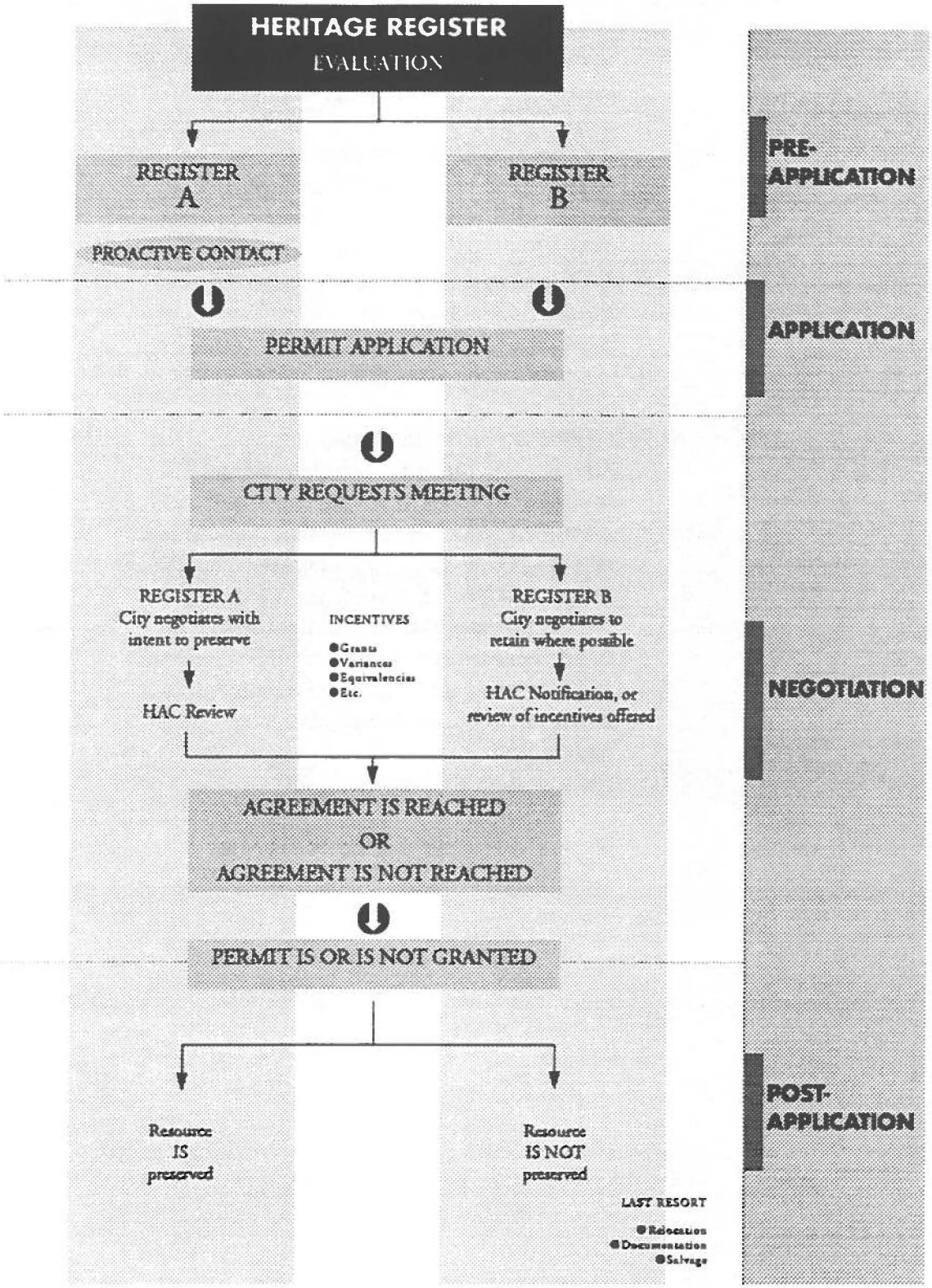
Questions to Answer: Has the owner agreed to discuss potential incentives, and the City's goals for conservation? Has the owner agreed to negotiate to a position of mutual satisfaction?

The following permit review process is recommended, based on evaluation category:

- **Register A: Priorized Buildings**
  City Actions: these buildings are considered the most significant, and should be targetted for retention *in situ*. Appropriate incentives should be offered, and negotiations should proceed to achieve legal protection. Minor alterations or repairs, which do not affect heritage character, may be approved without further review. Any further alterations should require an *Historic Resources Permit*, and should be referred to the HAC. As a last resort, the City may consider purchase of the building.

- **Register B: Character Buildings**
  City Actions: the intent is to retain these buildings when possible, and non-financial incentives should be offered where appropriate. Alterations that do not significantly affect the historic character should be approved. Any alterations that significantly affect the building, or any proposed demolition, should be referred to HAC if the building is considered significant. Documentation and salvage should be undertaken if the building is going to be significantly altered or destroyed.

HERITAGE MANAGEMENT PLAN FLOWCHART



4.4.4 Public Awareness Programs

A campaign of 'heritage marketing' and public heritage awareness should be instituted, that would run parallel to other community efforts. This could be coordinated by the City, the Heritage Advisory Committee, and/or other community groups and First Nations. The YHMA has already undertaken a number of valuable awareness initiatives, including historic walking tours. The real estate community and various business groups could also contribute, taking advantage of the tourist and other economic benefits of heritage. Whenever possible, duplication of effort should be avoided. Heritage awareness programs could include:

- A public relations program, including continuing articles in the media and on the City's web site about heritage issues, and promotion of coverage of heritage events. The local media should be targeted at every given opportunity.
- The City, through the HAC, could institute an annual heritage recognition award, similar to the 'volunteer of the year' award. This could be a joint effort with the YHMA.
- An interpretive plaquing program, undertaken in cooperation with private building owners.
- Publication of interpretive pamphlets and brochures.
- School programs, and the presentation of heritage within the broader spectrum of general education. The City, through the Heritage Advisory Committee and appropriate community groups, should work with the Department of Education in the development of teaching packages, beginning at the grade school level.
- Development of technical resources, which can be made available to property owners and designers. This could include a library of conservation information, pamphlets on 'heritage dos and don'ts', and heritage homeowner workshops.

Methods of promoting the prestige of ownership of a heritage resource should be explored. In the experience of other major cities the pride of ownership helps ensure long-term preservation by keeping the market value of such buildings at a premium.

4.5 MUNICIPAL HERITAGE DESIGNATION

The Yukon Historic Resources Act enables the City to protect heritage sites through municipal designation. The City has not yet legally protected any heritage sites.

The City is currently in the process of designating City-owned properties, in order to make the public more aware of heritage issues. The City should designate those properties on the Register under its direct ownership, and encourage other owners, especially institutional owners and public bodies, to also consider voluntary designation at this time.

Any designation should include a statement of the heritage character and value of the resource. Significant characteristics, including internal and external features, should be identified.

Register A buildings should be considered automatic candidates for voluntary designation. Register B buildings should be considered eligible for voluntary designation, but should receive a final inspection and review before the designation proceeds, to ensure that the resource has sufficient integrity to warrant long-term protection. Designation should also be a prerequisite for the granting of any heritage incentives, either financial or developmental. A structural evaluation should be conducted as a preliminary step to any designation.

4.6 DEMOLITION DELAY

The Yukon Historic Resources Act enables the City to temporarily protect historic resources or sites that are intended for designation as historic sites while assessment is made of their significance. These temporary delays are not a form of long-term legal protection.

There are provisions in the City of Whitehorse Heritage Bylaw for demolition delays but they are somewhat ambiguous as to timeframe and potential penalties. There is a thirty day review period allowed when application is made for demolition of a Heritage Register site, to allow the HAC to determine if the site warrants protection. In addition, a delay may be invoked when Council prepares a notice of intended designation, with a hearing to be held no earlier than 60 days after the latest date on which a copy of the notice is served.

4.7 INCREASED DEMOLITION FEES

The current demolition fee is set at a minimal figure ($50), and it may be desirable to institute an increased demolition fee for any existing buildings. The outright demolition of buildings tends to be a wasteful activity, and other jurisdictions have instituted tighter controls on both the price of allowing demolition and the circumstances under which it will occur. This is partially motivated by environmental concerns (the release of potentially toxic materials) and partly by the true cost of public disposal (approximately a third of municipal waste is generated by demolitions and renovation waste). Although not specifically intended to penalize heritage building owners, there should be some disincentive to removing buildings at will. This may allow additional consideration for building retention, especially if development charges are lowered for heritage projects. There would be an option to apply the increased demolition fees towards the objectives of the Heritage Management Plan, including contributions to the Heritage Trust Fund, or the documentation of Heritage Register buildings.

4.8 DOCUMENTATION POLICY

For buildings identified on the Heritage Register that are threatened with demolition, alteration or neglect, it is recommended that the City undertake adequate documentation as quickly as possible.

As a long-term goal, all of the resources listed on the Heritage Register should be documented using the standard report format, as time and resources permit. As noted above, the first priority should be those threatened by demolition, renovation, or neglect.

This documentation should include, but not be limited to, as-found (measured) drawings, particularly of the floor plan and site plan, and documentary photographs. It could also be accomplished through photogrammetric recording, which could also assist individual owners wishing to undertake further work on their buildings by providing accurate base drawings. It could also assist in reconstruction in the event of a catastrophic incident. A budget has been established for the HAC for 1999 which includes documentation.

4.9 CITY SALVAGE POLICY

The City should work with an appropriate agency (e.g. the MacBride Museum) to develop a policy for the salvage of architectural and other artifacts in cases where demolition cannot be prevented, or where a catastrophic event has occurred to a heritage site. Salvage of significant artifacts should be negotiated as a condition of development. These features could then be recycled into new projects or become part of the museum collection.

Further to the salvage of Register sites, the City may wish to make note of demolition permits of all older buildings and structures. This could be accomplished either by:

- A stamp on all demolition permit applications and new building plans to call the appropriate agency to arrange salvage before demolition. This is similar to the City of Vancouver, where are all approved plans are stamped with a note to call the Vancouver Museum before demolition.

- Make arrangements for appropriate staff to tour sites before demolition to identify artifacts which should be collected by the City.

4.10 HERITAGE PROGRAM MAINTENANCE AND MONITORING

In order to remain effective, the City's heritage policies will require commitment over time. This will require an ongoing allocation of resources to ensure continuity of programs and initiatives. The key policies should be integrated into the City's Official Community Plan, which is reviewed approximately every five years. The progress and effectiveness of these policies can then be assessed on a regular basis.

The Heritage Register should be reviewed yearly to reflect:

The addition of new Register resources identified through:

- ❑ Public nomination or ongoing research
- ❑ Voluntary inclusion
- ❑ Inclusion in exchange for incentives

The deletion of Register resources due to:

- ❑ Demolition or inappropriate alterations

5.0 RECOMMENDED ACTION PLAN

5.1 ACTION PLAN

[City]: Actions by City
[HAC]: Actions by Heritage Advisory Committee
[YTG]: Actions by Yukon Territorial Government
(2.2): Reference to Report Sections of this report

GOAL ONE: EVALUATE THE HERITAGE BUILDINGS REGISTER

1. Undertake a consistent evaluation of the Heritage Buildings Register, to provide a consistent basis for heritage actions [Lead Role: HAC] (3.4, 4.1)
2. Amend the City's Heritage Bylaw to reflect the establishment of Register A and B categories [City]
3. Identify other significant heritage and cultural resources [Lead Role: HAC] (3.4, 4.2.3)

City Actions

- Amend the City's Heritage Bylaw to reflect the establishment of Register A and B categories

Heritage Advisory Committee Actions

- Undertake a consistent evaluation of the Heritage Buildings Register, to provide a consistent basis for heritage actions
- Identify other significant heritage and cultural resources

GOAL TWO: PROVIDE AN INTEGRATED AND BALANCED PLANNING FRAMEWORK THAT SUPPORTS HERITAGE CONSERVATION

1. City to adopt stewardship/leadership role [City] (4.1.1)
2. Develop conservation plans for City-owned heritage buildings [City] (4.1.1)
3. Monitor other heritage resources under direct municipal control, such as landscapes and cemeteries [City] (4.2.1, 4.2.2)
4. Continue to support the Heritage Advisory Committee to achieve its mandate [City] (3.4)
5. Review OCP designation and zoning of significant heritage resources [City] (3.3.1/3.6.2, 3.3.3/3.6.3)

6. Adopt conservation incentives [City in conjunction with HAC] (4.4). These should include:
    - Financial Incentives (4.4.1: grants, preferential fee structures, waiving service charges)
    - Development Incentives (4.4.2: relaxations, variances, equivalencies)
    - Administrative Incentives (4.4.3: priority routing, clarify permit application process)
7. Develop an effective regulatory and permit review framework for Heritage Register buildings [City] (4.1, 4.3, 4.4.3, 4.5, 4.6, 4.7)
8. Use permit applications as the triggers for archaeological impact assessments [City] (4.2.3)
9. Adopt guidelines and standards for heritage conservation [City/HAC] (4.3)
10. Work with the YTG to develop effective salvage and documentation policies. [City/HAC/YTG] (4.8, 4.9)
11. Maintain and monitor the Heritage Program [City/HAC] (4.10)

City Actions

- City to adopt stewardship/leadership role
- Develop conservation plans for City-owned heritage buildings
- Monitor other heritage resources under direct municipal control, such as landscapes and cemeteries
- Continue to support the Heritage Advisory Committee to achieve its mandate
- Review OCP designation and zoning of significant heritage resources
- Develop an effective regulatory and permit review framework for Heritage Register buildings
- Use permit applications as the triggers for archaeological impact assessments

Joint City and Heritage Advisory Committee Actions

- Adopt conservation incentives
- Adopt guidelines and standards for heritage conservation
- Maintain and monitor the Heritage Program

Joint City, Heritage Advisory Committee and YTG Actions

- Work with the YTG to develop effective salvage and documentation policies.

