

**The Community Heritage Planning Program and Local Government Heritage
Conservation Capacity in BC: An Analysis**

Berdine Jonker

University of Victoria

March 7, 2010

EXECUTIVE SUMMARY

The motivation behind this report is related to the recent elimination of funding for the Community Heritage Planning Program (CHPP) by the Government of British Columbia for the 2009/2010 fiscal year. It is not yet clear if funding for CHPP will be reinstated for coming years, and the timing for evaluating the effectiveness of this program is ideal. The purpose of this report is to provide guidance to the Province of British Columbia and the BC Heritage Branch on how to create an efficient and economical heritage conservation program that increases local government capacity for heritage conservation planning.

The general approach taken for this report is a traditional analysis of research and qualitative and quantitative data. Statistics taken from the results of the annual Building Capacity for Heritage Conservation (BCHC) Survey administered by the Heritage Branch between 2006 and 2008 were analyzed to determine capacity for heritage conservation based on whether local governments received CHPP funding or not. A qualitative survey of some communities that received CHPP funding since 2003 was also done to discover how the CHPP is perceived by its recipients. All of the results of these surveys were analyzed, and considered in light of research related to funding programs, capacity building, and government programming to determine whether or not the CHPP actually does improve local government heritage capacity.

The principal findings of the analysis of the quantitative data show that CHPP funding improves local governments' ability to provide heritage conservation services to their constituents. In particular, communities that received funding through CHPP were more likely to have developed heritage conservation programs, providing tools such as incentives and grants, as well as having dedicated staff for heritage activities. The results of the qualitative survey are very important to this project as well. They provide insight into how local governments undertake their CHPP funded projects, and what some of the consequential outputs resulting from those projects are. While CHPP is very favourably perceived by its recipients, the results of that survey indicate that there is a high level of dependence on external heritage consultants to undertake heritage planning projects. Once the consultants complete their work, local government are often not able to implement, or continue to develop, their heritage planning tools themselves to the level of capacity that would be ideal. This limits local governments' ability to fully implement the *Local Government Act* legislation for heritage conservation. Realistically this is a flaw of the funding program itself, as funds are provided to local governments without strong regulations or expectations about how or by whom the work should be done. Throughout the life of the CHPP, funding has been provided without the responsibilities of the local government being clearly defined.

As a result of these findings, the Heritage Branch will be presented with three options for improving its programming. It can choose to restructure the existing CHPP program while funding is on hold, assuming that funding will be reinstated in coming years. This option will provide a sense of continuity for stakeholders and illustrates a commitment to maintaining a program that has become a familiar resource for facilitating heritage conservation throughout the province. The second option is to create a new program to build local government heritage capacity. This option requires the Heritage Branch to consider what a support/resource program could look like if funding is not reinstated. It requires a new approach to facilitating heritage conservation planning in local governments through the provision of mostly non-monetary resources as a foundation, and perhaps grants as a supplementary resource in the future. The third option is related to building an overarching 'culture of conservation' that will see heritage conservation considerations integrated into more aspects of government's work, so that local governments are able to access a variety of programs across government that can benefit their capacity building for heritage conservation. This option places the Heritage Branch into a more professional support role, providing the specific expertise related to implementing heritage conservation tools, legislation, and best practices as related to economic stimulation, community development, and sustainable growth in communities in all areas of the province.

The recommendation for the Heritage Branch is to take a hybrid approach of options two and three. The Heritage Branch should strive to create a new support program for heritage conservation. The reality in the current economic environment is that government programming may be required to provide advice, information, training and services that create the results that a former funding or grant program provided. However, the importance of providing monetary support to local governments cannot be ignored; the CHPP is favourably perceived by recipient communities, and the investment by government into heritage conservation illustrates a commitment to contributing to the development of resilient and strong communities. This can also be supported by implementing option three; building capacity to deliver programming that includes heritage conservation considerations through many different areas of government's business. Local governments that are committed to heritage conservation will be best served if they can expect to have heritage integrated into other aspects of their community development supported by the provincial government.

The next steps following this report are for the Province of British Columbia, via the Heritage Branch, to assess how it can best maintain continuity in service provision in spite of the loss of its key heritage funding program. Momentum is already being lost as a result of the funding freeze instated in the 2009/2010 fiscal year. It is critical that one (or more) of the options above is acted upon to ensure that heritage conservation does not fall off the radar completely, resulting in the further loss of historic places that contribute to the social, economic, and environmental health of BC's communities.

Contents

Executive summary	3
Introduction	8
Background	10
Literature Review	18
Conceptual Framework	24
Methodology.....	28
Quantitative Research	28
Qualitative Research	32
Analysis process.....	33
Findings	38
Heritage Planning Foundation	38
Formal Heritage Recognition	41
Heritage Promotion and Interpretation.....	43
Heritage Planning Tool Implementation	44
Financial Investment.....	46
Discussion.....	50
Heritage Planning Foundation	50
Formal Heritage Recognition	53
Heritage Promotion and Interpretation.....	54
Heritage Planning Tool Implementation	55
Financial Investment.....	55
Other Points for Consideration	57
Options/Recommendations	60
Conclusion	68
Bibliography	Error! Bookmark not defined.
Appendix A – BCHC Survey Results	74
Appendix B – Qualitative Survey Comments.....	80
Appendix C – Survey instruments	82
BCHC Survey Questions	82
Qualitative Survey Questions	83

Tables:

Table 1: Relationship Between CHPP funds and Capacity Indicators	26
Table 2: Funded Group Communities and Populations	29
Table 3: Non-Funded Communities and Populations	30
Table 4: CHPP-funded Survey Communities.....	32
Table 5: Heritage Capacity Survey Variables	33
Table 6: Survey Instrument Questions Related to Capacity Indicators.....	35
Table 7: Indicators and Variables by Category	37
Table 8: Heritage Capacity Categories - Results	38
Table 9: Heritage Planning Foundation - Variables	39
Table 10: Formal Heritage Recognition - Variables	42
Table 11: Heritage Promotion and Interpretation - Variables	43
Table 12: Heritage Planning Tool Implementation - Variables.....	45
Table 13: Financial Investment - Variables	48
Table 14: Quantitative Survey Responses.....	74
Table 15: Heritage Capacity Survey Variables	82

Figures:

Figure 1. Conceptual Framework	24
Figure 2: Respondent Communities by Population	31
Figure 3: Respondent Communities by Funding Received	32

INTRODUCTION

The purpose of this project is to provide evidence for the continued support of heritage conservation activities by the Province of British Columbia. This report is an evaluation of the efficacy and impact of the Community Heritage Planning Program (CHPP) – the province’s primary source of financial support for local government heritage conservation. The key goal of this project is to determine whether the CHPP builds capacity for heritage conservation at the local government level. If it does, then it adds support for retaining heritage conservation as an integral component of the government’s drive to make BC a socially, environmentally, and economically healthy province.

The Government of British Columbia is currently facing several challenges in providing heritage conservation services to local governments and citizens. The BC Liberal Party indicates that the priority of the provincial government in these economically trying times is to ensure that support for health care and education do not suffer. While it is working to continue the social and economic stimulation of the province, it is making decisions to ensure that resources to its major social programming areas are not threatened. This is resulting in major cuts to other areas of programming that are deemed less essential to the province’s mental and social health, heritage conservation included. In fact, in 2009, funding for the CHPP was removed from the provincial budget.

While the global economic downturn is certainly affecting heritage funding capabilities and programming in the province, there are other less tangible issues that also play a major role in the low level of funding and interest that have been paid to the conservation of BC’s historic places in recent years. In general, there is a limited understanding among senior decision makers in all levels of government about the significant role that heritage conservation plays in the development of sustainable communities. It could be said that there is a degree of indifference, or apathy, around heritage issues simply because the level of understanding of their significance is low compared to issues seen to be of greater importance for the general public good.

While the purpose of this paper is not to advocate for the retention of the CHPP as the key heritage program delivered by the Province of British Columbia, it does strive to provide a strong indication of the impact that the program has on building a culture of conservation at the local government level in BC. It will attempt to provide strong evidence of how government’s investment in heritage conservation does have an impact on local governments’ ability to achieve sustainable development, and create socially and economically healthy and strong communities.

A key purpose of this project is to define the policy issues related to understanding the efficacy of the CHPP in such a way as to increase government's perception of the importance of the program (Wyzomirski, 2004). This report will begin by providing a synopsis of the development of the Heritage Branch's funding and service programs over the last three decades. It will provide an assessment of the primary problem in the CHPP's administration – lack of program evaluation – which has led to the development of this evaluation. It will then provide insight into the key aspects of successful government programming as seen in comparative programs around the world; information on successful funding programs, capacity building, and program delivery is provided. All of these elements of this report will provide a foundation upon which to base the actual analysis of the Heritage Branch's programs themselves.

The Conceptual Framework identified in the following pages illustrates how this evaluative analysis follows a classic academic model that allows for both quantitative and qualitative research and assessment of the CHPP. Analysis of quantitative findings from three years' of responses to the Building Capacity for Heritage Conservation survey, along with qualitative survey results from CHPP recipient communities is the primary focus for building a case for continued investment in heritage conservation programming in the province. The results of these analyses inform the development of recommended options for continued service delivery in times of economic restraint.

Finally, this report will attempt to provide a sense of meaning and significance of the program in the realm of local government heritage conservation in BC. It will also strive to give an indication of the consequences of failing to act upon the recommended options. Recommendations designed to ensure that momentum for heritage conservation is not lost in the aftermath of the economic downturn that is taking a toll on most funding programs that do not speak directly to primary social programs. It will illustrate the role that heritage conservation plays in ensuring that the Provincial Government continues to meet its mandate for the development of strong communities.

BACKGROUND

Heritage conservation is important to the Government of British Columbia because it is primarily seen by that organization as a benefit to the tourism development of the province. The Ministry of Tourism, Culture and the Arts is responsible for heritage conservation, and that Ministry's Service Plan for 2009-2012 states that the Ministry strives to build BC's reputation as a world-class destination by, among other priorities, "supporting... artistic, cultural, and heritage communities through the new cultural tourism strategy" (Government of British Columbia, Ministry of Tourism, Culture and the Arts, 2009). Furthermore, the current Ministry Service Plan identifies a key goal of effective joint stewardship of British Columbia's heritage and archaeology. The first objective under this goal is that "British Columbia's historic places are effectively conserved" (Government of British Columbia, Ministry of Tourism, Culture and the Arts, 2009). The service plan identifies that the government understands that its historic places serve to strengthen connections between regions and communities, and give us a stronger pride of place as British Columbians (Government of British Columbia, Ministry of Tourism, Culture and the Arts, 2009). The Plan goes on to state that the Ministry is "proud" to foster stewardship and appreciation of historic places, and understands the positive social, economic, and environmental impacts that heritage conservation has on the development of BC's communities (Government of British Columbia, Ministry of Tourism, Culture and the Arts, 2009).

Like most provincial and territorial jurisdictions in Canada (Manweiler, 2007), British Columbia's government has a designated work unit for administering programs and service delivery related to the conservation of historic places. The Heritage Branch is the Provincial Government body responsible for the recognition, protection, and conservation of the historic built environment in British Columbia. The Heritage Branch prides itself on being on the cutting-edge of heritage conservation policy development and practice. Unlike many other provinces and territories, its highly decentralized governance model allows it to take a strong role in developing programming designed to build capacity for heritage conservation not only within the professional heritage field, but among local government staff, and laypersons as well. It also is leading the way nationally in areas such as green building practice in existing and traditional buildings, heritage tourism, and in the creation of educational opportunities related to heritage conservation and trades in the elementary, secondary, and post-secondary levels.

The Heritage Branch has a long history of providing services and funding to communities and heritage organizations in BC. The Community Heritage Planning Program, which is the subject of this evaluation, is the latest iteration of this type of funding in the continuum of financial programming that began with the BC Heritage Trust in 1978. The BC Heritage Trust (BCHT) was created as an arm's-length body responsible for the administration of funding for heritage conservation projects

throughout the province. The BCHT received funding from the provincial government, and initially funded the physical conservation of historic places around the province. In the earlier days of the BC Heritage Trust (and prior to the installation of the NDP government in 1992), the provincial government provided a substantial amount of annual funding for heritage conservation. The BC Heritage Trust used to give away \$1.2 million (Kerr, 2009) every year to local governments and heritage organizations, which allowed for a healthy and strong heritage sector in the province.

A key aim of heritage in the 1970s and '80s was to create heritage inventories in communities (Kerr, 2009) – simple lists of places that heritage advocates, or heritage experts, chose primarily based on their historical or architectural merit. The BCHT was providing considerable funding to communities each year to hire heritage consultants or students to create heritage inventories. However, the inventory had no legal power and provided no formal recognition or protection for historic places, and was identified as being an insufficient tool for encouraging real heritage conservation activities on the part of local governments. It was also clear that providing funding to local governments for the physical conservation projects did not increase a sense of ownership and responsibility for local historic places. The BCHT needed to adjust its funding program in order to facilitate a change in the conservation field in BC. By the early 1990s the Trust was developing funding and programming to improve local government heritage planning.

However, under the governance of the NDP, the 1990s were a difficult time for heritage conservation in BC. The government of the day did not see the value of investing in heritage conservation at the same rate that predecessors had (Kerr, 2009), and funding to the BC Heritage Trust was drastically cut. Part of the economic and political effects of the 1990s on the heritage conservation field stimulated the creation of the *Local Government Act (LGA)* in 1994. The *Local Government Act* is a piece of legislation designed to allow local governments to realize the benefits of decentralization as a catalyst for regional development and prosperity (Ta'i, 2000). In particular, this piece of legislation provides municipalities and local governments greater autonomy over the management of their resources, and its creation moved the province toward a much less centralized model of governance. Along with affecting other areas of local government legislation, the implementation of the *LGA* had an important effect on heritage conservation.

The BCHT worked to evolve its funding program to meet the new expectations of local governments inherent in the new legislation. The implementation of the *LGA*, brought with it the realization that in order for a local government to be able to effectively use and maximize on the collective toolbox for heritage conservation in the *LGA*, it must have a certain level of capacity for heritage conservation planning. It became clear that local governments would need more guidance on how to implement these newly legislated heritage conservation tools. Funding for strategic planning was introduced into the BCHT funding program, allowing local governments to set in motion plans for developing their community heritage planning program. The BC Heritage Trust's shift from capital works and inventory

funding to funding for planning is important to note as part of this study about the Community Heritage Planning Program. In fact, the BCHT's shift away from traditional physical conservation work and toward a model that strived to increase capacity for heritage conservation at the local government and institutional level is reflective of the shift that was occurring in conservation theory and practice leading into the turn of the century.

Heritage conservation in British Columbia began to rally against the devastating effects of the 1990s and the early 2000s in 2001, when the Federal Government announced its plans to implement a federal, provincial, territorial heritage program called *The Historic Places Initiative* (HPI). Along with the creation of the Canadian Register of Historic Places (CRHP), and the Commercial Heritage Properties Incentives Fund (CHPIF, now defunct), the HPI provided yearly contribution agreements to all of the provinces and territories to assist with the protection and recognition of Canada's historic places, as well as to build a "culture of conservation" across the country.

Along with the inception of the HPI, the early 2000s brought other major changes to provincial heritage programming in British Columbia. In 2003 the BC Heritage Trust was dissolved by the BC government. All provincial heritage properties were placed under Government-owned, contractor-operated (GOCO) Historic Site Management Agreements (HSMAs), and Heritage Branch staff was reduced by approximately 80%. After the major downsizing of the Heritage Branch and the implementation of GOCOs for the historic properties, the organization could focus on how it would provide services to local governments to increase their use of the LGA, and increase their capacity for conserving their historic places.

In 2003, the Community Heritage Planning Program was established to take the place of the BC Heritage Trust as the key heritage program offered by the provincial government to build capacity for heritage conservation at the local government level. Taking key elements of programming from its BCHT predecessor, the CHPP evolved as a cohesive program designed to provide both financial and professional assistance to local governments and heritage organizations wishing to undertake heritage conservation projects.

The CHPP comprises a suite of programs that allow communities to deliver heritage conservation as a component of their land-use planning capability. It is designed to be accessible to communities just starting on a path toward integration of heritage considerations with their everyday planning, or those that have implemented heritage tools as part of planning for years. While a large component of CHPP has traditionally been funding, it also comprises the professional services of advice, training, and consultation provided by the Heritage Branch.

The administration of the CHPP is straightforward; it is fully administered at the discretion of the BC Heritage Branch. The CHPP provides services and funding for heritage conservation planning projects to heritage organizations, charities, non-profits, first nations, and local governments. The funding program is made up of

funding for five areas related to heritage conservation planning (Government of British Columbia, Ministry of Tourism, Culture and the Arts, Heritage Branch, 2008). The purpose of the five parts of the program is to encourage conservation and to help local governments develop self-sustaining conservation planning programs. The five programs (Government of British Columbia, Ministry of Tourism, Culture and the Arts, Heritage Branch, 2008) are:

Context Study - Context studies identify and explain the major factors and processes that influenced a community's evolution. This enables a community to articulate its heritage values and identify its heritage resources based on these values. Among other things, community heritage context planning also helps develop heritage policies for the Official Community Plan, prepare a heritage strategic plan, identify buildings, structures, cultural landscapes and heritage areas for a community heritage register, or prepare community commemoration or interpretation programs.

