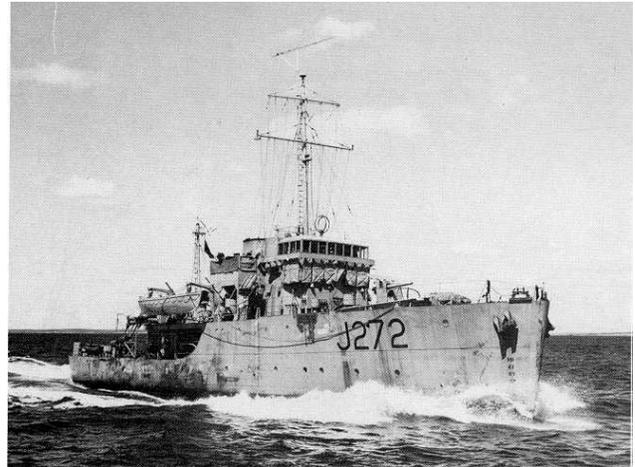




A Heritage Context Plan for the Township of Esquimalt

March 2009



Commonwealth Historic Resource Management Limited
In association with
Edwards Heritage Consulting
Jonathan Yardley Architect



COMMONWEALTH

Township of
ESQUIMALT





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1. Introduction

1.1 *The Heritage Context Plan*

The Township of Esquimalt, a community of 17,000 people, is one of the core municipalities in the Capital Regional District. Long the home of First Nations, Esquimalt attracted European settlement because of its superb harbour. It became the headquarters of the Royal Navy's Pacific Squadron in 1865 and the large dockyard remains the home of Canada's Pacific Naval Fleet. The construction of a battery at Macaulay Point brought the army as well; both forces remain today as CFB Esquimalt. A strong civilian community developed adjacent to the naval base, leading to Esquimalt's incorporation in 1912. The town has continued to grow as an independent Township within the Capital Regional District.

Esquimalt has an impressive array of heritage resources: houses, public buildings, landscapes, and more. Nevertheless, it is the dockyard that people have particularly noticed. As Robin Ward has written in his *Echoes of Empire: Victoria and its Remarkable Buildings*, 'Most of Esquimalt's significant historic buildings are military structures but the municipality has several notable nineteenth-century homes.'

Section 3.2 of the *Official Community Plan* addresses heritage:

Heritage features, including buildings, trees, First Nations cultural features, natural areas and viewpoints are important community amenities that give the community a "sense of place". Esquimalt's history is closely associated with, and shaped by, the ocean, which almost surrounds the community. No point in Esquimalt is further than 1.6 kilometres from saltwater.

There are many buildings in Esquimalt that represent the style of a period in the Township's settlement history. Examples of heritage architecture can be found throughout Esquimalt. Because of their size, and cost of upkeep, it is not always financially possible to maintain them as single-unit dwellings. The challenge is to find new ways to assist in their preservation and rehabilitation. There are 12 properties designated as municipal heritage buildings and one — St. Paul's Anglican Church — is also under consideration as a National Heritage site.

The OCP continues with several good recommendations for heritage management (see below, Section 2.2).

A number of programs intended to address the community's heritage have been introduced over the years, particularly in the mid-1980s. Some 12 buildings have been designated under the provisions of the *Local Government Act*. A heritage inventory produced in 1984 is now out of date. A Heritage Advisory Committee advises Council on matters to do with heritage. Despite these achievements, Esquimalt still lacks a comprehensive program to manage its heritage resources. A heritage management plan was approved in 1994, but for the most part its recommendations have not been implemented.

The present Heritage Context Plan addresses ‘the challenge ... to find new ways to assist in ... preservation and rehabilitation,’ as the OCP states it. The Township of Esquimalt has commissioned Commonwealth Historic Resource Management Limited, Edwards Heritage Consulting, and Jonathan Yardley Architect to prepare the Plan.

1.2 *The Benefits of Community Heritage*

Communities throughout British Columbia have come to recognize the many benefits of heritage awareness, conservation, and interpretation. Most important among the benefits are:

- *Community Pride.* A heritage program inspires a strong sense of pride in a city’s history, its built environment, its institutions, and the people themselves. Civic pride and morale, in turn, contribute countless tangible and intangible benefits to the well-being of a community.
- *Community Development.* Heritage conservation and cultural development together enhance the quality of life and thereby make a community more attractive for long-time residents, newcomers, and visitors alike. Heritage programs can stimulate dialogue that is fundamental to people understanding where they have come from, who they are, how they relate to their neighbours, and where they are going – all of which contribute to producing a healthier and more cohesive community.
- *Economic Development.* A heritage program fuels the local economy in many ways. By enhancing the quality of life, it attracts a higher-paid and more educated work force. Heritage and cultural institutions and activities not only create direct employment, but countless studies have shown that they have economic impacts far beyond their direct benefits. And the preservation of historic buildings and the presence of cultural institutions and programming attract tourism, which is rapidly becoming the world’s – and British Columbia’s – leading industry, as the service sector overtakes the resource sector.
- *Cultural Development.* Cultural activity, which is allied with heritage, also makes an important contribution to community and economic development. Esquimalt understands the relationship between culture and heritage, as the two were addressed for three years by the same committee (re-established as two committees in 2009). Together, cultural, heritage, and recreational tourism provide a vital, diversified, and lucrative tourism product.
- *Sustainability.* Heritage conservation contributes to community sustainability. Heritage awareness is an aspect of cultural development, and culture is one of the four ‘pillars’ of sustainability. (The others are environmental, social, and financial.) The conservation of old buildings contributes to environmental sustainability, in that it reduces the land fill and produces an environmental footprint that is smaller than new construction.

Maintaining a community’s strong heritage and cultural character provides measurable economic benefits. In a study of the economic impact of arts and heritage in Nelson, BC, it was shown that the city’s arts and heritage appeal leverages spending far greater than the value of goods and services provided by the supply side of the economy. The study (and many others) demonstrates that arts and heritage have real economic

value.¹ Granted, Nelson may be a different kind of community from Esquimalt, in that its heritage character is more pronounced and its economy is geared more directly to tourism. Nevertheless, Esquimalt has taken some initiatives to develop tourism, and a heritage program will strengthen it.

Conventional wisdom used to say that communities were faced with a choice between development and conservation. New, innovative heritage management programs in municipalities across British Columbia have shown that development and conservation can be partners, and not opponents. In this spirit, heritage conservation is recognized as the management of change – most certainly not as the prevention of change. This Heritage Context Plan will provide constructive approaches to manage, preserve, and enhance built and natural heritage resources in Esquimalt.

In general, the increasing demand for heritage and cultural planning and the enhancement of their institutions reflect the long-term global shift from economies based on the production of goods and services to knowledge-based economies focused on *creativity and innovation*.

Esquimalt Council recognizes the potential community and economic benefits of heritage management, and consequently therefore has commissioned the present Heritage Context Plan.



A number of fine Tudor Revival houses remain from the early 20th century. This one is on Old Esquimalt Road.

1 Harold Kalman and Dennis McGuire, 'Economic Impact of the Arts in Nelson, British Columbia,' *Municipal World*, Vol. 114, No. 2, February 2004, pp. 11-14, 33.

2. The Current Situation

2.1 *The Heritage of Esquimalt*

Esquimalt, 'place of shoaling waters,' was home to Salish First Nations. First European contact was made in July 19, 1790, when Spanish Lieutenant Don Manuel Quimper sailed the *Princessa Real* into Esquimalt Harbour and anchored for the night. In 1842, James Douglas explored Esquimalt Harbour along with its neighbours. He noted: 'Is-Whoy-Malth is one of the best harbours on the coast, being perfectly safe and easy of access, but in other respects it contains no attractions.' Once Fort Victoria was established, Douglas bought most of the land for the Hudson's Bay Company. All of Esquimalt and a bit more were divided into four farms, which produced food for the Company: Viewfield Farm (1850), Colwood or Esquimalt Farm (1851), Constance Cove Farm, and Craigflower Farm, a National Historic Site (1853).

Ships of the British Navy began visits to Esquimalt, in 1846 when Lieutenant-Commander James Wood, R.N., had made a hydrographic survey of the harbour. (Many of the streets in Esquimalt are named for members of the crew.). On July 29, 1865, Esquimalt became an official Royal Navy Base. Storehouses, workshops and a few homes were built. In 1887, a graving dock, still in use today, was opened. Closely linked with the Navy in Esquimalt is St. Paul's Church, originally sited on a level spot on the south side of the road near the foot of Signal Hill. It was moved to its current site in 1904.