GOAL THREE: BUILD COMMUNITY CONSENSUS AND FACILITATE COMMUNITY HERITAGE PARTNERSHIPS

1. Heritage Advisory Committee to act as link to community groups [HAC] (2.5, 3.4)
2. Continue to consult with owners/community-at-large [City/HAC] (3.4)
3. Continue to support community-based museums and cultural organizations [City] (2.5, 4.3.1)
4. Facilitate public awareness, through educational programs and the sharing of information [Lead Role: HAC] (3.4)
5. Provide technical expertise through staff, HAC members, and a library of conservation information [City/HAC] (3.4)
6. Adopt financial incentives that will assist private owners, including direct grants similar to HPAC, and developing a preferential fee structure for heritage projects. This will reduce financial impact to private property owners. [City] (4.4.1)
7. Explore ways in which heritage objectives can be linked to parallel endeavours, such as tourism development [City in conjunction with HAC] (2.5, 4.2.1, 4.2.2)

City Actions

- Continue to support community-based museums and cultural organizations
- Adopt financial incentives that will assist private owners, including direct grants similar to HPAC, and developing a preferential fee structure for heritage projects. This will reduce financial impact to private property owners.

Joint City and Heritage Advisory Committee Actions

- Continue to consult with owners/community-at-large
- Provide technical expertise through staff, HAC members, and a library of conservation information
- Explore ways in which heritage objectives can be linked to parallel endeavours, such as tourism development

Heritage Advisory Committee Actions

- Heritage Advisory Committee to act as link to community groups
- Facilitate public awareness, through educational programs and the sharing of information

GOAL FOUR: MAINTAIN A FLEXIBLE APPROACH

1. Use negotiation rather than regulation in the management of heritage issues [City]
2. Monitor the effectiveness of the plan over time [City] (4.10)

City Actions

- Use negotiation rather than regulation in the management of heritage issues
- Monitor the effectiveness of the plan over time

GOAL FIVE: MINIMIZE FINANCIAL IMPACT TO PRIVATE PROPERTY OWNERS

1. Adopt conservation incentives and support programs [City] (4.4)

City Actions

- Adopt conservation incentives and support programs

5.2 IMPLEMENTATION STRATEGY

❑ PRIORITY ONE: REVIEW EXISTING HERITAGE BUILDING REGISTER

1. Provide a consistent and comprehensive evaluation of the Heritage Buildings Register based on overall significance.
2. The Heritage Register should be the primary planning tool on which the Management Plan is based. Establish Register A and Register B lists that identify priorized buildings. Delete those sites that are demolished, seriously altered or not considered significant.
3. Continue to consult with owners of heritage resources as to their needs in the maintenance of their properties.

❑ PRIORITY TWO: DEVELOP INCENTIVES AND REGULATIONS

1. City to adopt stewardship/leadership role.
2. Develop an integrated planning approach to heritage:
    - Amend the Heritage Bylaw to reflect the establishment of Register A and B categories
    - Adopt guidelines and standards for heritage conservation
    - Review OCP designation and zoning of identified sites
    - Adopt conservation incentives
    - Develop an effective regulatory and permit review framework
    - Use permit applications as the triggers for archaeological impact assessments
    - Adopt salvage and documentation policies
    - Maintain and monitor the Heritage Program
3. Develop funding initiatives that will ensure economic viability of conservation projects, and minimize financial impacts to the owners.
4. Establish a Heritage Trust to receive gifts, and give grants, for heritage purposes.

❑ ONGOING ACTIONS

1. Continue to provide financial support to community-based museums and cultural organizations
2. Heritage Advisory Committee to act as link to community groups
3. Explore ways in which heritage objectives can be linked to parallel endeavours, such as tourism development
4. Facilitate public awareness, through educational programs and the sharing of information
5. Provide technical expertise and information
6. Identify other significant heritage and cultural resources
7. Monitor and update Heritage Register information

1999

- ❑ Update and evaluate the Heritage Register (allow up to $30,000)
- ❑ Designate City-Owned and Priority Buildings
- ❑ Amend Heritage Bylaw
- ❑ Adopt Heritage Guidelines, Incentives and Documentation and Salvage Policies
- ❑ Begin Review of OCP Designation and Zoning of Heritage Register Sites
- ❑ Revise Permit Review Procedures for Heritage Register Buildings
- ❑ Continue to Provide Financial Incentives, including Direct Grants (Current Administration Heritage Resources Budget: $25,000 to 5 buildings/Heritage Trust; $5,000 for public awareness; other funds allocated to restoration of riverfront buildings))
- ❑ Establish a Heritage Trust Fund to Receive Specific Donations (cost neutral at present)
- ❑ Apply for Federal Millennium funding for special projects

2000

- ❑ Complete Review of OCP Designation and Zoning of Heritage Register Sites
- ❑ Continue to Provide Incentives and Fund Programs (Heritage Resources Budget: $25,000 to Heritage Trust; $5,000 for public awareness; $60,000 to capital projects, e.g., restoration of riverfront buildings)
- ❑ Continue Public Awareness Initiatives
- ❑ Monitor the effectiveness of the Heritage Program

2001 AND FOLLOWING

- ❑ Continue to Provide Incentives and Fund Programs (Heritage Resources Budget: $25,000 to Heritage Trust; $5,000 for public awareness; $200,000 to capital projects, e.g., relocation and restoration of the Chambers House, etc.)
- ❑ Continue Public Awareness Initiatives
- ❑ Monitor and Update the Heritage Register
- ❑ Monitor the effectiveness of the Heritage Program

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City of Whitehorse Heritage Advisory Committee

- Clifford O. (Tip) Evans, Chair
- Charles McLaren
- Ron Veale
- Doug Olynyk
- Antonio Zedda
- Patricia Cunning
- Lesley Cabott, Senior Planner
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CITY OF WHITEHORSE HERITAGE MANAGEMENT PLAN
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APPENDIX A:
WHITEHORSE HERITAGE BUILDING REGISTER

	A	B	C	D	E	F	G	H	I	J	K
1	ADDRESS	STREET	NAME	OWNERSHIP	ROLL/PID	ZONING	NEW ZONIN	PLAN	BLOCK	LOT	OCP
2											
3	206	HAWKINS ST	SCOTT HOUSE	SCOTT, JOHN D	105D/11/003-D	CM2	CM2	3807	12	4	CRM
4	207	HANSON ST	GRANT HOUSE	GRANT, CORA LOUISE	105D/11/005	CM1	CM1	3807	12	9	CRM
5	212	HANSON ST	DRURY HOUSE	BARBAROSSA DEVELOPMENTS INC.	105D/11/006	CM2	CM1	3807	13	6	CRM
6	3149	3RD AVE	ROBERTS HOUSE	DORWARD, FENDRICK ROSS	105D/11/008	CM2	CM2	3807	19	7	CRM
7	303 ELLIOT	3RD AVE & ELLIOT ST	OLD LOG CHURCH	BISHOP OF THE YUKON	105D/11/009	PD	CC	3807	24	11	CC
8	410	WOOD ST	MAST HOUSE	RYDER, GORDON	105D/11/010	CC		3807	14	8	
9		1ST AVE & MAIN ST	OLD FIREHALL	YTG PROPERTY MANAGEMENT	105D/11/013	DW2	FD	91-55	310	4	W
10	510	WOOD ST	PORTLOCK HOUSE	STEHLIN, VILERIE MAE	105D/11/15	CM1	CM1	17459	48	5	CRM
11	508-B	MAIN STREET	WHITEHORSE PHYSIOTHERA	WHITEHORSE PHYSIOTHEREPY	105D/11/016	CC	CC	3807	46	4	CC
12	201	STEELE ST	KLONDIKE AIRWAYS BUILDI	CLARKE, GEORGE WILLIAM & LANDRY CATHERINE	105D/11/020	CC	CC	3807	16	12	CC
13	2116	2ND AVE	HUBBARD & ELLIOT GEN. ST	CLARKE, GEORGE WILLIAM & LANDRY CATHERINE	105D/11/021	CC	CC	3807	16	N62'OF12	CC
14	104	MAIN STREET	BURNS BUILDING	202 ENTERPRISES LTD.	105D/11/022	CC	CC	3807	6	6-7	CC
15	3126	3RD AVE - LEPAGE PARK	DONNENWORTH HOUSE	CITY OF WHITEHORSE	105D/11/023	PR	PR	3807	27	12	CC
16		6TH AVE & WOOD ST	PIONEER CEMETERY	CITY OF WHITEHORSE	105D/11/023	PD	PS		273		L-MDR
17	302	STEELE ST	T.C. RICHARDS BUILDING	COMMISSIONER OF THE YUKON	105D/11/024	CC	CC	3807	27	1	CC
18	305	WOOD ST - LEPAGE PARK	CAPTAIN MARTIN HOUSE	CITY OF WHITEHORSE	105D/11/025	PR	PR	3807	27	14	CC
19	402	WOOD ST	RYDER HOUSE	RYDER, HOWARD EARL & GORDON ALFRED	105D/11/026	CM2	CM2	3807	38	1	CRM
20	406	WOOD ST	CAPTAIN CAMPBELL HOUSE	RYDER, HOWARD EARL	105D/11/027	CM2	CM2	3807	38	3	CRM
21	408	WOOD ST	CAPTAIN COGHLAN HOUSE	McARTHUR, DONALD WAYNE & RYDER, HOWARD E	105D/11/028	CM2	CM2	3807	38	E1/2OF4	CRM
22	505	WOOD ST	CHINERY HOUSE	PHILLIPS, BERNARD CHARLES & PAMELA RUTH	105D/11/031	CM1	CM1	3807	47	10	CRM
23	507	WOOD ST	HARVEY/ MUIRHEAD HOUSE	SHELL, KARIN ELIZABETH	105D/11/032	CM1	CM1	3807	47	3	CRM
24	509	WOOD ST	PUCKETT/ MCKINNON HOUS	WEEKS, ROBERT	105D/11/033	CM1	CM1	3807	47	7, 8	CRM
25	511	JARVIS ST	SWANSON HOUSE	HAMPTON, MURRY ORLIN	105D/11/034	CM1	CM1	17459	48	7	CRM
26	9030	QUARTZ ROAD (WAS 201 BLACK ST)	CHAMBERS HOUSE	CITY OF WHITEHORSE	105D/11/036		IS				I
27	110	STRICKLAND ST	MCPHERSON HOUSE		105D/11/037	CM2	CM2	3807	10	9 & 10	CRM
28	407	HAWKINS ST	GARSIDE HOUSE	MALERBY, VERONICA	105D/11/038	CM2	RD2	3807	31	9	CRM
29	4148	4RTH AVE	WHITEHORSE ELEMENTARY	YTG PROPERTY MANAGEMENT	105D/11/048	PD	CM2	41582	5	5	CRM
30		WHITEHORSE WATERFRONT	CASEY CAR HOUSE, BLDG #1	COMMISSIONER OF THE YUKON	105D/11/050	DW1	FD	73672	310	1	W
31	1091	1ST AVENUE	TRAIN CREW'S HOUSE #1/ W	COMMISSIONER OF THE YUKON	105D/11/051	DW1	FD	73672	310	1	W
32	1093	1ST AVENUE	TRAIN CREW'S HOUSE #2/ W	COMMISSIONER OF THE YUKON	105D/11/052	DW1	FD	73672	310	1	W
33		MAIN ST &1ST AVE/ WATERFRONT	W.P. & Y.R DEPOT	COMMISSIONER OF THE YUKON	105D/11/054	DW1	FD	91-55	310	4	W
34		WHITEHORSE WATERFRONT	US ARMY LATRINE, BUILDI	COMMISSIONER OF THE YUKON	105D/11/055	DW1	FD	91-55	310	4	W
35		WHITEHORSE WATERFRONT	WP & YR ROUNDHOUSE, BU	COMMISSIONER OF THE YUKON	105D/11/056	DW1	FD	91-55	310	4	W
36		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #8		105D/11/057	DW1	FD	20502	804	20	W
37		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #9		105D/11/058	DW1	FD	20502	804	20	W
38		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #10		105D/11/059	DW1	FD	20502	804	20	W
39		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #11		105D/11/060	DW1	FD	20502	804	20	W
40		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #12		105D/11/061	DW1	FD	20502	804	20	W
41		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #13		105D/11/062	DW1	FD	20502	804	20	W
42	28	MOCCASIN FLATS/ WHITEHORSE WATERFRONT	SEWELL HOUSE, BUILDING #14		105D/11/063	DW1, 1	FD	20502	804	20	W
43		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #15		105D/11/064	DW1	FD	20502	804	20	W
44		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #16		105D/11/065	DW1	FD	20502	804	20	W
45		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #17		105D/11/066	DW1	FD	20502	804	20	W
46		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #18		105D/11/067	DW1	FD	20502	804	20	W
47		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #19		105D/11/068	DW1	FD	20502	804	20	W
48		WHITEHORSE WATERFRONT, MOCCASIN FLATS	WATERFRONT BUILDING #21		105D/11/069	DW1	FD	20502	804	20	W
49	410	JECKELL ST	GREENHOUGH HOUSE	MCCAW, LYNN B & THOMAS	105D/11/071	RD2	RD2	28761	H	5	M-HDR
50	210	BLACK ST	HARRY CHAMBERS HOUSE	LOUMAH HOLDINGS LTD	105D/11/075	CM2	CM2	20295	91	5	CRM
51	210	HAWKINS ST	REDDICK RESIDENCE	SORRENTO SYSTEMS	105D/11/076	CM1	CM1	3807	12	5	CRM
52	602	JARVIS ST	WEIGAND HOUSE	COLE, NANCY JEAN	105D/11/077	RD1	RD1	17459	59	1	L-MDR
53	602	STRICKLAND ST	FIRTH HOUSE	MEHLIS, MAX & NANCY	105D/11/078	RD1	RD1	17459	60	1	L-MDR
54	411	COOK ST	UKH RESIDENCE	NANTEL, ROBERT & THERESA	105D/11/080	CB	CB	18415	112	7	AA
55	404	WOOD ST	TUNG LOCK RESTAURANT	RYDER, HOWARD E	105D/11/081	CM2	CM2	3807	38	2	CRM
56	5119	5TH AVE	WILSON HOUSE	CATHOLIC EPISCOPAL CHURCH	105D/11/082	CC	CC	3807	36	7	CC
57	5138	5TH AVE	HANCOCK HOUSE	HANCOCK, WILLIAM	105D/11/083	CM1	CM1	17459	48	12	CRM
58	103	ELLIOTT ST	CANE HOUSE	MCCLINTOCK HOLDINGS	105D/11/084	CC	CC	3807	4	16	CC
59	3126	3RD AVE - LEPAGE PARK	SMITH HOUSE	CITY OF WHITEHORSE	105D/11/086-D	PR	PR	3807	27	12	CC
60		3RD AVE & ELLIOT ST	OLD LOG RECTORY	THE RIGHT RVEREND ISSAC O & THE BISHOP OF TH	105D/11/087	PD	CC	3807	24	12	CC
61	304	WOOD ST	YUKON THEATRE	TOWN CINEMAS THEATERS (1975) LTD	105D/11/089	CC	CC	3807	28	2	CC
62	702	JARVIS ST	WEILAND HOUSE	HOLMES, PAMELA LOUISE & IRISH, DOUGLES WAR	105D/11/090	RD1	RD1	17459	69	1	L-MDR
63	612	WOOD ST	HENDRICKSON HOUSE	MEHLIS, MAX & NANCY	105D/11/091	RD1	RD1	17459	56	6	L-MDR

