

# TOWNSHIP OF LANGLEY

## HERITAGE STRATEGY

APRIL 2012



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Endorsed by Township of Langley Council  
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### TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b> .....	2
<b>1. INTRODUCTION</b> .....	4
1.1 Heritage Strategy Process.....	4
1.2 Township Profile.....	7
1.3 Langley's Historical Context .....	7
1.4 Community Benefits .....	9
<b>2. THE BROADER CONTEXT</b> .....	10
2.1 Defining Heritage .....	10
2.2 The Global Context .....	11
2.3 Conservation in Canada .....	11
2.4 Provincial Legislation .....	13
2.4.1 Local Government Act.....	13
2.4.2 Heritage Conservation Act .....	13
2.4.3 Community Charter .....	14
2.4.4 Agricultural Land Reserve .....	14
2.4.5 B.C. Building Code.....	15
2.4.6 Energy Efficiency Act .....	15
2.4.7 Homeowner Protection Act.....	15
2.5 The Link between Heritage and Sustainability .....	16
2.6 The Link between Heritage and Economic Development .....	17
2.7 Arts & Cultural Services .....	17
<b>3. CURRENT SITUATION</b> .....	18
3.1 A History of Conservation Efforts in Langley .....	18
3.2 Current Heritage Program.....	20
3.3 Heritage Incentives.....	20
3.3.1 Provincial Financial Incentives.....	22
3.3.2 Federal Financial Incentives.....	23
3.4 Current Challenges.....	23
3.5 Current Opportunities.....	25
3.6 Community Partnerships.....	26
<b>4. THE HERITAGE STRATEGY</b> .....	28
4.1 Action Plan for Implementation .....	29
4.2 Monitoring .....	42
<b>ACKNOWLEDGEMENTS</b> .....	44

Cover Images

Top: Barn in Langley, Flickr

Centre: Original Storehouse at Fort Langley, 1961 (BCA b\_09512)

Bottom right: Berry Barn (DLA)

Bottom left: Milner Church, c. 1886 (LCM 4620)

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# EXECUTIVE SUMMARY

Langley's early communities, its rural lands, and its legacy of personal histories, traditions and events weave a rich historic tapestry that creates Langley's unique sense of place. Its heritage sites and cultural landscapes are touchstones to a diverse past that provides aesthetic enrichment and educational opportunities for residents and visitors. Conserving and celebrating the heritage of the Township of Langley will allow the community to retain and convey a sense of history, supporting the development of a complete and sustainable community. A deeper appreciation of the past will allow citizens to move into the future as stewards of this historic legacy, within the context of the Township's ongoing development.

This Heritage Strategy is a long range strategic document that presents not only a shared vision of the future of heritage in the Township, but also a series of actions that outline how, over time, this vision will unfold. In early 2010, the Township of Langley Heritage Advisory Committee approved preliminary work associated with the development of a heritage strategy for the Township, and in May of the same year, a Heritage Strategy Task Force was formed.

The public consultation process has comprised a significant portion of the development of the Heritage Strategy. Its primary purpose has been to determine the importance and values collectively placed on heritage, to understand broad perspectives and aspirations, and to align heritage conservation with broader community and civic goals. In addition, public consultation has sought to develop a values-based vision grounded in worldwide best practices, to build public awareness of local conservation efforts, and to set goals and priorities for heritage conservation based on public input. As part of this consultation process, five themed stakeholder focus group workshops were held and a multi-stage online survey was conducted. This survey has been revised throughout the course of the project to allow for targeted responses, a multi-stage process that has allowed continuous public and stakeholder comment on the general content of the Heritage Strategy, and encouraging continuous review of its progress and recommendations.

## ***The Link Between Heritage and Sustainability:***

In recent years, heritage conservation has been recognized within the sustainability framework as a crucial point at which economic, environmental, social or cultural interests coincide to support common community goals. Preserving heritage values has a significant impact on all aspects of sustainability – social, environmental and economic. The intelligent reuse of our existing building stock will support Langley's vision of developing complete and sustainable communities as outlined in the 2008 Sustainability Charter. The conservation of heritage sites is also important from an urban design perspective. Our historic places, early communities and rural lands contribute significantly to Langley's unique sense of place by maintaining historic context and providing a framework for new development.

## ***The Link Between Heritage and Economic Development:***

Heritage is good for Langley's economic environment and good for business. Investment in heritage conservation provides economic stimulus that results in enhanced tax assessments, more interesting urban environments, supports competitive business recruitment and retention strategies, and provides opportunities for business incubation. Heritage sites are a key factor in the development of cultural tourism opportunities, and provide valuable support to the local film industry.

## ***Vision and Goals:***

The Heritage Strategy defines a ten-year plan that is a reflection of Langley's unique history, its communities and its way of life that will enhance the sustainability and long-term viability of heritage resources in the Township. The natural, cultural and built heritage of Langley defines its identity, gives it a distinct character, and contributes to the residents' quality of life. The Heritage Strategy respects these cherished values, and embeds them in its recommendations.

The Vision of this Plan has been derived from consultation with the broader community, and reflects a community values-based approach to heritage resource management. The Heritage Strategy has been based on an analysis of the existing challenges and opportunities through consultation with Township staff, community stakeholders, heritage program participants and the general public. A number of significant community values emerged from the program of community consultation that forms the foundation of the Plan's recommendations. Through the various stakeholder and community meetings and workshops, the following vision was developed for the Township's heritage program:

#### **A VISION FOR LANGLEY'S HERITAGE TO 2022 AND BEYOND**

*The Township of Langley will support the sustainable development of our urban structure and our rural areas through a heritage resource management program that assists in the development of a complete community. As we plan for Langley's future, we will respect our past by providing a balance for new development that recognizes the importance of our historic communities, our rural lands and our natural landscapes.*

*Langley's past, present and future will be connected through community celebrations, partnerships and heritage activities that will preserve our tangible and intangible heritage resources, provide educational opportunities and enrich the lives of our citizens and visitors.*

The following Goals, and their supporting Actions, will provide a renewed focus for the Township of Langley's Heritage Program:

- GOAL 1: *Provide Municipal Leadership in Heritage Conservation***
- GOAL 2: *Promote Heritage Conservation as a Sustainability Activity***
- GOAL 3: *Link Heritage Conservation and Economic Development***
- GOAL 4: *Celebrate Langley's Unique Heritage***
- GOAL 5: *Protect Langley's Rural Lands***
- GOAL 6: *Foster Community Partnerships***
- GOAL 7: *Update Heritage Policies in an Integrated Planning Framework***
- GOAL 8: *Make Heritage Information Accessible***
- GOAL 9: *Pursue Funding Opportunities to Advance Heritage Program Components***

#### ***Implementation:***

The implementation of the Heritage Strategy will unfold over time, through the combined efforts of the Township, stakeholders, individuals and community partnerships. The implementation process will benefit from a coordinated community effort to advance the goals of heritage conservation. The Implementation Plan provides a road map for how the goals of the Heritage Strategy can be prioritized, who can take the lead and who can provide support for each proposed Action, and what resources will be required for success.

Implementation of the Heritage Strategy will support many other aspects of Township policy, including planning and development policies as outlined in the *Official Community Plan*, *Neighbourhood Plans*, the *Sustainability Charter*, the *Economic Development Strategy*, the *Rural Plan*, the *Agricultural Viability Strategy* and the *Arts & Cultural Services Plan*.



# 1. INTRODUCTION

The historical development of the Township of Langley – from its establishment in 1873 to the present day – has resulted in a unique legacy of historic buildings, cultural landscapes, roads, parks and other heritage resources. Langley’s heritage reflects early occupation by First Nations dating back millennia, the earliest European settlement on British Columbia’s mainland, and many successive waves of immigration and community development. The Township’s heritage resources are diverse in age, style and condition, and help contribute to a sense of continuing community tradition, local pride and identity. Examples of Langley’s tangible heritage include buildings and structures, transportation infrastructure, trails, landscape and natural features, and cultural landscapes. Significant examples of intangible heritage include community celebrations, traditions and personal stories that are recalled and celebrated through archival images and records. Each of these different aspects of community heritage is important in understanding the complete history of Langley.

A unique place, the land base of the Township of Langley is today comprised of 75% Agricultural Land Reserve (ALR), and has historically been viewed as a primarily rural community. However, the Township has been urbanizing over the past several decades, with new residents moving into the more densely populated communities of Murrayville, Willoughby, Walnut Grove, Aldergrove, Brookwood and Fort Langley. Some of this growth is centered on historic settlements, while other neighbourhoods are newly created, but all demonstrate the potential impact of new development.

The management of heritage resources is a legitimate and integral part of municipal planning, and the Township has already undertaken many successful heritage and planning initiatives that form the basis of its municipal Heritage Program. The development of a comprehensive Heritage Strategy represents an opportunity for the Township to further develop effective heritage policies and procedures, by building on past successes, and by further enhancing the Heritage Program based on a community consensus about the value of heritage. In addition, Langley has been fortunate in fostering the dedicated efforts of many community volunteers that have resulted in a number of successful heritage initiatives, notably through the accomplishments of the Langley Heritage Society, which was formed in 1979.

## 1.1 HERITAGE STRATEGY PROCESS

This Strategy proposes a community vision for heritage resource management in the Township of Langley for the next ten years (2012-2022). It answers key questions about the existing heritage management situation, defines key directions for consideration, and proposes a framework for implementation. It provides effective, sustainable, and financially realistic strategic directions that will enhance the long-term viability of heritage resources in the Township, as it aligns with the Township’s broader goals of economic, environmental and cultural sustainability.

A heritage strategy is a long range strategic document that presents not only a shared vision of the future of heritage in the Township, but also a series of actions that outline how, over time, this vision will unfold. In early 2010, the Township of Langley Heritage Advisory Committee approved preliminary work associated with the development of a heritage strategy for the Township, and in May of the same year, a Heritage Strategy Task Force was formed.

Drawing on the collective experience of Heritage Advisory Committee members and community stakeholders who have had a long involvement with the Township’s heritage, it was determined that a Heritage Strategy would be a sound investment that would establish consensus across heritage debates and keep the community focused on moving forward with respect to heritage in the coming decade. At the recommendation of the Heritage Advisory Committee, the Township of Langley Council endorsed the development of a heritage strategy in November 2010.