In 1909 the Canadian government undertook to create its own navy. The naval yard was handed over to Canada in 1910, becoming the base for the first Canadian warship to be stationed on the Pacific coast – *HMCS Rainbow*, which arrived in the harbour on November 8, 1910.

In 1858, gold-seekers whose ships had anchored in Esquimalt harbour travelled to downtown Victoria via the Old Esquimalt Road, which was hewn out of the forest by the crew of *HMS Thetis* in 1850. The Gold Rush inspired the sale of the first lots in Esquimalt; the street was first called Wharf Street, then Pioneer Street. A portion of Esquimalt Village was expropriated by the military after World War I; the remainder of this historic and neighbourhood street was swallowed up during World War II, when the Navy expanded its dockyard and the township core was moved outside the military grounds.

The Army was also an early factor in Esquimalt. The Victoria Battery of Garrison Artillery was located at Macaulay Point as early as 1878, and Work Point Barracks was chosen as a permanent military establishment in 1887. One of the conditions under which British Columbia had joined the Canadian Confederation was that the new country would defend the province from foreign attacks. The first permanent troop, 'C' Battery Royal Canadian Artillery, traveled to the coast on another term of Confederation, the Canadian Pacific Railway (manifested in the Esquimalt & Nanaimo Railway). Until 1906, both British and Canadian troops were garrisoned at Work Point. In 1994 the Princess Patricia's Canadian Light Infantry was moved to Edmonton, ending the Army's presence on the site. The first Canadian Woman's Army Corps (CWAC) office was opened at Work Point Barracks. The site is now under the stewardship of the (DND) Canadian Navy, serving as the Naval Officer Training Centre.

Although the Township of Esquimalt has no official jurisdiction over heritage assets on military property, the buildings and sites are a major factor in the development of Esquimalt and must be considered in any

heritage plan. Invitations to military events – formal balls, games, and such – were most sought after by Victoria and Esquimalt families, particularly those with unmarried daughters. Many of Esquimalt’s families trace their lineage to those early Army and Navy officers.

The Township of Esquimalt was incorporated in 1912, beyond the boundaries of the military compounds. A number of early subdivisions were constructed, including many from the 1950s, when most of the available land in Esquimalt was built out. In 1966 ratepayers voted to extend the boundaries of the Township of Esquimalt to include ‘all that area bounded on the north east side by the centre line of the Gorge Waters; on the south east side by the present boundary of the Township of Esquimalt; on the south west side by the Songhees and Esquimalt Indian Reserves and Esquimalt Harbour; and on the north west side by the section line dividing Section Two from Section Three Esquimalt District.’ This annexed land is referred to as the Esquimalt Panhandle.

Numerous fine Victorian and Edwardian houses, pockets of fine Art Deco buildings, and clusters of war-time cottages remain. Much of Esquimalt’s residential architecture is relatively small in scale, reflecting the military families who have comprised (and continue to make up) a large part of its population. Some of the larger properties with mansions from the early twentieth century have been subdivided, with new townhouses built around the original residence.

2.2 Legislative and Planning Context

In British Columbia, heritage conservation is enabled by Provincial legislation and implemented with municipal bylaws. The following are the principal statutes, plans, bylaws, agreements, and plans that address heritage in Esquimalt:

Township of Esquimalt

The Township of Esquimalt has undertaken a considerable number of heritage initiatives over the years. Many accomplishments occurred in 1984 and the years immediately afterwards, when the community and the Council were evidently committed to a program of heritage conservation. By the late 1980s, Esquimalt’s heritage conservation program was quite comprehensive, compared to other municipalities its size. However, this interest in heritage subsequently declined. The present Heritage Context Plan is evidently part of a renaissance of interest by the previous and current Councils and the broader community in managing the built heritage.

Council Policies

Four formal heritage policies and the Official Community Plan provide the regulatory framework. They are listed here; further information on the context of several policies is provided further below in this section.

- HER-01 Archival Centre – Esquimalt (October 1, 1984)
- HER-02 Heritage (November 1990, amending the policy of July 9, 1984)
- HER-03 Heritage Trees (November 14, 1989)
- HER-04 Heritage Policy and Resources – Management Plan (1994)

Official Community Plan

Section 3.2 of the *Official Community Plan* ('OCP', March 2007) notes that 'Heritage features, including buildings, trees, First Nations cultural features, natural areas and viewpoints are important community amenities that give the community a "sense of place".' It outlines seven heritage policies which are broad in scope and which encourage the adoption of a wide range of strategies and programs that are enabled by the Provincial legislation:

- The Township encourages the recognition and adaptive re-use of heritage structures, provided that the essential character of the building or site can be maintained.
- The Township strongly encourages the preservation and adaptive reuse of heritage resources located on DND property.
- The preservation and adaptive reuse of historic sites, including military heritage sites, buildings, features, trees, natural areas and viewpoints, is considered to be an amenity to the community and, as a result, the municipality may consider the use of density bonus zoning, bylaw variances and tax credits to encourage the retention of such amenities.
- When redeveloping heritage sites or buildings, the owners are encouraged to do so in a manner that is respectful of the character and significance of the site.
- This plan encourages the municipality to work with the development community and owners of heritage structures to find innovative solutions that will permit change to occur while minimizing its impacts upon sites' heritage value.
- The Township will assist in the development of the heritage signage strategy.
- The Township will update the 1996 Heritage Management Plan, including provisions for a heritage registry and a commitment to maintain a heritage inventory. The updated Heritage Management Plan will provide guidance to Esquimalt's decision makers respecting heritage conservation and preservation.

Heritage Management Plan

The Heritage Management Plan referred to in the OCP (*Esquimalt Heritage Policy and Resources: A Management Plan*, 1994) was prepared by the Esquimalt Heritage Advisory Committee. It described the organizations and programs of the day and proposed a series of actions with respect to:

- Heritage Identification, and Monitoring and Designation
- Development Review and Heritage
- Development Review Process
- Municipal Properties
- Heritage Promotion and Enquiries

The present Heritage Context Plan is the update that was proposed in the OCP. It repeats many of the recommendations in the 1994 Plan.

Esquimalt Heritage Inventory

This extensive listing of built heritage in Esquimalt was produced in 1984 by Dorothy Field, with funding from the British Columbia Heritage Trust and sponsorship and publication by the Hallmark Society. It updated an inventory produced in 1975 by the Hallmark Society. The 1984 inventory listed 94 buildings in four groups, determined by their 'importance'. It remains the best source for built heritage in Esquimalt, even though it is out of date and many resources have been altered or demolished.

With the enactment of the *Heritage Conservation Statutes Amendment Act, 1994*, BC municipalities were given a three-year window in which their heritage inventories could be 'continued' as a community heritage register. Esquimalt Council and staff declined to do so, and as a result the Esquimalt Heritage Inventory has no regulatory status.

Designated Buildings

The Township of Esquimalt has protected 12 properties through heritage designation. They are:

- 649 Admirals Road – Peter N. Cotton House; Trafalgar
- 1379 Esquimalt Road - St. Paul's Anglican Church (under consideration as a National Historic Site)
- 1388 Esquimalt Road - Devon Cottage
- 622 Head Street - Trafalgar House
- 657 Lampson Street - Windford
- 670 Lampson Street- Lampson Street School
- 727 Lampson Street
- 1179 Munro Street - Stonehenge Park
- 706 Warder Place (1182 Old Esquimalt Road) - Lyndhurst
- 851 Wollaston Street
- 901 Wollaston Street (572 Head Street) - Seascope
- 1221 Old Esquimalt Road

All 12 buildings have been commemorated with bronze plaques provided by the Township.

Community Vision Statement

The 2003 Esquimalt Vision and Implementation Committee produced a Community Vision Statement, which is cited at the beginning of the OCP:

Esquimalt is a diverse community, a desirable place to live and an integral member of a larger region. We encourage meaningful community participation and consultation to provide open and responsible decision-making. We enhance responsible economic opportunities and embrace sports, recreation, the arts and the west coast lifestyle.

As we achieve the vision, we enhance our quality of life; enjoy health and safety; build upon our cultural heritage; revitalize our community; protect our natural environment and foster our diversity.