	A	B	C	D	E	F	G	H	I	J	K
64	104	JARVIS ST	ROSENBERG HOUSE	6852 YUKON LTD	105D/11/092	CM2	CM2	3807	9	W 1/2OF5	CRM
65	6210	6TH AVE	BAXTER BUILDING #1	DOWNTOWN DISCOVERY DAYSLTD	105D/11/093	CM1	PR		305	1	
66	7149	7TH AVE	GENTLEMAN RESIDENCE	HARRIS, HEATHER	105D/11/093	RD1	RD1	17459	59	7	L-MDR
67	611	ALEXANDER ST	GEN O'CONNOR HOUSE	LAMERTON, GLENN	105D/11/095	RD1	RD1	17459	60	7	L-MDR
68	103	STRICKLAND ST	POPPENHEIM BUILDINGS	MCCLINTOCK HOLDINGS	105D/11/096	CM2	CM2	3807	9	16	CRM
69	212	HAWKINS ST	SINCLAIR HOUSE	SORRENTO SYSTEMS	105D/11/097	CM1	CM1	3807	12	6	CRM
70	107	JARVIS ST	S& A CLUB CAFE	DYEA DEVELOPMENTS LTD	105D/11/099	CC	CC	3807	8	14	CC
71	210	JARVIS ST	EARLE HOUSE		105D/11/100	CM2	CM2		19	5	CRM
72	412	MAIN STREET	TAYLOR HOUSE	COMMISSIONER OF THE YUKON	105D/11/101	CC	CC	3807	36	5-6	CC
73	5190	5TH AVE	GAENSBAUER RESIDENCE	MARTIN, KLUANE RUTH & REDWOOD REALTY LTD	105D/11/103-D	CM1	CM1	18415	123	1	CRM
74	307/309	WOOD ST	MCLIMON HOUSE	ACTION REALTORS LTD	105D/11/105	CC	CC	3807	27	8	CC
75	2149	4RTH AVE	BELNEY HOUSE		105D/11/106	CC		3807	27	7	
76	1140	1ST AVE	PALMER HOUSE	CRAWFORD DE LA MARE PROFESSIONAL CORP.	105D/11/107	CM2	CW	3807	9	E1/2OF5	W
77	507	ALEXANDER ST	GAEBE HOUSE	MANTLE, PAUL	105D/11/108	CM1	CM1	18415	50	6	CRM
78	105	JARVIS ST	BLAKER HOUSE	DYEA DEVELOPMENTS LTD	105D/11/109	CC	CC	3807	8	15	CC
79	103	MAIN STREET	CAPITAL HOTEL	WHITEHORSE CATTLE COMPANY LTD	105D/11/110	CC	CC	3807	5	16-17	CC
80	704	WOOD ST	HULLAND HOUSE	CRAWFORD, LAWRIE RAE	105D/11/111	RD1	RD1	17459	68	2	L-MDR
81	604	JARVIS ST	PRIOR HOUSE	MERO PLUMBING LTD	105D/11/112	RD1	RD1	17459	59	2	L-MDR
82		WHITEHORSE WATERFRONT	B.Y.N. CO. WHARF PIER BUILDINGS		105D/11/113	DW1	FD				W
83		1ST AVE &MAIN ST	TAYLOR & DRURY BUILDING	GREY MOUNTAIN HOLDINGS	105D/11/114	CC	CW	3807	6	1 TO 5	W
84	205	ROGERS ST	HUMAN RIGHTS COMMISSION	YUKON HUMAN RIGHTS COMMISSION	105D/11/115	CM2	CM2		CC	10	CRM
85	6210	6TH AVE	BAXTER QUONSET	DOWNTOWN DISCOVERY DAYSLTD	105D/11/116	CM1			305	1	
86		PARCEL 244, VIA WICKSTROM RD(EAST BANK YUKON RIVE	LANGHOLTZ CABIN & FOX PENS		105D/11/117	CB	RC2X	27255	804	244	
87		PARCEL 244, VIA WICKSTROM RD(EAST BANK YUKON RIVE	LANGHOLTZ BUILDING #2		105D/11/118	CB	RC2X	27255	804	244	
88		PARCEL 244, VIA WICKSTROM RD(EAST BANK YUKON RIVE	LANGHOLTZ BUILDING #3		105D/11/119	CB	RC2X	27255	804	244	
89		PARCEL 239, VIA WICKSTROM RD(EAST BANK YUKON RIVE	WHITNEY BLACK SILVER FOX FARM		105D/11/120	CB	RC2X	27255	804	236	
90	703	COOK ST	MACPHERSON SHED	9805 YUKON LTD	105D/11/122	RD1	RD1	20077	142	9	MDR
91	5118	5TH AVE	THERAPEUTIC LIFE CENTRE	CHISHOLM, WILLIAM, ALLAN & DIANE RENEE	105D/11/123	CC	CC	3807	46	12	CC
92	1142	1ST AVE	TWILIGHT ZONE	CRAWFORD DE LA MARE PROFESSIONAL CORP.	105D/11/124	CM2	FD	3807	9	4	W
93	1144	1ST AVE &MAIN ST	TWILIGHT ZONE SHED	CRAWFORD DE LA MARE PROFESSIONAL CORP.	105D/11/125	CM2	FD	3807	9	3	W
94	108	WOOD ST	98 HOTEL	LEM-2 CO. LTD	105D/11/126	CC	CC		8	9	CC
95	507	JARVIS ST	CYR STABLE HOUSE	RUDD, LOIS	105D/11/128	CM1	CM1	3807	48	9	CRM
96	2148	2ND AVE	KRAUTSCHNEIDER HOUSE	KRAUTSCHNEIDER, GEROGE	105D/11/129	CM2	CM2	3807	19	12 N31'	CRM
97	207	STRICKLAND ST	LEGAL AID CLINIC	10532 YUKON LTD	105D/11/130	CM2	CM2	3807	19	0	CRM
98	403	HANSON ST	SHEARDOWN HOUSE	TWIN MOUNTAIN ENTERPRISES LTD	105D/11/131	CM2	CM2	3807	32	11	CRM
99	404	HANSON ST	CP AIR PAN ABODE #1	ALLEN MARTIN & MILLIGAN, JAMIE	105D/11/132	CM2	CM2	3807	33	2	CRM
100	408	HANSON ST	CP AIR PAN ABODE #2	ALLEN MARTIN & MILLIGAN, JAMIE	105D/11/133	CM2	CM2	3807	33	3	CRM
101	408	HANSON ST	CP AIR PAN ABODE #3	BAN DEVELOPMENTS LTD	105D/11/134	RD2	RD2	3807	33	4	M-HDR
102	506	ALEXANDER ST	LOG CABIN	GALLIE, GORDON STEVE	105D/11/135	CM1	CM1	18415	120	3	CRM
103	407	HANSON ST	CP AIR PAN ABODE #4	CLARK, ROBERT & TAYLOR, MAYNARD LOREN 2 &	105D/11/136	RD2	RD2	3807	32	9	M HDR
104	409	HANSON ST	CP AIR PAN ABODE #5	WARD, ROBIN	105D/11/137	RD2	RD2	3807	32	8	M HDR
105	411	HANSON ST	CP AIR PAN ABODE #6	AUCOIN, SHELLY LYNN & DIXON, THOMAS GEOFFRE	105D/11/138	RD2	RD2	3807	32	7	M HDR
106	102	LAMBERT ST	BERRIGAN CABIN #1	BRANIGAN HOLDINGS LTD	105D/11/139	CC	CC	3807	4	7	CC
107	104	LAMBERT ST/NORTH 1/2 OF LOT	MAH BING CABIN	BRANIGAN HOLDINGS LTD	105D/11/140	CC	CC	3807	4	7	CC
108	104	LAMBERT ST/ SOUTH 1/2 OF LOT	BERRIGAN CABIN #2	BRANIGAN HOLDINGS LTD	105D/11/141	CC	CC	3807	4	6	CC
109	208	LAMBERT ST/ SOUTH 1/2 OF LOT	LOG SKYSCRAPER #2	TUTSHI FINANCIAL DEVELOPMENTS	105D/11/143	CC	CC	3807	14	5	CC
110	2101	2ND AVE	NELSON'S HARDWARE SHED		105D/11/144	CC	CC	3807	5	11	CC
111	2101	2ND AVE	NELSON'S HARDWARE		105D/11/145	CC	CC	3807	5	11	CC
112	307	STRICKLAND ST	HERITAGE NORTH FUNERAL I	HERITAGE NORTH FUNERAL HOMES LTD	105D/11/146	CM2	CM2	3807	29	9	CRM
113	304A	STRICKLAND ST	FRANCO-YUKONNAISE HALL	LA SOCIETE DES IMMEUBLES FRANCO YUKONNAISE	105D/11/147	CM2	CM2	3807	30	2 W 1/2	CRM
114	302	STRICKLAND ST	FRANCO-YUKONNAISE CENT	COMMISSIONER OF THE YUKON	105D/11/148	CM2	CM2	3807	30	1	CRM
115	506	WOOD ST	GATES HOUSE	AUSTON, LOUISE	105D/11/150	CM1	CM1	17459	48	3	CRM
116	508	WOOD ST	DREXLER HOUSE	WADDINGTON, NORMA DALE & CALVIN EARL	105D/11/151	CM1	CM1	17459	48	4	CRM
117	512	WOOD ST	A. SMITH HOUSE	ALACRITY ENTERPRISES LTD	105D/11/153	CM1	CM1	17459	48	5	CRM
118	206	JARVIS ST	202 MOTOR INN		105D/11/154	CM2	CM2	3807	19	1, 2, 3	CRM
119	306	HAWKINS ST	CAMP HOUSE	TAYLOR, ELIZABETH JANE & PRIVETT, GEORGE	105D/11/156	CM1	CM2	3807	22	3	CRM
120	305	HAWKINS ST	WANN RSIDENCE	9894 YUKON LTD	105D/11/157	CM1	CM2	3807	21	10	CRM
121	306A	HAWKINS ST	STEEVES RESIDENCE	TAYLOR, ELIZABETH JANE & PRIVETT, GEORGE	105D/11/158	CM1	CM2	3807	22	W 1/2OF3	CRM
122	709	ALEXANDER (8159 8TH AVE)	TUSON HOUSE	MCLARNON, HARTLEY THOMAS	105D/11/159	RD1	RD1	20077	142	9	L MDR
123	200	LOBIRD TRAILER PARK	RADAR APTS	WHITEHORSE SAVINGS LTD	105D/11/161	R9	RP	56533	804	421-133	UR
124	150/151	DALTON TRAIL - HILLCREST	TYPE A3	YOUNG, DAVID HL	105D/11/162	R7	RS	55035		104	UR
125	110/112	FALAISE RD - TAKHINI SUBDIVISION	TYPE A4	CURLEW, DOUGLAS FRANK & DOMINION OF CANAD	105D/11/163	R7	RS	53682		79, 80	UR
126	158/160	VALLEYVIEW DRIVE	TYPE A1	QUARTON, ELANOR SOIRE & GERALD GEORGE	105D/11/164	R7	RS	76453		23, 24	UR