Since then, the development of the Heritage Strategy has been conducted through an open and public process that has invited significant community input, through well-attended meetings and numerous opportunities for public comment. The work was conducted under the direction of the Heritage Strategy Task Force, which also reported back to the Township of Langley Heritage Advisory Committee. Further input on the recommendations of the Heritage Strategy has been sought through targeted consultation. The result has been the articulation of a general consensus that the Vision for this Strategy reflects community values and is a practical, sustainable and effective way to implement new directions for the Township of Langley’s Heritage Program.

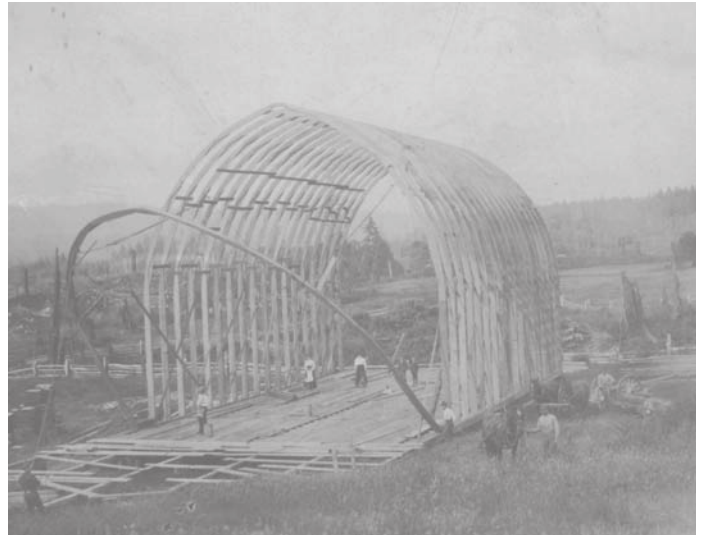
The public consultation process has comprised a significant portion of the work. Its purpose has been to determine the importance and values collectively placed on heritage, understand broad perspectives and aspirations, align heritage conservation to broader community and civic goals, develop a values-based vision grounded in worldwide best practices, build public awareness of local conservation efforts, and set goals and priorities based on public input. As part of this consultation, five themed stakeholder focus group workshops were held:

- Workshop #1: Heritage & Sustainability: April 4, 2011
- Workshop #2: Heritage Issues in Langley: May 3, 2011
- Workshop #3: Heritage & Economic Development: May 16, 2011
- Workshop #4: Langley's Rural Heritage, June 7, 2011
- Workshop #5: Governance Issues, June 7, 2011

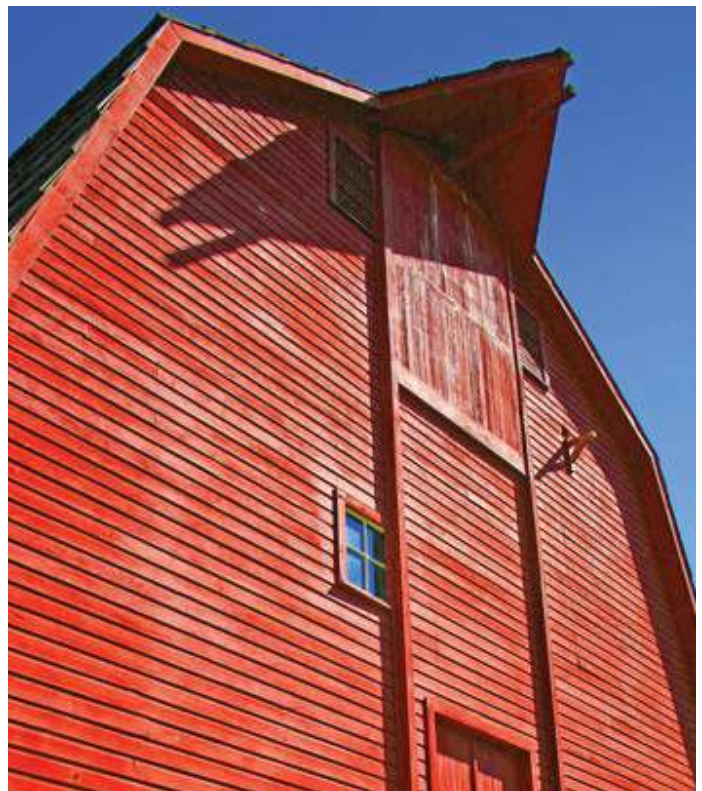
In addition to the workshops, two public Open Houses were held, with opportunities for public comment. An ongoing, multi-stage online public survey has been conducted, and was revised throughout the course of the project to allow for targeted responses. The initial online survey gathered general comments related to what residents valued about Langley's heritage and their vision for heritage in the Township. The first Open House was held on June 28, 2011 to gather input on the initial draft of the Heritage Strategy. Comments from the Open House, submitted at the time or online, were reviewed, and the Vision, recommended Goals, and prioritization of the proposed Actions were refined as a result of public input.

After release of the final draft, a second Open House was held on March 13, 2012, and further public comments were received. At this stage, the survey asked for comments on the proposed strategy as a whole, including priorities for the Actions. This multi-stage process has allowed ongoing public and stakeholder comment on the Heritage Strategy, by conducting a continuous review of its progress and recommendations.

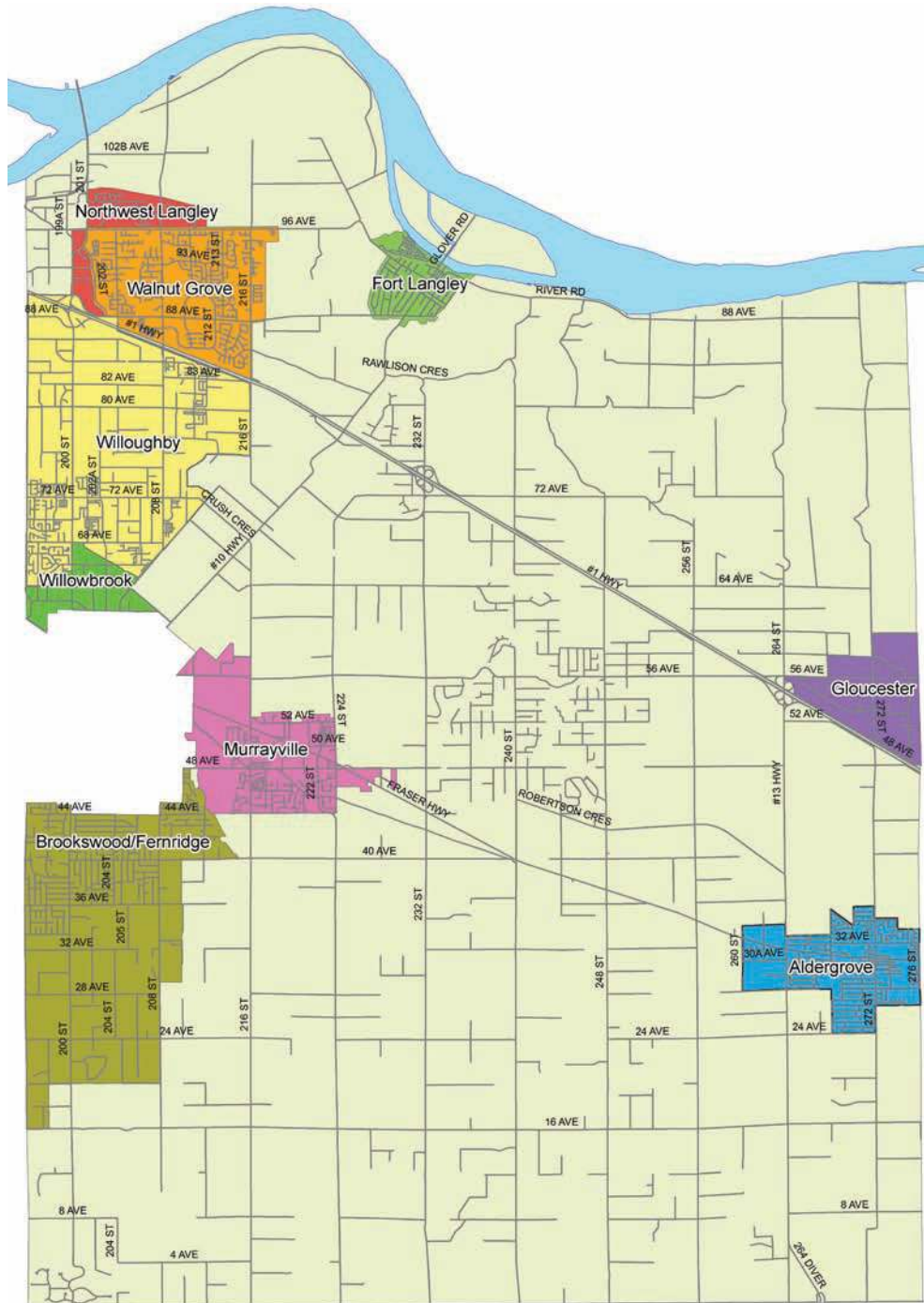
This open and transparent process has allowed for the development of a community-based vision for heritage conservation, and a general consensus on the priorities of the Action Plan for implementation.



Barn being constructed on Hugh Davidson farm, 1905 (LCM 157)



Langley Barn (Mike Wesko)





## 1.2 TOWNSHIP PROFILE

The Township of Langley covers a land mass of 316 square kilometres (122 square miles) and incorporates the bulk of its population in the key urban areas of Fort Langley, Walnut Grove, Willowbrook/Willoughby, Brookwood/Fernridge, Murrayville, and Aldergrove. Bordered by the City of Surrey and the City of Langley to the west and the City of Abbotsford to the east, the Canada/USA boundary to the south and the Fraser River on the north, it is currently one of the high-growth municipalities in Metro Vancouver. Its expanse encompasses historic neighbourhoods and heritage infrastructure within its urban areas, as well as an extensive and diverse rural heritage within its agricultural and natural landscapes. The physical and urban presence of the City of Langley on its eastern boundary (encircled by the Township on three sides) as a separate municipality and distinct planning presence presents a jurisdictional overlap for the Township with respect to the management of Langley's heritage.

## 1.3 LANGLEY'S HISTORICAL CONTEXT

The characteristics that make Langley unique are those features that have afforded it a place within regional, provincial and national landscapes and relate to its geography: its ties with First Nations; its strategic position in the Pacific Northwest during the Hudson's Bay Company era; its role in provincial and national consolidation; its ties to established stories of British Columbia; its resources and trade; its diverse agriculture; its early trade centres (which created the neighbourhood centres of today); its streetscapes and neighbourhood nodes; its distinct community businesses; its cultural landscapes and transportation infrastructure; and its diverse established network of community volunteers.