The vision states that we ‘build upon our cultural heritage’ as we achieve the building. This certainly encourages the development of a community heritage program.



Aerial view of Esquimalt. (Google Earth)

Province of British Columbia

Local Government Act

Part 27 of the *Local Government Act* enables municipalities to form a Community Heritage Commission, create a Community Heritage Register, undertake a broad range of programs to manage the built heritage, and use a series of 'tools' and incentives to encourage property owners to work within a heritage program. The Province provides financial and technical support for the development of heritage programs; this source of funds has contributed to the present Heritage Context Plan.

Details of the tools and incentives are provided in Appendix G.

Government of Canada / Department of National Defence

Some 4,200 military and 2,000 civilians work at CFB Esquimalt, which covers more than 10,300 acres. The presence of the base contributes about \$650 million annually to the local economy. The Base Commander exercises administrative control over the personnel and units assigned to him and other commanding officers. He is responsible for the provision of support services, not only to integral and lodger units, but to all Maritime Forces Pacific (MARFAC) ships; he is also the landlord for CFB Esquimalt's 10,300 acres and 1,500 buildings. Extensive shipbuilding and ship repairs, for civilian as well as military vessels, are carried out here.

In 1995, the Government of Canada designated the **Esquimalt Naval Sites National Historic Site of Canada** on the recommendation of the Historic Sites and Monuments Board of Canada. Included in this national designation are HMC Dockyard, the former Royal Navy Hospital, the Veterans' Cemetery, and Cole Island.

The Federal Heritage Buildings Review Office (FHBRO) has assessed many of the older buildings on the Base. A considerable number have been classified or recognized, which requires that DND make an effort at preservation. Nevertheless, federal legislation does not enforce the protection of classified or recognized buildings. This was evident with the 'deconstruction' of the Officers' Mess and Quarters at Work Point in 2006. The Real Estate Services Division of CFB Esquimalt generally follows the FHBRO guidelines. However, FHBRO does not recognize clusters of old buildings, which ignores that in many instances the whole is greater than the sum of the parts. Many older buildings have exceeded their structural and functional useful lives, and cannot be upgraded to meet current requirements. And so when FMF Cape Breton (formerly the Ship Repair Unit) is renewed with a new complex, as is intended, it is possible that some 30 buildings, many with historical significance, will be demolished.

The Base appreciates the complexity of these issues and has indicated its interest in cooperating with the Township of Esquimalt on heritage matters.

2.3 Community Heritage Organizations

Esquimalt Heritage Pride Foundation

The Esquimalt Heritage Pride Foundation was incorporated under the Province of BC Society Act on January 10, 1990, to provide funds, through a grants program, to owners of designated heritage properties. The Foundation was empowered to undertake fundraising and received an annual grant from Council. It operated successfully for a while, giving grants to owners of heritage-designated properties to assist with their conservation (and providing enamel commemorative plaques), encouraging heritage pride in the school system, and raising heritage awareness in the community. Dwindling membership and a change in direction by the different levels of government led to the end of the foundation around 2000.

Heritage Advisory Committee

The Heritage Advisory Committee was re-established in February 2009 to:

- Advise Council
- Develop and recommend policies to Council
- Provide a community perspective on services, programs, events and facilities related to heritage promotion, education and awareness
- Foster public awareness, recognition and support for heritage and archival preservation
- Provide leadership in, and actively promote heritage initiatives

A Heritage Advisory Committee existed in the 1980s, but in recent years heritage matters were handled by the Cultural Advisory Committee, which had the responsibility for both arts and heritage. Many people in the community felt that this committee did not serve the needs of either constituency well. As of February 2009 the committee has been split into two separate bodies: the Heritage Advisory Committee and the Arts, Culture and Special Events Advisory Committee. The Heritage Advisory Committee has not been constituted as a community heritage commission pursuant to Section 27 of the *Local Government Act*.

Victoria Historical Society

The Victoria Historical Society is open to anyone interested in learning about, promoting or preserving the history of Victoria and British Columbia, Canada. Membership is drawn from throughout the Capital Regional District, including Esquimalt.

Hallmark Society

The Hallmark Society is the oldest heritage organization in the Capital Regional District. Members advocate the preservation, conservation, and restoration of heritage assets and work towards a greater public awareness and understanding of heritage. The Hallmark Society published the Esquimalt Heritage Inventory in 1984.

Old Cemeteries Society of Victoria

The Old Cemeteries Society of Victoria is dedicated to researching, preserving and encouraging the appreciation of Victoria's Heritage Cemeteries. Activities include cataloguing, cleaning and restoring monuments, computerizing burial records, combating vandalism, conducting historical research and giving walking history tours, including cemeteries in Esquimalt.

The Land Conservancy of BC

Usually known as TLC, The Land Conservancy is a non-profit, charitable Land Trust working throughout British Columbia. TLC protects important habitat for plants, animals and natural communities as well as properties with historical, cultural, scientific, scenic or compatible recreational value. The Land Conservancy achieves its conservation objectives by working in a non-confrontational, businesslike manner. It works with many partners, all levels of government, other agencies, businesses, community groups and individuals to ensure the broadest support for its activities. The head office is in Esquimalt.

2.4 Heritage and Cultural Facilities

Esquimalt Archives

The Esquimalt Archives provides a safe, permanent home for both municipal records of historical and legal value and community records (family papers, business and club records). A formal municipal records management plan sends outdated records to the Archives. The Archives collects, preserves, and makes available to the public, archival material pertaining to Esquimalt from the earliest times to the present and within the current and historical boundaries of Esquimalt. The institution promotes public awareness and understanding of Esquimalt's rich heritage, and records current events and acquires present day information. It is located at 1149A Esquimalt Road in a facility that several interviewees have described as inadequate. The records, the staff, and users would benefit from a larger, permanent home.

Greater Victoria Public Library – Esquimalt Branch

Located on the main floor of the new town hall, the library boasts the highest percentage of borrowing in the Greater Victoria system.

CFB Esquimalt Naval and Military Museum

The Base museum exhibits focus on four distinct areas: Canada's Navy on the West Coast, the Canadian Women's Army Corps, the Women's Royal Canadian Naval Service and the defence of Canada's West Coast. In addition to exhibits and displays, the museum houses an expanding archive and library that include thousands of photographs and documents, histories of Canadian naval vessels, navigation charts, biographies of important leaders in the Canadian Navy, and copies of the Navy List, Lloyd's Register of Shipping & Jane's Fighting Ships.

3. The Community

3.1 *Community Workshop*

A workshop was held at the Esquimalt Municipal Hall on the evening of 3 March 2009. The workshop was facilitated by Hal Kalman and Helen Edwards of Commonwealth. Nine participants attended, including three members of Esquimalt Council. The participants are identified, the agenda reproduced, and the proceedings transcribed in Appendix D.

The workshop began with a ‘SWOT’ analysis (an identification of Strengths, Weaknesses, Opportunities, and Threats). Using this as a basis, participants proposed what the present Heritage Context Plan should achieve. Some suggestions were:

- Identify and protect heritage resources
- Provide financial resources for heritage conservation
- Establish priorities, recognizing the limits on resources
- Provide incentives (‘carrots’) for heritage conservation
- Provide education and awareness
- Establish relationships among the key players (identified in Section 2.3)

This Plan attempts to respond to the suggestions that were made.

The workshop concluded with the development of a vision for heritage in Esquimalt. It began by defining who we are (‘fiercely proud and very loyal’; NOT Victoria or Saanich) and suggesting where we are going (‘strong vision and commitment’; ‘build in a legacy’). The participants then divided into 3 groups to ‘come up with a vision for the heritage program in Esquimalt.’

Group 1:

The Esquimalt community vision recognizes, respects, and embraces our significant historical diversity, building on a culture of our past, present and future.

Group 2:

Esquimalt is dedicated to identifying, recognizing and protecting our built, natural and cultural heritage resources through the creation of a heritage plan, community education, and the provision of resources and incentives.

Group 3:

(a) Esquimalt Council shall commit resources, including financial and personal, to implement the Heritage Plan. The Plan shall provide for recognition and protection for all of the diverse heritage within Esquimalt.
(b) Esquimalt is a community where residents take pride in the built heritage and natural surroundings; where heritage resources are valued, promoted and protected; where residents and visitors interact with the

community's heritage and history; and where new development creates new heritage and enhances existing heritage structures and spaces.