Strategic Planning – The Strategic Planning fund of the CHPP is a carry-over from the BCHT days when strategic planning was funded through that organization. It was the initial funding program targeting conservation planning rather than physical conservation work in the province. This program supports the preparation of a five- to ten- year strategy within which to plan, develop, implement and evaluate a community heritage program. The plan should be based on a proactive, participatory process and must be practical, easily understood and publicly acceptable. It presents the community consensus reached about heritage conservation priorities. A heritage strategy defines where the community is now in terms of heritage planning, where it wants to go with its program, and how it is to get there with the resources it has available. As resources permit, the Heritage Branch may provide advisory services to assist pre-planning activities and participate in strategic plan projects.

Implementation Planning - This program supports the preparation of detailed plans to achieve priorities identified in a heritage strategic plan. An implementation plan provides detailed guidance on how selected elements of the heritage strategy will be achieved. It may facilitate the establishment of a heritage conservation area, the revision of the Official Community Plan (OCP) or a zoning bylaw for heritage conservation purposes, the development of a comprehensive regulatory and incentive program, the development of a comprehensive program of tax relief, the creation a stewardship program for heritage properties owned by a local government, or the preparation of a community heritage interpretation plan.

Heritage Register Development - This program supports the development of Community Heritage Registers by local governments, consistent with the documentation standards of the BC Register of Historic Places (BCRHP). A community heritage register does not have to be completed in one stage. It may be phased in over a period of years. Successive applications may be made to the Branch, but with each new application, the applicant must demonstrate how the

community heritage register has assisted community heritage planning and management.

Conservation Planning - This program supports the preparation of conservation or feasibility plans for historic places officially recognized by a local government. Conservation Plans are guiding documents to inform the proper conservation of historic places. They assess the significance of the place, identify impacts on heritage values by proposed changes, and provide a set of policies for how conservation work will occur. Plans must reflect use of the Standards and Guidelines for the Conservation of Historic Places in Canada. Local governments may apply for conservation plan funding for historic places that are publicly owned.

Local government heritage conservation planning programs normally take years to mature. The CHPP has been useful in facilitating this evolution, as it allows communities to take a somewhat step-by-step approach to developing their programs and increasing their capacity for moving onto implementing more heritage conservation tools. The CHPP was particularly useful in the first years following the termination of the BC Heritage Trust, as staff resources were simply not available to meet the needs of communities all through the province. The funding program allowed local governments to implement projects that had guidance from BC Heritage Branch staff, and which were by and large carried out by the most available human resources in the field at the time – namely, heritage conservation consultants. Not only did CHPP increase local government interest and capacity for heritage conservation, it boosted the economy in the heritage field by providing work for heritage professionals.

Initially, due to a lack of staff resources (there was one Regional Heritage Planner providing services to the whole province in 2003), the CHPP was implemented without the Heritage Branch's ability to provide sufficient complementary capacity-building resources to local governments to assist them with ensuring that they realize the greatest benefits from the funding they received. In 2006, however, the Heritage Branch hired a second Regional Heritage Planner (RHP), doubling its first-hand service provision to BC local governments, and expanding the scope and definition of what the Community Heritage Planning Program really was. In 2007, a third RHP was added to the team, and once again first-hand service provision was increased to BC's communities. The three-fold increase in the RHP team allows all of BC's communities to have access to more first-hand advice, information, and training on issues related to heritage conservation projects and planning, programming areas that have become integral to the success of the CHPP in increasing local government capacity for conserving their historic places.

Although the CHPP was gaining momentum and increased subscription by local governments, it was not clear whether the program was in fact making a positive contribution to the development of the heritage conservation field at the local government level. In general, there has been a lack of monitoring, review and performance measurement of the program, and most major changes to the CHPP since 2003 have been reactive, occurring only when a blatant weakness shows

itself through the process of contract delivery and management. While the program is seen to be beneficial to local governments, there is a lack of concrete understanding of what the outcomes of the program are in terms of increasing capacity for heritage conservation province-wide. In general, the key element of this lack of understanding is a deficit in reliable and measurable information on what the Heritage Branch's financing to communities is achieving.

In 2006, the Heritage Branch realized that in order to continue to exist as part of the provincial government, it must provide strong evidence of the outcomes and outputs created by its service delivery and funding programs. Liu et al. state that community financing programs require governmental promotion and support (Liu, Hu, Fu, & Hsaio, 1996) in order to be successful. The reality in BC is that government will not quickly support something financially that it has little understanding of, or for which it does not easily see the cost benefit. So, the Branch developed a measurement tool called the "Building Capacity for Heritage Conservation" (BCHC) Survey to measure and track development in heritage conservation programming in local governments across the province. The goal of this tool was to provide government with the concrete evidence it needs to continue to support local government heritage conservation. The BCHC's findings would allow the Heritage Branch to improve policy management and remove impediments (Jones & Doss, 1978) to local governments' abilities to embrace heritage conservation and implement Part 27 of the *Local Government Act*.

The BCHC survey has been administered to local governments for three consecutive years, beginning in 2006. While the data collected through this measurement tool has been informative in painting a picture of the state of heritage conservation in BC, it has not been effectively used for demonstrating returns (Hajkowicz, 2009) on the CHPP program. A relationship between the services that the Heritage Branch provides to individual local governments and their responses and progress seen through BCHC has not been analyzed. While the BCHC tool was developed as a vehicle for measuring and demonstrating the outcomes and outputs of Heritage Branch business, until now it has not been utilized as a tool for evaluating program and service delivery, which is an administrative shortcoming of the Heritage Branch in general.

The rationale behind this project lies in the fact that the CHPP has never been evaluated. In fact, the only real evaluation of Heritage Branch programming occurred during the BC Heritage Trust years, and led to the creation of the initial Strategic Planning funding program that opened the door to heritage conservation planning and became the precursor to the CHPP. Six years have passed since the CHPP's inception, and the Heritage Branch has never assessed how well the program operates, or if it has positive effects on local governments' capability to manage their own heritage resources.

Similar to Hajkowicz's description of the evaluation of an agricultural program in Australia, the evaluation of the CHPP up until now has not been undertaken due to the seemingly overwhelming size of the program over the geographic area of the

province, and the magnitude and complexity of all of the various parts that make up the CHPP (Hajkowicz, 2009). The Heritage Branch has, however, a responsibility to illustrate the outcomes of the money and resources it commits to the goal of increasing heritage conservation capacity in local governments.

While the CHPP is a good program in terms of its scope and content, there are some shortcomings that create a major deficit in understanding the feasibility of the program and its effectiveness. First, there has been an inability to compare expenditures of time and money with outcomes – does CHPP actually have an impact on local governments' capacity to undertake heritage conservation? And second, there have not been the means to measure the impacts of the CHPP through standardized indicators and performance metrics until fairly recently. These shortcomings have limited the Heritage Branch's ability to identify the ex post results of CHPP at the local government level.

The Heritage Branch needs to build an understanding of what government gets for its investment of money and resources (Hajkowicz, 2009). In an age of increasing concern for government accountability in spending and programming, the Heritage Branch must be able to provide a clear indication that the Community Heritage Planning Program is worth an investment by government, and that it is accomplishing what it promises to do. Part of the problem has been the fact that performance indicators, targets, and milestones were not developed when the CHPP was implemented in CHPP. Primarily, the key indicator of the program's performance was that the budget for the program was completely spent by the end of the fiscal year. This project will attempt to illustrate how a set of heritage capacity indicators is affected by the Heritage Branch's investment in heritage conservation, and what the value of those outcomes are to local governments.

LITERATURE REVIEW

This analysis of the Community Heritage Planning Program is an impact evaluation. It is intended to assess the outcomes of the program in order to determine whether it is successful in meeting its goals or not (Pal, 2006). However, as Sterngold identifies, “when used for political advocacy, impact studies may be the single most misused form of... analysis” (Sterngold, 2005). The purpose of this study is not to advocate for the CHPP. It is intended to assess the program, and provide recommendations for the best means by which the provincial government can support heritage conservation programs in local governments. The aim of this project is to provide a case for policy development that will direct government’s allocation of resources toward support for heritage conservation activities at the local government level (Wyzomirski, 2004).

Program evaluation is critical in ensuring that government provides effective and efficient services and programs to its constituents. In the case of the CHPP, evaluation is overdue, and it is essential to generate “intelligent information” (Pal, 2006) that can be used to improve the program and the decision-making processes that affect its administration and delivery. Sterngold states that program review must not only consider the effects of a program on the present, but the future benefits (Sterngold, 2005) as well. This project attempts to provide an evaluation of the CHPP that illustrates how the impacts of the program over the last six years will affect the progress of local government heritage conservation in the future. The evaluation will serve a purpose of illustrating the relationship between how the CHPP is delivered and implemented and community capacity for heritage conservation.

Experts in a variety of fields of public administration agree that a number of factors work together to ensure that program evaluation is effective and constructive in generating an understanding of how to ensure that government services and programs are delivered to the highest level of success and competence. The purpose of this study is to assess the impact that the CHPP has on heritage conservation capacity at the local government level. This analysis must, however, consider all of the factors at play in facilitating the Heritage Branch’s success or failure in positively impacting local government heritage conservation. A variety of qualities make government programs successful, as based on evidence from other case studies in all sectors of government. While funding is an important component of government programs, funding alone does not guarantee success. There are intrinsic qualities of the CHPP that must also be assessed for their effects on the program’s success: social support, decentralization, administration, and capacity building qualities. The consideration of all of these factors related to the functioning of the program is essential in understanding options for service delivery.

The Community Heritage Planning Program is made up of both service provision by Heritage Branch staff and funding for local governments. The funding provided by the CHPP is important, as it has been the primary source of funding for heritage conservation planning in the province in recent years. However, the reality is that local governments need more than money to facilitate the achievement of sustainable development through heritage conservation. Liu et al. state that “for community financing to be feasible, there has to be adequate financial *and* social support in place” (emphasis added) (Liu, Hu, Fu, & Hsaio, 1996).

Support for heritage conservation at the local government level is largely driven by community involvement and interest in conserving historic places. It is notable that throughout BC there are many small communities with a greater investment of time, resources, and funding per capita for heritage conservation planning than in larger, more affluent communities. As Liu explains, this phenomenon is often a case of “community cohesiveness,” which can have a positive effect on capital formation for the common good (Liu, Hu, Fu, & Hsaio, 1996). This really speaks to the importance of social factors in driving programs such as heritage conservation planning in communities. When the public understands and appreciates that heritage conservation strengthens the social, economic, and environmental health of the community, the local government decision makers will be more likely to integrate conservation into their overall planning approach.

Heritage conservation’s role in building better communities in British Columbia is tangible. The World Bank emphasises physical cultural resources as sources of valuable scientific and historical information, assets for economic and social development, and an integral part of people’s cultural identity and practices (Kausar, 2009). The *Local Government Act* provides communities with the ability to take full responsibility for recognizing, protecting, and celebrating the historic places that embody their heritage values. Heritage conservation, when actively embraced and implemented by the local government, strengthens a community’s sense of pride of place, and increases the quality of life in the community. It is the added value to public good intrinsic to heritage conservation activities that provides a strong argument for its public support through programming and service delivery. The Government of British Columbia has legislated that local governments must be responsible for their historic places, and they must realize the benefits associated with engaging in historic place conservation. As Koontz states, it is “the growing interest in social capital and civic society” that increases the interest in activities that may build citizens’ ability to constructively engage in self-governance (Koontz, 2003). That is, governments must create opportunities that minimize centralization in order for communities to have a sense of ownership and responsibility for the management of their own resources and their development for the future.

As in many other areas of government programming, the BC government has taken a highly decentralized approach to heritage conservation. In 1994, the *Local Government Act* was implemented, placing responsibility for most historic places in the hands of the local governments. Likewise, the Heritage Branch puts most of the responsibility for the implementation of contracts under the Community Heritage

Planning Program in the hands of the local governments. Contracts are managed by Heritage Branch staff, but it is the responsibility of the recipient local government to see the project through by managing their hired heritage professional and designing the course of work to be undertaken. As Liu et al. indicate, in their study of community financing in China, “Government involvement should not crowd-out community participation. The ultimate control and management of community financing... will have to be at the local community level...to be effective and sustainable” (Liu, Hu, Fu, & Hsaio, 1996). In that regard, the CHPP can be seen as successful in allowing local governments to control how the money they receive is spent.

Where the program falls short in its delivery, however, is in the assessment of how capable local governments are in ensuring the money they spend through CHPP provides them with an effective and properly developed end product that they will be able to use. As Ta’i explains, a decentralized program that doesn’t consider the capacity of regional and local governments to take responsibility for their resources will reduce the scope to achieving the objectives of sustainable development (Ta’i, 2000). In the USA in the 1970s, it was identified that state and local governments were generally unable to provide effective public services, which led to the conclusion by federal bodies that “capacity building” was needed at the state and local levels of government (Jones & Doss, 1978). Capacity building is defined by Philip Burgess as:

“... any federal activity (including grants, contracts and technical assistance) a primary purpose of which is to strengthen the capability of federal, state and/or local government officials to manage their programs, to provide services to their constituents or to manage their overall jurisdictional or interjurisdictional responsibilities.” (Jones & Doss, 1978)

In the case of heritage conservation in BC, the provincial government implements the CHPP as its primary activity intended to strengthen local government capability for managing local historic places. Whether or not this activity actually *is* successful in building capacity for heritage conservation is the subject of this report.

Until fairly recently, capacity for heritage conservation planning in most local governments has been generally low. In BC, the CHPP became the intended catalyst for building heritage conservation capacity in local governments after the BC Heritage Trust was dissolved in 2003. CHPP was seen as a tool to get conservation considerations onto the radar of local government planners. By providing local governments with the ‘carrot’ of funding for heritage projects, it was assumed that the ‘stick’ would get stronger with each contract awarded. It is, however, easy for the government providing the funding to assume an “if you build it they will come” attitude towards its program and financing development; if communities need money they will come looking for it and will do what is required to be eligible for it.

Ta'i describes the Regional Urban Development Program (RUDP) in Thailand as an example of a central government initiative to build capacity for program administration and delivery at the regional and local government levels (Ta'i, 2000). It is interesting to note that the RUDP was intended to be delivered via a "process approach" whereby the learning associated with the development of the program is considered as significant as the end results. In many regards, the CHPP has been seen as a "process" oriented program as well. The approach to date is that if a community chooses to undertake a heritage conservation project through CHPP, their capacity for and understanding of heritage practices and planning will intrinsically increase. The CHPP was seen as an incentive for local governments to increase their own investment (Baker & Eckerberg, 2007) in historic places, resulting in an improvement in stewardship and conservation efforts. This project will also serve as a reminder that local government capacity for heritage conservation is not only impacted by the number of funding contracts (and associated professional support) awarded by the Heritage Branch, but also by how the CHPP is administered by the Branch as part of its overall service delivery mandate.

The success of any government program relies on the efficacy and coordination of the delivery team. The CHPP is managed and coordinated (Ta'i, 2000) primarily through the Heritage Branch's Regional Heritage Planners (RHP). Each works with local governments in his or her area to solicit interest in the program, encourage uptake of heritage projects, and provide services in the form of training and advice to facilitate the completion of the contracted work. While all three RHPs possess the same core skills and knowledge needed to deliver the CHPP, each also possesses specialized expertise to be shared among the group for the benefit of all local governments province wide. The team functions, therefore, very much as a "collection of...individual specialists" (Ta'i, 2000) delivering a program intended to provide local governments with resources beyond simply funding for heritage conservation projects and program development.

While the CHPP has been the major heritage program in the Heritage Branch in recent years, it suffers from a lack of holistic integration with all Branch (and Ministry) activities. The Heritage Branch's staff members administer programming and service delivery in a variety of areas such as sustainable community development, tourism, energy efficiency, and heritage recognition. While the CHPP has a role to play in supporting all of these various portfolios, in general Heritage Branch staff members do not have a strong enough understanding of how the program fits in with and complements the works of the department as a whole. Similar to Ta'i's description of the RUDP in Thailand, the CHPP is not "adequately integrated" (Ta'i, 2000) into the activities of the executing agency, or other counterpart programs within the Ministry of Tourism, Culture, and the Arts and other Ministries, for that matter. While the RHP team has a strong sense of ownership (Ta'i, 2000) of the program, more effort must be made to raise the profile of the CHPP as an integral component of the Ministry, which is integral to meeting its strategic priorities.