Langley's situation in the mid-Fraser Valley is the result of Fort Langley's location on the Fraser River at the mouth of the Salmon River, and this historic relationship with waterways continues to define Langley today. A documented First Nations presence in the Langley area dating back between 4,000 and 9,000 years has been accompanied by continuous occupation up to the present day. First Nations people of the region began creating family, economic, and cultural connections with Euro-American fur traders and settlers

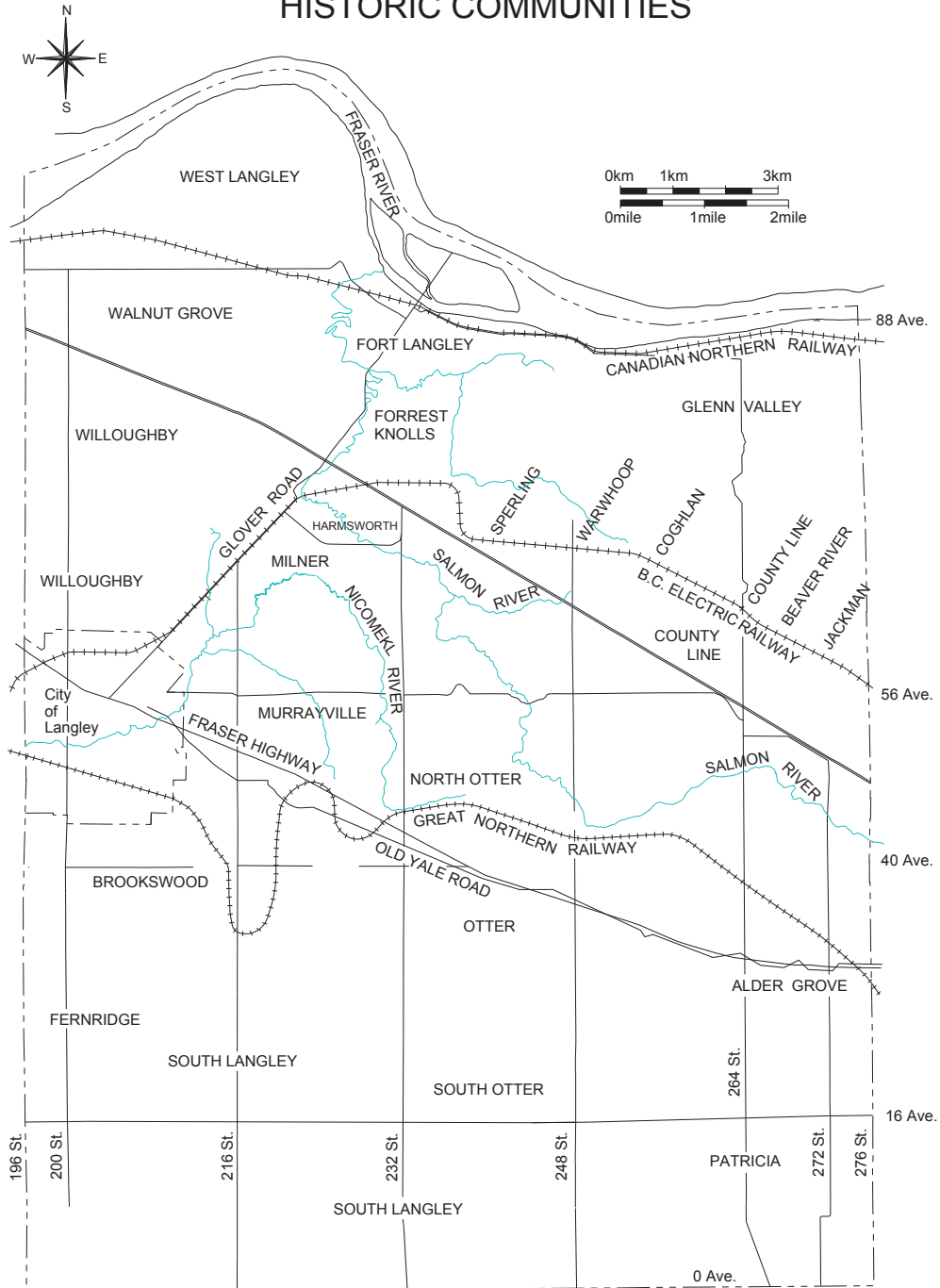
beginning in the late 1820s. These ties of recent meaningful contact complement the long history of the Kwantlen and Katzie people in the region and have been part of the social reality of Langley since its inception. The legal realities of First Nations people in Langley, with respect to the Indian Reserve System developed in the nineteenth century, have had significant influence on patterns of land use and land development, and these relationships remain on the land today.

The Township of Langley was created in 1873, two years after the establishment of the province. Its location on the Fraser River, encompassing the fertile land which came to be known as "Langley Prairie", was defined by a legacy of land use patterns from the Hudson's Bay Company era that understood the location of Fort Langley, along with its trade and agriculture, as strategic underpinnings to Britain's presence in the Pacific Northwest. Fort Langley's isolated situation here, between its establishment in 1827 and the Fraser River Gold Rush of 1858, served the political function of securing territory for Britain against the danger of encroachment of American occupation from the south and Russian occupation from the north, playing a key role in national and provincial consolidation. Emerging nineteenth-century political boundaries and the development of their respective bureaucracies (the Crown Colony of British Columbia in 1858, the Dominion of Canada in 1867 and the Province of British Columbia in 1871) were mapped on and over existing HBC relationships with the land and with First Nations people. Because of its comparatively deep history, Langley has been firmly tied to stories about the establishment of the province, such as the Gold Rush of 1858, and the Declaration of the Crown Colony of British Columbia.

The culturally-modified landscapes in Langley reflect its historic ties to resources and to trade, particularly with respect to fishing, logging, and farming. For many families, resource-based jobs went hand-in-hand with agriculture. Many farmers had boats and fished in season. Loggers would leave the farm in the family's hands when they were off in camp. Langley's modern landscapes, including the historic communities of



# HISTORIC COMMUNITIES



Fort Langley, Milner, Murrayville, and Aldergrove, are built on the trade centres and transportation infrastructure that developed over the nineteenth and early twentieth centuries to serve resource extraction and agriculture. Significantly, historic relationships with agricultural land have been preserved through the establishment and maintenance of the Agricultural Land Reserve.

One of the key aspects of Langley's heritage character is the historic infrastructure of early communities that sprang up as the Township was settled. These small settlements reflected the need for local services for the expanding rural communities, and also mark early trade routes, the location of schools and churches, and early commercial areas. They contain the concentration of Langley's built heritage resources, and are a valuable reminder of early development. Two of these historic communities, Fort Langley and Murrayville, are now managed as Heritage Conservation Areas, and others have potential for future recognition of their heritage value. All of these communities are significant in interpreting Langley's past and historic development.

#### 1.4 COMMUNITY BENEFITS

Conserving and celebrating its heritage allows a community to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our community from past to present to future. Historic sites become landmarks and touchstones for the community. A broad range of tangible heritage features exist that add to the Township's vibrancy and character. In addition, a legacy of personal histories, traditions and events weave a rich and unique community tapestry that enriches the life of the Township's residents and visitors.

Cultural and heritage-based tourism, such as the visitation of historic sites, is now the fastest growing segment of the burgeoning tourism industry. Other benefits of strong heritage policies include maintaining distinctive neighbourhoods, conserving cultural heritage, providing community identity and promoting civic pride. Heritage conservation is also an inherently sustainable activity, and supports sustainability initiatives such as reduction of landfill and the conservation of embodied energy. These are all important considerations in the long-term management of our built environment.

A well-managed heritage conservation program provides numerous community benefits that include:

- encouraging retention of the community's unique physical heritage;
- celebrating historical events and traditions;
- identifying ways that partnership opportunities can be fostered with senior levels of government;
- engaging the broader community including the private and volunteer sectors;
- conserving a broad range of historical sites that supports other public objectives such as tourism development and education;
- assisting private owners in retaining historic resources through flexible heritage planning;
- investing in heritage sites through community partnerships;
- supporting sustainability initiatives; and
- generating employment opportunities and other economic spin-offs.

There is mounting evidence that heritage initiatives provide both tangible and intangible benefits, and contribute to the development of complete communities and to a vibrant culture of creativity and innovation.

## 2. THE BROADER CONTEXT

### 2.1 DEFINING HERITAGE

*Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration (as defined by UNESCO).*

Organizations and governments world-wide use similar definitions to describe heritage conservation and the fundamental values that underpin these definitions, even though the emphasis in conservation practice has varied somewhat between countries. The model for heritage conservation we rely on in Canada today has evolved over a period of approximately 150 years through activities undertaken on the international, national, provincial and local levels, gaining momentum through what might be referred to as the conservation movement in the final decades of the twentieth century.

- **Conservation** includes the identification, protection and promotion of places that are important to our culture and history and includes the preservation, rehabilitation and restoration of these places to retain their historical and cultural significance.
- A **Historic Place** is a structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.
- **Values** provide the basis for conservation. They must be lasting and maintain ongoing appreciation, teach us about the past and the cultures that came before, provide the context for community identity, afford variety and contrast to our contemporary urban fabric, and supply visible evidence of continuity between the past, present and future.
- **Heritage or cultural significance** means the historic, aesthetic, scientific, social or spiritual value of a place to past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.
- Both **tangible and intangible heritage values** are present in our built heritage, in our historic sites, the character of heritage neighborhoods, streetscapes, cemeteries and early transportation routes, as well as in our natural heritage encompassing vistas, fertile plains, country roads, naturally wooded areas, significant watercourses, planted features and landscapes.
- The importance of **intangible cultural heritage** is increasingly being recognized worldwide as a legitimate part of values-based heritage conservation, including culturally-embedded traditions, memories, language, practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.
- **Cultural landscapes**, or distinct geographical areas that represent the combined work of man and nature, encompass those landscapes deliberately shaped by people, those that have evolved organically and those that have taken on significance by cultural association. The concept of the 'cultural landscape' has recently taken root in conservation circles at the international level and is impacting not only the concept of heritage value, but also the selection of places for conservation.