The consultants undertook to attempt to create a single vision statement from these. This is found in Section 4.1 of the present report.

3.2 Stakeholder Interviews

A number of individuals and organizations with an existing or potential interest in the development of the Esquimalt Heritage Context Plan were interviewed by the consultants in person or by telephone. They included representatives from local government, the arts community, the business community, the heritage community, CFB Esquimalt, the Chamber of Commerce, and realtors. The stability of the community is demonstrated by the length of time each interviewee had either been associated with Esquimalt – generally over 20 years. All but one live in Esquimalt and most work in the municipality as well. A selection of the comments expressed by interviewees, organized by theme, is found in Appendix E.

The Township of Esquimalt values its citizens. Several interviewees noted the friendliness of fellow residents and the cohesiveness of neighbourhoods.

Stakeholders have indicated that they would like to see a comprehensive heritage management plan that will ensure that heritage assets are well managed, along with reasonable assurance from Esquimalt Council and staff that the policies will be enforced so that properties 'at risk' do not 'fall through the cracks,' only to be destroyed or altered with loss of heritage character. There was a general consensus that the current situation is not working but all were hopeful that a new context plan, if backed by Esquimalt Council and staff and given sufficient resources, would be a 'step in the right direction' to protect heritage assets. This Heritage Context Plan is intended to provide a framework for heritage management.

The interviewees felt that four main factors contribute to Esquimalt's heritage character:

- Geography
- Presence of the Military
- History
- Buildings

There was consensus that the current system is not working. Some said that there is no buy-in to a heritage program, that there is little community interest, and that current policy is ineffective. However, several see a change happening in the interest of the current Council and the formation of a new Heritage Advisory Committee.

3.3 *Community Heritage Values*

A number of predominant community values emerge from what was expressed at the workshop and interviews:

- Esquimalt is a distinct municipality with ‘fierce pride’ in its history, geography, and resources
- The military heritage of Esquimalt is highly valued
- Among civilian-built resources, ‘heritage homes’ are most highly valued
- Value is seen as well in natural heritage, specifically the water, trees, and green spaces
- Buildings with heritage significance should be protected; owners should be given incentives in return

Esquimalt’s built and natural heritage define the identity of the community, give the town its distinct character, and contribute to the residents’ quality of life. This Heritage Context Plan respects these cherished community values and embeds them in its recommendations.



Many older houses are found along Lyall Street.

4. A Heritage Program for Esquimalt

4.1 *A Community Vision for Heritage*

The following is proposed as the Community Vision for Heritage. It has been developed from the vision statements drafted at the Community Workshop. Readers of this draft report are encouraged to comment to the draft vision.

Esquimalt values its built, natural, and cultural heritage resources, and is committed to recognizing and protecting them through the OCP, implementation of a comprehensive heritage plan, the provision of community education, and the consideration of incentives to help protect heritage property.

4.2 *Proposed Heritage Strategies*

We recommend the adoption of the following strategies. A number of proposed actions are indicated with each strategy. Many of these strategies and actions are recommended in the Official Community Plan or the Heritage Management Plan.

The implementation plan (to follow) will indicate for each action which entity (e.g., the municipality or an organization within the broader community) should be responsible, the priority, and the relative cost.

Strategy 1: Identify Esquimalt's built, natural, and intangible heritage resources.

- 1.1 Create an official Community Heritage Register and begin the process of nominating built / cultural heritage resources to the Register.
 - Use the 1984 Heritage Inventory as a starting point, updating the Inventory so that it reflects buildings that have been demolished or altered since that time.
 - See Appendix B for an initial list of potential resources for the Community Heritage Register
 - Include buildings, streetscapes, and cultural landscapes.
- 1.2 Create an inventory of significant natural resources and develop mechanisms for their protection.
 - Use the Inventory of Heritage Trees as a starting point.
 - Note that natural heritage is not addressed in Section 27 of the *Local Government Act*.
- 1.3 Maintain the inventory of significant intangible heritage resources, including traditional use sites.

Strategy 2: Develop more fully the Township's capacity to manage heritage resources.

- 2.1 Introduce management of the built heritage into the municipal planning process.
 - Take advantage of the technical support provided by the BC Heritage Branch.
- 2.2 Identify a member of planning staff as the planner responsible for heritage, and assist her/him to develop skills in heritage planning.
- 2.3 Strengthen the system whereby registered and designated properties are flagged so that any applications for a building, development, or demolition permit that would affect a registered or designated building is immediately referred to the planner responsible for heritage.
- 2.4 Identify the Heritage Advisory Committee as a Community Heritage Commission pursuant to Section 27 of the *Local Government Act* and revise its terms of reference to reflect this.

Strategy 3: Increase public awareness of Esquimalt's tangible and intangible heritage with programs of interpretation and education.

- 3.1 Develop a heritage signage strategy for identifying historic resources, including cultural, natural, and intangible heritage, as well as significant events and people.
- 3.2 Develop educational programs on heritage and what it means to Esquimalt, tailored to various audiences, including Council, municipal staff, the Heritage Committee, the business community, the heritage community, local media, and the general public.
- 3.3 In cooperation with the School District, develop educational programs for school children which can be taught in the regular curriculum, in outreach programs, and with field trips.
- 3.4 Develop relations between the heritage community and the media, to enable full and accurate coverage of heritage-related activities and achievement.
- 3.5 Expand the series of self-guided and/or guided walking tours of Esquimalt's heritage, including supporting the tours produced by CFB Esquimalt.

Strategy 4: Institute a program of preserving and protecting the most significant built heritage resources by using the protection tools and incentives enabled by Part 27 of the Local Government Act.

- 4.1 Protect publicly-owned properties on the Heritage Register by means of heritage designation.
 - This provides an opportunity for the Township to lead by example.
- 4.2 Consider a program of heritage incentives to encourage the voluntary protection of properties listed on the Heritage Register.
 - These may include, but not necessarily be limited to, planning relaxations / bylaw variances, density bonuses, and tax incentives; see Appendix G for a description of the tools and incentives that are available to BC municipalities.
- 4.3 Seek opportunities to protect private properties listed on the Heritage Register with designation.
 - Negotiate with property owners to identify appropriate incentives and benefits in order to secure the owners' consent, commensurate with the Township's policies and resources, in order to secure their agreement to designate their properties and waive the financial compensation enabled by the Provincial legislation.
- 4.4 Develop or adopt planning and design guidelines for alterations to buildings on the Heritage Register, so that changes will be respectful of the character and significance of the building and the neighbourhood.
- 4.5 Increase the financial and technical resources that are available to conserve properties listed on the Heritage Register by forming a local heritage foundation.
 - The Victoria Heritage Foundation and the Vancouver Heritage Foundation may be used as models for providing financial support, technical support, and educational programs.

Strategy 5: Work with a various communities and sectors to develop a broad base of support for heritage conservation.

- 5.1 Seek opportunities for mutual cooperation with respect to heritage management and education with CFB Esquimalt.
- 5.2 Seek opportunities for mutual cooperation with respect to heritage management and education with adjacent First Nations.
- 5.3 Work with local developers and realtors to show them the incentives and resources that are available to heritage property in order to achieve their support.

Strategy 6: Invest in improving Esquimalt's heritage facilities in order to enhance their physical plant, management, and visitor experience.

- 6.1 Consider a new or adapted facility for the Esquimalt Archives, in order to provide greater storage capacity, research capacity, and security.
- 6.2 Consider developing a municipal history museum and/or interpretive centre (heritage centre), perhaps in cooperation with CFB Esquimalt and/or adjacent First Nations.
- 6.3 Encourage greater public usage of heritage facilities.

Strategy 7: Use heritage as an opportunity and a tool in community development.

- 7.1 Cultivate issues of relationships among diverse cultures within the community.
- 7.2 Celebrate heritage with public events and festivals, including events done in cooperation with CFB Esquimalt and adjacent First Nations.
- 7.3 Ensure that promotion and marketing of heritage events target all segments of the local population, and that the events are accessible to all.

Strategy 8: Use heritage as an opportunity and a tool in economic development.

- 8.1 Include descriptions of the City's heritage in municipal promotional material.
- 8.2 Encourage the tourism sector to develop heritage-related tourism products.
- 8.3 Encourage the conservation of historic commercial buildings as a key aspect of the revitalization of the downtown core.