	A	B	C	D	E	F	G	H	I	J	K
127	164/166	VALLEYVIEW DRIVE	TYPE A2	KIESEL, ELISABETH & NOORMOHAMED, SIDDICK	105D/11/165	R7	RS	76453		25, 26	UR
128	409	VALLEYVIEW DRIVE	TYPE B3	DOMINION OF CANADA & THIMBLE, RONDA MARIL	105D/11/166	R7	RS	76453		35	UR
129	202	VALLEYVIEW DRIVE	TYPE B1	D'AETH, R & DOMINION OF CANADA & VAN DE WET	105D/11/167	R7	RS	76453		34	UR
130	116	VALLEYVIEW DRIVE	TYPE B2	DOMINION OF CANADA & DITTRICK, MARY ELIZAB	105D/11/168	R7	RS	76453		14	UR
131	24/26	TAGISH RD - RIVERDALE	TYPE A5	INVERARITY, DONALD JOSEPH & MARY LOUISE	105D/11/169	R4	RS	42398	204	27, 28	UR
132	30	TAGISH RD - RIVERDALE	TYPE B4	HEGSTED, ERIC & MCCAIRE, ANNE	105D/11/170	R4	RS	42398	204	25	UR
133	8	TAGISH RD - RIVERDALE	TYPE B5	LESLIE, AMANDA MARY & TIMOTHY DAVID	105D/11/171	R4	RS	42398	204	36	UR
134	16	ALSECK RD - RIVERDALE		PURVES, MICHAEL ALEXANDER & CATHERINE JUL	105D/11/172	R4	RS	42398	200	2	UR
135	2	TATCHUN RD - RIVERDALE	TYPE B7	DOIRON, BLAKE T & FAYE M	105D/11/173	R4	RS	42398	202	1	I
136	200	RANGE ROAD	PUBLIC WORKS CANADA	DOMINION OF CANADA	105D/11/174	PD	PS	57116		435-191	I
137	201	RANGE ROAD - TAKHINI SUBDIVISION	TRANSPORT & ENG., YTG	COMMISSIONER OF THE YUKON	105D/11/175	PD	PS	77365		118	I
138	203	RANGE ROAD - TAKHINI SUBDIVISION	THE BARRACKS	RYAN YOUN INVESTMENTS LTD	105D/11/176	PD	PS	75279		1110	UR
139	204	RANGE ROAD - TAKHINI SUBDIVISION	PUBLIC WORKS CANADA		105D/11/177	PD	PS	58557		435-191-1	UR
140	56	RANGE ROAD	POWER PLANT	WORKERS' COMPENSATION BOARD	105D/11/178	PD	PS	57116		435-190-3	UR
141	149	KUTCHIN ST - MARWELL	ROY SAM HOUSE	KWANLIN DUN FIRST NATION	105D/11/185	MS	IS	68098	5	226	UR
142	114A/114B	GRANITE ROAD - MARWELL	WELLS BUILDING	KWANLIN DUN FIRST NATIONS	105D/11/186	MS	IS	43163	PARC.G	7	UR
143	184	GOLD RD	ARTIC DIAMOND DRILLING		105D/11/187	MS	IS	52832	PARC.H		UR
144	116	GYPSUM ROAD	CAPITAL AUTO BUILDING #	VAN MARNEL CONSTRUCTION	105D/11/189	MS	IS	52832	PARC.F		UR
145	118	GYPSUM ROAD	CAPITAL AUTO BUILDING #:	VAN MARNEL CONSTRUCTION	105D/11/190	MS	IS	52832	PARC.F		UR
146	118	GYPSUM ROAD	CAPITAL AUTO BUILDING #:	VAN MARNEL CONSTRUCTION	105D/11/191	MS	IS	52832	PARC.F		UR
147	159	TLINGIT RD - MARWELL	MCLEOD HOUSE	FFIRST NATIONS LAND CLAIMS	105D/11/192	MS	IS	68098	226	103	UR
148	154	TLINGIT RD - MARWELL	KWANLIN DUN WOOD SHOP	KWANLIN DUN FIRST NATION	105D/11/193	MS	IS		312		UR
149	114	SILVER RD - MARWELL	YUKON TIMBER SERVICES	MCKNIGHT, DON	105D/11/194	MS	IS	52832	PARC.I		UR
150		SLEEPY HOLLOW, 100' RESERVE, WHITEHORSE WATERFRO	HARVEY PERRIN CABINS		105D/11/195	CS	FD	8406	5	21	W
151		SLEEPY HOLLOW, 100' RESERVE, WHITEHORSE WATERFRO	BETTY SMITH HOUSE		105D/11/196	CS	FD	8406	5	21	W
152		SLEEPY HOLLOW, WHITEHORSE WATERFRONT	TYCHYNSKI HOUSE		105D/11/197	CS	FD	74489	321	2	W
153		SLEEPY HOLLOW, WHITEHORSE WATERFRONT	TYCHYNSKI WORKSHOP		105D/11/198	CS	FD	74489	321	2	W
154	411	WOOD ST	CHRIST THE KING ELEM. SCH	YTG PROPERTY MANAGEMENT	105D/11/199	PD	PS		37	7, 8, 9	CRM
155	4049	4RTH AVE	WHITEHORSE DRAMA CLUB	WHITEHORSE DRAMA CLUB	105D/11/200	CM2	PS	19005	E	7	CRM
156	609	ALEXANDER ST	LOG GARAGE	O'DONNELL, BRINA WESLEY & WYATT, THERESA A	105D/11/201	RD1	RD1		60	8	L-MDR
157		RAY ST & 7TH AVE	MILITARY BUILDING	GONE/YTG	105D/11/202	CM1	CM		134	9	CRM
158	410	COOK ST	NEMANISHEN HOUSE	WOOD, MARGARET MARY	105D/11/205	CS	CS	18415	113	5	AA
159	7181	7TH AVE	QUONSET SHED	PIWOWAR, PETER GLENN & KATHRYN AURICH	105D/11/207	RD1	RD1		132	6	L-MDR
160	7178	7TH AVE	N. SMITH PANABODE	PIWOWAR, PETER GLENN & KATHRYN AURICH	105D/11/208	RD1	RD1	20077	141	10	L-MDR
161	5128	5TH AVE	CYRV MCGEE HOUSE	YTG PROPERTY MANAGEMENT	105D/11/209	CM1	CM1	3807	47	12 N.50'	CRM
162	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/210	MS	IS	42155	PARC.A	12	I
163	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/211	MS	IS	42155	PARC.A	12	I
164	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/212	MS	IS	42155	PARC.A	12	I
165	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/213	MS	IS	42155	PARC.A	12	I
166	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/214	MS	IS	42155	PARC.A	12	I
167	9024	QUARTZ ROAD - MARWELL	CANOL REFINERY STRUCTU	YTG PROPERTY MANAGEMENT	105D/11/215	MS	IS	42155	PARC.A	12	I
168	146	INDUSTRIAL RD - MARWELL	CANOL REFINERY STRUCTU	NORTH 60' PETRO	105D/11/216	MS	IS	42155	PARC.B	12	I
169	9029	QUARTZ ROAD - MARWELL	YTG COMPOUND BUILDING		105D/11/217	MS	IS	42155	5	10	I
170	2003	CENTENNIAL - PORTER CREEK	SLONSKI BUILDINGS	SLONSKI, PETER	105D/11/218	R7	RM	25142		23	UR
171	7156	7TH AVE	WILLIAMS RESIDENCE	WILLIAMS, J CHARLOTTE	105D/11/220	RD1	RD1	20077	70	10	L-MDR
172	303E	ALEXANDER ST	JAMEISON RESIDENCE	JAMIESON, JEAN	105D/11/221	CM2	CM2		30	12	CRM
173	2	REDWOOD, PORTER CREEK	DHARMA HOUSE	YUKON DAHRMA SOCIETY	105D/11/222	R4	RS	32022		703	UR
174	309	ALEXANDER ST	QUONSET SHED	JAMIESON, JEAN	105D/11/224	CM2	CM2		30	9	CRM
175											

APPENDIX B:
CHRONOLOGY OF HISTORIC EVENTS

Pre-European Contact
Southern Tutchone, Tagish and Tlingit people spend time in this region as part of their yearly cycle of hunting, fishing and trapping. This area was an extended range for woodland bison, which were hunted by First Nations people. People caught and dried salmon at fish camps above and below Miles Canyon.

1883
Lt. Frederick Schwatka of the United States Army leads a military expedition that is the first to traverse the Yukon River from its mouth to its source.

1887
William Ogilvie and George Dawson explore the Upper Yukon for the Government of Canada.

1896
Gold is discovered on a small tributary of the Klondike River.

1898
The height of the Klondike gold rush. Norman Macaulay completes the Canyon & White Horse Rapids Tramway on the east side of the rapids. Horse-drawn tram cars haul freight and small boats around the rapids. The settlement of Canyon City springs up at the head of the tramway on the east bank. The original community of White Horse is established at the terminus of the line. Sternwheeler traffic on the Upper Yukon starts in June. W. P. Grainger and Jack McIntyre stake the Copper King property.

1899
The White Pass & Yukon Route pushes its rail line inland from Skagway to Bennett City. It acquires the Canyon & White Horse Rapids Tramway, which by now had tram lines on both sides of the river. White Pass commissions the survey of a townsite at the railway terminus on the west bank of the Yukon River. Over the winter of 1899/1900, people start moving across the river to the new town of Whitehorse.

1900
The WP&YR completes its rail line from Skagway to Whitehorse in July, thus controlling the movement of goods into and out of the Yukon. The first railway depot is built.

1901
The City's first Fire Hall is built. Riverfront squatters are first identified as a problem.

1902
Chief Jim Boss of Lake Laberge communicates with the Canadian government requesting compensation because of the Indians' loss of land and hunting grounds to the white people. This important document is recognized as the beginning of Yukon land claim negotiations.

1905
A major fire sweeps through the business section of Whitehorse on May 23rd, causing over $300,000 in damage. Rebuilding starts immediately.

1910
White Pass completes a spur line from Macrae to the Pueblo copper mine. Daily ore trains start running the following year.

1915
A First Nations settlement on the Whitehorse waterfront is relocated to a newly-established reserve north of town through the efforts of the Indian Agent, RNWMP commander and the White Pass. When the new site is found to be on White Pass property, the people are shunted further north, to the area later known as Lot 226.