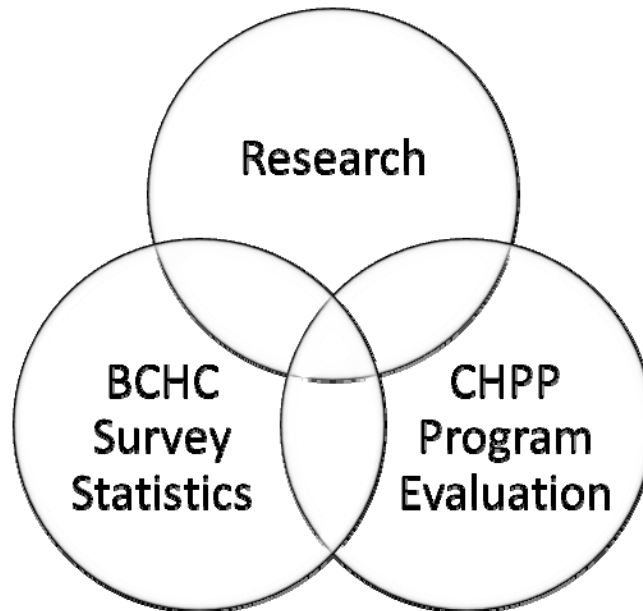
Consideration of all of the elements of successful public programming – social support, decentralization, capacity building qualities, and program administration – reinforces the need for an effective evaluation of the CHPP. The Community Heritage Planning Program has suffered from a lack of evaluation, and from the fact that the program was established without proper consideration of the planning cycle that would have seen evaluation integrated into the program delivery at certain intervals. In fact, the program has been operating for the last six years without basic evaluative tools such as target-setting, monitoring, and evaluation of expenditures. Until now, the basic criteria used as indicators for all three of these key areas of evaluation have been full CHPP budget expenditure by the end of the fiscal year, and receipt of final projects by local governments that received funding. The time for assessment of the effectiveness that the funding and services provided by the Heritage Branch have on local governments' ability to conserve their historic places is long overdue.

The Heritage Branch must identify that there is a cause-and-effect relationship (Pal, 2006) between the CHPP and local government heritage conservation. Questions must be asked such as did the local government actually implement the project for which they received funding? Did the receipt of CHPP funding and services provide a catalyst for subsequent heritage projects? And, can an increase in heritage conservation capacity be measured in communities that received CHPP funding for heritage projects? This project will attempt to provide answers for all of those questions, in order to determine the overall success of the CHPP as an example of a publicly-funded program intended to support policy development at the local government level.

CONCEPTUAL FRAMEWORK

The conceptual framework for this project takes a traditional approach to academic inquiry (Johnson & Farmer, 2007). The basis of the framework is visually presented by the following diagram:

Figure 1. Conceptual Framework



The findings of this project are the product of the analysis of three areas of well-defined content. The first element of the analysis is the data collected in the Building Capacity for Heritage Conservation survey in the years 2006-2008. Research is the second element of the three main content areas. This involves a survey of literature related to government funding program feasibility, capacity building, and program and service delivery. Together, the statistical data and research inform the quantitative element of the report. Qualitative analysis occurs in the junction between program evaluation, which is a result of a survey of CHPP recipients since 2003,¹ and the research component of the content. The effectiveness of the program, as identified by funding recipients, and an understanding of the existing literature on the topic of program feasibility work together to provide an understanding of how CHPP measures up in terms of good public sector funding. The statistical data and program evaluation also share a relationship that plays a key role in the findings and recommendations formulation of this project. By comparing the survey data to funding recipients' responses regarding program effectiveness, data-driven decision making (Johnson & Farmer, 2007) is facilitated. All three components of this analysis are integrated to

¹ These are local governments which have also responded to the BCHC survey in all three years.

complement each other, and to facilitate the inquiry that is the purpose of this project. They work together to provide a solid answer to the question “Does the Community Heritage Planning Program increase capacity for heritage conservation at the local government level?”

It is important, as part of this analysis, to have a clear understanding of what is meant by “capacity for heritage conservation”. The Building Capacity for Heritage Conservation survey identifies nine indicators of capacity for heritage conservation at the local government level. These indicators are:

Indicator 1: *Official Community Plan (OCP)*

Inclusion of a section (or sections) on heritage conservation in a local government’s highest level planning document helps ensure that heritage considerations are part of the local government’s long range planning and development review processes.

Indicator 2: *Community Heritage Commission (CHC)*

The existence of a CHC or a similar entity (e.g. Heritage Committee) indicates a commitment on the part of a Council or Regional District Board to solicit informed advice on heritage matters from an advisory committee representing a variety of community interests.

Indicator 3: *Community Heritage Strategic Plan (HSP)*

An up-to-date HSP (i.e. one completed less than five years ago) can help local governments organize and prioritize their heritage conservation efforts (e.g. identification, formal recognition, and management of historic resources). Inclusion of a statement of community heritage values in the HSP suggests that the community has considered and agreed upon the underlying heritage values that will guide their decision-making on heritage matters.

Indicator 4: *Community Heritage Register (CHR)*

The existence of a Community Heritage Register indicates that the local government is committed to the formal recognition of historic places within the community that have heritage value. Recent updates and an increasing number of CHR listings over time would suggest that the local government is actively engaged in identifying, documenting and recognizing its historic places.

Indicator 5: *Standards and Guidelines (S&Gs)*

Acceptance of the HPI document *Standards and Guidelines for the Conservation of Historic Places in Canada* indicates that the local government is committed to using best practices in heritage conservation. This document may be formally adopted by Council and/or used informally at the staff level.

Indicator 6: *Heritage Recognition*

Public recognition and celebration of a community’s historic places shows a commitment to building awareness and interest in heritage conservation. Recognition can include the addition of heritage content to the municipal website,

installation of heritage signs or plaques, publication of community heritage brochures and other public awareness activities.

Indicator 7: Heritage Protection

Properties deemed by the community (as represented by Council or Board) to have heritage value can be protected through one or more of the tools provided in the *Local Government Act (LGA)* and other provincial legislation: designation, heritage revitalization agreements, heritage conservation covenants, and/or heritage conservation area designation in the Official Community Plan. An increase in the number of protected historic places over time would suggest that the local government is actively engaged in protecting its historic resources.

Indicator 8: Heritage Conservation Incentives

The existence of incentives for heritage conservation at the local government level indicates a community’s commitment to actively preserving its historic places. Incentives may include: property tax reductions, freezes and exemptions; loans or loan guarantees; direct grants to property owners; and relaxations to zoning requirements and other development controls for the benefit of heritage property owners.

Indicator 9: Heritage Investment

The allocation of local government financial resources to the conservation, rehabilitation or restoration of property owned by the municipality reflects the local government’s commitment to care for and demonstrate good stewardship of its own historic places. Allocation of staff time to heritage activities and programs allows the local government to focus on planning and achieving its heritage conservation goals.

These indicators are the framework for analyzing both the quantitative and qualitative aspects of this report, as they provide the measurable tools to provide insight into decision making for programming based on the results of funding provided through CHPP to date.

Each of the five CHPP funding areas relate to these nine indicators. The connection between the CHPP funds and these indicators is as follows:

Table 1: Relationship Between CHPP funds and Capacity Indicators

Fund	Indicator(s)	Impact
Context Study	1	Develops heritage content for inclusion in OCP. Allows heritage conservation to become integrated with other planning processes.
Strategic Planning	3	Allows a community to create a specific strategic plan for developing its heritage

Fund	Indicator(s)	Impact
Implementation Planning	2, 7, 8	<p>program.</p> <p>May create a plan for the creation of a Community Heritage Commission.</p> <p>May provide a local government with the guidance it needs to implement a specific heritage conservation tool such as a Heritage Revitalization Agreement, or Covenant.</p> <p>May be used to develop a plan for the provision of heritage incentives.</p>
Community Heritage Register	4, 6	<p>Provides resources to create, or update, a Community Heritage Register. Allows a community to continue its formal recognition of historic places.</p>
Conservation Planning	5, 9	<p>Encourages the use of the Standards and Guidelines for conservation of publicly owned historic places. Creates a plan for sound investment in conservation of these places.</p>

METHODOLOGY

This project utilized two survey instruments to collect data related to the nine indicators of heritage capacity outlined above. The first instrument is the BCHC survey implemented by the BC Heritage Branch in the years 2006-2008, which provided three years' worth of quantitative data for analysis. The second instrument is a qualitative survey sent in 2009 to CHPP recipients who also completed the BCHC survey in all three years of that survey's implementation. Specific survey questions of both instruments are provided in Appendix B. The process and purpose of each instrument are outlined below.

Quantitative Research

The first part of this project analyzes quantitative data received from local governments through the Building Capacity for Heritage Conservation Survey administered by the BC Heritage Branch in 2006, 2007 and 2008. This survey is administered by Heritage Branch staff each year, and sent out to every local government in the province. Local government staff persons who are responsible for heritage considerations in their community are the targeted respondents to the survey. Each incorporated area receives a survey, and respondents are asked to provide data based on the heritage activities that have taken place within their electoral area over the past calendar year.

It is important to note that the reliability of the data acquired through the BCHC survey may have some limitations related to the method of responding by local governments, and composition and size of respondent group. The accuracy of the data received from the local governments relies on the familiarity of the respondent with heritage conservation activities in general and within the local government's program. In a number of communities the primary heritage contact changed from one year to another, so new employees may have provided information with limited knowledge of the previous employee's responses in the previous year. For this reason, there may be some data anomalies from year to year in some local government responses. This does not have a major effect on the results of this study, as the analysis undertaken in this project is looking at cumulative totals for each sub-group for all three years, and not specific responses for specific communities.

The population in this project is all local governments in the province. Each local government is representative of its constituents, and therefore all decisions and programs delivered by the local government are seen as being on behalf of the persons who make up the population of that jurisdiction. The number of local governments is subject to change in each survey year as local governments amalgamate, incorporate, or dissolve. Likewise, the population of the province, as

represented by the local governments being surveyed, changes each year as communities grow or shrink according to the flow of citizens. The data collected from the BCHC survey is cross-sectional. It represents data from approximately the same period of time, 2006-2008, from a cross section of BC's local governments.

The sample in the quantitative portion of this study is the local governments that responded to the Building Capacity for Heritage Conservation Survey in all three years (2006 – 2008). This sample has been chosen for its suitability in tracking progress in heritage conservation capacity over the specified time period of three years. This study analyzes the results of two groups of local governments who responded to the Building Capacity for Heritage Conservation survey in 2006, 2007, and 2008. One group of respondents received funding through the Community Heritage Planning Program between 2003 and 2008. (This group will be referred to as the “funded” group.) The other group (the “non-funded” group) received no funding from the BC Heritage Branch in that time period. The two sample groups are independent of each other.

The cities of Victoria and Vancouver have been omitted from this analysis, although they did respond to the BCHC survey in all three years, and both local governments received funding through CHPP. Because both of these communities have highly developed heritage conservation planning programs, it was felt that inclusion of their data in the study would not provide a legitimate indication of the effects of funding on heritage conservation capacity. For both of these communities funding simply allows them to maintain their high level of service provision, rather than increasing their ability to conserve and regulate historic places.

The funded group is made up of eighteen communities throughout BC. These communities are:

Table 2: Funded Group Communities and Populations

Local Government Name	2006 ² BC Stats Population Estimates	2007 BC Stats Population Estimates	2008 BC Stats Population Estimates
City of Abbotsford	129,345	131,310	133,556
City of Burnaby	210,507	214,993	218,241
City of Campbell River	30,054	30,417	30,983
Cariboo Regional District	40,512	40,703	41,616
City of Coquitlam	119,582	120,286	121,452
Township of Esquimalt	17,513	17,568	17,660
City of Kamloops	83,129	84,667	86,236
Village of Kaslo	1,073	1,168	1,170

² Population numbers for each year are taken from BC Statistics.

Local Government Name	2006 ² BC Stats Population Estimates	2007 BC Stats Population Estimates	2008 BC Stats Population Estimates
Kitimat-Stikine Regional District	16,584	16,902	17,707
District of Mission	35,741	36,287	36,684
Town of Oliver	4,374	4,434	4,564
City of Penticton	32,544	32,798	32,933
City of Pitt Meadows	16,297	16,600	17,410
City of Port Moody	28,747	29,936	31,573
City of Prince George	72,889	73,846	74,092
City of Quesnel	9,475	9,452	9,567
City of Revelstoke	7,288	7,270	7,261
City of Richmond	182,652	186,554	189,027
Totals	1,038,306	1,055,191	1,071,732

Nineteen communities comprise the non-funded group:

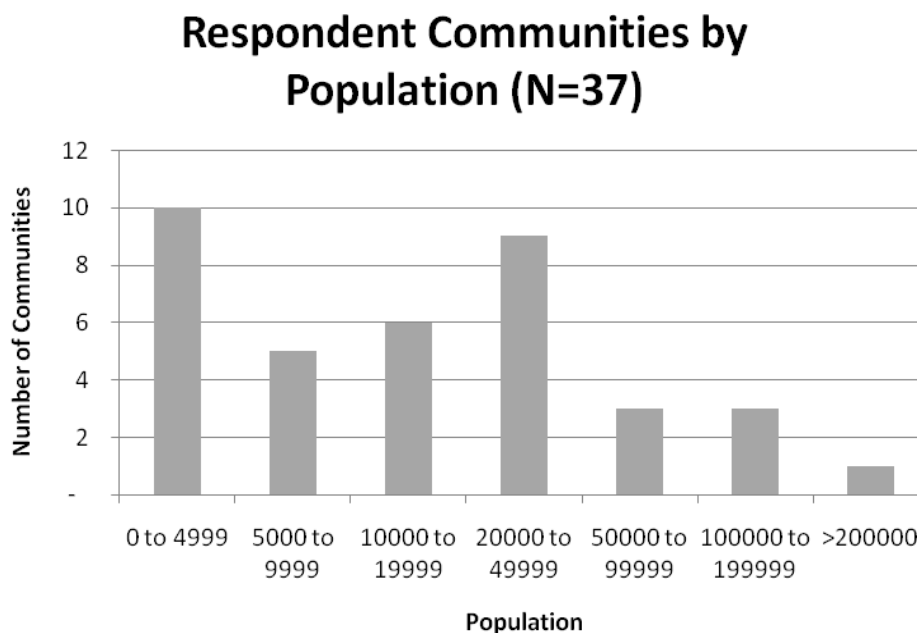
Table 3: Non-Funded Communities and Populations

Local Government Name	2006 BC Stats Population Estimates	2007 BC Stats Population Estimates	2008 BC Stats Population Estimates
City of Armstrong	4,342	4,385	4,482
Village of Burns Lake	2,154	2,166	2,149
District of Chetwynd	2,722	2,640	2,639
Cowichan Valley Regional District	34,418	35,160	35,663
City of Duncan	5,035	4,944	4,994
District of Fort St. James	1,362	1,361	1,351
Town of Gibsons	4,212	4,292	4,329
District of Hope	6,243	6,159	6,193
District of Kitimat	9,328	9,044	9,182
District of Mackenzie	4,616	4,726	4,612
City of Nanaimo	80,757	81,488	82,937
Village of New Denver	512	503	526
District of North Saanich	10,923	10,844	11,061
Okanagan-Similkameen Regional District	23,758	24,412	24,933
Peace River Regional District	21,954	21,791	22,265
Town of Sidney	11,510	11,596	11,544

Local Government Name	2006 BC Stats Population Estimates	2007 BC Stats Population Estimates	2008 BC Stats Population Estimates
City of Terrace	11,475	10,865	10,830
Thompson-Nicola Regional District	27,015	27,246	23,866
District of Tofino	1,750	1,774	1,811
Totals	267,791	270,519	270,906

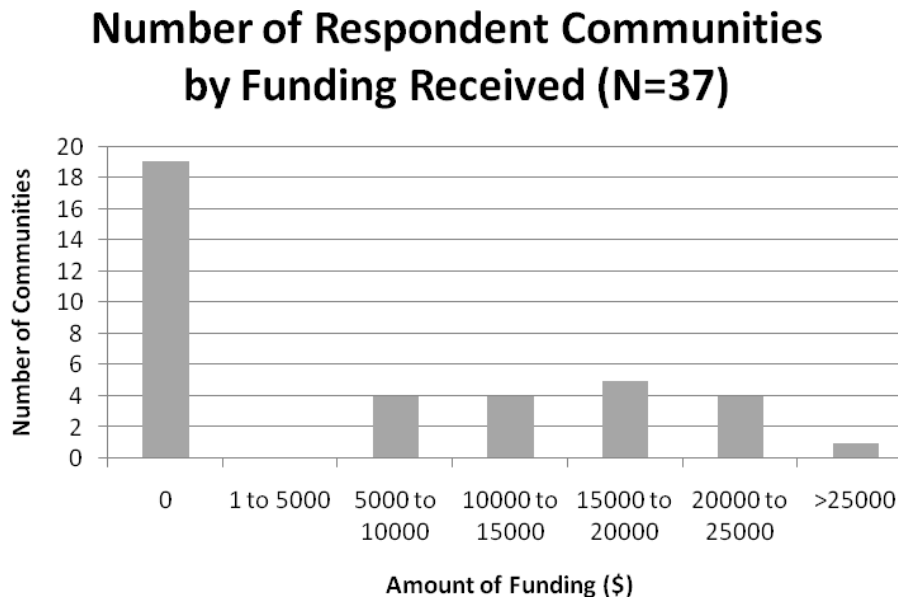
While there is a considerable difference in community population represented by these two groups, this does not negatively impact the results of this analysis. Because heritage conservation as relevant to this study is concerned with the conservation of historic places, geographic area is of more importance than number of people covered by the study. The non-funded group includes a number of regional districts, which cover large areas of the province. Because these areas are large, there is the potential for them to include as high a number of historic places as any highly populated or denser area.