Berry House on Old Yale Road (LCM 4775)

## 2.2 THE GLOBAL CONTEXT

The first recorded attempt to establish a coherent and logically defensible philosophy for building conservation occurred in England in 1877. This brief statement marked the starting point for many later policy statements, including international charters and conventions. The *Venice Charter* of 1964, which expanded the *Athens Charter* of 1931, set out to define the common responsibility of nations to safeguard cultural heritage for future generations. The *Venice Charter* was recognized as a foundational document and was adopted by the International Council on Monuments and Sites (ICOMOS) in 1965.

By this time, the United Nations Educational, Scientific and Cultural Organization (UNESCO) had begun partnering with countries worldwide. At the 1972 World Heritage Convention the conservation of nature and the preservation of cultural sites was linked for the first time in a policy document, establishing UNESCO as the world forum for addressing the conservation issues of significant sites globally. An abundance of other conservation standards resulted, some ICOMOS approved – such as the Burra Charter in Australia in 1981 and the Appleton Charter for the Protection and Enhancement of the Built Environment in Canada in 1983. Other professional and non-governmental organizations developed standards in this period and contributed to an increase in the codification of conservation standards in government policy in countries throughout the western world.

The earliest efforts by international organizations were spent primarily on the conservation of sites in the developed world after which many re-focused their attention on the conservation of threatened sites in the developing world. As of August 2011, UNESCO's World Heritage List includes 936 sites and landscapes considered to be of outstanding universal value. Fifteen of these sites are in Canada.

## 2.3 CONSERVATION IN CANADA

During the past century, focus on the national level has primarily been on the designation of historic sites and places through the National Historic Sites of Canada. As of August 2008, there were 958 sites designated as National Historic Sites in Canada; 167 of these are currently administered by Parks Canada, one of which is the Fort Langley National Historic Site.

The earliest conservation efforts in Canada occurred in Fort Chambly, Quebec through a private initiative in 1882. Around the same time, in 1879, Manitoba established the first recorded historical society to promote public interest in their region's historical resources. In British Columbia, the first conscious act of heritage conservation occurred in 1890 when the Nanaimo Bastion (built by the Hudson's Bay Company in 1853) was relocated to prevent its demolition. However, it took initiatives such as the establishment of the Royal Society of Canada's Committee for the Preservation of Scenic and Historic Places in Canada in 1900, the Historic Sites and Monuments Board of Canada in 1919, the *Commission des biens culturels du Quebec* in 1922 and British Columbia's laws protecting First Nations artifacts in 1924 to give a strong voice to heritage advocacy. The Heritage Canada Foundation acts today as the primary advocacy organization for heritage conservation on a national level, with other NGOs such as UNESCO and ICOMOS Canada providing technical support.

During the mid twentieth century, national concepts related to conservation evolved and started to move away from a previously strict approach of creating museums on historic sites associated with historical personages and notable historic events, to include architectural values for their own sake. By the 1970s, within the context of Canada's growing nationalist and historical sentiments, segments of the public and private sectors began to see the civic, social and financial value in heritage conservation, and the re-use of historic neighborhoods – such as Vancouver's Gastown and Chinatown – began to take shape through urban renewal initiatives.

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to conserve and celebrate Canada's historic places. These consultations resulted in a broad based strategy, the Historic Places Initiative (HPI), which was the most important federal heritage conservation proposal in Canada's history. HPI is a pan-Canadian partnership consisting of a number of interrelated elements. This includes a national heritage register called the *Canadian Register of Historic Places* (CRHP), comprehensive conservation standards and guidelines, and a certification process for project approval designed to ensure that any work that is undertaken in exchange for federal incentives complies with approved standards. The CRHP is a searchable database containing listings of historic places of local, provincial, territorial and national significance. The purpose of the CRHP is to identify, promote and celebrate historic places. It also provides a valuable source of easily accessible and accurate information for government authorities, land use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public.

An integral part of HPI was the development of the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Prepared by Parks Canada to serve as the national standard for the treatment of heritage resources, this document has been adopted by many provincial and municipal authorities. It lays down the foundation for the evolution of conservation practice and functions as the principal standard for conservation in Canada today.

As well, the proliferation and development of Community Heritage Registers across the country, supported by funding provided through the Historic Places Initiative, with supporting funds distributed through the provinces, has had a significant impact in supporting the identification and management of heritage assets locally, provincially and nationally.

Today, conservation efforts remain a close partnership between government and the community, and exist within a framework wherein national standards, provincial statutes and municipal policies guide various aspects of conservation practice. A variety of funding programs supporting heritage

conservation have existed intermittently at both the provincial and national levels over the years that have contributed to local initiatives nationwide. As well, independent funding entities, including numerous not-for-profit societies and foundations at the national, provincial and local levels, have contributed financial support to conservation through their fundraising and advocacy efforts.



Logging at Fort Langley (BCA c\_09120)



Store at Murray's Corner, 189- (BCA c\_09107)

## 2.4 PROVINCIAL LEGISLATION

While the national government, in collaboration with the provinces and municipalities, has played a leadership role in this regard, provincial legislation, statutes and regulations provide the legal framework for conservation practice. Local governments have managed their resources through the legislative tools provided by provincial legislation, such as the **Community Heritage Register**, **Heritage Designation**, **Heritage Revitalization Agreements** and **Heritage Conservation Areas**. These are some of the most significant conservation tools that are available at the local level for the management of heritage resources.

Prior to 1994, two provincial Acts enabled municipal heritage conservation initiatives: the *Heritage Conservation Act* and the *Municipal Act*. These two Acts, and a number of others, were amended through the *Heritage Conservation Statutes Amendment Act 1994*. In addition to existing procedures, the 1994 changes to the *Municipal Act* enabled municipalities to better integrate heritage conservation activities into the mainstream of development and community planning by defining new procedures for more powerful regulations (Heritage Conservation Areas, Community Heritage Commissions, heritage site maintenance standards, tree protection, etc.) and heritage incentives (tax exemptions, an expanded legal protection toolkit, consolidated approvals for heritage rehabilitation work, etc.).

Heritage tools are referenced in a number of other provincial Acts, such as the *Land Titles Act* (which enables covenants to be registered on land titles), but the majority of the tools the Township is likely to use in the conservation of heritage resources are now enabled under the *Local Government Act*.

### 2.4.1 Local Government Act

Under the *Local Government Act*, a legal framework is provided for the establishment and continuation of local governments to represent the interests and respond to the needs of their communities. Local governments are enabled with the powers, duties and functions necessary for fulfilling their purposes, including stewardship of public assets, and the flexibility to respond to the different needs and changing circumstances of their communities. The Township is

empowered to regulate land development through zoning, subdivision control, building by-laws, maintenance and occupancy by-laws, and a number of other regulatory mechanisms. Heritage incentives can be provided through a number of mechanisms including negotiated agreements and 10-year periods of tax relief. Most of the tools that the Township will use to provide incentives and regulations for the heritage program are enabled under *Part 27: Heritage Conservation*.

One of the tools commonly used as the basis of a municipal heritage program is a Community Heritage Register, an official listing of properties having heritage value, passed by resolution of local government. Inclusion on a Register does not confer any other form of permanent heritage protection, is not listed on the Land Title and does not create any financial liability for the local government. The Register may, however, be used to “flag” properties for possible future protection, and does enable a local government to withhold approval and/or a demolition permit for a limited amount of time. In addition to the tracking and regulatory powers implied by a Register listing, there are also important incentives that can be offered to assist owners with conservation. Properties on a Register are eligible for special provisions, including equivalencies under the B.C. Building Code, alternative compliance under the *Energy Efficiency Requirements* and exemptions from the *Homeowner Protection Act*. The Township has already established a Heritage Register that lists a variety of historically significant sites. The Township has also protected heritage sites through **Heritage Designation** and **Heritage Revitalization Agreements** (a voluntary negotiated agreement that may vary bylaw and permit conditions); this protection is achieved on a site-by-site basis through municipal bylaws.

### 2.4.2 Heritage Conservation Act

The purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in British Columbia. This Act is most relevant when dealing with archaeological issues, the management of which remains a provincial jurisdiction. The province may enter into a formal agreement with a First Nation with respect to the conservation and protection of heritage sites and heritage objects that represent the cultural heritage of the aboriginal people who

are represented by that First Nation. Owners of identified archaeological sites are required to conform to provincial requirements. The provincial Archaeology Branch maintains a list of known archaeological sites.

### 2.4.3 Community Charter

The *Community Charter* came into effect in 2004, and provides municipalities with a framework for local activities and services. This legislation applies to all municipalities whose core powers were previously found in the *Local Government Act*, and replaces the tradition of prescriptive legislation with enabling legislation that allows municipalities to be innovative in meeting the needs of their communities. The Charter gives municipalities broad powers, including permissive tax exemptions, to regulate activities within their communities. Currently, the Township is granting permissive tax exemptions under Section 225 of the Charter to heritage properties leased to non-profit societies.

The Permissive Exemptions provisions in the Community Charter that can be used for facade improvement and heritage conservation projects are listed below:

- **Section 225:** Permissive tax exemptions can be offered to “eligible property”, as defined by heritage protection. A rebate on municipal and provincial taxes can be provided. There is no specified time limit to the exemption that can be negotiated. These provisions require a 2/3 supporting vote of Council for enactment.
- **Section 226:** Permissive tax exemptions can be offered to revitalization projects. A rebate can only be provided on municipal taxes, and can be offered to any property. There is a 10-year time limit to this exemption, however it requires only a simple majority vote of Council for enactment.

### 2.4.4 Agricultural Land Commission

The provincial Agricultural Land Commission (ALC) is an independent Crown agency dedicated to protecting the scarce supply of agricultural land that is important to the current and future needs of British Columbia. The *Agricultural*

*Land Commission Act* sets the legislative framework for the establishment and administration of the agricultural land preservation program. The ALC encourages the establishment and maintenance of farms, to provide a basis for a sustainable economy and a secure source of food. The Commission also conducts land use planning with local communities and government agencies, and adjudicates applications for the use of land in the Agricultural Land Reserve (ALR). It is responsible for administering the *Agricultural Land Commission Act* and the *Soil Conservation Act*.