4.3 *Implementation*

Action Plan

The table that follows provides a strategic plan for implementing the actions recommended in Section 4.2. The table provides the following information for each action:

Importance

- The importance as a component of the Township's developing an enhanced heritage program is indicated as being high, medium, or low (H, M, L)

Phase

- Recommendation as to whether the action should be introduced in Phase 1 or 2 of implementation. While no precise timeline is proposed, it is recommended that Phases 1 and 2 be achieved within the next 5 years, each taking 2 to 3 years.

Responsibility

- Identification of which entity or entities should be responsible for implementing the action:
 - Township Township: Department or staff to be determined by Township
 - DDS Department of Development Services
 - HAC Heritage Advisory Committee
 - Community Community organization(s)

Resources

- Indication of the scale of municipal financial resources required:
 - \$ low or no cost
 - \$\$ moderate cost (staff or financial)
 - \$\$\$ high cost

STRATEGY	ACTION	IMPORTANCE	PHASE	RESPONSIBILITY	RESOURCES
1	1.1	H	1	Township, HAC	\$\$
	1.2	L	2	Community groups	\$
	1.3	L	2	HAC	\$
2	2.1	H	1	DDS	\$
	2.2	H	1	DDS	\$\$
	2.3	H	1	Township, DDS	\$
	2.4	M	2	Township	\$
	3.1	M	2	Township, DDS	\$\$
3	3.2	M	2	Township, HAC	\$
	3.3	L	2	School District	\$
	3.4	M	1	Township, HAC, community	\$
	3.5	L	2	Community, HAC	\$
	4.1	H	1	Township, DDS, HAC	\$
4	4.2	H	1	Township, DDS	\$\$
	4.3	H	2	Township, DDS	\$
	4.4	M	2	DDS	\$/\$\$
	4.5	H	2	Township	\$

STRATEGY	ACTION	IMPORTANCE	PHASE	RESPONSIBILITY	RESOURCES
5	Work with various communities and sectors to develop a broad base of support for heritage conservation				
	5.1 Seek opportunities for cooperation with CFB Esquimalt	H	1	Township	\$
	5.2 Seek opportunities for cooperation with First Nations	H	2	Township	\$
6	Invest in improving Esquimalt's heritage facilities				
	5.3 Introduce developers and realtors to incentives	M	2	Township, DDS, HAC	\$
	6.1 Consider a new or adapted facility for the Archives	L	2	Township	\$\$\$
	6.2 Consider developing a municipal history museum	L	2	Township	\$\$\$
7	Use heritage as an opportunity and a tool in community development				
	6.3 Encourage greater public use of heritage facilities	M	2	Township	\$\$
	7.1 Cultivate issues of relationships among diverse cultures within the community	M	2	Township	\$
	7.2 Celebrate heritage with public events and festivals	M	2	Township, community	\$\$
	7.3 Ensure that promotion of heritage events target all segments and that they are accessible to all	H	1	Township, community	\$
8	Use heritage as an opportunity and a tool in economic development				
	8.1 Include descriptions of heritage in municipal promotional material	M	1	Township	\$
	8.2 Encourage the tourism sector to develop heritage products	L	2	Township, tourism sector	\$
	8.3 Encourage the conservation of historic commercial buildings	M	2	Township, DDS	\$\$

Appendixes

Appendix A. People Consulted

Appendix B. Towards a Community Heritage Register

Appendix C: Sources

Appendix D: Community Workshop

Appendix E: Stakeholder Interviews

Appendix F: Terms of Reference for the Heritage Advisory Committee

Appendix G: The Provincial Legislative and Planning Frameworks

Appendix A. People Consulted

Mark Atiken, Heritage home owner; Former member, Heritage Advisory Committee
J. Cecil Berezowski, LCol, RCA, Ret'd
Shelly Burchnall, Member, Heritage Advisory Committee
Barbara Desjardins, Mayor, Township of Esquimalt
Liz Dill, Member, Heritage Advisory Committee
Michael Dillistone, former Esquimalt planner; Private consultant and artist
Ian Doull, Historian, Historical Services Branch, National Historic Sites Directorate, Parks Canada
Gerald F. Froese, Member, Advisory Planning Committee
Randall Garrison, Councillor, Township of Esquimalt
Capt. Darin Guenette, Public Affairs Officer, CFB Esquimalt
Lynda Hundleby, Councillor, Township of Esquimalt
Roger LaFlamme, Manager, West Bay RV Park and Marina
Don Linge, Councillor, Township of Esquimalt
Colin MacLock, Artist / restoration; Member, Heritage Advisory Committee
Sherri Robinson, Volunteer, Esquimalt Archives; Former chair, Heritage Advisory Committee
Patrick Skillings, Realtor
David Tabbernor, Manager, Real Estate Division, CFB Esquimalt
Carole Witter, Heritage home owner; Developer

Appendix B. Towards a Community Heritage Register

The following resources were proposed by members of the community as candidates for the Heritage Register.

From the Workshop:

- Gate post for Fernhill (Pooley House)
- Grounds of Lampson Street School
- Keziere House – Head Street – Swallowed Anchor
- Macaulay Point
- Old Municipal Hall
- Transfer Woods – Cairn Park
- Gorge Park
- Guard House / Work Point
- St. Paul's Church
- Colonel Hall's House
- 820 Dunsmuir
- 1253 Lyall
- Yarrow Home
- 500 block of Lampson, south of Esquimalt Road
- Lampson, south of Lyall
- Tudor House
- White shotgun house on Dunsmuir – 1894
- Gate post for Mount Adelaide
- HBC Marker at Drake and Park Terrace
- 1230 Old Esquimalt Road
- Cooperation with Naden, Work Point and Dockyard (old buildings there)
- Original location of Japanese Gardens in Gorge Park
- Waters at West Bay
- Craigflower and Selkirk

- Historic buildings in Songhees reserve
- Content of 1984 heritage inventory
- Grocery store, Lyall and Fraser

From the Interviews:

- Old farmhouse, southeast corner of Lyall and Admirals – good history
- Rosemeade (several responses)
- Old farmhouses at Work Point
- Viewfield farmhouse – Munro
- 1920s Arts and Crafts bungalows on Admirals, Juno, Lyall – some could be built by shipwrights
- Ann Hathaway’s Cottage (some were for this, others opposed)
- Preservation of green space at areas like Saxe Point and Macaulay Point.
- Most of the shoreline should be protected and accessible to everyone
- Museum on Navy base and the drydock – biggest on the west coast
- Esquimalt has attractions that it is not ‘selling’
- West Bay
- 1182 Old Esquimalt Road
- 1024 Munro Street
- 706/712 Warder Place
- Colonel Hall house – 1211 Old Esquimalt Road
- Bray House – Old Esquimalt Road
- 729 Lampson Street
- Houses behind Memorial Park as a streetscape
- At least one of P L James’ wartime houses
- Selkirk
- Work Point Military precinct
- Take a look at the older areas that haven’t been examined before – lower Esquimalt Road has some examples of older homes.

Appendix C: Sources

Sources used in preparing the history of Esquimalt:

Berezowski, LCol (Ret) J. Cecil. 'Heritage Work Point Army Barracks ... Preserving the historic Officers' Mess,' *Royal United Services Institute of Vancouver Island Newsletter*, Vol. 35, No. 3 (Third Quarter, 2003).

Costello, Lieutenant-Commander Brian. 'Continuing Canadian Naval Officer Training in the 21st Century,' *Canadian Naval Review*, Vol. 2, No. 2 (Summer 2006).

Esquimalt Municipal Archives. Various records.

General List Officers Qualifying Course. *H.M.C.S. Naden, 1922-1965*. Esquimalt, 1967.

Esquimalt 1912-1963. Esquimalt, 1962.

Robinson, Leigh Burpee. *Esquimalt: 'Place of Shoaling Water'*. Esquimalt, 1947.

Ward, Robin. *Echoes of Empire: Victoria and its Remarkable Buildings*. Vancouver, 1996.

Wiebe, Christopher. 'Historic Places Act: Canada Needs a Binding Law!' *Heritage*, Summer 2006, pp. 4-9.

Publications on the built heritage of CFB Esquimalt by Ian Doull, Parks Canada:

Doull, Ian. "Dockyard, CFB Esquimalt (82 Buildings), Canadian Forces Esquimalt, British Columbia." Parks Canada. Federal Heritage Buildings Review Office, Building Report 89-202, two volumes.