1920
The first airplane lands in Whitehorse.

1922
The year-round population of the town is about 350.

1942
The City's population is approximately 750. The Canadian and American governments agree to construct a highway to Alaska as a wartime defense project. Whitehorse becomes the administrative centre for the Northwest Service Command. Thousands of American Army personnel arrive to build the Alaska Highway. The town struggles to accommodate approximately 20,000 new arrivals. Large squatter communities proliferate along the waterfront.

1946
On April 1, the Canadian Government assumes control of the Canadian portion of the Alaska Highway.

1947
A Baptist minister, Harold Lee, opens the Whitehorse Indian Mission School, a day school for the First Nations children of Whitehorse.

1950
Whitehorse is incorporated as a city. An all-weather road to Mayo is completed, and the sternwheelers are no longer needed to carry cargo. William D. MacBride founds the Yukon Historical Society.

1952
The Yukon Historical Society opens a museum in the Old Log Telegraph Office.

1953
The capital of the Yukon is transferred from Dawson City to Whitehorse on April 1st.

1955
The last of the sternwheelers, the *S. S. Klondike II*, is retired.

1957
Construction of the first Robert Campbell bridge to the new subdivision of Riverdale. The Territorial Lands Act is amended to allow the government to evict squatters.

1958
Completion of the Whitehorse hydro-electric dam; the White Horse Rapids are submerged under the Schwatka Lake reservoir. Chum salmon are no longer found in this section of the river.

1959
Construction of the Whitehorse Fishway, known as the world's longest fish ladder.

1967
New Imperial Mines starts open pit mining in the Whitehorse copper belt. Official opening of the new log building housing the MacBride Museum.

1960
About this time, First Nations children begin attending the same schools as non-native students.

1961
Closure of the Whitehorse Indian Mission School.

1960s
The squatter community of Whiskey Flats is cleared to make way for Rotary Park and the relocated *S. S. Klondike.*

1971
City limits expand to take in the adjacent clusters of population along the top of the escarpment and the Alaska Highway.

1974
Fire in the shipyards! The sternwheelers *Whitehorse* and the *Casca* are destroyed on June 20th.

1978
The South Klondike Highway (Skagway Road) is opened to summer traffic.

1981
On July 1, the *S. S. Klondike* is officially declared a National Historic Site.

1982
Low world metal prices force the closure of the local copper mine. The White Pass and Yukon Railway ends its service between Whitehorse and Skagway. The Whitehorse Indian Band changes its name to Kwanlin Dün.

1985
Signing of the formal agreement to relocate First Nations village from Lot 226 in Marwell area to McIntyre subdivision.

1986
The South Klondike Highway is opened to traffic year round.

1993
The Government of Canada, the Yukon Territorial Government (YTG) and the CYI signed the Umbrella Final Agreement (UFA). They also signed Final Agreements as well as self-government agreements with four Yukon First Nations.

1996
The YTG passes the *Yukon Historic Resources Act.*

1997
The City of Whitehorse passes Bylaw 97-10 to provide protection for municipal heritage resources.

1998
Commissioning of the HMCS *Whitehorse.*

1999
The last of the Riverfront squatters are relocated from the Sleepy Hollow/Shipyards area.

APPENDIX C:
YUKON HISTORIC RESOURCES ACT

The following is an assessment of the mechanisms and management options enabled under the Yukon Historic Resources Act (YHRA). The YHRA is intended to promote appreciation, to protect and preserve, to develop in an orderly manner, and to study and interpret the Yukon's historic resources. The YHRA has an extensive list of mechanisms and management options which are briefly discussed below. Page numbers listed refer to the page in the YHRA where the item is detailed.

YHRA Legislative Mechanisms:

- **Territorial Designation of Historic Sites (page 11)**
  The Minister responsible for heritage may designate a site if it is significant for its historic or pre-historic development of the Territory, the people or their culture. Natural historic sites are also eligible. A proposed site must be examined by the Yukon Heritage Resources Board before designation occurs. Any proposed historic site on settlement land must first receive written approval from the Yukon First Nation on whose land the site exists. A private owner of a proposed site must also provide written consent before designation occurs. Compensation is only possible if the owner of a designated site can prove that the property has depreciated because of the designation.

- **Municipal Designation of Historic Sites (page 24)**
  The YHRA allows for municipalities to designate municipal sites under Part 5. See discussion on the City of Whitehorse Bylaw 97-10.

- **Historic Resources Agreements for Privately Owned Land (page 8)**
  This is a negotiated covenant that runs with the land title. It can provide for the maintenance, preservation, or protection of the historic resources.

- **Agreements with Other Jurisdictions (page 9)**
  Agreements may be made with any person or group, Yukon First Nation, or government to coordinate programs; disseminate information; create public displays or research programs; create programs of promotion; to search and discover; to restore and preserve; and to create programs of reciprocal professional and technical assistance.

- **Assistance to Owners of Historic Sites (page 9)**
  Owners of historic sites may receive grants, loans, professional or technical services for the restoration, repair, maintenance, preservation, protection, or promotion of their sites.

- **Erection of Commemorative Markers (page 10)**
  Any site can have a sign, plaque or commemorative marker placed by the Minister denoting information about the historic significance of the site.

- **Objections and Appeals (page 12)**
  Anyone affected or interested in the proposed designation of a historic resource may object to it. If new information surfaces which would affect the designation status of a historic resource, anyone may appeal the original designation.

- **Consent to Designate (page 15)**
  If the site is a residence where the owner resides it cannot be designated without consent.

- **Development Proposals (page 18)**
  Any activity that may alter the historic character of a site that is either designated or about to be designated requires a historic resources permit. If a site does not fall into the above categories, but there is evidence that the site contains historic resources or human remains, then a historic resources permit is also required.

- **Historic Resources Permits (page 19)**
  The Minister may issue a historic resources permit to authorize a proposed activity to a heritage resource.

- **Maintenance of Historic Sites (page 20)**
  An owner may be required to maintain, repair, preserve, protect or restore a historic site provided that the Minister provide a grant, loan, professional or technical services to the owner.

- **Powers of Inspection and Seizure (page 20)**
  For the protection of a historic resource, the site may be inspected and items seized.

- **Order to Remedy Breaches (page 21)**
  If a person or persons is in breach of a historic resource permit, he or she will be required to remedy the breach within a stated time. He or she may also be ordered by the Supreme Court to stop work if the order to remedy the breach is ignored.

- **Enforcement (page 28)**
  An inspector may be designated for enforcement.

- **Historic Objects (page 34)**
  An object shown to have historic significance may be designated as an historic object, irrespective of its age. An object can be historic, archaeological, paleontological, or human in origin to qualify.

YHRA Legislative Management Options:

- **Yukon Heritage Resources Board (page 5)**
  The Yukon Heritage Resources Board has a membership of 10, half of whom are chosen from First Nations people and all of whom are appointed by the Minister. The duties of the Board are extensive and involve advising the Minister on technical, legislative, theoretical, financial and practical heritage issues.

- **Yukon Historic Resources Appeal Board (page 6)**
  The Appeal Board makes recommendations about all objections to or appeals against heritage designations.

- **Informational and Educational Programs (page 7)**
  Such programs may include the publishing of heritage-related information; the provision of grants, loans, or other assistance to educational institutions, the Yukon First Nations, and the public in general; the financial or other support of research into and publications on both historic resources and oral history of the Yukon; the financial or other assistance to anyone involved in heritage-related projects; and the promotion of the recording and preservation of traditional languages and culture.

- **Yukon Historic Resources Fund (page 10)**
  A resource fund exists into which all gifts and bequests are placed for the benefit of heritage resources in the Yukon.

- **Inventory of Historic Sites (page 17)**
  An inventory will be maintained listing all designated historic sites in the Yukon. Each site listing shall have the following information: location and description; explanation of the historic significance of the site; date of designation; name and address of owner; and any other relevant information.

APPENDIX D:
PRECEDENTS FROM OTHER JURISDICTIONS

The City has already reviewed existing heritage programs in other jurisdictions. This project broadens this investigation, to determine other effective policies.

INTERNATIONAL CHARTERS AND CONVENTIONS

The Athens Charter for the Restoration of Historic Monuments: (1931)

In 1931, the Athens Charter defined the basic principles of restoration and preservation of ancient buildings. Although international in basis, each country was advised to apply the principles within its own cultural and traditional framework. Seven resolutions were made at the conference and are as follows:

1. International organizations for restoration on operational and advisory levels are to be established.

2. Proposed Restoration projects are to be subjected to knowledgeable criticism to prevent mistakes which will cause loss of character and historical values to the structures.

3. Problems of preservation of historic sites are to be solved by legislation at national level for all countries.

4. Excavated sites which are not subject to immediate restoration should be reburied for protection.

5. Modern techniques and materials may be used in restoration work.

6. Historical sites are to be given strict custodial protection.

7. Attention should be given to the protection of areas surrounding historic sites.

Implications:

The Athens Charter was the first to define these basic principles, the result of which was an international movement that continues to this day. These are the building blocks on which all subsequent charters and standards have been built.

Web Site: <http://www.icomos.org/docs/athens_charter.html>

The Venice Charter: (1964)

International Charter for the Conservation and Restoration of Monuments and Sites.

Thirty-three years after the Athens Charter, it was time to re-examine the principles established and to enlarge the scope. The resulting document was the Venice Charter. Conservation, restoration, historic sites, excavations, and publication form the sections which have been enlarged and, in some cases, clarified.

The section on conservation touches on finding a socially useful purpose for the monument while at the same time maintaining the layout or decoration of the building. Emphasis is placed on maintaining the building and its decorations in situ.

The restoration section emphasizes giving new work a contemporary stamp, the validity of all periods, the preference of traditional over modern techniques, and using sympathetic additions to the building.

Any excavations should follow international scientific standards. Only the reassembling of existing but dismembered parts (anastylosis) is permitted.

All work involving historic sites must be properly documented and a record placed in the archives of a public institution.

Implications:

The Venice Charter has clearer guidelines than the Athens Charter and introduces the importance of documentation. Emphasis is placed on the context of the building or structure.

Web Site: <http://www.international.icomos.org/icomos/e_venice.htm>

Appleton Charter: (1983)

For the Protection and Enhancement of the Built Environment.

The Appleton Charter is a creation of English-speaking Canada and deals with the different levels, scales and activities of intervention. It emphasizes that the appropriate level of intervention must consider the cultural significance of the site, its contextual value, the condition and integrity of the fabric, and the appropriate use of available physical, social and economic resources.
All levels of intervention must follow the principles of:

Protection: may involve stabilization; must involve a continuing programme of maintenance.

Artifactual value: sites of the highest cultural significance demand protection as fragile and complex historical monuments.

Setting: all interventions must deal with the built form and with its setting.

Relocation: a last resort.

Enhancement: removal or addition which enhance the heritage resource.

Use: original purpose or compatible use which requires minimal alteration.

Additions: should echo contemporary ideas but respect and enhance the spirit of the original.

Environmental Control: upgraded systems should respect the existing fabric and not cause deterioration.

Implications:

The Appleton Charter is based strongly on the Venice Charter, the Burra Charter (Australia), and the Deschambault Charter (Quebec). It emphasizes the levels of intervention and introduces the importance of patina and reversibility. It is valuable as the Canadian view of international policies and regulations.

Web Site: <http://www.icomos.org/canada/appleton_charter.html>

ICOMOS Charter for the Conservation of Historic Towns and Urban Areas: (1987)
The Washington Charter.

The Washington Charter results from twelve years of study and development by international specialists. Knowing that there are numerous methods of planning and protection throughout the world, this charter specifically kept its terms broad. The charter applies to all sizes of historic towns and to the natural environments that may accompany them and is intended to complement the Venice Charter (1964).

The Washington Charter sets out to establish steps to protect, conserve and restore historic towns and areas while at the same time encouraging their development and adaptation to contemporary life. There is a clear understanding that the survival of a historic town or area requires policies of economic and social development and that consideration be given at every level of urban and regional planning.

Implications:

The Washington Charter is a clear and concise guideline for the preservation and growth of historic towns and areas. Its strength is in its common sense approach and in its realism. From the importance of including residents (especially school age children), to traffic requirements, to multidisciplinary planning; this charter is an excellent resource.

Web Site: <http://www.international.icomos.org/icomos/e_towns.htm>

The Australian ICOMOS Charter for the Conservation of Places of Cultural Significance: (1981)

The Burra Charter.

The Burra Charter begins with an invaluable list of relevant definitions. The remaining document is divided into conservation principles, conservation processes, and conservation practices.

Conservation principles deals with such considerations as the aim of conservation, respect for original fabric, cultural significance, conservation techniques, visual setting, and original siting. Conservation processes discusses the relative appropriateness of preservation, restoration, reconstruction and adaptation. Conservation practice considers the importance of study prior to action, of necessary versus unnecessary examinations, and of conservation policy statements. This section also introduces the notion that organizations and individuals responsible for decisions on a project must be named.