The ALR is a provincial zone in which agriculture is recognized as the priority use. Farming is encouraged and non-agricultural uses are controlled. The ALR covers approximately 4.7 million hectares. It includes private and public lands that may be farmed, forested or vacant land. In total, the ALR comprises those lands within B.C. that have the potential for agricultural production. The Agricultural Land Reserve takes precedence over, but does not replace other legislation and bylaws that may apply to the land. Local and regional governments, as well as other provincial agencies, are expected to plan in accordance with the provincial policy of preserving agricultural land.

The *Farm Practices Protection (Right to Farm) Act* is complimentary to the ALR farmland preservation program. This Act, which came into effect in 1995, gave local government better tools for managing growth, and moved land use planning for agriculture into the mainstream. Farmers were given the right to farm in the ALR and on land zoned for farm use. The Act protects farmers that are using normal farm practices from nuisance lawsuits and nuisance bylaws of local governments. The Act also establishes a process to resolve concerns and complaints.

As 75% of the Township is included within the Agricultural Land Reserve, and many significant historic sites are situated on rural lands, this is a significant issue in determining economic viability for heritage sites. The ALC has demonstrated an increased willingness to negotiate over heritage issues. This is a positive indication that the Commission will consider



proposals to save heritage structures as long as there is only minor impact on agricultural production, and when there is demonstrated intent to conserve through a heritage designation. Each application is reviewed on a case-by-case basis. ALC policies may also have a significant effect on the development of agri-tourism and agri-business, as it can regulate and designate appropriate farm use with respect to the scope of retail sales, wineries and other uses.

Other provincial initiatives regarding farm practices are underway, such as the B.C. Agriculture and Food Climate Action Initiative that is a joint undertaking of B.C. Agriculture Council and the Investment Agriculture Foundation; their initiatives include a B.C. Farm Energy Assessment Pilot Project that is now in its second phase.

#### **2.4.5 B.C. Building Code**

Building Code upgrading is the most important aspect of heritage building rehabilitation, as it ensures life safety and long-term protection for the resource. It is essential to consider heritage buildings on a case-by-case basis, as the blanket application of Building Code requirements does not recognize the individual requirements and inherent performance strengths of each building. A number of equivalencies have been adopted in the British Columbia Building Code that enable more sensitive and appropriate heritage building upgrades; a heritage building is defined as either a designated site or one included on a Heritage Register. As an example of a Code equivalency is the use of sprinklers in a heritage structure to satisfy fire separation and exiting requirements.

Given that Code compliance is such a significant factor in the conservation of heritage buildings, the most important consideration is to provide viable economic methods of achieving building upgrades. In addition to the equivalencies offered under the current Code, the Township can also accept the report of a Building Code Engineer as to acceptable levels of code performance.

#### **2.4.6 Energy Efficiency Act**

The *Energy Efficiency Act* (Energy Efficiency Standards Regulation) was amended in 2009 to include the following definition:

“designated heritage building” means a building that is (b) protected through heritage designation or included in a community heritage register by a local government under the Local Government Act,

Under this new definition, Energy Efficiency standards do not apply to windows, glazing products, door slabs or products installed in heritage buildings. This means that exemptions can be allowed to energy upgrading measures that would destroy heritage character-defining elements such as original windows and doors.

#### **2.4.7 Homeowner Protection Act**

Amendments to the *Homeowner Protection Act Regulation* were made in 2010 to allow for exemptions for heritage sites from the need to fully conform to the B.C. Building Code under certain conditions, thus removing some of the barriers to compliance that previously conflicted with heritage conservation standards and guidelines. The changes involved:

1. an amendment to the Homeowner Protection Act Regulation, B.C. Reg. 29/99 that allows a warranty provider, in the case of a commercial to residential conversion, to exclude components of the building that have heritage value from the requirement for a warranty; and
2. clarification of the definition of ‘substantial reconstruction.’ The latter clarification explains that 75% of a home must be reconstructed for it to be considered a ‘new home’ under the Homeowner Protection Act, thus enabling single-family dwelling to multi-family and strata conversions without the Act now coming into play.

The definition of a heritage building is consistent with that under the B.C. Building Code and the *Energy Efficiency Act*.

## 2.5 THE LINK BETWEEN HERITAGE AND SUSTAINABILITY

In recent years heritage conservation has found a new place within the sustainability framework in which economic, environmental, social or cultural interests coincide to support common community goals. Preserving heritage values has a significant impact on all aspects of sustainability – social, environmental and economic. The intelligent reuse of our existing building stock will support Langley’s vision of developing complete and sustainable communities as outlined in the 2008 *Sustainability Charter*. Three goals of the Charter that align with heritage conservation are to:

- *Celebrate our heritage* – by identifying, protecting and managing heritage resources, promoting an awareness of heritage values and partnering with the City of Langley, the Kwantlen First Nation and existing heritage societies to further heritage interests;
- *Respect our rural character and rural heritage* – by recognizing rural character as an essential community feature, by protecting views, characteristic landscapes and rural roads and by preserving the agricultural land base for food production; and
- *Reduce energy consumption* – by promoting energy efficiency in new and retrofit buildings.

Within this larger conservation model, both the tangible and intangible benefits of heritage conservation find a broadened relevance: in the areas of tourism, job creation, business development, education, recreation and the environment, heritage conservation contributes to the diversity, variety and long term sustainability of the urban and rural fabric of our existing communities.

Heritage conservation is inherently sustainable; it minimizes the need to destroy building materials and retains established land use patterns and infrastructure. It also conserves embodied energy, reduces pressure on landfill sites, avoids impacts of new construction and minimizes the need for new building materials. Although heritage conservation and sustainable development are not entirely synonymous activities, they align in their mutual interest of enhancing the relationship people have with their built environment. The environmental impact associated with building demolition is a major concern, and as a consequence an increasing

number of existing buildings are being retained and retrofitted for new uses for reasons that go beyond their historic merit. It is widely recognized that society can no longer afford to waste resources of any type and responsible stewardship, including re-use of the built environment, has become the accepted norm in managing our urban and rural habitats while enhancing their livability.

The conservation of heritage sites is also important from an urban design perspective. Our historic places, early communities and rural lands contribute significantly to Langley’s unique sense of place by maintaining historic context and providing a framework for new development.

It is also important to upgrade the energy efficiency of heritage buildings, and this can be accomplished in many ways without destroying heritage character-defining elements. Information on energy upgrading measures for heritage buildings is available in the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The renewed focus of the Heritage Program should recognize the importance of sustainability initiatives. Heritage conservation should be integrated with sustainability initiatives (including environmental, economic and social initiatives) whenever possible, for the benefit of both.



Green Timbers Road c.1910 (LCM 881)

## 2.6 THE LINK BETWEEN HERITAGE AND ECONOMIC DEVELOPMENT

Heritage is good for Langley's economic environment and good for business. Investment in heritage conservation provides economic stimulus that results in enhanced tax assessments, more interesting urban environments, supports competitive business recruitment and retention strategies, and provides opportunities for business incubation. Heritage conservation does not mean "no change"; rather it is an opportunity for creative community-building that also provides sustainable amenities as our urban environments become subject to intensification.

The fastest growing sector of the tourism market is cultural tourism, which consists of travellers engaging in cultural events and activities while away from their home communities. This umbrella term includes, but is not limited to: performing arts; museums and galleries; visual arts; heritage events; visits to historic sites; genealogical research; multicultural/ethnic events; and some tourist attractions. Education is also a significant part of cultural tourism, as these elements may involve a high degree of interactivity.

Langley, with its wide array of heritage and cultural attractions, and prominent heritage sites, is ideally situated to take advantage of the cultural tourism market. Fort Langley is already a successful example of the economic benefits afforded by heritage buildings that have been adapted for businesses, retail shops, restaurants and other cultural attractions and draw many visitors to the area. In 2003, the spin-off benefits of cultural tourism in Langley (defined as being where a cultural, education, or heritage experience is a significant factor for a trip) were estimated as generating \$22.5 million a year in economic activity, (Source: *Cultural Tourism Economic Impact Study*, Grant Thornton, September 2003)

From a business perspective, the film industry alone is a large generator of economic activity in the Township. During the six-year period from 2005 to 2010, the total economic impact of the film industry in the Township is estimated at approximately \$297.24 million dollars, of which 52 percent or \$153.52 million was connected with Township heritage sites and areas. It is important to note that this figure does

not include filming that occurred in many of the Township's natural landscapes that are also closely tied to local history.

The Township is currently developing an *Economic Development Strategy*, which should recognize the key role that heritage resources can play in the development of the local economy.

## 2.7 ARTS & CULTURAL SERVICES

Heritage is a natural ally of arts and culture, with many public policy linkages. In 2011, an *Arts and Cultural Services Plan* was prepared for the Township of Langley that positions heritage initiatives within a broader cultural framework. It observes that "heritage remains an important pillar of the arts and cultural life in the Township", and supports its observations with the following quotes:

- "Heritage champions in the township work tirelessly to identify, preserve, teach and motivate."
- "The rich heritage of Fort Langley, especially, has not been forgotten. Rather, it has been highlighted for local, national and international visitors. The historical importance of the area has ensured that with restorations and ongoing planning, the pioneering spirit of Langley will endure."
- "The numerous museums in the Township are proof that the business of heritage touches all residents, students, pioneers and visitors, while providing insight into the original experiences of area residents."



Museum of Flight (DLA)



## 3. CURRENT SITUATION

### 3.1 A HISTORY OF CONSERVATION EFFORTS IN LANGLEY

As one of the oldest municipalities in British Columbia, the Township of Langley has a long history of involvement in conservation activities. From the 1920s campaign to designate the Fort through to the present, the local community has played a key role in its preservation and development. The initial commitment to preserve the Fort was made in collaboration with national interests, after the declaration of support for its purchase and restoration by the Native Sons of New Westminster in the early 1920s. Following on the efforts of Judge F.W. Howay, the Township, and others on the Fort Langley Preservation Committee who provided and raised funds, the Historic Sites and Monuments Board of Canada agreed to the conservation and designation of the Fort site with its single remaining storehouse building in 1923. The following year, the government of Canada acquired one acre surrounding the storehouse, the Township bought the adjacent two acres for a park, and the site received its official plaque. The designation of the Fort was followed by special events such as Douglas Day, which began as an annual event at the Fort in the 1930s to celebrate the proclamation of the Crown Colony of British Columbia. Fort Langley was established as a National Historic Park in May of 1955 and to mark the centenary of the 1858 proclamation at Fort Langley, additional lands were assembled and partial reconstruction of several of the early Fort buildings was completed.