Figure 2: Respondent Communities by Population



The following chart illustrates how the funding was distributed, based on populations of local governments:

Figure 3: Respondent Communities by Funding Received



In all three years surveys were sent to all municipalities in British Columbia. The response rates are as follows:

- 2006 – 59 local governments responded, out of a possible 185, or 32%
- 2007 – 106 local governments responded, out of a possible 185, or 57%
- 2008 – 124 local governments responded, out of a possible 189, or 66%

Qualitative Research

The second portion of this project involves a qualitative survey of Community Heritage Planning Program recipients since that program's inception in 2003. The purpose of this portion of the study is to measure the efficacy of the program from the point of view of funding recipients.

Since the beginning of 2003, the Heritage Branch has administered 74 contracts for funding totalling over \$736,000. Only recipients of CHPP funding who have also completed the BCHC survey in all three years are included in the qualitative survey portion of this study. Surveys were sent to respondents in nineteen local governments, requesting feedback on thirty-three projects that were funded through thirty-three individual CHPP contracts. The communities surveyed for qualitative data are:

Table 4: CHPP-funded Survey Communities

Local Government	Project
Abbotsford	Strategic Plan
Campbell River	Context Study

Local Government	Project
Campbell River	Conservation Plan – Sybil Andrews Cottage
Coquitlam	Register Project
Esquimalt	Context Study
Kamloops	Strategic Plan
Kamloops	Implementation Plan – Heritage Conservation Area
Kaslo	Conservation Plan – City Hall
Kitimat-Stikine	Implementation Plan – Register Implementation
Kitimat-Stikine	Register Project
Mission	Implementation Plan – Heritage Mapping
Mission	Strategic Plan
Mission	Register Project
Oliver	Strategic Plan
Oliver	Conservation Plan – South Okanagan Secondary School
Penticton	Conservation Plan – Leir House
Pitt Meadows	Implementation Plan
Port Moody	Strategic Plan
Port Moody	Register Project
Prince George	Strategic Plan
Quesnel	Strategic Plan
Richmond	Strategic Plan – Steveston Village
Richmond	Implementation Plan – Steveston Village
Richmond	Conservation Plan – Steveston Village

Analysis process

The quantitative and qualitative survey methods explained above work together to provide data relating to the key indicators of heritage capacity as outlined in the conceptual framework above. The level of heritage capacity in local governments is the dependent variable in this study. This is difficult to measure, however, as there is no set level or magic number that identifies a community as having a high level of heritage capacity. The BC Heritage Branch worked with consultants to develop a set of variables related to each of the nine indicators. These variables are as follows:

Table 5: Heritage Capacity Survey Variables

Indicator 1: Official Community Plan (OCP)	
Var. 1.1	Does the Official Community Plan include a section on heritage conservation?
Indicator 2: Community Heritage Commission (CHC)	
Var. 2.1	Does the local government have a Community Heritage Commission (CHC) or similar entity, mandated to advise Council on heritage matters?

Indicator 3: <i>Community Heritage Strategic Plan (HSP)</i>	
Var. 3.1	Does the local government have a Community Heritage Strategic Plan (HSP)?
Var. 3.2	When did the local government complete its most recent Community Heritage Strategic Plan?
Var. 3.3	Does the Community Heritage Strategic Plan include a statement of community heritage values?
Indicator 4: <i>Community Heritage Register (CHR)</i>	
Var. 4.1	Does the local government have a Community Heritage Register (CHR)?
Var. 4.2	When was the Community Heritage Register last updated?
Var. 4.3	How many historic places are in the Community Heritage Register as of December 31 st of the previous calendar year?
Var. 4.4	How many places in the Community Heritage Register are fully documented to the standards of the BC Register of Historic Places (BCRHP), including a statement of heritage value (e.g. Statement of Significance)?
Indicator 5: <i>Standards and Guidelines (S&Gs)</i>	
Var. 5.1	Does the local government use <i>The Standards and Guidelines for the Conservation of Historic Places in Canada</i> ?
Indicator 6: <i>Heritage Recognition</i>	
Var. 6.1	Does the local government website include heritage program /policy content?
Var. 6.2	Does the local government website include Community Heritage Register listing information?
Var. 6.3	Did the local government erect heritage signs or plaques in the past calendar year?
Var. 6.4	Did the local government publish heritage brochures in the past calendar year?
Var. 6.5	What was the estimated value of heritage recognition activities in the past calendar year?
Indicator 7: <i>Heritage Protection</i>	
Var. 7.1	How many historic places are currently protected by designation in the local government?
Var. 7.2	How many heritage revitalization agreements were made in the past calendar year?
Var. 7.3	How many heritage conservation covenants were made in the past calendar year?
Var. 7.4	How many heritage conservation areas (HCA) are currently included in the Official Community Plan?
Var. 7.5	How many heritage alteration permits (HAP) were issued in the past calendar year?
Indicator 8: <i>Heritage Conservation Incentives</i>	
Var. 8.1	What is the estimated total cost of all local government tax income deferred in the form of tax incentives to owners of residential and commercial heritage property in the past calendar year?

Var. 8.2	What is the estimated total cost of all loans or loan guarantees provided by the local government to owners of heritage property in the past calendar year?
Var. 8.3	What is the estimated total cost of all grants awarded to owners of residential and commercial heritage property in the past calendar year?
Var. 8.4	What is the estimated total cost of all other incentives offered to owners of residential and commercial heritage property in the past calendar year?
Var. 8.5	How many heritage alteration permits issued in the past calendar year include relaxations to zoning requirements and other development controls for the benefit of property owners?
Indicator 9: <i>Heritage Investment</i>	
Var. 9.1	What is the estimated capital expenditure made by the local government on the preservation, rehabilitation or restoration of historic buildings and sites owned and managed by the local government (such as a city hall) in the past calendar year?
Var. 9.2	Approximately how many local government staff person-days were devoted to heritage conservation activities and programs in the past calendar year? (1 full time employee equals 260 person days per year, at eight hours per day).
Var. 9.3	What is the estimated total value of staff time spent on heritage conservation activities in the past calendar year?

The results of the quantitative BCHC survey were analyzed beside results of the qualitative survey to reveal how funding influences local government capacity for heritage conservation. The questions of both surveys (full text included in Appendix B) correspond to the key capacity indicators thusly:

Table 6: Survey Instrument Questions Related to Capacity Indicators

Capacity Indicator	Operational Measure	
	Quantitative Survey	Qualitative Survey
Indicator 1: Official Community Plan (OCP)	Q 1.1	Q 7
Indicator 2: Community Heritage Commission (CHC)	Q 2.1	Q 5b
Indicator 3: Community Heritage Strategic Plan (HSP)	Q 3.1	Q 5c
	Q 3.2	
	Q 3.3	
Indicator 4: Community Heritage Register (CHR)	Q 4.1	Q 5a
	Q 4.2	Q 5j
	Q 4.3	Q 5i
	Q 4.4	Q 5j
Indicator 5: Standards and Guidelines (S&Gs)	Q 5.1	Q 5n
Indicator 6: Heritage Recognition	Q 6.1	Q 5g
	Q 6.2	Q 5g

Capacity Indicator	Operational Measure	
	Quantitative Survey	Qualitative Survey
	Q 6.3	Q 5f
	Q 6.4	Q 5f
	Q 6.5	
Indicator 7: Heritage Protection	Q 7.1	Q 5k
	Q 7.2	Q 5m
	Q 7.3	Q 5n
	Q 7.4	Q 5l
	Q 7.5	Q 7
Indicator 8: Heritage Conservation Incentives	Q 8.1	Q 5h
	Q 8.2	
	Q 8.3	
	Q 8.4	
	Q 8.5	
Indicator 9: Heritage Investment	Q 9.1	Q 5e
	Q 9.2	Q 1, Q 2, Q 4
	Q 9.3	Q 1, Q 2

In general, it can be assumed that the higher the results (i.e. more positive responses to survey yes/no questions, and higher reported expenditure for heritage activities) from a local government, the higher the capacity for heritage conservation. Also, since the results of groups of local governments are being measured, the goal of the quantitative data is to measure the cumulative results of funded communities compared with non-funded communities for the whole three-year period for which the survey has been administered so far. This is then analyzed alongside the results of the qualitative data which provide concrete evidence of the effects of the CHPP funding on community heritage planning programs.

The nine indicators (and their associated variables) above can be grouped to provide a clearer picture of capacity levels in the funded and non-funded communities. The following five categories speak to level of preparedness for and investment in heritage conservation planning practices and projects.

1. *Heritage Planning Foundation* – measures the positive responses to variables related to basic planning tools such as heritage content in the OCP, heritage strategic planning, and use of the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
2. *Formal Heritage Recognition* – measures the number of historic places listed on a community heritage register (and documented to the standards of the BC Register of Historic Places) or legally protected by heritage designation.
3. *Heritage Promotion & Interpretation* – measures the positive responses to questions related to recognition activities such as the creation of signs or

brochures, or the inclusion of heritage content on the local government website.

4. *Heritage Tool Implementation* – measures the total number of heritage planning tools such as Heritage Alteration Permits, Heritage Conservation Areas, and Heritage Conservation Covenants implemented during the survey period.
5. *Financial Investment* – calculates the total financial investment made by a local government for promotion, incentives, conservation projects, and staff time during the survey period.

The indicators and variables as they relate to each of these five categories are listed in the table below:

Table 7: Indicators and Variables by Category

Category	Relevant Quantitative Indicators and Variables	Relevant Qualitative Questions
Heritage Planning Foundation	Indicators 1,2,3,5	Questions 5b, 5c, 5n, 7, 9
Formal Heritage Recognition	Indicator 4, Variable 7.1	Questions 5a, 5i, 5j, 5k
Heritage Promotion & Interpretation	Variables 6.1 to 6.4	Questions 5f, 5g
Heritage Tool Implementation	Variables 7.2 to 7.5, 8.5	Questions 5 l, 5m, 5n
Financial Investment	Variables 8.1 to 8.4, Indicator 9	Questions 5e, 5h, 8,

A considerable part of the analysis for this report looks at the cumulative totals of these critical groupings of variables to provide a clear picture of heritage capacity within the funded and non-funded groups. Each grouping of variables will be assessed based on the number of affirmative answers received, or on numeric or financial totals reported, and the results of the funded and non-funded groups will be compared for significance. Individual results for specific variables under each category will also be provided where those data provide greater insight into how each group illustrates its capacity for heritage conservation planning.

FINDINGS

In general, the cumulative survey results for the five categories related to heritage capacity for the funded and non-funded groups during the 2006-2008 survey period look like this:

Table 8: Heritage Capacity Categories - Results

Category	Funded	Non-Funded
<i>Heritage Planning Foundation</i>	82 (76%) planning tools in place	45 (39%) planning tools in place
<i>Formal Heritage Recognition</i>	451 historic places	357 historic places
<i>Heritage Promotion & Interpretation</i>	41 activities undertaken	22 activities undertaken
<i>Heritage Tool Implementation</i>	140 tools implemented	63 tools implemented
<i>Financial Investment</i>	\$15,336,233 invested	\$645,582 invested

Specific results related to the results of each of these five categories are provided below. Full results of the BCHC survey are provided in Appendix A.

Heritage Planning Foundation – *measures the positive responses to variables related to basic planning tools such as heritage content in the OCP, heritage strategic planning, existence of a Community Heritage Register, and use of the Standards and Guidelines for the Conservation of Historic Places in Canada.*

In order for a local government to undertake heritage conservation planning, it must have some basic fundamental tools in place. Inclusion of a section (or sections) on heritage conservation in a local government's Official Community Plan, its highest level planning document, helps ensure that heritage considerations are part of the local government's long range planning and development review processes. The existence of a Community Heritage Commission or a similar entity (e.g. Heritage Committee) indicates a commitment on the part of a Council or Regional District Board to solicit informed advice on heritage matters from an advisory committee representing a variety of community interests. An up-to-date Heritage Strategic Plan (i.e. one completed less than five years ago) can help local governments organize and prioritize their heritage conservation efforts (e.g. identification, formal recognition, and management of historic resources). Inclusion of a statement of community heritage values in the HSP suggests that the community has considered and agreed upon the underlying heritage values that will guide their decision-making on heritage matters. Acceptance of the HPI document *Standards and Guidelines for the Conservation of*

Historic Places in Canada indicates that the local government is committed to using best practices in heritage conservation. This document may be formally adopted by Council and/or used informally at the staff level. The existence of these tools illustrates that a community has a basic ability to provide heritage conservation services to its constituents.

There are six variables in the BCHC survey that relate to basic heritage planning. These are heritage content in the OCP, existence of a CHC, existence of a Heritage Strategic Plan, inclusion of heritage values in the HSP, existence of a Community Heritage Register, and use of the *Standards and Guidelines*. The “yes” answers to these variables are counted in both groups for this analysis. For the funded group, 82 of a possible 108 answers (76%) were positive in these five variables. In the non-funded group, 45 of a possible 114 answers (39%) were affirmative for these variables. The Chi-square test for independence of this group of variables shows a highly significant tendency for the existence of basic foundational planning tools for heritage conservation to be associated with the receipt of funding, $\chi^2(1, N=222) = 30.10, p < 0.001$.

The qualitative survey administered to the funded group revealed that the majority of those communities increased their basic heritage planning foundation through the projects they completed with CHPP funding. Eleven (93%) of the 15 communities that responded to this survey reported that heritage conservation became a more integrated part of their community planning and development. Also, one local government reported directly that as a result of CHPP funding, their local government now has stronger heritage policies in their OCP. Two communities reported creating new Community Heritage Commissions as a direct result of the project that was funded through the CHPP. Six (40%) of the communities reported creating a new HSP as a result of the funding they received.

An overarching understanding of basic heritage planning foundations in the funded and non-funded groups paints a clear picture of the impact that funding makes on heritage capacity. However, it is also necessary to illustrate how the funded and non-funded groups compare in terms of positive answers to each of the individual variables in this category. The following table illustrates the number of “yes” responses to each of the six variables related to this subject. It also includes variable 3.2, which indicates the average year of the most recent Heritage Strategic Plan in both groups.

Table 9: Heritage Planning Foundation - Variables

Var.	Subject	Funded N=18	Non-Funded N=19
1.1	Heritage Content in OCP	17 (94%)	16 (84%)
2.1	Community Heritage Commission	15 (79%)	9 (47%)
3.1	Heritage Strategic Plan	12 (63%)	4 (21%)
3.2	Average year of HSP	2005	2002
3.3	Heritage values in HSP	12 (63%)	3 (16%)

4.1	Community Heritage Register	14 (78%)	7 (37%)
5.1	Use of S&Gs	12 (67%)	6 (32%)
	Totals	82	45

Heritage Content in the OCP

Quantitative data for this indicator show the number of OCPs with heritage content among the three-year respondents to the BCHC survey. Of the 18 funded communities, 17 (94%) have heritage content in their OCP. Sixteen (84%) of 19 non-funded communities have heritage content in their OCP. The Chi-square test for independence of this variable shows no significant tendency for the presence of heritage content in the OCP to be associated with funding, $\chi^2(1, N=37) = 1.00$, $p=0.32$.

Community Heritage Commission

Seventy-nine percent (15 of 18) of the funded communities in this survey report having a Community Heritage Commission. Nine of nineteen (47%) non-funded communities have a CHC. The Chi-square test for independence of this variable shows a significant tendency for the presence of a Community Heritage Commission to be associated with funding, $\chi^2(1, N=37) = 5.25$, $p=0.02$.

Heritage Strategic Plan

Twelve of 18 (67%) communities that received funding have a recently completed Heritage Strategic Plan. Four (21%) of the communities in the non-funded group have an HSP. The Chi-square test for independence of this variable shows considerable significant tendency for the presence a recent Heritage Strategic Plan to be associated with funding, $\chi^2(1, N=37) = 7.84$, $p=0.005$. The average completion date for the most recent Heritage Strategic Plan was 2005 for funded communities and 2002 for non-funded communities, indicating that funding contributed to communities' ability to have more recent planning documents to guide their heritage conservation programs. All 12 of the funded communities with an HSP report having a statement of heritage values in that planning document. Three of the non-funded communities have heritage values included in their HSP. The Chi-square test for independence of this variable shows a highly significant tendency for the presence of heritage values in the HSP to be associated with funding, $\chi^2(1, N=37) = 9.93$, $p=0.002$.

Community Heritage Register

Fourteen (78%) of the 18 funded communities have a Community Heritage Register. Seven (37%) of the 19 non-funded communities have a CHR. The Chi-square test for independence of this variable shows a highly significant tendency

for the presence of a Community Heritage Register to be associated with funding, $\chi^2(1, N=37) = 6.31, p=0.01$.