----- . "Signal Hill, CFB Esquimalt (10 Buildings), Canadian Forces Esquimalt, British Columbia." Parks Canada. Federal Heritage Buildings Review Office, Building Report 89-203.

----- . "CFB Esquimalt-Naden (26 Buildings), Canadian Forces Esquimalt, British Columbia." Parks Canada. Federal Heritage Buildings Review Office, Building Report 89-204.

----- . "Work Point Barracks (15 Buildings), Canadian Forces Esquimalt, British Columbia," Parks Canada. Federal Heritage Buildings Review Office, Building Report 89-205.

----- . "Officers' Mess (Former Officers' Quarters, Building 1027), Work Point Barracks, Canadian Forces Esquimalt, British Columbia." Parks Canada. Federal Heritage Buildings Review Office, Building Report 89-68.

----- . "Signal Hill Gun Emplacement (Building 578) and Associated Buildings 546, 547, Canadian Forces Esquimalt, British Columbia," Parks Canada. Federal Heritage Buildings Review Office, Building Report 90-50.

------. "Four Naval Station Sites, Esquimalt, British Columbia. Parks Canada. Historic Sites and Monuments Board of Canada, Agenda Paper 1995-65, reprint 2000-57A

------. "Problems in the Conservation of Historic Resources, HMC Dockyard, Canadian Forces Base Esquimalt, British Columbia. Transactions of the Naval Dockyard Society, Vol. 3, November 2007(proceedings of the seventh annual conference, Greenwich, England, April 2003), p. 103-114.

Appendix D: Community Workshop

Agenda

Heritage Context Plan for the Township of Esquimalt
Community Workshop
Tuesday, March 3, 2009

Introduction (20 minutes)

- Participants introduce themselves
- Introduction to the Heritage Context Plan (Barbara Snyder)
- Introduction to the Workshop (Hal Kalman and Helen Edwards)

'SWOT' Analysis (50 minutes)

- Strengths
- Weaknesses
- Opportunities
- Threats

Break (10 minutes)

What should the Heritage Context Plan do? (50 minutes)

- What should be included in the Plan?
- What are our Heritage Resources?

Developing a Vision for Heritage in Esquimalt (50 minutes)

- Who are we?
- Where are we going?
- What is our vision for heritage?

Break (10 minutes)

Reflection and Conclusion (20 minutes)

Workshop Proceedings

SWOT Analysis

1. STRENGTHS

- History – Esquimalt existed far before 1912 (English came in 1837, Spanish in 1790, First Nations long before)
- Esquimalt is unique for the way it developed from within the Dockyard to a new district
- Geographical location (deep water, places to walk)
- Naval base
- Fishing
- People and narratives (shared history, Esquimalt Writers Group)
- Presence of First Nations
- Adaptability of Esquimalt (had bad reputation, positive change, people adapted to cultural change, this is recognized by people who come back to Esquimalt)
- Those born and raised here ‘know how good we are.’
- Archives
- Trees and green space (more park space per capita than other areas)
- Number of heritage homes
- Westward move by retirees. Esquimalt has relatively inexpensive real estate – an opportunity to steer development in a positive way
- Fantastic recreation centre, library, playing fields, Archie Browning Arena all in one central location
- Core population very stable with many long-term families
- Lots of rentals (less now)
- Micro-climate (warmer than rest of region)
- 42% of municipal taxes are paid by DND
- Military history (should have an inventory / FHBRO list available)
- 1887 federal dry dock
- Federal graving dock
- Diversity
- Francophone community (largest in BC – 7%)
- E & N Railway

2. WEAKNESSES

- Bad reputation
- DND – divides community into properties with out control (Dockyard, Naden, Work Point Barracks)
- Divided north and south by railway tracks
- Divided east and west by Lampson Street (groups didn't interact/ e.g. West Bay vs. Saxe Point / Songhees and Esquimalt Bands)
- Diversity = strength too
- Unclear municipal boundaries
- Lack of political will to support heritage
- Lack of knowledge/apathy re: history
- Large % of population is military/transient/renters
- Failure to recognize that postal address is Esquimalt, not Victoria
- Lack of funding

3. OPPORTUNITIES

- Education (e.g. plaques/ old photos in business windows)
- Still have many historic buildings
- Have baby boomers/demographics (opportunity to pull people in)
- Genealogy
- Archives (Council-funded, municipal record-based/ Community based/opportunity/ need to move, have more space/ old municipal hall = opportunity for museum/archives)
- Greater tourism related to heritage (heritage home tours -done since 1990s by Sherri)
- Oral history with seniors (interviews by children/ archives has outreach/ Old Cemeteries Society does tours here)
- Build on positive connections with First Nations (e.g. Captain Jacobson)
- Special events around heritage projects
- Centennial in 2012
- Dorothy Field's inventory
- Archives has file on every property in Esquimalt

- Signage = education
- Development pressures

4. THREATS

- Development pressures
- Aging population
- Fear (of lawsuits, etc.)
- Cost of restoration
- Difficult to find skilled restoration trades
- Loss of 'Esquimalt Pride' fund
- Lack of municipal funding
- Insufficient information for good restoration (sometimes)
- Ignorance/apathy
- No financial incentives/carrots
- Recession
- Lack of tax incentives (federal, municipal, provincial)

What Should the Esquimalt Heritage Context Plan Do?

- Protect existing heritage
- Financial plan / establish resources
- Set up foundation / reserve fund
- Identify existing heritage (evaluate / finances protect)
- Educate = awareness
- Look at what is out there
- Storage of artifacts (Navy has 4,000 artifacts to give ... but no space to store)
- Create a recognizable place for people with interest / destination
- Establish priorities (limited resources)
- Recognition of achievement (participate in regional awards programs)
- Media relations

- Council commitment to institute some recommendations
- List of buildings flagged for development permits (Archives documents before changes or demolitions)
- Develop heritage policies
- Development permits be recorded/ archives
- Incentives/ carrots
- Relationship among key players

Developing a Vision for Heritage in Esquimalt

1. WHO/WHAT ARE WE?

- Victoria's first harbour
- West coast naval headquarters
- Shipyards/ Dry Dock/ Dockyard
- West Bay Marina
- 'Fiercely proud and very loyal'
- Perception of drinking and socializing (young singles/ armed forces ?) – considerable disagreement on inclusion of armed forces as stereotype
- Parks
- Recreational facilities
- West Bay walkway
- Best utilized library in Greater Victoria
- Diverse population
- Large liveaboard community/ diverse
- Involved community
- All basic amenities here
- Walkable
- NOT Victoria or Saanich
- Pride in property/ gardens
- Bingo Hall/ Boilermakers Hall

2. WHERE ARE WE GOING?

- What is our vision?
- Vision and Commitment (Heritage Advisory Committee cannot commit Council/ competing priorities)
- Council should commit ... but ‘poor planning tool’
- Strategize – build in longevity/ build in a legacy
- If there is a strong vision and commitment or will, can create structure that attracts private money
- Should recommend foundation
- Vision/plan are different (Vision = goal, not commitment/ Plan does not commit resources)
- Plan identifies opportunities then Council commits resources
- Heritage Advisory Committee identifies what is doable
- Heritage Advisory Committee is not a Community Heritage Commission as enabled in Section 27 of the *Local Government Act*.

3. WHAT IS OUR VISION FOR HERITAGE?

The participants divided into 3 groups to ‘come up with a vision for the heritage program in Esquimalt.’

Group 1:

The Esquimalt community vision recognizes, respects and embraces our significant historical diversity, building on a culture of our past, present and future.

Group 2:

Esquimalt is dedicated to identifying, recognizing and protecting our built, natural and cultural heritage resources through the creation of a heritage plan, community education, and the provision of resources and incentives.

Group 3:

(a) Esquimalt Council shall commit resources, including financial and personal, to implement the Heritage Plan. The Plan shall provide for recognition and protection for all of the diverse heritage within Esquimalt.

(b) Esquimalt is a community where residents take pride in the built heritage and natural surroundings; where heritage resources are valued, promoted and protected; where residents and visitors interact with the community’s heritage and history; and where new development creates new heritage and enhances existing heritage structures and spaces.

Appendix E: Stakeholder Interviews

A selection of comments and suggestions follows, organized by theme. **These record the personal opinions of the interviewees, and do not necessarily represent the opinions of Commonwealth or the Township of Esquimalt.**

What Properties should be Added to a Heritage Register?