In 1958, as part of Provincial centennial celebrations, Township Council established its own community museum. Also initiated that same year, with the support of the University of British Columbia's Faculty of Agriculture, was the B.C. Farm Machinery and Agricultural Association, which opened the first industrial museum in the Province in 1966. Both museums were located across from the Fort and volunteers began to donate countless hours to the work of documenting and displaying Langley's history alongside the province's agricultural past.

In 1974, Township Council passed a bylaw making provision for the establishment of a Heritage Advisory Committee, which was among the first in the province. During that same

year the Telegraph Trail/Collins Overland Telegraph Line was designated, making provision for it to be retained as a country road. The provincial *Heritage Conservation Act* was adopted in 1977. Two years later the Langley Heritage Society – one of the first community based advocacy groups in the province, and the catalyst for the conservation of much of the community's non-museum related heritage – was established by a group of community minded individuals concerned with the preservation of Langley's built and natural heritage.

In 1979, the Fort Langley Community Hall became the first building to be given designation status in the Township, and in the early 1980s the Langley Heritage Society began the task of systematically identifying Township and City sites for their historic significance in order to create the first comprehensive inventory of historic places in Langley. During these early years the Langley Heritage Society, the GVRD (now Metro Vancouver), the Township's Heritage Advisory Committee and the two Langley municipal governments worked together to ensure the preservation of the community's built and natural heritage, and a number of Langley's most significant landmarks underwent a process of restoration.

Awareness of the village of Fort Langley as a distinct historical area led to the development of a Development Permit area in 1987, followed by design and façade guidelines in 1988 and the establishment of a heritage conservation area in 1997. In 1989, the preservation efforts of the Langley Heritage Society were augmented with the establishment of the Alder Grove Heritage Society that restored the F.J. Hart / B.C. Telephone Building in 1993, and created an extensive publication on Aldergrove's history.

There is a considerable background planning framework that supports the Township's current Heritage Program. In 1979, when the Official Community Plan was first adopted, one of its objectives was to encourage the identification and protection of significant cultural and historical properties in the Municipality. Other significant bylaws and initiatives followed:

- The **Fort Langley Community Plan** adopted in 1987, recognized the heritage significance of the community and designated the commercial village and museum area a development permit area providing building design guidelines to protect its historic character.
- The **Murrayville Community Plan** adopted by Council in 1989, identified a number of buildings of heritage significance in Murrayville and designated the land around the historic Murray's Corners a development permit area in order to maintain the character of the existing development.
- The **Rural Plan** adopted in 1993, noted the importance of the rural landscapes, buildings and roads of heritage significance in the rural areas, and in 1994 Council adopted the **Langley Country Road Guidelines** for the identification and maintenance of country roads in order to preserve their rural character while meeting the transportation requirements of vehicular and non-vehicular users.
- A **Heritage Management Plan** was drafted in the mid 1990s that identified the immediate and longer term work to be undertaken surrounding the conservation of Langley's heritage.
- In 1994, the *Local Government Act* was amended to allow designation of Heritage Conservation Areas in the province, providing a more comprehensive policy tool for managing historic neighbourhoods, and in 1997 the commercial district in Fort Langley, as outlined in the **Fort Langley Community Plan and Heritage Conservation Area**, became the first designated heritage conservation area in the Township's OCP.
- In 1997, the **Walnut Grove Redwoods Neighbourhood Plan** provided guidelines for the long-term protection of the heritage Redwoods trees in this neighbourhood.
- With the subsequent development of neighbourhood plans for the Willoughby area, specifically the **Yorkson Neighbourhood Plan** in 2001, heritage values for the area were identified and specific sites recommended for long-term retention.
- In 2008 the **Sustainability Charter** was developed wherein three of the primary goals of the Charter are to: *Celebrate our heritage; Respect our rural character and rural heritage; and Reduce energy consumption.*
- The **Aldergrove Core Plan** completed in 2010 included recommendations regarding the retention of specific historic sites in the downtown core
- In 2010 historic Murrayville was designated in the OCP as a heritage conservation area.
- As part of the Subdivision and Development Servicing Bylaw 2011 No. 4861, **Tree Protection Schedule I** is designed to encourage retention of significant trees on development sites. Pursuant to the Bylaw, applicants are required to identify and assess existing trees early in the development process. This bylaw requires replacement tree planting on all new development sites to ensure that trees continue to be a long-term local asset.
- The Township is currently developing an Agricultural Viability Strategy, to enhance the viability and sustainability of the agricultural sector in the Township of Langley by addressing farm viability issues including potential for local food production, diversification opportunities, economic challenges, urbanization conflicts, environmental issues and competition for agricultural land. As the first phase of the strategy development process, an *Agricultural Profile* has been developed.
- In addition, the development of all neighborhood plans provides policy for the protection of the natural environment that may be of heritage significance within a particular community.

This policy framework provides a solid base for the further development of effective heritage initiatives, based on the strategic directions outlined in this Plan.

### 3.2 CURRENT HERITAGE PROGRAM

The governing authority for the implementation of the Heritage Strategy is the Township of Langley. Community input on heritage matters is currently provided to Township Council through an appointed Heritage Advisory Committee. Council as a whole provides overall direction and authorization for the implementation of the policy recommendations of the Plan. The Township also bears the responsibility for land use planning and heritage program administration.

There are currently over 200 heritage resources listed on the Township's Heritage Inventory encompassing historic sites, landscape features, historic cemeteries and early transportation links. Listing on the Heritage Inventory does not constitute any form of protection, nor are these sites eligible for incentives unless they are listed on the Heritage Register or receive continuing or legal protection. Of the Heritage Inventory sites, 51 are listed on the Community Heritage Register, of which 35 are legally protected through heritage revitalization agreements, heritage designation or heritage covenants.

Langley's associated pioneering legacy is manifest in its rural and natural landscapes that are integral to its historic character, in its early rural architecture and unique vernacular building forms, winding country roads, and in the fertile prairies that attracted early settlers. Langley's rural nature still defines many of the vistas and views Langley offers, and its early settlement patterns remain part of the Township's current infrastructure. Built resources are characterized by wood frame construction representative of early turn of the twentieth century rural settlement. These buildings represent a wide range of early commercial, institutional, residential and agricultural uses reflective of the community's early life. The Township's community collections and its pre- and post-contact archaeological sites link the modern community with historic events and past ways of life.

Heritage conservation incentives are offered by the Township through negotiated settlements and technical advice. Financial incentives are provided through the Heritage Building Incentive Grant Program, which assists with the stabilization and exterior restoration, repair, and maintenance costs of eligible heritage buildings. Property owners of

heritage buildings listed on the Township's heritage inventory are eligible for grants to undertake work that maximizes the retention of original materials and design. In order to receive a grant, owners must add their resource to the Community Heritage Register. Higher levels of funding are available for owners who additionally wish to enter into legal protection agreements on their properties. A heritage building operated or owned by a business requires legal protection to qualify for grant funding. The order of priority for Heritage Building Grant funding is as follows:

1. Exterior or structural restoration
2. Exterior or structural repairs
3. Exterior or structural maintenance

In addition, permissive tax exemptions are granted to heritage properties leased to non-profit societies. This is enabled under the *Community Charter*, Section 225: Partnering, Heritage, Riparian and Other Special Exemption Authority.

Other highly successful heritage initiatives have occurred through community partnerships, notably through the efforts the Langley Heritage Society. The success of Langley's Heritage Program is the result of many dedicated staff, volunteers, building owners and community members over the last three decades.

### 3.3 HERITAGE INCENTIVES

The Township of Langley provides heritage incentives that support the conservation of individual sites. This program includes the provision of exemptions and relaxations as well as financial grants. In order to ensure maximum effectiveness, the municipal incentive program should be assessed and modified periodically to respect the changing needs of property owners and the community. The application of an incentive should be subject to the following conditions:

- The amount of incentives should be directly related to the level of conservation.
- The proposed work on the site would be compatible with, and sympathetic to, the character and context

of the heritage site, according to the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

- The heritage character-defining elements of the site are to be maintained.
- For larger incentives, proof of financial necessity may be required through a *pro forma* economic analysis.
- Legal protection, in the form of a heritage designation or a covenant, should be a pre-requisite for any municipal heritage incentive.

The following are the general broad categories of incentives that may be offered for heritage sites:

- **Tax Incentives:** Currently, if a property owner undertakes a rehabilitation of a heritage building, he or she usually encounters an increased property tax assessment due to an increase in market value. This, combined with the potentially high cost of meeting building code requirements, can make the upgrade of heritage properties a marginal economic proposition. The assessment and taxation process is governed by provincial legislation and is very inflexible. Municipalities may choose to forgive all or part of the municipal portion of the property tax on a heritage property as long as the property is municipally designated or legally protected. In these cases, the tax relaxation may be calculated based on the extent and cost of the rehabilitation. Experience in the United States has demonstrated that incentives tied to income tax are amongst the most effective mechanisms for the preservation of heritage buildings. In Canada, federal income tax incentives for conservation do not currently exist, but municipal tax-based heritage grants have been proven to be successful in many cities including Vancouver, Victoria and Surrey. Currently, the Township is granting permissive tax exemptions under Section 225 of the Charter to heritage properties leased to non-profit societies. The potential for further tax-based heritage incentives will need to be explored further as to their applicability within the Langley context, and could be considered for implementation.

- **Municipal Non-Financial Incentives:** Zoning relaxations, such as related parking, setbacks, density and expanded use, can be allowed in order to retain a non-conforming heritage building on a specific site. Also, technical assistance from Township staff may be offered to owners of heritage properties.