Standards and Guidelines

Of the funded communities, 67%, or 12 communities report using the *Standards and Guidelines for the Conservation of Historic Places in Canada* as their guiding document for heritage conservation activities. Six of the 19 non-funded communities use the S&Gs. The Chi-square test for independence of this variable shows a significant tendency for the use of the S&Gs to be associated with funding, $\chi^2(1, N=37) = 4.55, p=0.03$.

Formal Heritage Recognition – *measures the number of historic places listed on a community heritage register (and documented to the standards of the BC Register of Historic Places) or legally protected by heritage designation.*

The existence of a Community Heritage Register indicates that the local government is committed to the formal recognition of historic places within the community. While heritage designation is technically a tool designed to legally protect and regulate historic places, it is commonly used in BC as a tool for formal recognition of historic places. A high number of formally recognized/protected historic places in a community suggests that the local government is actively engaged in identifying, documenting and recognizing its historic places.

Two variables were combined to provide an overall measure of formal heritage recognition: number of listings on the Community Heritage Register, and number of places legally protected by heritage designation. For the funded group, there are 451 formally recognized historic places within their 18 communities (mean=29.06). There are 357 formally recognized historic places in the 19 non-funded communities (mean=18.79). A t-test was conducted to compare the results for both groups. While the funded communities have more formally recognized historic places, on average, the difference was not significant, $t(35) = 0.53, p > 0.05$. These results suggest that funding does not affect the formal recognition of historic places.

The total numbers of formally recognized (both registered and designated) historic places in the funded and non-funded groups are important for understanding how formal recognition tools are being used in each group. There are two other variables that are important to the subject of formal heritage recognition for this analysis, the timeliness of the updating of community heritage registers to the standards of the BC Register of Historic Places, and the number of registrations that meet this standard. The updating of community heritage registers to the standards of the BC Register of Historic Places is important because it illustrates that communities are keeping up with the most recent practices and processes for formal recognition of historic places. Both groups have an average date of 2006 for

their most recent update of their registers. The number of existing individual historic place records that are documented to the BCRHP standards also illustrates capacity for heritage conservation in both groups. The mean number of records updated to BCRHP standards was 15.50 for the funded group, compared with 2.11 for the non-funded communities. The t-test analysis for these two numbers shows a significant difference between the two groups; $t(35) = 2.93, p = 0.006$. Thus, although funded and non-funded communities do not differ significantly in the number of historic places that are formally recognized, the former are much more likely to have their register records up to date to acceptable BCRHP standards.

The results of individual variables related to formal heritage recognition are important for building an understanding of how the two groups responded to the BCHC survey. The table below illustrates the distinct results for these variables:

Table 10: Formal Heritage Recognition - Variables

Var.	Subject	Funded N=18	Non-Funded N=19
4.3	Number of CHR listings	304	289
7.1	Number of designations	147	68
4.4	Number of CHR listings document to BCRHP standards	279 (92%)	40 (14%)
4.2	Average date of most recent CRH update	2006	2006

Further explanation of the results of some of these individual variables illustrates how the two groups compare in terms of formal recognition of their historic places.

Community Heritage Register (CHR)

As of the end of 2008, the funded group had 304 historic places listed on their Community Heritage Registers. The non-funded groups reported 289 historic places on their CHRs. As for the overall results for formal recognition, the t-test results for this specific variable show that there is not a significant difference in the results of both groups; $t(35) = 0.17, p > 0.05$. Although the average number of listings was slightly greater for funded communities (mean=18.89) than non-funded communities (mean=15.21), the difference was not significant.

Heritage Designation

The funded communities reported 147 designated historic places during the survey period (mean=8.17). Non-funded communities reported 68 designated places (mean=3.58). While funded communities have more designated places, on average, than non-funded, the difference did not reach statistical significance, $t(35) = 1.24, p > 0.05$.

Heritage Promotion and Interpretation – *measures the positive responses to questions related to recognition activities such as the creation of signs or brochures, or the inclusion of heritage content on the local government website.*

Public promotion and interpretation of a community’s historic places shows a commitment to building awareness and interest in heritage conservation. Promotion can include the addition of heritage content to the municipal website, installation of heritage signs or plaques, publication of community heritage brochures and other public awareness activities. Heritage interpretation is the presentation of information and programming directly related to a community’s historic places and community heritage values to the public.

There are four variables from the BCHC survey that relate to this category of heritage planning capacity. These variables are heritage content on the local government website, Community Heritage Register information on local government website, implementation of heritage signs or plaques during the survey period, and publication of heritage brochures during the survey period. The “yes” answers to these variables were scored 1, “no” answers, 0, and summed, for each community, providing an overall score for Heritage Promotion that ranged from 0 to 4. The mean score for the funded group (2.28) was almost twice that for the non-funded group (1.16), a significant difference, $t(35)=2.37, p=0.02$.

While the qualitative survey did not ask a specific question related to heritage recognition, it is notable that of the 15 communities that participated in the survey, four reported the implementation of new heritage interpretation programs resulting from the completion of projects through CHPP funding.

The table below provides individual information on the four specific variables related to this category of heritage capacity. It illustrates the positive answers provided by each group to each of the four variables. The data for each individual variable help to illustrate how the two groups of communities compare in terms of heritage promotion and interpretation.

Table 11: Heritage Promotion and Interpretation - Variables

Var.	Subject	Funded N=18	Non-Funded N=19
6.1	Heritage content on website	13 (72%)	6 (32%)
6.2	CHR info on website	10 (56%)	3 (16%)
6.3	Heritage signs or plaques	9 (50%)	9 (47%)
6.4	Heritage Brochures	9 (50%)	4 (21%)
	Totals	41 (57%)	22 (29%)

Heritage Content on Website

Thirteen (72%) of the 18 funded communities have heritage content on their local government website. Six (32%) of the 19 non-funded communities reported the same. The Chi-square test for independence of this variable shows a significant tendency for the presence of heritage content on a local government website to be associated with funding, $\chi^2(1, N=37) = 6.11, p=0.01$.

Community Heritage Register Content on Website

Ten (56%) of the 18 funded communities have content related to their Community Heritage Register on their local government website. Three (16%) of the 19 non-funded communities reported the same. The Chi-square test for independence of this variable shows a significant tendency for the presence of Community Heritage Register content on a local government website to be associated with funding, $\chi^2(1, N=37) = 6.41, p=0.01$.

Heritage Signs or Plaques

Nine (50%) of the 18 funded communities reported erecting heritage signs or plaques during the survey period. Nine (47%) of the 19 non-funded communities reported the same activity for the survey period. The Chi-square test for independence of this variable shows no significant tendency for the implementation of heritage signs or plaques to be associated with funding, $\chi^2(1, N=37) = 0.02, p=0.87$.

Heritage Brochures

Nine (50%) of the 18 funded communities reported publishing heritage brochures between 2006 and 2008. Four (21%) of the 19 non-funded communities reported the same activity for the survey period. The Chi-square test for independence of this variable shows a marginally significant tendency for the implementation of heritage signs or plaques to be associated with funding, $\chi^2(1, N=37) = 3.39, p=0.07$.

Heritage Planning Tool Implementation – *measures the total number of heritage planning tools such as Heritage Alteration Permits, Heritage Conservation Areas, Heritage Alteration Permits, and Heritage Conservation Covenants implemented during the survey period.*

Properties deemed by the community (as represented by Council or Board) to have heritage value can be regulated through one or more of the tools provided in the *Local Government Act (LGA)* and other provincial legislation: Heritage Revitalization Agreements (HRA), heritage conservation covenants, Heritage Conservation Area (HCA) designation in the Official Community Plan, and the issuance of Heritage Alteration Permits (HAP) which may or may not include relaxations to zoning and development controls. The number of these tools implemented during the survey period provides an indication of the extent that the

local government is actively engaged in regulating and managing the heritage values of its historic places.

There are five variables associated with this category of heritage capacity. These variables are the number of Heritage Revitalization Agreements, covenants, Heritage Conservation Areas, Heritage Alteration Permits, and HAPs including zoning or development relaxations implemented between 2006 and 2008. The answers to these variables are counted in both groups for this analysis. For the funded group, there were 140 heritage planning tools implemented between 2006 and 2008 within their 18 communities (mean=7.78). There were 63 of these tools implemented in the 19 non-funded communities (mean=3.32). While the funded group show a greater tendency for implementing heritage planning tools, the difference did not reach statistical significance, $t(35) = 1.17, p > 0.05$.

The qualitative survey also provides insight on the real effects that funding has had on local governments' ability to implement these planning tools. According to the qualitative survey results, one Heritage Revitalization Agreement was created by a local government after having undertaken a heritage planning project funded by CHPP. While no communities reported the creation of any new heritage covenants or Heritage Conservation Areas or heritage resulting from the receipt of CHPP funding, one community that responded to the qualitative survey indicated that new guidelines for construction within a Heritage Conservation Area were developed as a result of the funding they received. One of the 15 communities responding to the qualitative survey indicated that a greater implementation heritage alteration permits, heritage bylaws, and area plan revisions was an outcome of the funding they received through CHPP.

The table below provides further specific data related to the individual variables in this category.

Table 12: Heritage Planning Tool Implementation - Variables

Var.	Subject	Funded N=18	Non-Funded N=19
7.2	Heritage Revitalization Agreements	37	33
7.3	Heritage Covenants	19	4
7.4	Heritage Conservation Areas	4	2
7.5	Heritage Alteration Permits	59	18
8.5	HAPs including zoning and development controls.	21	6
	Totals	140	63

Heritage Revitalization Agreements

The funded communities reported 37 HRAs implemented during the survey period. Non-funded communities reported 33 HRAs. The t-test results for this relationship indicate that there is not a significant difference between these numbers, and that funding does not influence a community's propensity to implement HRAs; $t(35) = 0.19, p > 0.05$.

Heritage Covenants

Between 2006 and 2008, funded communities entered into 19 heritage conservation covenants with heritage property owners (mean=1.06). Communities that received no CHPP funding implemented 4 covenants in the three year survey period (mean=0.21). The t-test results for this relationship indicate that there is borderline significant difference between these numbers, and that funding does influence how many heritage covenants a local government will implement to regulate or protect historic places. $t(35) = 1.93, p = 0.06$.

Heritage Conservation Areas

The funded communities reported 4 Heritage Conservation Areas existing within their OCP (mean=0.22). Non-funded communities reported 2 HCAs in their OCPs (mean=0.11). The t-test results for this relationship indicate that there is not a significant difference between these numbers, and that receiving funding does not guarantee that a community will be more likely to formally protect significant areas through Heritage Conservation Area legislation; $t(35) = 0.80, p > 0.05$.

Heritage Alteration Permits

Between 2006 and 2008, funded communities issued 59 heritage alteration permits to heritage property owners (mean=3.28). Communities that received no CHPP funding issued 18 such permits in the three year survey period (mean=0.95). While funded communities issued more than three times as many alteration permits as non-funded communities, the difference was not significant. $t(35) = 1.12, p > 0.05$.

Heritage Alteration Permits Including Zoning and Development Control Relaxations

Heritage Alteration Permits that included relaxations to zoning provided by all local governments in the study sample between 2006 and 2008 are included above. Funded communities provided 21 HAPs in this category (mean=1.17), and non-funded communities provided 6 (mean=0.32). While again funded communities issued more than three times as many permits with relaxations as non-funded communities, the difference did not reach significance, $t(35) = 1.44, p > 0.05$.

Financial Investment – *calculates the total financial investment made by a local government for promotion, incentives, conservation projects, and staff time during the survey period.*

Financial investment by a local government into its heritage conservation planning program illustrates that heritage considerations are on the political radar. It also shows that the local government understands that historic places make a positive contribution to the development and wellbeing of the community. Communities that commit dollars for the promotion and interpretation of historic places build awareness and support for heritage programming. The existence of incentives for heritage conservation at the local government level indicates a community's commitment to enabling property owners to conserve historic places. Incentives may include: property tax reductions, freezes and exemptions; loans or loan guarantees; direct grants to property owners; and relaxations to zoning requirements and other development controls for the benefit of heritage property owners. The allocation of local government financial resources to the conservation, rehabilitation or restoration of property owned by the municipality reflects the local government's commitment to care for and demonstrate good stewardship of its own historic places. Allocation of staff time to heritage activities and programs allows the local government to focus on planning and achieving its heritage conservation goals.

There are seven variables related to financial investment as a sign of heritage capacity at the local government level. These are value of heritage promotion and interpretation activities, tax incentives, loans, grants provided, all other monetary incentives, capital expenditures on building conservation, and the cost of staff time dedicated to heritage conservation activities during the survey period. Between 2006 and 2008, the funded group reported a total investment of \$15,336,233 in heritage conservation activities (mean = \$852,012). The non-funded group invested \$645,582 during the same period (mean=\$33,978). The t-test for the difference between these two numbers indicates that there is borderline probability value ($t(35) = 1.98, p = 0.06$) indicating that funding may influence how much local government invest in their own heritage conservation planning programs and conservation projects.

Generally speaking, communities that responded to the qualitative survey indicated that CHPP funding resulted in the creation or improvement of local government heritage incentive programs. Of the twelve communities that responded to the question related to this indicator, four created new heritage incentives programs. In addition, one of these twelve communities reported undertaking a review of the local government heritage incentive program inspired by the funding received to carry out a heritage planning project funded through CHPP.

The table below illustrates the individual variables for this category, and the total amount of financial investment associated with each one. It also includes the number of staff person-days committed to heritage conservation by both groups during the survey period. These data provide further information on how the two groups compare in terms of financial investment.

Table 13: Financial Investment - Variables

Var.	Subject	Funded N=18	Non-Funded N=19
6.5	Promotion and Interpretation	\$227,500	\$84,784
8.1	Tax Incentives	\$900,000	\$0
8.2	Loans and Loan Guarantees	\$0	\$0
8.3	Grants	\$12,000	\$38,000
8.4	Other incentives	\$4,012,500	\$10,000
9.1	Capital Conservation	\$9,141,624	\$410,000
9.2	Staff Time (person days)	4701	422
9.3	Value of Staff Time	\$1,042,609	\$102,798
	Totals	\$15,336,233	\$645,582

Promotion and Interpretation

The funded communities spent \$227,500 on heritage promotion and interpretation activities during the survey period. Non-funded communities spent \$84,874 between 2006 and 2008. A t-test was conducted to compare the results for both groups. There was a significant difference in the results for the funded and non-funded groups; $t(35) = 2.24$, $p = 0.03$. These results suggest that receiving funding has a positive effect on local governments' promotion and interpretation activities.

Tax Incentives

Funded communities provided \$900,000 in tax incentives, while non-funded communities provided \$0 of investment for this type of conservation tool. A t-test was conducted to compare the results for both groups and indicated that the difference was not statistically significant, $t(35) = 1.02$, $p > 0.05$.

Loans and Loan Guarantees

One of the variables related to this indicator is the number of loans or loan guarantees provided by a local government compared to the amount of funding received through CHPP. This variable has no effect on understanding the difference in heritage capacity between the funded and non-funded groups as no loans or loan guarantees were issued by any local governments in the study sample in any of the three years surveyed.

Grants

Funded communities provided \$12,000 of grants to heritage property owners during the survey period. The non-communities provided \$38,000 in grants to owners of formally recognized historic places in their jurisdiction. According to the t-test conducted for this variable, there difference was not significant, $t(35) = 0.78$, p

> 0.05. Non-funded communities in this analysis were just as likely to provide grants as those that received funding.

Other Incentives

All other heritage incentives provided by local governments between 2006 and 2008 are also indicated in the table above. These other incentives are mainly comprised of things like density transfers, the selling of unused density on an historic place property in exchange for the conservation of that property. Communities that received funding reported \$4,012,500 of investment for this variable. Non-funded communities reported \$10,000 of investment on these other incentives. However, the bulk of this funding was due to a single, funded community, and the difference overall between funded and non-funded communities was not significant, $t(35) = 1.03$, $p > 0.05$.

Capital Conservation

The table above also shows the amount of expenditure by local governments on publicly-owned historic places between 2006 and 2008, in comparison with funding received through CHPP. The communities that received CHPP funding invested \$9,141,624 on publicly-owned historic places during the study period. The non-funded communities invested \$410,000 on their historic places. A t-test that was conducted for this variable shows the difference between the investment amounts of the two groups is marginally significant, $t(35) = 1.76$, $p = 0.09$. The results provide some indication that funded communities are more likely to invest in their historic places than non-funded ones.

Staff Time

Funded communities had a higher number of staff person-days committed to heritage in the study time period, with 4,701 days reported for the three year survey period. Non-funded communities reported a total of 422 staff-person days for heritage conservation in that time period. The t-test results for this variable show that there is a significant difference between the results of the funded and non-funded communities; $t(35) = 2.63$, $p = 0.01$. Funded communities are much more likely to have dedicated staff time for heritage activities than non-funded ones.

Value of Staff Time

The value of the staff time reported above was \$1,042,609 in the funded communities and \$102,798 in the non-funded communities. There is a borderline significant difference in the results for this variable; $t(35) = 1.91$, $p = 0.06$. Funding may have some influence on how much a local government invests in the staff time dedicated for heritage conservation activities.