There was agreement that the 1984 inventory is out-dated and needs to be revisited with the status of every building updated to reflect current conditions. Although the municipality has no control over buildings and sites on DND lands, interviewees agreed that there must be some way to acknowledge military properties and encourage more cooperation with the military.

The Heritage Character of Esquimalt

Interviewees felt that there are four main factors that contribute to the current heritage character of Esquimalt:

1. Geography

- The municipality is almost surrounded by ocean (no point in Esquimalt is further than 1.6 kilometres from salt water)
- The deep-sea harbour
- The relationship with the City of Victoria

2. The presence of the military

- The Navy and the Army and their connections
- The Dockyard
- Two original municipal sites are within the current Base. 'Esquimalt needs to work with the base to ensure the historical value. Need to communicate with the Base and work together. Show them the advantages of working together.'
- The Graving Dock

3. The history of Esquimalt

- People make the difference. 'The people who have lived in the houses before have shaped the community.'
- In the last 100 years, have moved the town centre 3 times. They built a community from scratch three times. The municipality has been pushed around.
- Esquimalt has its roots in the Hudson's Bay Company, Dunsmuir coal, the Royal Navy, Canadian Army (Artillery), and later the Royal Canadian Navy. The RCN came last but is foremost now.
- The cornerstones of all people in Esquimalt have roots in these pillars.

- The impact of these pillars is tremendous. 3-storey apartments were built in anticipation of the Army staying in Esquimalt. When the Army left, Esquimalt became a 'low-rent' district.
- The site of the English Inn is the last intact parcel of properties that were parceled by the Hudson's Bay Company.
- It is important to recognize our past and our history.

4. Buildings

- In West Bay and Old Esquimalt Road, you can see the heritage.
- Remnants of the 'old village' and workers cottages on Lyall Street must be saved.
- Small houses are just as valuable as mansions and are usually more threatened.
- Esquimalt has a legacy of larger homes that are worth keeping.
- Older home kept as part a development on Wychbury

The Current Situation

There is general consensus that the current system is not working, but there is not agreement on the reasons.

- It is important to recognize our past and our history. The municipality currently does not do this well.
- This plan will be a good start (several responses)
- There is no buy-in to a heritage program due to lack of knowledge. The citizens continue to elect councils who have no idea what it going on.
- They don't use the resources that are available to them.
- There is little community input and lack of initiative from staff.
- There was a conflict between the Heritage Advisory Committee and the Arts Committee when they were joined together in one group
- Last year the municipality had a joint committee with heritage and arts. This year heritage is separate with a mandate to 'get on with it.'
- Council has embarked on a path to do a built heritage registry.
- Esquimalt has a heritage tree by-law and they want to document public art.
- Esquimalt has an active archival group – the love of work and the camaraderie keeps them going (several responses)
- We all come from our history and must remember this.

- Esquimalt is starting to display archival material in display cases in the municipal hall.
- Reviewing the ineffective heritage policy of Esquimalt is a good thing.
- There is not much imagination and more reactive than proactive, but the new plan could change things.
- The municipality put heritage policies into the Official Community Plan.
- The planning department is sensitive to heritage issues.
- When a development is planned, heritage is 'always on the table.' Often developers are offered a bonus density in return for saving a heritage structure.
- There is currently an awareness at the staff level, but the possibility of staff turnover could change this situation.
- Public apathy ('I don't believe that Esquimalt is seen to be active in preserving heritage in the community.')
- Esquimalt had a certificate program to recognize citizens for heritage projects. These were stopped for a time, and then reinstated last year.
- Esquimalt heritage management has been hodgepodge with no teeth in the actions. The whole scene is factioned – too many egos with not enough substance.
- Esquimalt is starting to work on how to protect heritage.

What Should the Heritage Context Plan include?

Interviewees made several suggestions for improvement in the current situation.

- A built heritage inventory. We need the plan to ensure we get everything that should be on the list.
- A procedure to update the heritage tree register.
- Need to add public art to an inventory.
- Esquimalt needs other ideas on how to deal with heritage matters:
- Most people do not know the difference between municipal, provincial and national designation, registers, and jurisdictions. A section of definitions and clarification would be a good idea
- Need a way to identify other buildings that need protection (mentioned property on Esquimalt Road that was demolished last year) so that meaningful properties are retained (check in the archives? what procedure should be followed? where to get money?)
- Outline of what a full program would look like and would cost so plan can be phased
- A book produced for the upcoming centennial in 2012.

- The municipality needs to set priorities.
- All buildings in the 1984 heritage inventory should be reassessed and their status registered on the titles of the properties to prevent demolitions/renovations without council's knowledge.
- There is presently no formal process to prevent demolitions; this must be changed.
- Need strong heritage advisory committee and should have a staff representative on the committee to report to Council.
- The plan should recognize the continuity of the community and its many long-time residents. The demographics have changed but the mindset remains in the WWII 'build cheap housing for the Navy' times. Esquimalt needs to have a more positive vision of itself and to project a more positive image.
- The plan must be implemented.
- Need for public input (Perhaps a public celebration about heritage and the process)
- Communication through updates to Council or to a Council meeting.
- The plan must be viable and realistic. There is always the question of the tools available.
- How to create an effective plan is to offer alternatives.
- Very important is the protection of heritage so when the municipality is looking at how we determine an application for construction on a property, there is no concern about destroying heritage.
- Need controls on what people can do with heritage properties.
- Esquimalt needs a comprehensive heritage policy. Military buildings should be part of the community. The Base does not even have a written heritage policy. If buildings on the base can receive heritage designation plaques from the township, then the township should have some say in what happens with them.
- There is a dysfunctional aspect to the Archives. They need to have a more accessible system.
- Esquimalt needs to update the building inventory and expand it to include cultural landscapes like the Swallowed Anchor. It draws tourists and has a marine theme.
- Esquimalt needs creative developers to support rather than tear down heritage.
- Heritage is all encompassing. If we are destroying built heritage, we are "shooting ourselves in the foot" when it comes to Esquimalt as a tourist destination.
- Military heritage from the Army must be included as well as Navy.
- People should know who the people were that are buried in the old cemetery and their markers should be maintained including cleaning. Then citizens would know who 'Peters' was.
- The municipality needs to establish a fund to help citizens fix older houses. The Esquimalt Pride Foundation that did this was disbanded.

- Esquimalt needs to encourage heritage-saving development. They need to be in front – in not catch-up mode.
- Esquimalt needs to educate council and staff on the tools to save heritage properties, so that things like the loss of the property on Esquimalt Road does not happen in the future.
- There needs to be a proper, updated register. At present there is not much.
- Decisions are often made without historical knowledge and the long-time citizens are left to pick up the pieces. People don't take the time to discuss issues; they should take advantage of what they've got.
- There needs to be continuity on committees and heritage needs to be separate from 'arts' as they have different needs.
- Heritage is impacted by many changes in staff and there is too much politics in heritage management in the municipality.
- Esquimalt needs an inventory, both residential and commercial. The existing inventory book is a good start.
- Esquimalt needs to have people walk around to see what is valuable and what should be preserved.
- For heritage properties that are developable, heritage designation can be a problem. The use of Heritage Revitalization Areas should be used more extensively.
- Heritage designated homes should have the right for clean commercial usages provided the immediate neighbours agree with the use. This could include legal offices, medical services, consulting services, etc. The person could run their business from a portion of their home and the money saved on renting space elsewhere could be used for ongoing maintenance that is more costly than on a non-heritage home.
- There should be a system of recognition that is without political interference.
- Esquimalt needs to work with the base to ensure the historical value. Need to communicate with the Base and work together. Show them the advantages of working together.
- There needs to be a place in the plan incorporating recognition of the military base and national designations

How Can Esquimalt Promote its Heritage?