Fort Langley Picnic Group, 1891 (BCA c\_07982)



WH Berry Store, 193- (LCM 4888)

- Building Code Equivalencies (See Section 2.4.5):** Building Code upgrading is the most important aspect of heritage building rehabilitation, as it ensures life safety and long-term protection for the resource. It is essential to consider heritage buildings on a case-by-case basis, as blanket application of Code requirements do not recognize the individual requirements and inherent strengths of each building. Over the past few years, a number of Code equivalencies have been developed and adopted in the British Columbia Building Code, which establish compliance with the theory behind the contemporary code, but are sympathetic to the structural intricacies of heritage buildings making heritage building upgrades more feasible. For example, the use of sprinklers in a heritage structure helps to satisfy fire separation and exiting requirements. Given that Code compliance is such a significant factor in the conservation of heritage buildings, the most important consideration is to provide viable economic methods of achieving building upgrades. In addition to the equivalencies offered under the current Code, the Township can also accept the report of a Building Code Engineer as to acceptable levels of code performance. In addition, the Code needs to be interpreted correctly in order to allow for the best possible conservation outcomes. For example, the Code requires “two sheets of glass” which is generally interpreted as meaning double-glazing; the intent of code upgrading can therefore be met through the use of interior or exterior storm windows. The Township should explore AND UNDERSTAND potential heritage building code equivalencies to provide consistent review and knowledgeable advice to building owners.
- Energy Efficiency Act (See Section 2.4.6):** This Act (Energy Efficiency Standards Regulation) was amended in 2009 to exempt windows, glazing products, door slabs or products installed in heritage buildings (defined as those that are legally protected or listed on a community heritage register). This means that the Township, as an incentive to being listed on a Heritage Register or as part of the negotiated agreement, can allow exemptions to energy upgrading measures that

would destroy heritage character-defining elements such as original windows and doors. These provisions do not preclude that heritage buildings must be made more energy efficient, but they do allow a more sensitive approach of alternate compliance to individual situations and a higher degree of retained integrity. Increased energy performance can be provided through non-intrusive methods such as attic insulation, improved mechanical systems, and storm windows. Further detail on “Energy Efficiency Considerations” are outlined in the *Standards & Guidelines for the Conservation of Historic Places in Canada*.

- Homeowner Protection Act (See Section 2.4.7):** Homeowner Protection Office policies have now been modified to exempt heritage buildings under certain conditions from the requirement for Homeowner Protection Insurance. This includes buildings being strata titled, as long as the building does not exceed substantial construction criteria. The definition of a heritage building is the same as under the *Energy Efficiency Act*, and includes Heritage Register sites.

### 3.3.1 Provincial Financial Incentives

There are several programs under which heritage sites may apply for heritage funding:

- Heritage Legacy Fund:** Under its Heritage Conservation Program, The Heritage Legacy Fund provides financial contributions of up to \$25,000 for projects involving the preservation, rehabilitation and/or restoration of a built community heritage resource. Eligible applicants include the Township, registered non-profit societies and registered federal charities.
- LiveSmart BC:** This is a provincial program dedicated to promoting energy efficiency, including incentive grants for energy efficiency upgrading. The program recognizes that some upgrades may affect heritage character, and special provisions may be accessed for homes that have received municipal designation or are included on a Heritage Register. This includes grants for installation of wooden storm windows on heritage homes.



### 3.3.2 Federal Financial Incentives

The Residential Rehabilitation Assistance Program (RRAP), offered through the Canada Mortgage and Housing Corporation, helps low-income Canadians, people with disabilities and First Nations people live in decent, affordable homes. These programs also support renovations to rooming houses and rental units to increase the availability of housing for those in need. Depending on the individual situation for each resource, one of the following programs may apply:

- **Homeowner RRAP:** Financial assistance to repair substandard housing to a minimum level of health and safety
- **Rental RRAP:** Assistance for landlords of affordable housing to pay for mandatory repairs to self-contained units occupied by low-income tenants
- **Secondary/Garden Suite RRAP:** Financial assistance for the creation of a Secondary or Garden Suite for a low-income senior or adult with a disability, making it possible for them to live independently in their community, close to family and friends.
- **RRAP for Persons with Disabilities:** Assistance for homeowners and landlords to improve accessibility for persons with disabilities
- **RRAP for Conversions:** Assistance for converting non-residential buildings into affordable housing

### 3.4 CURRENT CHALLENGES

The Township's sheer size, combined with the diversity of its urban, rural and natural elements, presents a number of challenges for the development of a Heritage Strategy that must address a complex array of social, cultural, economic and environment issues in order to be beneficial over the long term. Many of these challenges relate to Langley's highly valued rural heritage that exists within a context where 75% of the Township's land is in the Agricultural Land Reserve.

Some of the more important issues that will impact the future of heritage conservation in Langley include, but are not limited to, the following:

- **Development pressures in the evolving urban landscape**  
Development pressure in areas where historically rural buildings remain within the Township's developable land will require increasingly innovative solutions if they are to be retained within an evolving urban landscape. Beyond the retention of specific sites, the identification and management of Langley's cultural landscapes over the long term are also critical in retaining the character-defining elements of our community.
- **Evolution of agricultural practices**  
Over the years Langley's pastoral rural lands have shifted from extensive agricultural use to agricultural production utilizing greenhouses and contemporary industrial barns that support intensive agriculture, changing the face of agriculture within the rural landscape through the new technologies that are required for production.
- **Functional obsolescence**  
An obvious challenge in this evolving rural context is functional obsolescence. Many historic agricultural buildings, such as the large barns and outbuildings associated with earlier farming practices that have come to symbolize the rural nature of Langley, have become functionally obsolete in the face of modern farming practices. These landmark structures are left without any obvious viable use and their owners are left with the burdensome cost of maintaining them.
- **Jurisdictional overlaps**  
A variety of jurisdictional overlaps present a challenge in some circumstances, e.g., where provincial policies related to agricultural land use come into conflict with the retention of residential heritage buildings on farm land where new primary residences are desired. Such overlaps between different levels of government and industry regulations make the planning process increasingly complex, and addressing heritage issues in a context of differing priorities, such as within the framework of the ALR, can be problematic.

- ***Lack of clarity about what constitutes a “Heritage Site”***

Since 1993, the basis of the Township’s Heritage Program has been over 200 heritage resources listed on the Township’s Heritage Inventory encompassing historic sites, landscape features, historic cemeteries and early transportation links. Of those, 51 are listed on the Community Heritage Register, of which 35 are legally protected through heritage revitalization agreements, heritage designation or heritage covenants. Based on enabling legislation, only the 51 sites on the Register have recognized heritage value, and are immediately eligible for provincial heritage incentives. The other 150 sites – the majority of identified heritage sites in the Township – have no official status.

- ***Outdated Heritage Evaluation System***

The Township’s heritage evaluation system dates back to the late 1970s, and does not reflect current best practices in values based assessment. Other municipalities have now moved into the development of historic context statements and thematic frameworks, which provide a framework for understanding and evaluating historical resources.

- ***Archaeological sites & processes***

While information about potential archaeological sites in the Township is limited, there is a need to safeguard the integrity of known sites and to attempt to collect information about other sites, including sacred sites where there are no physical remains. Even though the provincial government (through the Archaeology Branch) has a pivotal role to play in protection of sites, a means by which information can be recorded and shared should be explored so that the Township can work cooperatively with First Nations and others in their long term protection and management of archaeological assets.

- ***Differing functional interests in historic areas***

The expansion of transportation infrastructure presents challenges for some Langley communities in terms of how differing functional and jurisdictional interests can impact heritage resources. Milner is one example of a

historic community that has been impacted by these cross-interests.

- ***Heritage volunteerism and advocacy in a shifting demographic landscape***

Heritage conservation has long been dependent on community volunteerism and an opportunity to increase the number of volunteers in the coming decade exists as people with the time and expertise to dedicate to community-based conservation activities enter retirement. This window of opportunity is finite, however: as today’s new retirees – the last of the Baby Boomers -- age, volunteerism is likely to decline again. An added challenge is the potential loss of those “keepers” of the knowledge of the past, its technologies, methods and stories related to Langley’s places and collections, who are a part of this aging demographic.

- ***Public perception of negative impacts***

There is a widely-held perception that protecting heritage property reduces property values or inhibits development. Studies have shown that this is not so; Professor Robert Shipley of the University of Waterloo investigated the property values over twenty years for more than 2,700 properties in 24 communities across Ontario. Shipley’s research concluded that heritage designation could not be shown to have a negative impact on property values. In fact there appears to be a distinct and generally robust market in designated (protected) heritage properties. Their property values generally perform well in the market, with 74% of properties performing better than or equal to the average property value trend. The rate of sale among designated properties is as good or better than average market trends. Moreover, the values of heritage properties tend to be resistant to downturns in the general market.

The Vancouver Heritage Foundation has undertaken a research project comparing the assessed value of properties on the Heritage Register, designated properties, and non-heritage properties in four Vancouver neighbourhoods (Strathcona, Kitsilano, Mount Pleasant & Hastings-Sunrise). This research

indicated that between 1999 and 2005, Heritage Register and designated heritage houses increased in value at almost the same rate (42.1% & 42% respectively), while non-heritage houses increased at a slightly slower rate (39%). The Victoria Heritage Foundation has also been tracking market values and assessments of 142 heritage houses designated prior to 1988. Between 1988 and 1999 the tax assessments for these houses increased 26% faster than the average, resulting in an increased tax return to the City of Victoria.

Heritage conservation, in general, actually provides stability in the marketplace and helps protect property values. This is especially true when conservation incentives are offered, creating a category of prestigious properties that are highly valued in the marketplace. Financial incentives in heritage conservation are actually an investment in community building that can pay significant dividends in the long term.



Aldergrove post office, 1926 (LCM 1376)

### 3.5 CURRENT OPPORTUNITIES

There are also opportunities for the Township to expand the effectiveness of its Heritage Program:

- ***Enhanced program of conservation incentives***  
The Township can take advantage of provincial enabling legislation to provide an enhanced program of tax-based heritage incentives.
- ***Alignment with provincial legislation***  
Additional conservation incentives can be provided as resources are added to the Heritage Register, providing access to B.C. Building Code equivalencies, incentives under LiveSmart BC, and exemptions under the *Energy Efficiency Act* and the *Homeowner Protection Act*. The definition of a heritage site for the purposes of granting incentives or equivalencies is now consistent; the site must be either municipally designated or else listed on a Community Heritage Register.
- ***Alignment with provincial initiatives***  
The preservation of rural lands can be supported through alignment with the goals of the Agricultural Land Reserve to preserve traditional agricultural use. Some sites on the Heritage Register would also be eligible for grants through the Heritage Legacy Fund (see Section 3.3.1).
- ***Alignment with federal initiatives***  
The Township can continue to take advantage of the existing federal initiatives such as the Canadian Register of Historic Places and the *Standards and Guidelines for the Conservation of Historic Places in Canada* (see Section 2.3).
- ***Current Growth and Development***  
The population of the Township is expanding, as new development takes place. This provides opportunities for the rehabilitation of heritage sites, integration with new development and the ability to capitalize on demographic shifts.