DISCUSSION

The discussion segment of this report will consider the results of the data and statistical analyses for each of the five groups related to heritage conservation capacity. It will paint a picture of the state of conservation activities in the province for each of these areas that illustrate the level of competence and capacity for effective historic place stewardship at the local government level.

While the discussion will identify how each quantitative variable works within its cohort, the discussion of each capacity category will also include the results of the qualitative survey responses. Analysis will also evaluate the results of the two surveys as a whole, to provide a more complete picture of what is taking place in terms of the relationship between CHPP funding and local government capacity for heritage conservation in BC.

The final element of discussion includes the qualitative data which do not directly relate to specific variables or indicators. These data are an important part of this analysis, as they provide insight into how local governments are integrating heritage into their planning process, how staff time is used for heritage projects, and how the support of the BC Heritage Branch in relation to funded projects is perceived by clients.

Heritage Planning Foundation

Overall, CHPP funding has a positive effect on a community's likelihood of having basic foundational heritage planning tools in place. Communities that receive funding from the provincial government are more likely to have heritage content in their OCP, a Community Heritage Commission, a Heritage Strategic Plan, a Community Heritage Register, and use the *Standards and Guidelines* than non-funded communities. This is important to know, as it reveals that providing funding can be the catalyst that communities need to go from having no capacity for heritage conservation planning to having the basic building blocks that they need to move towards better integration of historic place conservation into their overall planning approach. The results of this analysis show that it is not the specific variables that reveal the effects of funding on basic heritage capacity, but rather the overall effect that funding has on establishing a heritage planning foundation that is significant.

Heritage Content in the OCP

It is interesting to note the responses from the non-funded communities. The fact that over eighty percent of these communities have heritage content in their OCP indicates that even when communities aren't receiving financial stimulation from the provincial government, heritage considerations are on their radar to some

degree. The communities that received funding have a good positive response rate to this question as well. And although CHPP does not necessarily cause local governments to include heritage content in the OCP, the local governments that did receive funding since 2003 have a higher percentage (94%) of OCPs with heritage content than non-funded communities. In this case, the results for both funded and non-funded communities are positive, as the number of positive responses to the survey question makes up a strong majority of the total responses.

The evidence that CHPP increases the likelihood of a local government having heritage content in the OCP is further supported by the results of the qualitative survey. The fact that 84% of the communities that responded to the survey reported an increase in the integration of heritage into their planning processes shows that receiving funding from the provincial government to undertake a heritage conservation project increases the profile of heritage in the community. While the question in the qualitative survey is not directly related to content in the OCP, a greater integration of heritage into planning processes reveals an elevated connection between how a community develops and how it conserves its historic places.

Community Heritage Commission

The existence of a Community Heritage Commission is important to a local government's community heritage planning program because it is an indication that a process for assessing heritage conservation decision making is in place. Most of the communities without a CHC fall within the non-funded group, providing a clear indication that providing some type of incentive to local governments increases their likelihood of implementing a CHC. The fact that only two communities reported creating new CHCs in the qualitative survey is not an indication that funding does not positively influence CHC creation. In fact, the majority of respondents to the qualitative survey, as CHPP recipients, already had CHCs in place when funding was received.

Heritage Strategic Planning

Heritage Strategic Planning is an important resource for local governments to have as a foundational tool for heritage conservation planning. It is significant that the majority (67%) of funded communities that received funding have an HSP in place. Only 21% of non-funded communities have an HSP, illustrating that the importance of this type of document is better understood by communities that have had the benefit of working with Heritage Branch staff in the development of a CHPP project. There is a strong relationship between the receipt of CHPP funding and the existence of an HSP. Seventy-five percent of communities with an HSP received CHPP funding since 2003.

The presence of heritage values in the Heritage Strategic Plan is an important indication of an awareness of the current best practices for heritage conservation in the province. The Heritage Branch promotes a system of values-centred

management for the conservation of historic places, and communities that have included a statement of heritage values in their HSP demonstrate a capacity for moving forward with this model. It is particularly interesting to note that the majority of communities that did not receive CHPP funding, and have an HSP, have included heritage values in their planning documents.

For the purposes of this analysis, the presence of an HSP completed within the last five years is an important indicator of heritage capacity, as it shows a recent commitment to creating a plan for heritage conservation. There is a three year difference in the average completion date for the most recent HSPs in funded (2005) and non-funded (2002) communities. Statistics show that communities that receive funding have a higher incidence of recent HSPs. Fifty percent of the CHPP recipient communities that completed the qualitative survey indicated that an HSP was a direct result of the funding they received.

The indication that some communities that received CHPP funding do not have an HSP in place is a point for consideration. It raises the question of whether a strategic plan is an essential starting point for developing a local government heritage program, or if heritage projects and planning can proceed effectively without a strategy in place. The reality is that many communities have limited resources to undertake extensive planning, and wish to meet other heritage conservation goals such as creating a Community Heritage Register. In many cases, the Heritage Branch will provide CHPP funding to undertake a CHR project without the community having an HSP in place.

Community Heritage Register

Community Heritage Registers are one of the most important basic tools of any local government heritage program. Most communities that were sampled have a CHR in place, regardless of whether they received funding or not. This is related to the fact that in 1994, the *Local Government Act* gave municipalities the authority to convert existing heritage inventories to Community Heritage Registers. Because of that occurrence, any community that had even a cursory inventory before 1994 now has an official Community Heritage Register.

Standards and Guidelines

While the results revealed a statistically significant relationship between CHPP funding and the use of *the Standards and Guidelines for the Conservation of Historic Places in Canada* is high, the number of total communities using the S&Gs is an important indicator of the efficacy of Heritage Branch communication and service provision throughout the province. This indicator is important to the success of heritage conservation in the province as a whole, regardless of its relationship to CHPP funding. The Heritage Branch works to build a culture of conservation in British Columbia, and encouraging local governments to use the S&Gs is a significant part of achieving that goal. The S&Gs represent the best practice for heritage conservation in the country, and Heritage Branch should expect that local

governments are using this tool for their heritage considerations regardless of whether they are receiving CHPP funding and services or not. The fact that the majority of respondent communities are using the S&Gs is a positive indicator that the Heritage Branch is achieving success in communicating the importance of adopting the best practices tools for conservation through other means than simply its funding program.

Formal Heritage Recognition

The overall analysis of formal heritage recognition revealed that CHPP funding was not significantly associated with how many places communities formally recognize for their heritage values. Both groups are registering and designating historic places regardless of whether they received funding or not. This is due in large part to the fact that communities will often choose to recognize historic places as a simple form of heritage conservation activity. The assessment of the results of the individual variables in this category provides further insight into this phenomenon.

Number of Listings on the Community Heritage Register

The number of listings on a Community Heritage Register does not really provide us with a clear indication of heritage conservation capacity. This is again related to the inventory conversion that occurred in the 1990s. Prior to the inception of the Historic Places Initiative, and the system of values-centred management in heritage conservation practice in BC, communities could simply list places on an inventory without a concrete explanation of why they were deemed to have heritage values. If a heritage “expert” in the community wanted to list all of the places that he or she thought were important they could do so. The inventory did not illustrate a rationale for assessment of heritage values, and often did not reflect the community’s heritage values as a whole. The conversion of these inventories to registers occurred automatically, and did not require local governments to undertake an assessment of whether inventoried places were worthy of legal recognition or heritage management. So, current Community Heritage Registers that existed as inventories prior to 1994 do not necessarily provide an accurate representation of an understanding of best practices for the values-centred management of historic places. If heritage registers are not used to encourage the conservation of historic places, they often have no more status than their inventory predecessors.

The qualitative survey provides useful information regarding the effectiveness of CHPP funding in generating new CHRs in BC. Since that survey considers heritage conservation activity after 2004, it reflects advancements in register development that occurred outside of the context of the 1994 inventory conversion, and which are more likely to have occurred within the context of values centred management for heritage resources. Seven out of twelve respondent communities reported the creation of a new CHR as a result of CHPP funding. This shows that progress is

being made in communities that did not have an inventory prior to 1994, and may not have had any capacity for heritage planning prior to receipt of CHPP funding.

An important variable for this category is how recently the CHR (whether an old or new one) has been updated, and how many register records are documented to the standards of the BC Register of Historic Places. The *Local Government Act* legislated that any additions to the newly converted (or newly created) Community Heritage Registers must include a statement of heritage value. Most inventories that were converted were not updated to include values statements for existing listings. However, the CHPP (and funding through the Historic Place Initiative) provided many local governments with the opportunity to update their existing CHR records, and to achieve a greater level of engagement of that heritage tool in their community heritage planning programs. Communities with a high number and percentage of, existing CHR records documented to the standards of the BCRHP illustrate a commitment to keeping their heritage practices current. Records that are up-to-date in terms of including the appropriate values-centred documentation are records that will guide a local government in making effective and responsible decisions for the conservation of their historic places.

Heritage Designation

Communities often prefer to register (formally recognize) places before they designate (legally protect) them simply because they are reluctant to have to manage the designation as part of their normal planning processes. This can either be because of a lack of understanding of how to administer the heritage protection tool as part of the regular planning cycle, or because there is a reluctance to regulate property owners in the changes that they can make to their properties. What is seen throughout the province, however, is that many communities implemented heritage designations as a means of formally recognizing places for their heritage values without ever planning on regulating those places. This is the reason why we don't see a significant difference between the results for the funded and non-funded groups for the variable. The number of designated historic places in communities provides a good indication of how well both funded and non-funded communities are honouring the places that represent the heritage values of the community. Both groups are using this tool to recognize their historic places regardless of receipt of funding from the provincial government.

Heritage Promotion and Interpretation

Overall, the indication for heritage recognition activities in the sample local governments illustrates that funding positively affects how communities promote their historic places. This is related to the fact that undertaking a CHPP project begins to build awareness and appreciation of heritage conservation at the community level. It connects back to building the social support that is so important for winning government's support for programs such as heritage. Heritage Branch's CHPP funding does not provide specific financial support for heritage recognition, but it is interesting to note that five of fifteen local governments that received CHPP

funding reported (in the qualitative survey) including heritage content on their website for the first time as a result of the project they completed. Six of those fifteen communities reported improving their heritage interpretation programs as a result of completing their CHPP project. This illustrates that for many local governments, promotion of their heritage projects is an important part of increasing their capacity within the community. Recognition activities may be the stepping stone that brings a community to the point of implementing heritage conservation tools through the *Local Government Act*, and integrating heritage conservation into their community planning for sustainable and vibrant communities.

Heritage Planning Tool Implementation

The use of heritage planning tools illustrate that a local government has moved beyond simply recognizing its historic places, and is actively regulating how change happens in those places. It shows that heritage conservation planning is truly integrated with other planning processes in the community. It is interesting to note that funding has only a moderate influence on the likelihood of these communities to use these tools. In fact, it shows that in general, communities that are receiving funding through CHPP have the skills and abilities to implement sophisticated tools for legally protecting and managing their historic resources. Communities that create – and effectively manage – tools such as designations, and even more so Heritage Revitalization Agreements, Covenants, and Heritage Alteration Permits, are functioning at a high level of capacity for conservation of historic places. This indicates that these communities are integrating heritage conservation into their planning, and that heritage conservation is seen as being complementary to the achievement of sustainable development.

The fact that there is not a significant difference in the results of the heritage tool implementation category for both groups is interesting to note, as it may be a reflection that funded communities are not aware of their abilities to use these tools once their CHPP projects are complete.

Financial Investment

Communities that care about heritage conservation will invest in it. The survey results show that communities that received funding from the Heritage Branch since 2003 are more likely to spend resources on conserving their publicly-owned historic places, and on dedicating staff time to heritage planning. The expenditure of local government revenues on publicly-owned historic places is important, as the Heritage Branch often encourages communities to lead by example in order to encourage private property owners to conserve their own places. Four physical conservation projects were implemented as a result of CHPP funding. The Heritage Branch does not provide funding to undertake physical conservation work, but the Conservation Planning program in the CHPP allows a local government to create a values-based plan for undertaking effective conservation work of their historic places. These survey results illustrate that CHPP funding provides local

governments with the tools they need to undertake projects that they may not have been able to conduct prior to receiving funding.

While the overall results for this category show a borderline significant difference between the results of the funded and non-funded groups, the individual results of the relevant variables provide a stronger indication of where the disparities lie in terms of investment in heritage activities.

Promotion and Interpretation

The results of this variable illustrate that promotion of heritage conservation is an active tool in use in British Columbia. They provide an excellent opportunity for the Heritage Branch to explore how local governments are achieving their heritage recognition goals without financial support from the provincial government. The levels of expenditure in both the funded and non-funded communities are considerable, and research that reveals how local governments are funding these projects would be valuable. It could assist in building relationships for collaboration between the Heritage Branch and third parties who also strive to build a culture of conservation in British Columbia.

Tax Incentives

Heritage conservation incentives are tools typically found in the most sophisticated heritage conservation programs in the province. The use of incentives cannot take place without the implementation of other heritage conservation tools such as a Community Heritage Register, or legal protection. Incentives are used once a community has achieved a high level of understanding of how heritage conservation contributes significantly to community revitalization, economic stimulation, and sustainable development. We would not expect a community with a fledgling heritage program to be implementing incentives, and nor would many communities be able to attain this level of heritage achievement without having had assistance in developing their program over a number of years. This is why the highly significant relationship between CHPP and the use of incentives is important to this study. If the use of incentives is the pinnacle of a high-capacity and mature heritage program, the Heritage Branch's services and developmental assistance for helping communities achieve that through CHPP is invaluable. Although a community may only begin to develop their program through a primary project such as a Context Study, this may lead to subsequent projects that continue to raise the profile and importance of heritage conservation in the community that allows it to have the social and financial support it needs to become a truly integrated part of community development. Evidence of this impact of CHPP funding on the development of incentive programs is shown in the results of the qualitative survey. Thirty percent of the respondent communities implemented incentives for the first time after completing their CHPP project, and one community audited their incentives program to make it more effective. It is highly likely that these communities would not have had the wherewithal to undertake these actions had they not received CHPP funding as a catalyst.

Value of Staff Time

Generally, in BC, we see only local governments with highly developed programs having staff persons dedicated to heritage conservation planning. Mostly, communities have a planner undertake heritage considerations as a small proportion of their everyday work. We can see from the results of this study that funded communities have a significantly higher number of staff person-days committed to heritage activities than non-funded ones. Again, this is likely related to the fact that once a community undertakes a project funded by the Provincial Government the political and community profile for heritage conservation in the community increases. The higher the profile of heritage in the community, the more resources such as staff time a community will put into it.

Other Points for Consideration

The second segment of the discussion in this report will analyze the elements of the qualitative survey that fall outside of the nine key indicators for heritage capacity. The qualitative survey provides important insight into some of the existing conditions of the local government planning environment and processes related to heritage conservation that must be recognized to clearly understand the effect of CHPP funding on heritage capacity. This portion of the discussion also assesses some of the results of the qualitative survey in light of Heritage Branch programming, and shortfalls related thereto.

In general, the responses to the CHPP survey questions were positive. The majority of local governments that responded to the survey feel that the program is beneficial to their heritage conservation. It is clear, from the results of this survey, that local government resources for heritage conservation are minimal, and that assistance from the provincial government is critical to ensuring that heritage conservation planning continues in BC's communities. The fact that CHPP projects resulted in the completion and implementation of subsequent heritage conservation tools and projects is noteworthy. It provides a strong indication that investment by the provincial government into local government heritage programs provides the momentum needed to continue to move forward with developing a stronger heritage conservation program.

While perception and outputs of the CHPP are positive, the question still remains whether the program does, in fact, increase local government capacity for heritage conservation planning and projects. The fact that the most local governments do not complete the projects funded through CHPP with their own staff resources suggests that the knowledge and expertise are not present to undertake these projects. It may also indicate that there are insufficient staff resources available – in terms of staff members and time – to do the projects. There is a heavy reliance on heritage consultants to do the CHPP projects, and a lack of participation and engagement in the project on the part of local government staff can be a major contributor to limiting growth of capacity for heritage conservation. A major reason

for this reliance on heritage consultants rests in the lack of structure of the CHPP itself. Prerequisites and responsibilities of local government staff were not concrete due to a lack of program guidelines. Each local government was assessed independently by the Regional Heritage Planner responsible for the CHPP contract, and requirements for participation in the project included in the contract as the RHP saw fit. Clearly this approach is not effective in allowing local government staff to build capacity for actually implementing CHPP projects once a consultant has finished his or her work.

The results of the qualitative survey also provide an indication that capacity building within local governments does not happen through the provision of funding alone. The Heritage Branch effectively provided funding to a number of communities through CHPP, but the requisite training, advice, and information that should accompany this type of funding were not sufficient to ensure that local governments could implement a variety of tools for heritage conservation planning. While local governments unanimously reported being satisfied with the services received from Heritage Branch staff through the course of their contract, the reality is that the types of services provided were not designed to allow local government staff to have greater input into the project being done. The evidence shows that there is a high dependence on heritage consultants to undertake local government planning projects; more guidance from Heritage Branch staff could enable local government staff persons to have more ownership of heritage conservation projects.