- We need to educate our children on what our heritage is – and should tell adults too.
- There is a friendliness and sense of community to build on. One interviewee suggested community picnic or some such other event where people can meet each other.
- Reach out to long-time residents for stories, artifacts, and photographs

Appendix F: Terms of Reference for the Heritage Advisory Committee

 <p>CORPORATION OF THE TOWNSHIP OF ESQUIMALT</p> <p>COUNCIL POLICY</p>				
TITLE: Terms of Reference – Heritage Advisory Committee	NO. ADMIN - 50			
<p>PURPOSE The purpose of the Heritage Advisory Committee is to advise Council, recommend policies and actively support and promote leadership in community heritage matters including services, facilities, preservation and specific community interests.</p> <p>MANDATE The Heritage Advisory Committee will, consistent with the purpose described above, undertake the following:</p> <ul style="list-style-type: none"> • Develop and recommend policies to Council and respond to Council requests for advice and information on heritage issues. • Provide a community perspective on services, programs, events, and facilities related to heritage promotion, education and awareness. • Foster public awareness, recognition and support for heritage and archival preservation. • Identify sources of funding and grants to support heritage related activities. • Provide leadership in, and actively promote heritage initiatives. <p>The Heritage Advisory Committee will submit to Council an annual work plan at the beginning of each year describing its plans for the year. The Committee will submit to Council a final report at the end of each year describing its activities and accomplishments of the previous year.</p> <p>MEMBERSHIP The Committee will consist of seven (7) members including:</p> <ul style="list-style-type: none"> • Two (2) members of Council as appointed by the Mayor. • Five (5) community representatives appointed by the Council, representing the broad interests of the community. • The Esquimalt First Nation, Songhees First Nation, Department of National Defence, School District No. 61, and School District No. 93, will be invited to assign non-voting, liaison representatives to the Committee. <p>TERMS Members will be appointed by Council for a two-year term with term end dates split between alternating years to ensure continuity of committee membership. On application, members may be re-appointed for up to three consecutive terms. All appointees sit at the pleasure of Council and may be removed at Council's discretion.</p> <p>MEETINGS The Committee will meet a minimum of four times per year in accordance with its regular</p>				
EFFECTIVE DATE: February 9, 2009	APPROVED BY: Council	REF: Staff Report ADM-09-014	AMENDS NO. REPEALS NO. ADMIN - 36	PAGE 1 OF 2

TITLE: Terms of Reference – Heritage Advisory Committee	NO. ADMIN - 50
<p>schedule of meetings established annually at the first meeting of the year. No meetings are held during the summer and winter breaks (July, August and December). Special meetings may be held at the call of the Chair. At the first meeting of each calendar year the committee will elect a Chair and Vice-Chair from amongst its members. The meeting rules and procedures will be in accordance with the Council Procedure Bylaw.</p>	

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Appendix G: The Provincial Legislative and Planning Frameworks

The Province of British Columbia has managed a comprehensive heritage program since the enactment of the first Heritage Conservation Act in the 1970s, and these were revised significantly in 1994. Current heritage legislation is found in the present Heritage Conservation Act and, as it refers to municipalities, in Part 27 of the Local Government Act. The best guide to heritage management programs that apply to municipalities may be found in *Heritage Conservation: A Community Guide* (1995). The original book is out of print, but an up-to-date version is available on line at http://www.cserv.gov.bc.ca/heritage_branch/conserv/intro.htm.

The provincial Heritage Branch advocates a strong planning basis for heritage conservation. It provides assistance to municipalities to undertake planning initiatives – such as by contributing to the present Heritage Strategic Plan. The Branch advocates a basic framework comprised of what it calls planning tools, support tools, and protection tools.

The heritage conservation legislation applies mostly to the built cultural heritage. It is relevant to landscape features only if they have cultural or historical value – in other words, if they are cultural landscapes. The conservation of natural landscapes, which is important to residents of Esquimalt, must resort to planning and protection tools other than those provided for in the conservation legislation.

Planning Tools

The two principal planning tools are:

- **Community Heritage Commission.** Esquimalt's Heritage Advisory Committee is not officially a community heritage commission. This plan recommends that it be so designated. The province prefers the name 'commission' (introduced in the 1994 legislative amendments) because it may be empowered to do more than advise the Council on heritage matters, should the Council so desire. The present Terms of Reference for the HAC are appropriate. Name aside, the duties of Esquimalt's HAC are consistent with those enabled in the legislation.
- **Community Heritage Register.** The Register is an official listing of properties identified by a local government as having heritage value or heritage character. Listing on the Register does not offer designation or protection to the properties, but it does enable the municipality to 'flag' the property in the event of a permit application and to withhold approvals and demolition permits; and listing allows a property to be eligible for planning incentive programs and for special provisions in the B.C. Building Code Heritage Building Supplement. Esquimalt's 1984 architectural inventory does not constitute a community heritage register. The properties listed in them are considered only as 'potential heritage property.'

Other planning tools that the Province has enabled are:

- **Heritage Inspection.** The municipality may inspect a listed or registered property either to determine its value or as part of a determination of the need for protection.
- **Heritage Impact Assessment.** The Council may request a study of a protected property that is threatened by a proposal.

Support Tools (Incentives)

The provincial legislation enables certain financial and non-financial incentives to support conservation:

- **Tax Exemptions.** The Council may exempt the owners of protected property from all or some of their property taxes for heritage purposes for a period of between one and ten years. Some municipalities, most notably Victoria, have used tax exemptions successfully.
- **Grants.** The municipality may give financial grants to property owners to encourage conservation. This is done in some municipalities, including Victoria.
- **Non-Monetary Incentives.** The municipality may provide various kinds of non-financial support to encourage conservation; this includes regulatory relaxations, additional density, and the allowance of special provisions in the B.C. Building Code Heritage Building Supplement. In addition, the municipality may provide support services, such as program coordination, assistance to a non-profit society, technical advice, public works projects, commemoration, and/or priority routing of heritage applications.

Protection Tools

The provincial legislation further defines and enables a wide range of tools intended to protect heritage property. These are:

- **Temporary Heritage Protection.** This creates mechanisms that allow protection of a property for a limited period of time. This may include withholding approvals and/or demolition permits, or granting temporary protection orders, bylaws, and control periods.
- **Heritage Conservation Covenant.** A covenant is a contractual agreement between a property owner and a local government or heritage organization, which is registered on the title of the property. It outlines the responsibilities of the covenanted parties with respect to the conservation of a natural or a built heritage property.
- **Heritage Revitalization Agreement (HRA).** A HRA is a formal agreement negotiated by a local government and the owner of a heritage property. It is a powerful tool that describes the duties, obligations, and benefits negotiated by both parties. An HRA generally addresses the conditions that apply to a property regarding conservation, maintenance, and use. It is approved by Council and registered on the title of the property, and may be amended only with the agreement of both parties and an amending bylaw.

- **Local Government Heritage Designation.** This provides long-term protection to a property by means of a designation bylaw. Changes to a designated property may be made only upon issuance of a heritage alteration permit.
- **Heritage Alteration Permit.** This permit, issued by the local government, allows certain changes to be made to protected property. It is usually issued when the municipality agrees that changes proposed by the property owner will not provide a loss to the heritage character of the property.
- **Local Government Compensation for Heritage Designation.** The legislation provides for compensation to be paid by a local government to the owner of a designated property where heritage designation is proved to cause a reduction in the market value of the property at the time of designation. Compensation may be monetary or it may take some other form, such as planning relaxations. The owner may choose to waive the right to compensation at the time of designation.
- **Heritage Conservation Area (HCA).** A HCA is a distinct district with special heritage value and/or heritage character, which is identified for heritage conservation purposes in the official community plan. It provides long-term protection to a distinctive area that contains heritage resources. The HCA usually includes a schedule that lists the protected properties and identifies their character-defining elements.
- **Heritage Site Maintenance Standards.** These standards establish minimum requirements for the care and maintenance of land and improvements that are either designated or are located within a heritage conservation area. The municipality may order a heritage inspection to verify that the standards are being met. Enforcement provisions include application by local government to the Supreme Court to order the property be brought up to the required standards.
- **Tree Protection.** A tree protection bylaw enables local government to protect and maintain trees that it identifies as having significance because of their heritage, landmark, or wildlife habitat value.
- **Reservation and Dedication of Heritage Property.** The local government may create a binding commitment to protect heritage property that it owns by reservation or dedication (they have subtle differences explained in the legislation). This provides long-term conservation protection to publicly owned property. It is a stronger form of protection than heritage designation.

In summary, the Local Government Act and the Heritage Conservation Act enable municipalities to use a broad range of tools to identify and protect heritage property, and to encourage property owners to accept – even embrace – protection. A number of these tools will be appropriate for heritage conservation in the Township of Esquimalt.

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Cover Photo: View of Esquimalt Harbour. This and all other photos by Helen Edwards, 2009.