Implications:

The Burra Charter is the best written of the group examined here. It is clear, concise, and based on realism. Most useful is the division of the document into conservation principles, processes and practices. The same division can be applied to any conservation plan.

Web Site: <http://www.icomos.org/docs/burra_charter.html>

Secretary of Interior's Standards and Guidelines: (1992)

For Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act, USA.

In 1966, section 110 of the National Historic Preservation Act (NHPA) established broad historic preservation responsibilities of American Federal agencies to ensure that each agency fully integrated preservation into its programs. Amendments to the NHPA in 1980 expanded and specified that each Federal agency was responsible for identifying and protecting historic properties. Each agency was also asked to consider projects and programs which would support the NHPA . In 1992, the NHPA was further strengthened. The head of each agency which owned historic properties acquired new responsibilities, including the establishment of preservation programs to identify, evaluate and protect the properties. A detailed set of guidelines exists, which each agency is expected to know and to follow, with the help of its Preservation Officer.

The NHPA has seven standards, as follows:

Standard 1: Each Federal agency establishes and maintains a historic preservation program that is coordinated by a qualified Preservation Officer, and that is consistent with and seeks to advance the purposes of the National Historic Preservation Act. The head of each Federal agency is responsible for the preservation of historic properties owned or controlled by the agency.

Standard 2: An agency provides for the timely identification and evaluation of historic properties under agency jurisdiction or control and/or subject to effect by agency actions.

Standard 3: An agency nominates historic properties under the agency's jurisdiction or control to the National Register of Historic Places.

Standard 4: An agency gives historic properties full consideration when planning or considering approval of any action that might affect such properties.

Standard 5: An agency consults with knowledgeable and concerned parties outside the agency about its historic preservation related activities.

Standard 6: An agency manages and maintains historic properties under its jurisdiction or control in a manner that considers the preservation of their historic, architectural, archeological, and cultural values.

Standard 7: An agency gives priority to the use of historic properties to carry out agency missions.

Implications:

Although the United States has significantly different legislation to Canada, a great deal can be learned from the NHPA. The variety of tax incentives, the requirement to include preservation in everyday programs, the pro-active approach, the encouragement to seek outside expertise, and the implementation of long-term management programs are all guidelines which can be applied anywhere.

Web Site: <http://www2.cr.nps.gov/pad/sec110.htm>

Federal Heritage Buildings Review Office (FHBRO)

FHBRO policy guides the treatment of those Crown-owned buildings evaluated as having heritage character, and ensures that the custodian department is aware of the heritage status of each building. FHBRO is responsible both for the identification of heritage buildings owned by the Federal Government, and for the review of intervention to its designated buildings. Alterations to any federal buildings older than forty years must be referred to FHBRO; buildings less than 40 years old may also be identified as significant. Those considered to have the highest heritage designation are ***Classified***, while those of the second highest designation are ***Recognized***.

For Classified and Recognized buildings, a ***Heritage Character Statement*** is prepared, which guides all future interventions to the resource. These statements are prepared on a case-by-case basis, and there is no standard format for documentation. This statement can, and usually does, include interior features. FHBRO policy states that "heritage character must be clearly linked to the character-defining elements, patterns and relationships which support it." It also states that appropriate use and occupancy are essential to long-term conservation, and recognizes the importance of patterns of access, circulation and use; spatial hierarchies and sequences; the treatment of public spaces; and historic room layouts and finishes.

Once a building is Classified or Recognized, the custodian department must protect the resource, using FHBRO standards and guidelines. Unfortunately these guidelines, while covering the theoretical aspects of restoration and renovation work, are not site-specific, and must be individually interpreted. Given the size of the country and the number of different custodian departments involved, there appears to be little effective documentation or monitoring, especially in areas where FHBRO is poorly represented (e.g., the Yukon).

Implications:

- Federal designation will not be a useful tool for the local protection of historic buildings and sites. Federal policy does, however, provide a useful model for the review, assessment and on-going protection of these significant heritage properties.

Web Site: <http://daryl.chin.gc.ca:2000/basis/cher/user/www/sdf>

Or can be reached through the main menu for CHIN (Heritage Directory):

Web Site: <http://www.chin.gc.ca/e_main_menu.html>

The Historic Sites and Monuments Board of Canada
Parks Canada

The Historic Sites and Monuments Board of Canada was created in 1919 to preserve and develop historic sites. The Historic Sites and Monuments Act was established in 1953. An amendment in 1955 allowed the Board to recommend national designation for buildings based on age or architectural design. Each year, the Board receives over 200 requests to declare people, places or events as having national historic significance. Between 50 and 70 of these will result in research papers.

The Board has a large number of sub-committees to deal with the work. The Built Environment Committee deals with built heritage, historic districts and streetscapes and will recommend the type of commemoration awarded. This can include a plaque, cost-sharing with other interested parties, or acquisition (rare). Heritage resources may be designated if they have intrinsic heritage value and/or they are associated with a nationally significant aspect of Canadian history (the association itself must be important). The Board has extended its definition of built heritage to include streetscapes, districts, gardens and cultural landscapes.

Implications:

Although the Historic Sites and Monuments Board presumes to have the leadership role within the overall heritage community for the protection of heritage resources, the reality is quite different. The reality of protection is based in a local community, and in the support that community receives from the municipal or regional level.

The possibility of cost-sharing, however, is worth investigating - and the web sites are a valuable resource.

Web Sites:

National Historic Sites:
Web Site: <http://parkscanada.pch.gc.ca/library/PC Guiding Principles/Park88.htm>

Federal Heritage Sites:
Web Site: <http://parkscanada.pch.gc.ca/federalhb/fhb e.htm>

PROVINCIAL PRECEDENTS

British Columbia

The Heritage Conservation Statutes Amendment Act (HCSA) was proclaimed in 1994, enabling local governments to use a variety of new conservation tools for protecting heritage resources. The HCSA provides the following:

- an expanded "tool kit" of powers for local governments to more effectively manage community heritage resources;
- better integration of heritage conservation into land use planning;
- improved fairness and procedures for developers and owners of heritage property;
- new conservation incentives;
- tougher penalties to deter and punish offences against heritage resources;
- improved ability to work with First Nations;
- improved heritage stewardship by provincial agencies.

The new planning tools include the ability to create heritage conservation areas, and also include processes for temporary protection, heritage inspection, and impact assessment (all of which can be incorporated into development reviews by a local government).

The new support tools include full or partial tax exemptions; direct monetary grants; non-monetary support (technical advice, program coordination, etc.); heritage alteration permits; permission for density bonuses and new uses; and special consideration under the BC Building Code for registered and protected properties.

Implications:

The strength of the HCSA Act is that it enables heritage conservation practices to be integrated into all planning aspects of a community.

Of interest to any community are the principles of heritage conservation formulated during the creation of the HCSA Act. They are: planning comes first; legislation is not a substitute for planning; plan incrementally and build on success; heritage conservation is an ongoing process; get organized and build community support; consider the whole community; identify the issue first and then select the tool; heritage conservation must be fair; heritage resources require stewardship; invest in your future.

Heritage Conservation Statutes Amendment Act
Web Site: <http://www.qp.gov.bc.ca/stat_reg/statutes/18700.htm>

Alberta

There are two different levels of provincial designation, i) Provincial Historic Resource (PHR), and ii) Registered Historic Resource (RHR). PHR provides a higher level of protection, but both types of designation provide for on-going monitoring; grants are also available to assist in the restoration of designated resources.

When a building is provincially designated, the entire structure, including all interior features, is considered to be protected.

Implications:

- By considering the whole building as designated, the province appears reasonable by allowing certain portions of the building to be exempted from regulation.
- The intention of the designation program is not to be overly stringent in enforcement, but to allow for careful and respectful alteration, and adaptation to sympathetic new uses. The provision of grants assists owners in conformance with the provincial guidelines.

Saskatchewan

Saskatchewan has had a Heritage Property Act since 1979 which has undergone numerous amendments since its creation. It is an extensive document which addresses the powers of the Minister; the designation of properties by the Province and by Municipalities; the definition and obligations of heritage property conservation; and concludes with general rules and exemptions.

Powers of the Minister: This portion of the Act lists all aspects of heritage conservation, protection and preservation. In addition to the typical powers (purchase of heritage property, inventory work, creation of advisory committees, etc.), the Saskatchewan Minister may also exhibit or display heritage property within or outside of Saskatchewan. The other points are very similar to the legislation that Whitehorse and the Yukon already have.

Municipal Designation: Municipalities within Saskatchewan may designate municipal heritage sites and municipal heritage conservation districts. The municipality also has control over design elements of existing and proposed structures; of street and sidewalk designs; of street furniture, lighting and public signs; of commercial and private signs; and of landscaping. As is the case with Whitehorse, Saskatchewan's municipalities have a clear procedure for public notification of designation and of appeals on those designations.

Provincial Designation: The Minister begins the designation process after consultation with the advisory board. Of interest here is the inclusion of "scientific property", which is defined as including natural areas, stratotypes and other geological formations. Saskatchewan includes extensive regulations for palaeontological and archaeological object and sites found or excavated. In other aspects, the rules and regulations for provincial designation are standard.

Implications:

- The Heritage Acts for the Yukon and for Saskatchewan are quite similar. However, Whitehorse may wish to examine the sections on palaeontological and archaeological object and sites, as Saskatchewan is one of the few provinces which has a need to deal with this aspect. Saskatchewan has established cut-off dates for material. Pre-and post-1700 AD artifacts must be re-interred after the Minister establishes if scientific examination or educational studies would be beneficial. Any artifacts postdating 1700 AD and which are Amerindian in origin, must be made available to the nearest Indian Band Council after potential scientific examination and educational studies occur.

- Whitehorse might be interested in the following definition: "Vertebrate palaeontological object - the skeletal remains or the traces of activity of a vertebrate animal that lived prior to January 1, 1885."

Nova Scotia

"An Act to Provide for the Identification, Preservation and Protection of Heritage Property" - otherwise known as the Heritage Property Act - governs Nova Scotia's actions on heritage. The purpose of the Act is to "provide for the identification, designation, preservation, conservation, protection and rehabilitation of buildings, structures, streetscapes, areas and districts of historic, architectural or cultural value, in both urban and rural areas, and to encourage their continued use."

The Act provides for a provincial-level Advisory Council on Heritage Property to advise the Minister on heritage issues. The Act also establishes a provincial registry of heritage property and provides policies on alterations and demolitions (ie. must have approval of Governor in Council prior to any action taken).
Policies are established for municipal level advisory committees, municipal heritage properties, alterations and demolitions, etc. Establishment of a heritage conservation district is given to the municipality. A heritage conservation district is an urban or rural area with historic or architectural value. (See discussion of Halifax under "Municipal Precedents" for more detailed discussion.)

The Act provides for financial assistance to either an owner of a provincial heritage property or to a municipality for the restoration or renovation of such a property. This provision also applies to property within a heritage conservation district.

If anyone contravenes the Act, he or she is subject to a fine of not more than ten thousand dollars or six months in prison. A corporation must pay one hundred thousand dollars.

Implications:

The most valuable element of the Heritage Property Act is its allowance for a heritage conservation district. Nova Scotia is lucky to have entire districts throughout the province which contain contiguous examples of heritage building stock. Development and immigration has been fairly slow, allowing for the overall retention of residential, commercial and industrial districts. It therefore makes sense that Nova Scotia would look more to the protection of entire areas over the spot protection of individual buildings. This is an aspect which Whitehorse will find familiar.

MUNICIPAL PRECEDENTS

City of Vancouver

The City of Vancouver has its own charter (The Vancouver Charter), unlike the rest of the province of British Columbia which is subject to the Municipal Act. Vancouver does not have an overall management plan due only to the reluctance of City Council to accept one. In the meantime, planning staff have developed "Heritage Policies and Guidelines" , and a series of "Heritage Fact Sheets". Significant buildings and sites in Vancouver are listed on a Register and are rated and then categorized into "A", "B", or "C". A building or site may also be formally designated, a legal prerequisite for certain bonuses and incentives.

If a resource is listed on the Vancouver Register, it triggers certain reactions at City Hall. For example: special attention is given if the resource is in an area zoned for comprehensive development or for conditional use. If an "A" listed building is scheduled for demolition, the owner must produce a feasibility study before approval is given. Adjacent landscaping receives review in its own right when there is a proposed change to a listed building. All listed buildings are eligible for the relaxations of certain regulations (an increase in floor space ratio, parking relaxations, subdivision etc.).

A most popular incentive in Vancouver is the heritage density bonus provision (the transfer of density from one site to another site). All category "A" buildings are automatically eligible, while category "B" and "C" buildings may also apply, but must receive Council approval.