Sixty percent of local governments reported full implementation of their CHPP projects. Most of the local governments that did not report fully implementing their project(s) did so because the project implementation was still underway and not yet complete. CHPP projects are generally fully completed by the local government; they must be completed in order for funding to be paid out by the Heritage Branch. However, many projects never serve their intended purpose – to act as a catalyst for developing a local government's heritage conservation program. Again, this is largely related to local government staff's time and ability to integrate heritage planning tools into their current work loads. The Heritage Branch must build a better understanding of what is needed for local governments to be able to fully implement the heritage conservation tools of the *Local Government Act*, and develop an effective and efficient support program that allows local governments to achieve a higher level of self-sufficiency.

While some of the data received through the qualitative survey do not directly relate to the nine capacity indicators for heritage conservation, they do provide important insight into how local governments have implemented CHPP projects until now. Understanding these qualities of both local governments' and the Heritage Branch's policy environments related to CHPP effectively informs programming options and recommendations for how the Provincial Government can continue to support community heritage conservation planning and projects.

OPTIONS/RECOMMENDATIONS

While funding for the Community Heritage Planning Program has been withheld in the 2009-2010 fiscal year due to budget restrictions tied to the global economic downturn, it is important that recommendations do not assume that there is no place for government-supported heritage conservation programming in British Columbia. Funding for CHPP will also not be available in the 2010-2011 fiscal year, so the recommendations below are designed to allow the Heritage Branch to continue to provide some of the services afforded by CHPP to local governments through Heritage Branch resources other than funding. The options below are intended to provide the Heritage Branch with alternative approaches for programming and service delivery that will allow the organization to continue to build capacity for heritage conservation at the local government level. All of the recommendations provided follow a policy of providing non-monetary support for heritage conservation while funding is on hold, while also increasing Heritage Branch capacity for developing stronger programming and services to be ready when funding is reinstated in the future. Three options are provided and recommendations for the best approach to achieving the Heritage Branch mandate are also provided.

Option 1 – Restructure CHPP while funding is on hold, with the assumption that funding will be reinstated in coming years.

This option will build on the idea that the provincial government must provide financial support to local governments in order for them to be successful in continuing their heritage conservation programs. It involves improving the five existing programs of the CHPP to ensure that they really do improve local government capacity for heritage conservation.

Cost/Opportunity Cost

This option will require a considerable investment of staff time. Program restructuring will also likely require the input of an external consultant to undertake the actual development of the program. Extraneous funding for projects outside of core Heritage Branch business is currently not available, and may not be made available in coming years. Furthermore, Heritage Branch staff is currently facing limitations related to retirements and shifts in positions. The coming year or two will bring about further retirements of some 'first generation' Heritage Branch staff members, and positions may not be filled once they are vacated (related to the Provincial Government's mandate to reduce labour costs and to reduce the workforce through elimination of unnecessary vacant positions.) This further taxation of remaining Heritage Branch staff time will make restructuring the CHPP, a program that may not be feasible for implementation due to lack of available funding, a challenge.

Opportunities

One benefit of this option is that stakeholders in communities will feel comfortable with the continuation of a program that they are already familiar with. Keeping the Community Heritage Planning Program operating (with some changes to improve efficiency and effectiveness) will send a message of continuity in changing times. Also, an additional benefit of this option is that some of the programs in CHPP, such as Community Heritage Register development, are well established and do not need restructuring. Other programs, such as Conservation Planning and Context Studies, are currently being revamped to make them more efficient and standardized. Because some of this program revision work is currently underway, the amount of staff time needed to undertake an official restructuring of the whole program may be minimized. However, some of the program revisions that are currently taking place are intended to provide clear methodologies for heritage conservation practices throughout the field in BC, and are not being developed solely for implementation through CHPP.

Challenges

It may be difficult to implement this option since it rests on the intention that funding for CHPP will be restored. The Province of British Columbia is currently not receiving any requests for the reinstating of funding. It is not clear when this policy will change so that funding for programs that are currently on hold may be reinstated. This is an important consideration for the Heritage Branch: should staff time and resources be spent on restructuring a program that may not be permitted to be restored in coming years?

Considerations

The Heritage Branch should consider its key purpose of delivering funding through the CHPP before it works to have funding reinstated to the program. The primary intention of the program is to build capacity for heritage conservation in British Columbia. Careful consideration should be given to building an understanding of whether funding provided for CHPP could reduce government spending in other program areas that may be just as (or more) beneficial to heritage conservation in the province. Heritage Branch must understand the net impact of government's allocation of funding for CHPP. Consideration should be given to learning about the multiplicity of programs that may be responsible for or contribute to heritage conservation in communities. There must be fragmentation that occurs in program delivery – other organizations that provide the funding to achieve the results that Heritage Branch wants to support in local governments, but which it doesn't know enough about. As Sterngold states, many projects, or programs, assume that they will attract "large numbers of users" without proper consideration of the impacts of market forces and competition on the program (Sterngold, 2005). In the case of CHPP, those forces relate to funding programs in other branches and levels of government, and in programs external to government altogether.

Requirements

In order for this option to be successful, a few key elements should be integrated into the restructuring of the CHPP. If the Provincial Government is to continue to provide CHPP funding to communities, it should rethink requirements for receipt of funding. Local governments should be required to have more accountability during the project execution and completion; the program should have requirements for local government staff to take a more active role in the project being funded. Also, training for local government staff should be a prerequisite for the receipt of CHPP funding. Heritage Branch staff should spend time with the local government project coordinator before the funding is awarded so that the local government staff can be fully cognizant of the best practice methodologies for each type of project. In general, the restructuring of CHPP as an option should build in a higher degree of accountability on the part of the local government project coordinators, and their staff members who are directly impacted by the heritage project being undertaken.

Option 2 - Create a new Heritage Branch program to build capacity for heritage conservation at the local government level.

This option should be developed with the understanding that the provincial government has a considerable role to play in the development of local government heritage conservation capacity building without necessarily providing financial resources. Capacity can be built using Heritage Branch professional resources such as advice, training, and education to increase capacity for heritage conservation at the local government level.

Cost/Opportunity Cost

The creation of a completely new provincial heritage conservation program will take a high level of staff time. Human resources will be needed to undertake a complete analysis of where new programming is needed and how programs can be implemented if they are not based on a funding model. If staff time is being dedicated to developing a new program, there will be deficits in the amount of services that can be provided to communities in the mean time. Heritage Branch staff members who are front of the line workers (i.e. people who provide first-hand outreach and services to communities) are also the people who would be working to develop the new program. If staff time is concentrated on in-house program development community outreach may suffer. An external consultant may also be needed to develop this new program, a reality that provides its own challenges as surplus funding for anything beyond key operations of the organization is marginal.

Opportunities

A new non-monetary provincial heritage conservation program could be highly feasible if funds could be “mobilized” from multiple sources. This option should consider that the Heritage Branch could have a program for heritage conservation

that does not include providing funding to local governments. If the Heritage Branch finds financial resources in other areas of government that could achieve the same ends as the CHPP did, Branch staff can function in a much more professional capacity. The key program resource coming out of the Heritage Branch could be professional advice and training designed to facilitate the implementation of projects funded through other sources.

Challenges

Local government stakeholders may not be satisfied with a program that does not provide financial resources for heritage programs. There is already a highly negative perception of government's investment (or lack thereof) into heritage conservation projects and initiatives in BC. Developing a program that does not include money may be perceived as a less than satisfactory option, since most local governments do not have the financial resources to support these projects on their own.

Considerations

Government must operate with the understanding that funding programs that were once in place may not be reinstated. The paradigm of the coming years will be a need to provide exemplary services and programs while exhibiting fiscal restraint and prudence.

Requirements

A new program designed to support local government heritage conservation in BC must be developed to work with other community development programs throughout government. The recently drafted Provincial Heritage Strategy (Government of British Columbia, 2009) recommends planning through collaboration with both the private and non-profit sectors, but also in particular with other agencies within the provincial government. Government has reached the conclusion that heritage conservation can no longer exist on the periphery of community planning and development activities. Nor can it exist external to the general business that government conducts to increase public value in British Columbia's communities.

Option 3 – Develop a government-wide policy for the integration of heritage conservation considerations into all aspects of government business that relate to community development and tourism.

This option is directly related to the development of the recent provincial strategy for heritage conservation, which envisions a collaborative approach to planning for heritage conservation throughout all of government's work related to historic places.

Cost/Opportunity Cost

Policy development for a new approach to heritage conservation will take a considerable amount of staff time. This option will require more of an investment of senior staff time, as they are primarily responsible for the development of new policy within the Heritage Branch. The key to effective implementation of this option rests with the Heritage Branch's ability to ensure that senior staff time is focused on the development of this new policy, and that other projects are being effectively managed by other staff members.

Opportunities

This option presents an optimal opportunity for heritage conservation programming for all levels of government. Because the key focus is the creation of policy to influence a paradigm shift in how government conducts business related to the conservation of historic places, the results could have very positive benefits for local governments. Rather than focusing responsibility for heritage conservation within the Heritage Branch, local governments may be able to undertake projects supported by other branches of government and realize heritage conservation goals at the same time. By integrating heritage conservation considerations into programs delivered by Ministries such as Community and Rural Development, or departments such as the Alternative Energy Branch, Heritage Branch can help to build the understanding that heritage conservation can no longer exist on the periphery of community planning and development activities.

A coordinated effort among the different ministries and branches of the Provincial Government may result in meaningful improvements to community development initiatives in general and heritage conservation's role therein (Koontz, 2003). It may also work to foster improved relationships between organizations that formerly failed to see connections between the work that they do. Social networks may be developed to help resolve future issues.

Challenges

Local government stakeholders may feel disenfranchised if they perceive that the Heritage Branch is no longer the primary source of program delivery for heritage conservation projects. In particular, it may be difficult for some stakeholders to build an understanding that other seemingly disparate areas of government would be responsible for providing them support for heritage conservation activities.

If heritage conservation becomes a fully integrated aspect of government's work in all areas directly related to the management and development of historic places, there may be a related perception that continuing to operate a specific organization dedicated solely to heritage is no longer necessary. While the Heritage Branch has a vested interest in building capacity for heritage conservation throughout all relevant areas of government, it must continue to uphold its position as the resident experts on heritage matters. If this option is developed, Heritage Branch must

ensure that it continues in the capacity of primary source of council, advice, information, and program development for heritage conservation activities undertaken by the Provincial Government as a whole.

Considerations

The CHPP is an example of government programming intended to improve a local government's ability to manage its own resources. While the Heritage Branch does as much as it can to provide complementary services to facilitate the success of the program in terms of building local government heritage conservation capacity, it may need to consider taking a more collaborative approach to service delivery and programming. As Koontz states, "collaboration may spur stakeholders' faith in government and efficacy in problem solving related to their community" (Koontz, 2003). By developing a relationship (Rosenfeld, Reese, Georgeau, & Wamsley, 1995) and working as a team, the provincial and local governments may be able to achieve more in the way of increased heritage capacity than if they continue to implement a paternalistic model that sees central government merely providing funding in order to meet quotas or to uphold the appearance of providing for the needs of local governments without sufficient responsibilities associated with that funding.

Requirements

Partnerships must be developed to integrated heritage conservation considerations into programs in other areas of government's business as a more efficient means of providing cohesive and holistic programs to communities. Building a better understanding of the programs that exist in other areas of government is a good strategy for allowing the Heritage Branch to meet its mandate, and also to build capacity for heritage conservation throughout government. Heritage Branch must work to refresh and revise its profile in government if this option is followed; it must become more policy-oriented in order to be perceived as the primary source of information and knowledge related to all levels of historic place conservation legislation and practices.

Recommendation – The recommendation for the BC Heritage Branch takes an incremental approach to program development and delivery in the years to come. Initially, the BC Heritage Branch should focus its energy and resources on developing option #2 as a starting point for dealing with the withholding of funding for the CHPP. It is clear that the Community Heritage Planning Program is in need of updating, and that it is a program that has seen its heyday. The development of a new program that has a greater impact on local government heritage conservation capacity through service delivery and programming that is less reliant on financial incentives is important to the future success and continuity of the Heritage Branch. Failure to take action towards remediating the provincial heritage conservation programming and service delivery will have dire consequences for the heritage field in British Columbia, and will like result in the further loss of

historic places in the name of “progress”. The heritage sector in BC already perceives that the Provincial Government has turned its back on its responsibilities to be stewards of heritage resources (Heritage British Columbia, 2009), and the recent cancellation of CHPP funding has fuelled the fire of discontent within the industry.

The second recommended action for the Heritage Branch to take in order to continue to build capacity for heritage conservation in local governments is to begin to develop policy related to option #3. One of the key priorities in the provincial heritage conservation strategy is to build a “culture of conservation” throughout BC. Local governments and heritage conservation will be better served overall if more areas of government have a concentered understanding that historic places are not external to positive community development. If the Province of British Columbia chooses to continue to maintain the status quo, which sees ministries and branches of government responsible for the management and conservation of historic places having no capacity to undertake these actions effectively, more of our heritage will be irreversibly damaged or lost forever. Furthermore, if local governments can feel confident that their heritage requirements will be taken into consideration through programs delivered by any government body, community heritage conservation will benefit significantly.

CONCLUSION

The Community Heritage Planning Program has been an integral part of the Province of British Columbia's heritage program for the last six years. Having evolved out of a legacy of programming originating with the BC Heritage Trust, the CHPP is perhaps the strongest evidence that government has continued to invest in heritage conservation in spite of the major reductions in staff, resources, and responsibilities that were implemented in the last two decades. The program has suffered, however, from a lack of evaluation since its inception in 2003. The BC Heritage Branch has never undertaken an assessment of the program to determine the effects – whether positive or negative – on its recipients. The purpose of this project is to determine whether the CHPP increases local government capacity for heritage conservation so that full implementation of the heritage conservation tools of the *Local Government Act* can be realized.

While the CHPP may appear to be a tangible commitment to maintaining local government heritage conservation programs in BC, the Heritage Branch has a responsibility to ensure that the programming and funding it provides function in a way that meets one of the Heritage Branch's key mandates: to build capacity for heritage conservation at the local government level. The results of this study clearly show that the receipt of CHPP funding by local governments provides a catalyst for moving forward with heritage conservation planning. However, because of the high level of dependence on heritage consultants to undertake CHPP projects, it is not clear whether local government staff have the resources needed to continue to implement newly developed plans or tools for conservation once a consultant has completed his or her work. The CHPP does improve a local government's heritage conservation services portfolio, but it may not be as effective in ensuring that those services can be effectively delivered and implemented.

The results of this project provide a strong starting point for next steps in developing the Province of British Columbia's heritage conservation program. It illustrates that provincial government support is essential to maintaining the momentum for self-sufficient heritage conservation planning that began with the implementation of the heritage provisions in the *Local Government Act* in 1994. More local governments throughout BC are undertaking heritage conservation as an integrated part of their community development than ever before. The connection between the conservation of historic places and smart growth for socially, economically, and environmentally healthy communities is reaching a tipping point that can only be realized through further assistance from the Province of BC and the BC Heritage Branch. The majority of local governments have not yet reached a point where heritage conservation has the political support it needs to be properly funded through community funds. The support from the province is essential to reaching the goal of communities that are self-sufficient in their service provision of heritage conservation planning tools.

The key recommendation for reaching this goal is for the province to develop a conservation program that allows local governments to fully integrate heritage conservation into their regular planning activities. This program must have clear prerequisites and expectations; the local government staff representative's roles must be clearly defined. If funding is provided in the future, the Heritage Branch must provide sufficient complimentary services such as training, advice, and information to allow local government to have a clear understanding of project and planning implementation once the project is complete. Furthermore, the Province of BC should lead by example, developing best heritage conservation services across all areas of its business that pertain to the management of historic places. If local governments can access other services related to community development and see that heritage considerations are integrated therein they will be more likely to work on developing their own programs accordingly.

Provincial Government support for heritage conservation is still essential to achieving effective local government heritage planning programs. The Province of BC cannot afford to lose the positive perception that its primary funding program received over the last six years by continuing to diminish or eliminate services and support for local government heritage activities. While many local governments are making effective steps towards achieving a higher level of capacity and self-sufficiency for heritage conservation, there are many communities that are desirous of conserving their historic places and will not be able to do so without provincial government support as a catalyst to put heritage on their local political radar. The Province of BC, and the BC Heritage Branch, should continue to provide programming that builds local government heritage service provision as CHPP did, and strive to develop services that increase local government capacity for the achieving self-sufficiency intended in Part 27 of the *Local Government Act*.

SOURCES

Albright, S., Winston, W., & Zappe, C. (2006). *Data Analysis & Decision Making with Microsoft Excel*. Mason, Ohio: Thomson South Western.

Allison, M., Rivers, P. A., & Fottler, M. D. (2004). Can Community Health Centre Funding Enhance Health Services for Native American Tribes and Organizations? *Journal of Health Care for the Poor and Underserved*, 193-205.