The Heritage Fact Sheets examine nine categories of heritage in Vancouver:

1. Vancouver Heritage Conservation Program, a description of Vancouver's heritage program;
2. Vancouver Heritage Register, a listing of 2,200 buildings, landscapes, monuments and archaeological sites which are listed in A, B or C evaluation categories;
3. Municipal Heritage Designation, designation of heritage properties is a legislative tool;
4. Heritage Revitalization Agreement, an agreement negotiated by the City and an owner which outlines duties, obligations and benefits;
5. Municipally Designated Buildings in Vancouver, a list;
6. Provincial Heritage Designation, a discussion of Gastown and Chinatown;
7. Heritage Conservation Principles, a method to gauge the appropriateness of changes to heritage buildings;
8. Vancouver Heritage Commission, a ten member commission appointed from the community by City Council;
9. Vancouver Heritage Foundation, a private, non-profit charitable organization to promote preservation, maintenance and restoration of heritage properties.

City of Vancouver...continued.

Implications:

The most significant aspects of Vancouver's heritage program are the Heritage Revitalization Agreements (HRAs) and density bonuses and transfers. Both British Columbia and Vancouver have developed incentives which encourage developers and residential owners to consider heritage as a positive prospect . There are a number of developers in Vancouver who specialize in heritage commercial buildings, who would not be doing so if it were not for the legislation and for the willingness of the heritage planning staff to work with them to reach a win-win situation.

Web Site: <http://www.city.vancouver.bc.ca>
A new heritage web site by the City of Vancouver will be online by 1999.

City of Victoria

Downtown Heritage Management Plan

Although this management plan was written prior to the revised BC heritage legislation (Heritage Statutes Amendment Act of 1994), many aspects are still relevant. The goals, for example, can apply anywhere. They include; preservation of heritage resources, development of incentives, creation of regulatory controls, examination of view corridors, maintenance and monitoring of the heritage program, promotion of public awareness and of public education.

Of particular interest is the recognition by the City of Victoria that their downtown core had its own set of identifiable sub-areas which reflected the historical development pattern of the City and which held distinct clusters of heritage buildings. The resulting management plan dealt with these distinct sub-areas individually and did not attempt to apply one formula to the downtown core as a whole. Victoria also examined urban features such as main and secondary streets, walkways, courtyards, and street furnishings. They examined interpretive plaques and signage, enhancement of urban features, use of appropriate street furnishings, seismic upgrading, and co-operation from senior levels of government. The City hoped, where economically feasible, to acquire and rehabilitate heritage buildings for the use of the City. They hoped to create documentation and salvage policies for registered buildings lost to demolition. Zoning changes were discussed.

Implications:

- ❑ The City of Victoria is most often ahead of the rest of the Province of BC with regard to heritage issues. Victoria's use of pro-active policies, excellent public relations, and the existence of three granting agencies for heritage buildings, all provide very useful models for the protection and promotion of heritage resources in a capital city.

Property Tax Incentives

More recently (in 1997), Victoria developed a corporate strategic plan for the downtown core. One of its key goals was to "develop a vibrant and healthy downtown core, which supports residential, business and leisure activities". If the owners of downtown heritage buildings could be persuaded to convert under utilized of vacant upper storey spaces into residential use, then not only would the downtown core be revitalized, but the buildings themselves would have a better chance at survival. The planning department suggested that property tax incentives for residential conversion would give property owners the economic return on equity that they needed. An increase in residential use downtown also promised to counteract urban sprawl, increase public safety downtown, and more efficiently use the public infrastructure and services.

Implications:

- ❑ Victoria created a economically sustainable approach to the preservation and restoration of vulnerable commercial heritage buildings in the downtown core. As a bonus, every building converted using the above plan must be seismically upgraded. The benefits are enormous for what amounts to very little output by the City.

City of Edmonton

Edmonton created its Historic Resource Management Program in order to identify, facilitate and manage the protection and reuse of its heritage resources. It is a multi-faceted approach which includes the maintenance and review of the Register of Historic Resources; a designation program for historical resources; provision for the advice and assistance for managing historic resources; public awareness activities; and the monitoring of development applications.

Edmonton can register and/or designate resources that merit preservation. A resource listed on the Register of Historic Resources is rated as either "A" or "B". There are also appendices listing notable architectural fragments, landscapes, Fort Edmonton Park buildings, cemeteries, and monuments. Resources listed on the Register are eligible for designation as Municipal Historic Resources (MHR).
The City now offers substantial tax incentives for designation and restoration, and as a result, has become much more stringent in specifying which historic features must be retained.

In a precedent-setting by-law (#7700), passed in 1985, the Hotel MacDonald was designated in exchange for substantial compensation. Ongoing value analysis was carried out for each component of the building, to ensure preservation of character within the specified budget. To this end, the by-law included a mechanism for settlement resolution for those issues that the City and the owners could not agree on.

The Hotel MacDonald designation by-law sets out in detail those features that are to be retained. The features are described verbally, but are also documented in photographs that are attached to the by-law.

This project required a substantial commitment of City funds (through tax rebates) and resources (especially staff time), but the result was the sensitive restoration of a landmark building, and the retention of the most significant heritage features in the public spaces.

Implications:

- The Hotel MacDonald project is an excellent precedent for the negotiated retention of significant heritage exterior and interior elements. It was, however, a very large-scale project, and required a substantial City commitment to ensure its success. The result has been judged favourably by all concerned.

Web Site: <www.gov.edmonton.ab.ca/planninghistprog.htm>

City of Halifax

As noted above in the discussion of Nova Scotia's heritage policies, each municipality is empowered to create Heritage Conservation Districts (HCD), defined as an urban or rural area with historic or architectural value. Any proposed HCD must have a conservation plan, one that provides statements of policy that relate to the conservation of the historic and architectural values of the resources within the district. It must also identify expenditures, initiatives and conservation by-law provisions.

A conservation by-law includes a description of the boundaries; a list of acceptable types of development and whether or not they require a certificate; a list of development applications which require a public hearing; and design guidelines.

During the preparation of both the conservation plan and the conservation by-laws, certain studies must be carried out. They deal with: why the HCD is being recommended; rationale for the boundaries; how the conservation plan and by-laws relate to other municipal and provincial land-use bylaws and regulations; and what are the social and economic implications of the HCD.

Implications:

Most notable in the regulation legislating Heritage Conservation Districts is the section on public involvement. The public must be *consulted* every step of the way. Before the preparation of a conservation plan or by-law, Council adopts (by resolution) a public participation program. The content of the program is not specified, but the intent to find opportunities for the public to comment is clear. The public is again consulted just before adoption of the conservation plan and by-law. This aspect is standard in most heritage by-laws across the country. (Newspaper notices, radio announcements, etc.) Halifax carries consultation one further and involves the public in any proposed development in or of a Heritage Conservation District. This level of public involvement takes a great deal of effort, and is clearly invaluable in the success of an overall heritage program.

City of Richmond

Richmond began preparing a heritage strategy in 1994 and completed it in 1996. The strategy lists four priorities: to raise awareness of Richmond's heritage resources; to establish an integrated planned approach to the management of heritage resources; to broaden the practical knowledge and heritage management skills for heritage conservation; and to promote and develop economic opportunities and the viability of heritage resources.

Goal One:
City Council was very keen on the financial aspect of the heritage strategy and of the implementation projects in particular. Business plans were required for six City-owned heritage properties in order to clearly identify what the City's financial commitment would be. A budget was even estimated for identifying expenditures. The City hopes to make each municipal heritage site self-sufficient.

Goal Two:
Currently Richmond has an Advisory Committee. Under the revised British Columbia heritage legislation of 1994 (Heritage Conservation Statutes Amendment Act, 1994), municipalities could change their Committees into Heritage Commissions. Richmond has decided to use this opportunity to also change the mandate of the Committee/Commission.

Goal Three:
Staff and the Committee are investigating the creation of a Heritage Fund which will consolidate local sources of heritage funding.

Goal Four:
Staff and the Committee will update the Richmond Heritage Resource Inventory.

Goal Five:
The new legislation also allows for the creation of a Heritage Register, which offers legislative protection and incentives to listed buildings. Richmond will investigate the possibility, but to date, they have opted not to proceed.

Goal Six:
In an attempt to be pro-active, Richmond will prepare response strategies for each resource on the proposed Register.

Goal Seven:
Richmond would like to provide a barn on the London Farm site (a public display farm).

Goal Eight:
The City wishes to continue and increase the collection, storage and cataloguing of artifacts and archival materials.

Goal Nine:
Richmond proposes to record the significant heritage information of its seniors and pioneers, and to develop a program for sharing these heritage experiences with others, especially with the youth.

Goal Ten:
Heritage recognition programs are suggested which will support and promote heritage activities in Richmond.

Implications:

Every goal stated above is followed by a detailed breakdown of the anticipated number of days required by volunteers and by staff. All costs associated with the anticipated hours and work are listed. A time line and the implications for future financial requirements of the goals are also listed. Richmond City Council is clearly rooted in the economics of heritage conservation and not in any of the other community benefits that heritage conservation brings.

Of interest here is the cost and time breakdown that has been developed for each goal. However, too much emphasis on the economics detracts from the other values of heritage conservation. A balanced approach is advisable.

City of Toronto

The City of Toronto is currently eleven months into the amalgamation of seven local and regional governments. New heritage policies for the significantly larger municipality are not yet in place, although city staff have collated the cultural policies of the former municipalities to use as a base line reference for the new policy work.

City Council has yet to agree on a structure for the delivery of heritage services in the new municipality. The original report that went to Council and which Council returned for further work can be seen at the web-site:

http://www.city.toronto.on.ca/legdocs/agendas/council/cc/cc980729/tr10rpt/c1001.htm

An important heritage organization in Toronto is Heritage Toronto, which maintains the City's Inventory of Heritage Properties. There are currently 4000 buildings, structures and sites that City Council has agreed are historically or architecturally significant.

Heritage Toronto also reviews proposed alterations to heritage buildings to ensure respect for the site's historic characteristics. Buildings are not frozen in time, but are allowed to evolve. Successful preservation work is awarded annually with an "Award of Merit".

As well, Heritage Toronto administers grants to owners of properties designated under the Ontario Heritage Act for approved restoration or conservation projects. Originally this applied only to the former City of Toronto. Soon the grants will also be available to all designated properties in all of the former municipalities.

Implications:

The examples from Toronto can offer little interest to Whitehorse for two reasons: first, the shear size of the amalgamated city puts it beyond the reach of any other municipality in Canada. Second, because of the amalgamation, the heritage policies are not yet finished and are likely to be complicated when they are.

City of Charlottetown

Charlottetown has had a Heritage Preservation Area, as well as individually designated properties, for the past twenty years. The City is currently revising draft provisions for a new heritage bylaw and is investigating the option of expanding the Heritage Preservation Area to include the original town plan of 1768. At present the Heritage Preservation Area includes a smaller portion of the town.

Charlottetown's Heritage Preservation Area (HPA) was first implemented in 1979 by a zoning and development bylaw and affects all buildings built before 1965 within a specific downtown area. This bylaw establishes that any exterior alterations to buildings within the HPA must first be reviewed by the Heritage Review Board and must then receive approval from City Council. The Heritage Review Board consists of four City residents and one member of City Council. Their duties include: advising Council of City-wide heritage matters; developing public education; and reviewing and making recommendations on any alteration requests, on new construction, and on signage in the HPA.

Of interest is the list of benefits that the City includes in a letter to affected property owners in the proposed expanded HPA. They are:

- May enhance the economic value of the property;
- Contributes to the property's distinction and pride associated with owning an historic resource;
- Provides advice pertaining to rehabilitation options and techniques;
- Does not generally affect the use or activities inside a building or on a property;
- Means that the exterior of the buildings cannot be altered without the consent of City Council;
- Does not apply to the interior of buildings;
- Normal maintenance and repairs (e.g.: painting, re-roofing, gutters, maintenance) can be carried out at the owner's sole discretion;
- Does not oblige the owner to undertake restoration of the property;
- Provides stability and continuity for the area's future development.

The current heritage bylaws for Charlottetown set out three designation classifications:

Grade 1: Buildings of exceptional interest and selected buildings constructed before 1840;

Grade 2: Buildings of special interest which warrant every effort being made to preserve them and selected buildings constructed between 1840 and 1900;

Grade 3: Other buildings of interest deemed worthy of preservation.

The proposed new heritage bylaw currently under review will not be evaluated in detail here because of its tentative nature. However, some of the proposed changes are worth mentioning. For example, it is proposed that the role of the Heritage Board be increased to include the development of an inventory; the development of designation criteria, and the maintenance of a small resource library. The size of the Board may increase to seven members and term length shall be determined by Council.

Detailed development standards are proposed for individual buildings and structures, making reference to traditional materials, scale of alterations/additions, architectural details, roof pitch, doors and windows, etc. Development standards are also proposed for groups of buildings. These may include consideration for prevalent architectural styles, height/width ratios, prevalent window and door types, roofs, entrances, porches, setbacks, and mechanical appurtenances.

Signs within the HPA and on listed heritage resources may have to follow specific guidelines outlining location, material, lighting, and the manner in which the sign will be affixed to the structure. Allowable maintenance guidelines are also proposed.

Implications:

Charlottetown has twenty years of experience in the heritage preservation field. The proposed heritage bylaw builds on that experience and, although not yet adopted, does have some good lessons and examples in it. Most educational for Whitehorse are the development guidelines for individual and groups of buildings, and for signs in the heritage area.

City of Winnipeg

The City of Winnipeg Act is provincial legislation which authorizes Winnipeg to designate buildings of "special architectural or historic interest" and to restrict construction, demolition, removal and occupancy of these buildings. Another section allows for the protection of scenic areas, heritage resources and sensitive lands.

In 1990, provisions for municipal tax relief for heritage buildings was transferred from the Provincial to the Municipal level. City Council can remove a heritage structure which is listed on the Buildings Conservation List from the assessment roll for either two years of for the time required for rehabilitation (whichever comes first). The City must make up the short term loss in municipal realty tax revenues and must pay the education levy of the property as well.

Winnipeg has an extensive stock of older commercial, industrial, residential and institutional structures which are mostly in the central core of the City. The challenge for Winnipeg is to create a "strategic, pro-active and long-term commitment to heritage conservation" in order to maximize the potential benefits of the area (ie: economic development, cultural resources, sustainable development, etc.).

In 1992, Winnipeg produced a document on heritage titled: " Heritage Support Policy and Programs" in which five recommendations were made. These were:

Recommendation # 1:
The City will encourage long-term conservation, use and viability of heritage resources through example, incentives, integrated planning, and regulatory control. Objectives of the policy include fostering an economic, planning and decision-making environment; maintaining a leadership role; and cooperating with the provincial and federal governments. The principles establish clear guidelines for the promotion and implementation of a range of incentives which will support the objectives. Of note is the expectation that financial assistance will be given for the "retention and continued use of an entire structure, not just its facade." (Page 6) Recipients of financial aid from the City are also expected to assume a community role in heritage stewardship.

Recommendation # 2:
City Council directs the Planing Department to develop a Heritage Conservation Plan.

Recommendation # 3:
The City approves an extensive list of heritage support. This includes forms of financial assistance, regulatory adjustment measures, direct municipal initiatives, and complimentary support.

Recommendation # 4:
City Council wishes to establish a Heritage Support Implementation Task Force (HSITF) which will advise Council on heritage-related policies and programs; monitor the implementation of the policies and programs; and review the possibility of assistance to tenants and owners of designated heritage buildings.

Recommendation # 5:
City Council directs the HSITF to develop recommendations on the proposed Municipal Tax Credit.

Implications:

Ultimately the solutions to the above challenges comes to the effective and appropriate use of financial and legislative "carrots and sticks". All municipalities can learn from Winnipeg's successes and also from its concerns. As outlined in the above mentioned heritage document, these are (as of 1992):

- Produce a contemporary Heritage Conservation Plan;
- Produce an effective funding program for heritage conservation;
- Encourage the demand for heritage spaces and ensure the availability of investment and loan capital for conservation projects;
- Establish equitable municipal assessments of designated properties, rehabilitated buildings and vacant structures;
- Implement regulatory and federal taxation reforms;
- Better regulate vacant older buildings and encourage maintenance of occupied commercial heritage buildings;
- Develop a comprehensive plan for managing City-owned heritage properties;
- Improve communication and coordination between the City and other heritage stakeholders, and between civic departments which deal with heritage.

The City is currently working on the issue of building code equivalencies, and has hired a consultant in Ottawa to work with the National Research Council to develop appropriate software.

Taku River Tlingit First Nation

The Taku River Tlingit First Nation (TRT) developed a heritage strategy in 1994. The strategy is broken down into five sections: Heritage Vision; Where are we now?; Where do we want to get to?; How will we get there?; and What do we need to know to get there?. Each section is evaluated for its strengths, weaknesses, opportunities and threats.

Heritage Vision:
The TRT First Nation state that "within Canada, the majority culture would define heritage primarily in terms of community infrastructure. For us, the primary evidence of our way of life or culture is defined in terms of our relationships with our land AND things." (Page 3) The TRT First Nation also make the distinction between how the majority Canadian culture views heritage and how First Nations view culture. "Within Canada, heritage and culture is defined in terms of separating the past from the present, and in terms of future Canadians inheriting property or things from the past, like historic buildings, objects and sites." (Page 5) In contrast, the TRT First Nation establishes their heritage as a connection of land, laws, culture and spirituality, and an incorporation of their past way of life into their present life. There is no separation between the past and the present and, as such, there is no need for museums to house or display artifacts. "For the next generation, the new is added to the old and becomes the old and so the spiritual connection goes unbroken." (Page 7)

Where are we now?:
A general evaluation of the current cultural and political situation of the TRT First Nation is discussed, followed by a list of twenty activities in progress at the time the strategy was written. These include such varied items as the mapping of heritage resources; ceremonial clothing workshops; the development of an interactive multi-media information system; and the training of a carver.

Where do we want to get to?:
The community wishes to have the choice of using modern, technological techniques or of using traditional Tlingit techniques in all aspects of their lives. Two vision statements were developed from local workshops.

How do we get there?:
Several concerns and desires arose from discussions about goals and opportunities. The highest priorities were reduced to seven priority concerns, and goals and objectives were established for each. In general, the community saw the need to immediately start creating cultural opportunities for learning. This included recording the information of the remaining elders, establishing culture camps, and starting a heritage information research drive.

What do we need to know to get there?:
The extent and number of goals established by the TRT First Nation requires technical expertise, planning skills, and management abilities. Some of these skills are found within the community and some require outside help. The strategy sets out the task of inventorying the skills and of locating a training source for the necessary areas.

Implications:

The analysis by the Tlingit people of how the rest of Canada views heritage is exactly right and shows that there are other considerations to be made when developing heritage strategies and policies. Most important is that a community determine its own definition of heritage and that it establish its own set of values.

APPENDIX E: PUBLIC CONSULTATION

FOCUS GROUP WORKSHOP

November 10, 1998

PARTICIPANTS

- Donald Luxton, Facilitator
- Rob Ingram, Facilitator

- Charlie McLaren, HAC
- Ruth Gotthardt, YTG Archaeology
- Douglas Hnatiuk, City of Whitehorse Parks & Recreation
- Bernie Phillips, Councillor, City of Whitehorse
- Gordon Harvey, Taan Kwachan Council
- Doug Olynyk, YTG Historic Sites
- Lesley Cabott, City of Whitehorse Planning
- Dennis Shewfelt, City of Whitehorse Planning
- Patricia Cunning, HAC
- Ron Veale, HAC
- Allan Jacobs, Councillor, City of Whitehorse
- Marjorie Copp, YHMA
- Tip Evans, Director, MacBride Museum; HAC
- Loree Stewart, YHMA
- Kathy Watson, Mayor, City of Whitehorse

WORKSHOP OUTLINE

9:00 - 9:30
Introduction to the project

9:15-9:30
Self-introductions:
'What is your interest in the heritage of Whitehorse?'

9:30-10:00
'What is unique and/or special about Whitehorse?'

10:00-10:30
'What are the strengths and weaknesses of the current situation?'

10:00-10:45
Break

10:45-11:30
Break-out into three groups:
'What is your vision for heritage conservation in Whitehorse and how would you achieve it?'

WHAT IS UNIQUE AND/OR SPECIAL ABOUT WHITEHORSE?

- The City's historic framework is intact. It is based on the historic relationship of the waterfront and the railway, and is a response to geographic form, bounded by cliffs and mountains) and access.
- The 'real' history of Whitehorse is humble and pioneering in origin. It is a result of cultural interaction.
- The quality of life in Whitehorse equates with its history and heritage.

STRENGTHS OF THE CURRENT SITUATION

- The historical legacy that is a result of the local history and the First Nations cultures.
- Numerous historical sites within the City (including burial grounds) that can be interpreted, and contribute to tourism and education.
- Significant funding still available from the Federal and Territorial governments.
- The City has recently undertaken historical interpretation along the new Robert Service Way.

WEAKNESSES OF THE CURRENT SITUATION

- Current initiatives are 'weak'. Lack of an overall plan for heritage. Guidelines and regulations not in force.
- Lack of focus on 'real' local history. The demands of tourism have led to falsified images. History is not always 'pretty' but should be honestly portrayed. The earliest buildings are essentially 'shacks' (scattered througout the City), and are not respected because they are not grand and imposing. They are slowly but surely being 'picked off', one by one.
- Lack of commitment from some property owners, who are not here for the long term. They often don't see thee value of earlier buildings, and just want to build new and big.
- Narrow, tourist-driven focus to current heritage initiatives. Too much 'Gold Rush.' Lack of attention to First Nations and archaeology, which has not been well handled.
- Few off-season initiatives. Lack of interpretive and directional signs.
- Insufficient funding to cover competing priorities. Often the context of historic sites is not preserved, often they are just partially preserved ('Heritage Lite'). Increasing demand for, and value of, land.
- Heritage resources not iddentitifed at a City-wide level.

'WHAT IS YOUR VISION FOR HERITAGE CONSERVATION IN WHITEHORSE AND HOW WOULD YOU ACHIEVE IT?'

- Change Whitehorse from a tourist stop to a destination point.
- Retain the sense of ambience, pedestrian scale, and commercial/residential mixed use in the downtown.
- Focus conservation efforts for maximum effect.
- Preserve the legacy that we have inherited. Maintain heritage buildings, where possible, through the provision of appropriate incentives. Involve all three levels of government.
- Provides incentives for proper landscape development and design guidelines to regulate new projects. Landscape should be an integral part of the heritage of the City.
- Target initiatives to involve First Nations. Help them play a role through archaeological projects.

- Break down barriers to communication. The City should act as a facilitator in building partnerships (First Nations, Tourism Centre, MacBride Museum, other community groups) that will achieve a common goal for heritage.
- Build broad public awareness at all levels of the value of heritage. Preserve and interpret a diversity of sites that illustrate different aspects of the City's development, other than just the Gold Rush, e.g., WWII and local mining and industry. Provide a network of opportunities for broad interpretation of all aspects of the Yukon, including natural and cultural history. Develop packaged walking and hiking tours, and 'tasteful, discreet and indestructible' signs.
- Provide for/encourage school curriculum on local heritage and develop other educational materials/presentations/school programming (this could be delivered by agencies such as museums through financial support).
- Encouraging institutions such as government and corporations to locate offices etc. outside the downtown core rather than occupy too much of the scarce space with administrative monoliths. This obviously is not a pressing problem in Whitehorse but residential lots are at a premium already.

PUBLIC MEETINGS

A Public Meeting was held on December 1, 1998 from 4-8 pm. In addition to general notification, the owners of properties on the Heritage Buildings Register were specifically invited. The discussion was lively, and over the course of the evening a number of concerns were expressed. Generally, those in attendance were proud of Whitehorse and its history, and expressed support of the concept of heritage conservation. Their concerns were based on what proposed heritage policies personally meant to them as property owners.

The concerns raised by the public can be summarized:

Why am I on the Register?
Owners were generally concerned about the Register. Part of this anxiety is understandable, as heritage policies are not in place. Other concerns revolved around what buildings had been included on the Register. Its logic was questioned, especially in outlying neighbourhoods where generic examples of modest buildings were chosen, seemingly randomly. Some owners could not understand why their building had been chosen, while their neighbour's had not been. Part of the confusion is based on the lack of consistency, evaluation, updating and hierarchy evident in the current Register list. Clearly some buildings are architecturally and historically more significant, while many are vernacular examples. The Register does not make any distinction between categories of significance, nor is there a clear understanding of what inclusion on the Register means.

This is just more Government red tape. How can I get my building off?
There was a great deal of confusion as to the difference between being included on the Register and being designated. Owners were unsure of their ability to sell, redevelop or alter their property. Many saw their property as their most important investment, and any restrictions were viewed as unacceptable. Some owners just distrusted any form of government intervention. These comments were based on the regulations being evident, while the incentives were not.

How can we preserve these buildings? Who will pay?
Examples were raised of small modest buildings on large, expensive lots. How could this building ever be saved? Wouldn't this cost precious tax money, meaning taxes in general would go up? Concerns were raised about the structural condition of many of the buildings, especially the lack of proper foundations.

Generally the owners were reasonable in their concerns, which are common to heritage property owners in other jurisdictions. Their concerns about heritage policy are based on their ability to treat their property as an asset. These issues must be addressed in order to develop any effective policies that will promote conservation.

The second public meeting was held May 18, 1999 at 7:30 – 9:30 pm. General consensus was reached on the goals and recommendations of the proposed heritage management plan.

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