Baker, S., & Eckerberg, K. (2007). Governance for Sustainable Development in Sweden: The Experience of the Local Investment Programme. *Local Environment*, 325-342.

Cooper, C. (2006, 06 29). Community Development Block Grant Program Overhaul. *FDCH Congressional Testimony*.

Government of British Columbia. (2009). *British Columbia Provincial Heritage Conservation Strategy*. Victoria, BC.

Government of British Columbia, Ministry of Finance. (n.d.). *Budget and Fiscal Plan 2008/09 -2011/12*. Retrieved August 7, 2009, from http://www.budget.gov.bc.ca/2009/bfp/2009_Budget_Fiscal_Plan.pdf

Government of British Columbia, Ministry of Tourism, Culture and the Arts. (n.d.). *2008/09 Annual Service Plan Report*. Retrieved August 7, 2009, from http://www.bcbudget.gov.bc.ca/Annual_Reports/2008_2009/tca/tca/pdf

Government of British Columbia, Ministry of Tourism, Culture and the Arts. (2009). *2009/10 - 2011/12 Service Plan*. Victoria, BC.

Government of British Columbia, Ministry of Tourism, Culture and the Arts, Heritage Branch. (2008). *Building Capacity for Heritage Conservation Survey: Summary of Results 2006/2008*. Victoria, BC.

Government of British Columbia, Ministry of Tourism, Culture and the Arts, Heritage Branch. (2008, July 21). *Heritage Planning Funding*. Retrieved August 24, 2009, from BC Heritage Branch: http://www.tca.gov.bc.ca/heritage/local_government/planning_fund.htm

Government of Canada, Historic Places Branch. (2009, August 29). *About Us*. Retrieved August 31, 2009, from Canada's Historic Places: http://www.historicplaces.ca/ano-abo_e.aspx

- Hajkowicz, S. (2009). The evolution of Australia's natural resource management programs: Towards improved targeting and evaluation of investments. *Land Use Policy* , 471-478.
- Handley, D. M. (2008). Strengthening the Intergovernmental Grant System: Long-Term Lessons for the Federal-Local Relationship. *Public Administration Review* , 126-136.
- Heritage British Columbia. (2009, November 28). Heritage in Crisis. *Heritage BC Quarterly* , pp. 1-12.
- Hogwood, B. W., & Gunn, L. A. (1984). *Policy Analysis for the Real World*. Oxford: Oxford University Press.
- Johnson, D., & Farmer, T. (2007, July 19). *Researching Educational Leadership: A Conceptual Framework for Doctoral Program Research*. Retrieved August 24, 2009, from Connexions: <http://cnx.org/content/m14781/latest/>
- Jones, W. A., & Doss, C. B. (1978). Local Officials' Reaction to Federal "Capacity-Building". *Public Administration Review* , 64-69.
- Kausar, D. R. (2009). World Heritage and Public Works: Development Co-operation for Poverty Alleviation. *Development in Practice* , 421-423.
- Kerr, A. (2009, August 26). Former Manager, Heritage Programs, BC Heritage Branch. (B. Jonker, Interviewer)
- Kitchen, T., & Whitney, D. (2004). Achieving More Effective Public Engagement with the English Planning System. *Planning, Practice & Research* , 393-413.
- Koontz, T. M. (2003). The farmer, the planner, and the local citizen in the dell: how collaborative groups plan for farmland preservation. *Landscape and Urban Planning* , 19-34.
- Linzey, R. (2008, February 2). Senior Heritage Planner, BC Heritage Branch. *Harvesting History Timeline* . Victoria, British Columbia, Canada.
- Liu, Y., Hu, S., Fu, W., & Hsiao, W. C. (1996). In community financing necessary and feasible for rural China? *Health Policy* , 155-171.
- Manweiler, B. (2007). *The State of Heritage Conservation in Canada: Provincial and Territorial Levels*. Victoria, BC: BC Heritage Branch.
- Pal, L. A. (2006). *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Canada: Thomson Nelson.

Province of British Columbia, Heritage Conservation Branch. (1992). *Heritage Planning, A Guide for Local Governments*. Victoria: Province of British Columbia.

Rosenfeld, R. A., Reese, L. A., Georgeau, V., & Wamsley. (1995). Community Development Block Grant Spending Revisited: Patterns of Benefits and Program Institutionalization. *Publius* , 55-72.

Sterngold, A. (2005). The Economic Impact and Feasibility Game. *Planning* , 32-34.

Ta'i, B. (2000). Challenges of local government capacity building initiatives: experiences of an UNDP nationally executed programme in Thailand. *Habitat International* , 403-416.

Wyzomirski, M. (2004). From Public Support for the Arts to Cultural Policy. *Review of Policy Research* , 469-484.

APPENDIX A – BCHC SURVEY RESULTS

Cumulative results of the BCHC survey for years 20

Table 14: Quantitative Survey Responses

		Funded		Non-Funded	
Indicator 1: Official Community Plan (OCP)					
1.1	Does the Official Community Plan include a section on heritage conservation?	Yes 17	No 1	Yes 16	No 3
Indicator 2: Community Heritage Commission (CHC)					
2.1	Does the local government have a Community Heritage Commission (CHC) or similar entity, mandated to advise Council on heritage matters?	Yes 15	No 4	Yes 9	No 10
Indicator 3: Community Heritage Strategic Plan (HSP)					
3.1	Does the local government have a Community Heritage Strategic Plan (HSP)?	Yes 12	No 6	Yes 4	No 15
3.2	When did the local government complete its most recent Community Heritage Strategic Plan?	Average Year: 2005		Average Year: 2002	
3.3	Does the Community Heritage Strategic Plan include a statement of community heritage values?	Yes 12	No 6	Yes 3	No 16
Indicator 4: Community Heritage Register (CHR)					
4.1	Does the local government have a Community Heritage Register (CHR)?	Yes 14	No 4	Yes 7	No 12
4.2	When was the Community Heritage Register last updated?	Average Year: 2006		Average Year: 2006	

		Funded		Non-Funded	
4.3	How many historic places are in the Community Heritage Register as of December 31 st of the previous calendar year?	304		289	
4.4	How many places in the Community Heritage Register are fully documented to the standards of the BC Register of Historic Places (BCRHP), including a statement of heritage value (e.g. Statement of Significance)?	279		40	
Indicator 5: Standards and Guidelines (S&Gs)					
5.1	Does the local government use <i>The Standards and Guidelines for the Conservation of Historic Places in Canada</i> ?	Yes 12	No 6	Yes 6	No 13
Indicator 6: Heritage Recognition					
6.1	Does the local government website include heritage program /policy content?	Yes 13	No 5	Yes 6	No 13
6.2	Does the local government website include Community Heritage Register listing information?	Yes 10	No 8	Yes 3	No 16
6.3	Did the local government erect heritage signs or plaques in the past calendar year?	Yes 9	No 9	Yes 9	No 10
6.4	Did the local government publish heritage brochures in	Yes 9	No 9	Yes 4	No 15

		Funded	Non-Funded
	the past calendar year?		
6.5	What was the estimated value of heritage recognition activities in the past calendar year?	Total: \$227,500 Amount per 1000 population: \$212.27	Total: \$84,784 Amount per 1000 population: \$312.96
Indicator 7: Heritage Protection			
7.1	How many historic places are currently protected by designation in the local government?	Total: 147	Total: 68
7.2	How many heritage revitalization agreements were made in the past calendar year?	Total: 37	Total: 33
7.3	How many heritage conservation covenants were made in the past calendar year?	Total: 19	Total: 4
7.4	How many heritage conservation areas (HCA) are currently included in the Official Community Plan?	Total: 4	Total: 2
7.5	How many heritage alteration permits (HAP) were issued in the past calendar year?	Total: 59	Total: 18
Indicator 8: Heritage Conservation Incentives			
8.1	What is the estimated total cost of all local government tax income deferred in the form of tax incentives to owners of residential and commercial heritage property in the past calendar year?	Total: \$900,000 Amount per 1000 population: \$839.76	Total: \$0 Amount per 1000 population: \$0
8.2	What is the estimated	Total: \$0	Total: \$0

		Funded	Non-Funded
	total cost of all loans or loan guarantees provided by the local government to owners of heritage property in the past calendar year?	Amount per 1000 population: \$0	Amount per 1000 population: \$0
8.3	What is the estimated total cost of all grants awarded to owners of residential and commercial heritage property in the past calendar year?	Total: \$12,000 Amount per 1000 population: \$11.20	Total: \$38,000 Amount per 1000 population: \$140.27
8.4	What is the estimated total cost of all other incentives offered to owners of residential and commercial heritage property in the past calendar year?	Total: \$4,012,500 Amount per 1000 population: \$3,743.94	Total: \$10,000 Amount per 1000 population: \$36.91
8.5	How many heritage alteration permits issued in the past calendar year include relaxations to zoning requirements and other development controls for the benefit of property owners?	Total: 21 Number per 1000 population: 0.02	Total: 6 Number per 1000 population: 0.02
Indicator 9: <i>Heritage Investment</i>			
9.1	What is the estimated capital expenditure made by the local government on the preservation, rehabilitation or restoration of historic buildings and sites owned and managed by the local government (such as a city hall) in the past calendar year?	Total: \$9,141,624 Amount per 1000 population: \$8,529.77	Total: \$410,000 Amount per 1000 population: \$1,513.44

		Funded	Non-Funded
9.2	Approximately how many local government staff person-days were devoted to heritage conservation activities and programs in the past calendar year? (1 full time employee equals 260 person days per year, at eight hours per day).	Total: 4701 Number per 1000 population: 4.39	Total: 422 Number per 1000 population: 1.56
9.3	What is the estimated total value of staff time spent on heritage conservation activities in the past calendar year?	Total: \$1,042,609 Amount per 1000 population: \$972.83	Total: \$102,798 Amount per 1000 population: \$379.46

APPENDIX B – QUALITATIVE SURVEY COMMENTS

Responses to qualitative survey question # 10 (further comments regarding CHPP):

- Thought it was great until the freeze was put on.
- Reinststitute the CHPP funding - that's what makes Heritage Conservation happen in Campbell River. We have no budget or professional expertise.
- I think the Program is good and staff are helpful but for small municipalities without staff specifically hired to work on "heritage" it will take a long time to accomplish goals regarding heritage conservation. Despite good intentions to move forward with heritage initiatives, there is always pressure to work on higher profile projects and the day-to-day functions of a municipal planning department easily eat up available staff time.
- If we would have been able to follow through with completion, the money would have been adequate. I have received nothing but excellent service from the Heritage Branch's staff; they are always helpful and get back to me in a timely manner.
- If we would have been able to follow through with completion, the money would have been adequate. I have always received excellent staff help/resources for anything through the Heritage Branch and the initial part of this project was no exception.
- Program allows local government to begin a heritage conservation program that might not otherwise happen. Local government, especially smaller rural local governments, often don't have the heritage knowledge and expertise to go about implementing a heritage planning program on their own. Therefore programs like this are critical if we want to afford to recognized, designate or preserve local heritage.
- When it comes to funding to do SOS for sites in remote northern regions the costs are significantly more than that of the typical urban setting. This at times seemed to be difficult to explain to those in charge of funding. The distance and mode of travel to many of the sites is often the greatest cost.
- Mapping project will be part of land use planning and design guideline development as part of Planning Mission's Waterfront.
- The approval of funding was too short to meet the completion date of March, resulting in reduced opportunity to communicate to the public and property owners.
- Significant volunteer time went into completing this project, which reduced the amount of funding needed to complete the project.
- Please continue with the program. It is challenging without it.
- The CHPP was invaluable in furthering Port Moody's efforts to integrate heritage conservation initiatives with day to day planning. As a small

municipality, we would not have been able to fund the study ourselves without provincial assistance.

- It has been very helpful in directing the heritage commission.
- The support of the Heritage Branch counts for a lot. The support is critical and makes up for the lack of funding.
- A document like this is critical in influencing the climate of opinion and creating policy directives for both Council and staff. It brought the heritage issues onto the radar, so that everyone now understands the significance of the project and heritage issues. The combination of funding and support from the Heritage Branch are essential and important to the success of heritage conservation. The support of the Heritage Branch staff cannot be underestimated.
- The project has now given a complete range of heritage tools to the local government. It was instrumental in creating a full heritage program. We are now able to do heritage alteration permits.
- Great program which we hope would continue to be available.
- The Program is very important contribution to the continued success of Victoria's heritage program.

APPENDIX C – SURVEY INSTRUMENTS

BCHC Survey Questions

Table 15: Heritage Capacity Survey Variables

Indicator 1: Official Community Plan (OCP)	
1.1	Does the Official Community Plan include a section on heritage conservation?
Indicator 2: Community Heritage Commission (CHC)	
2.1	Does the local government have a Community Heritage Commission (CHC) or similar entity, mandated to advise Council on heritage matters?
Indicator 3: Community Heritage Strategic Plan (HSP)	
3.1	Does the local government have a Community Heritage Strategic Plan (HSP)?
3.2	When did the local government complete its most recent Community Heritage Strategic Plan?
3.3	Does the Community Heritage Strategic Plan include a statement of community heritage values?
Indicator 4: Community Heritage Register (CHR)	
4.1	Does the local government have a Community Heritage Register (CHR)?
4.2	When was the Community Heritage Register last updated?
4.3	How many historic places are in the Community Heritage Register as of December 31 st of the previous calendar year?
4.4	How many places in the Community Heritage Register are fully documented to the standards of the BC Register of Historic Places (BCRHP), including a statement of heritage value (e.g. Statement of Significance)?
Indicator 5: Standards and Guidelines (S&Gs)	
5.1	Does the local government use <i>The Standards and Guidelines for the Conservation of Historic Places in Canada</i> ?
Indicator 6: Heritage Recognition	
6.1	Does the local government website include heritage program /policy content?
6.2	Does the local government website include Community Heritage Register listing information?
6.3	Did the local government erect heritage signs or plaques in the past calendar year?
6.4	Did the local government publish heritage brochures in the past calendar year?
6.5	What was the estimated value of heritage recognition activities in the past calendar year?
Indicator 7: Heritage Protection	
7.1	How many historic places are currently protected by designation in the local government?

7.2	How many heritage revitalization agreements were made in the past calendar year?
7.3	How many heritage conservation covenants were made in the past calendar year?
7.4	How many heritage conservation areas (HCA) are currently included in the Official Community Plan?
7.5	How many heritage alteration permits (HAP) were issued in the past calendar year?
Indicator 8: <i>Heritage Conservation Incentives</i>	
8.1	What is the estimated total cost of all local government tax income deferred in the form of tax incentives to owners of residential and commercial heritage property in the past calendar year?
8.2	What is the estimated total cost of all loans or loan guarantees provided by the local government to owners of heritage property in the past calendar year?
8.3	What is the estimated total cost of all grants awarded to owners of residential and commercial heritage property in the past calendar year?
8.4	What is the estimated total cost of all other incentives offered to owners of residential and commercial heritage property in the past calendar year?
8.5	How many heritage alteration permits issued in the past calendar year include relaxations to zoning requirements and other development controls for the benefit of property owners?
Indicator 9: <i>Heritage Investment</i>	
9.1	What is the estimated capital expenditure made by the local government on the preservation, rehabilitation or restoration of historic buildings and sites owned and managed by the local government (such as a city hall) in the past calendar year?
9.2	Approximately how many local government staff person-days were devoted to heritage conservation activities and programs in the past calendar year? (1 full time employee equals 260 person days per year, at eight hours per day).
9.3	What is the estimated total value of staff time spent on heritage conservation activities in the past calendar year?

Qualitative Survey Questions

The questions asked of respondents to the qualitative survey were:

1. Was the project completed by local government staff?
 - a. Yes
 - b. No

2. Was the project completed by a consultant?
 - a. Yes
 - b. No

3. Was the project effective in enabling the local government to complete subsequent heritage conservation projects?
 - a. Yes
 - b. No

4. Was the project fully implemented by the local government?
 - a. Yes
 - b. No

5. Which of the following occurred, or were developed, as a direct result of the completion of the project:
 - a. Community Heritage Register
 - b. Community Heritage Commission
 - c. Heritage Strategic Plan
 - d. Heritage Context Study
 - e. Physical conservation work
 - f. Heritage Interpretation Program
 - g. Heritage Content included in LG website
 - h. Heritage Incentives
 - i. Historic places added to Community Heritage Register
 - j. Register records updated to BC Register of Historic Places standards
 - k. Heritage Designation
 - l. Heritage Conservation Area
 - m. Heritage Revitalization Agreement
 - n. Other _____

6. Did your local government receive adequate support (information, training, advice, etc.) from the BC Heritage Branch during the course of the project?
 - a. Yes
 - b. No

7. Have heritage conservation considerations become a more integrated part of community planning and development since the project was completed?
 - a. Yes
 - b. No

8. Was the funding received from the BC Heritage Branch sufficient to complete the project effectively, and to create the best possible final product?
 - a. Yes
 - b. No

9. Did the project meet your local government's goals and objectives for heritage conservation planning?
 - a. Yes
 - b. No

10. Further comments on the strengths and weaknesses of the Community Heritage Planning Program?