The Visions, Goals and Actions of the Heritage Strategy have been developed to recognize the current issues regarding heritage conservation, as well as take advantage of these opportunities.

### 3.6 COMMUNITY PARTNERSHIPS

Achieving planned heritage conservation objectives is a collaborative process that involves staff, landowners, representatives of other agencies and consultants. Over many decades, Langley has developed a resilient and resourceful network of community volunteers, heritage advocates, and not-for-profit societies that have worked in the heritage field. Strong ties exist across organizations in the planning aspects of heritage interpretation and community-based activities. These organizations not only have a long history of work in the Township, but each has its own ties to other historical interests across diverse disciplines. A number of government entities, organizations and societies currently share in Langley's heritage stewardship. Partners include Parks Canada, Metro Vancouver, the Kwantlen First Nation, the Katzie First Nation, the City of Langley, the Langley Heritage Society, the Alder Grove Heritage Society, local churches and community hall societies, the Township's museums, owners of heritage buildings, developers and other business, service and arts groups, each of which have their own specific areas of interest and interest groups. It is essential that all of Langley's heritage stakeholders be effectively involved in the planning process.

Langley's multi-layered historical context exists side-by-side with its unique history of heritage volunteerism. The community has not only worked to preserve the fabric of buildings (through the Langley Heritage Society) and cultural landscapes (through Metro Vancouver and Township Parks),



Rose Nursery near Langley, 1954 (BCA i\_27249)

but has also made it possible to create new interpretive ties through time to historic places and events, (through events such as the Derby Reach Brae Island Parks Association's Heritage Apple Day), creating modern resonances with Langley's past.

Langley's network of heritage volunteers is supported in part by descendents of agricultural pioneers, people who are "keepers" of the knowledge about early technologies, construction methods, and stories of community that surround Langley's historic places and its collections. This knowledge is critical to the project of conservation. The development of strategies regarding the best use of this unique resource of people and ideas, the encouragement of local enterprise in heritage-related areas, and the transfer of knowledge to support conservation will be critical in the years ahead and will ultimately determine what skills, knowledge, and resources are available to future generations.

There are many other potential partnerships that could support the Township's heritage initiatives. In addition to those mentioned above, these partnerships could include the following broad categories of stakeholders.

- **Local First Nations:** The Kwantlen First Nation and Katzie First Nation both have an enduring presence in Langley Township. Their traditional histories stretch back to the beginning of time, are intertwined with



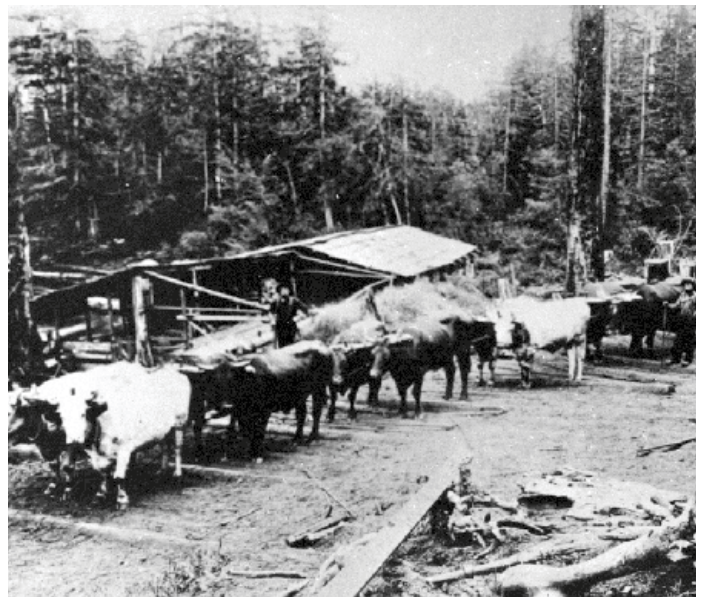
CNR Construction, 1911 (BCA b\_07957)

European settlement, and continue to the present day. Throughout the Township, archaeological sites have been recorded that provide physical evidence of First Nations occupation and use through many centuries. In addition to ongoing identification and stewardship of archaeological and other cultural heritage sites, shared initiatives that interpret First Nations history, such as those occurring at Fort Langley National Historic Site, could be fostered. Wherever possible, the Kwantlen and Katzie First Nations should be consulted and included in the development of heritage interpretation programs and exhibits. Consideration could also be given to arranging for First Nations representation on the Heritage Advisory Committee to provide an ongoing perspective on heritage issues and initiatives.

- **The Business Community:** Many people in the business community understand the commercial potential of arts, heritage and culture, especially relating to cultural tourism initiatives. These links could include a variety of people, business groups and organization such as property owners, property developers, real estate agents, private companies, BIAs, Tourism Langley, the Chamber of Commerce, corporate sponsors, merchant groups and those involved in the film industry.
- **Local Service Clubs:** Local service groups (such as the Rotary and Kiwanis) sponsor community projects and

may be willing to partner on heritage initiatives. These partnerships would need to be assessed on a case-by-case basis.

These partnership opportunities should be explored whenever possible, to ensure that broad public support can be attained whenever possible to support the Township's initiatives.



Logging with Oxen, 1870s (BCA c\_09114)



Cummings Meat Market, c.1910 (LCM 955)



Jardine Crossing, 1911- (LCM 37)

## 4. THE HERITAGE STRATEGY

A Heritage Strategy is a long-range strategic document that presents not only a shared vision for heritage in the Township, but also includes a plan that outlines how this vision will unfold over time. Because heritage stewardship is a shared responsibility between government and community, the development of a comprehensive strategy for focusing heritage efforts in the coming decade will build on current cooperative practices between community and government and provide long-term direction for staff and Council in developing policies in the coming years. Drawing on the collective experience of heritage stakeholders who have had long involvement with the work of heritage in the Township, the process for its development has provided an opportunity to recognize and clarify partnerships, review understandings across the heritage community in Langley, identify challenges, threats and opportunities for heritage in the Township of Langley in the foreseeable future and provide strategies for addressing them.

The Heritage Strategy defines a ten-year plan that is a reflection of Langley's unique history, its communities and its way of life that will enhance the sustainability and long-term viability of heritage resources in the Township. The natural, cultural and built heritage of Langley defines its identity, gives it a distinct character, and contributes to the residents' quality of life. The Heritage Strategy respects these cherished values, and embeds them in its recommendations.

The Vision of this Plan has been derived from consultation with the broader community, and reflects a community values-based approach to heritage resource management. The Heritage Strategy has been based on an analysis of the existing challenges and opportunities through consultation with Township staff, community stakeholders, heritage program participants and the general public. A number of significant community values emerged from the program of community consultation that forms the foundation of the Plan's recommendations.

Implementation of the Heritage Strategy will support many other aspects of Township policy, including planning and development policies as outlined in the *Official Community Plan*, Neighbourhood Plans, the *Sustainability Charter*,

the *Economic Development Strategy*, The *Rural Plan*, the *Agricultural Viability Strategy* and the *Arts & Cultural Services Plan*.

Through the various stakeholder and community meetings and workshops, the following vision was developed for the Township's heritage program:

### **A VISION FOR LANGLEY'S HERITAGE TO 2022 AND BEYOND**

*The Township of Langley will support the sustainable development of our urban structure and our rural areas through a heritage resource management program that assists in the development of a complete community. As we plan for Langley's future, we will respect our past by providing a balance for new development that recognizes the importance of our historic communities, our rural lands and our natural landscapes.*

*Langley's past, present and future will be connected through community celebrations, partnerships and heritage activities that will preserve our tangible and intangible heritage resources, provide educational opportunities and enrich the lives of our citizens and visitors.*

The following Goals, and their supporting Actions, will provide a renewed focus for the Township of Langley's Heritage Program:

- GOAL 1: Provide Municipal Leadership in Heritage Conservation**
- GOAL 2: Promote Heritage Conservation as a Sustainable Activity**
- GOAL 3: Link Heritage Conservation and Economic Development**
- GOAL 4: Celebrate Langley's Unique Heritage**
- GOAL 5: Protect Langley's Rural Lands**
- GOAL 6: Foster Community Partnerships**
- GOAL 7: Update Heritage Policies in an Integrated Planning Framework**
- GOAL 8: Make Heritage Information Accessible**
- GOAL 9: Pursue Funding Opportunities to Advance Heritage Program Components**

## 4.1 ACTION PLAN FOR IMPLEMENTATION

The implementation of the Heritage Strategy will unfold over time, through the combined efforts of the Township, key stakeholders, individuals and community partnerships. This process will benefit from a coordinated community effort to advance the goals of heritage conservation. The following Action Plan provides a road map for how the goals of the Heritage Strategy can be prioritized, who can take the lead and who can provide support for each proposed Action, and what resources will be required for success.

The Action Plan flows from the Vision and Goals of the Heritage Strategy, which were determined through a consensus-based consultative process. The Goals are supported by recommended Actions that will be achieved over a ten-year period, between 2012 and 2022. These Actions have been prioritized within the following timeframe:

Timeframe for Implementation:

- Short Term Actions: up to 3 years (2012-2015)
- Medium Term Actions: 3-5 years (2015-2017)
- Long Term Actions: 5-10 years (2017-2022)
- Ongoing Actions: (underway and continuing 2012-2022)

The proposed budget and timing for the implementation of these Actions is based on current staffing and budget levels, and as a result the majority of actions are noted as Ongoing. The heritage strategy will assist in the development of annual work programs, and in determining annual budget requirements. Although the cost to implement the Heritage Strategy is relatively modest, some items have additional associated costs that have been spread over the ten-year implementation period. These one-time costs for individual projects have been allocated as follows, and will be brought forward for Council consideration as part of the annual budget process:

Budget Implications

Short Term Actions: 2012-2015

- Archaeological potential mapping and a management plan for areas of high potential \$25,000
- Historical context statement for HBC Farm in Milner \$5,000

Medium Term Actions: 2015-2017

- Langley Historic Context Statement and Thematic Framework \$25,000
- Review and documentation of selected cultural landscapes and natural features \$25,000

Long Term Actions: 2017-2022

- Conservation incentives for building owners \$25,000

Ongoing Actions: 2012-2022

- Annual costs for implementation \$12,500

There are a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs (such as digital access grants) and private and corporate sponsors; securing these resources will require support time and resources from the Township and volunteers.



Hop Kiln at John Brae's Place, Coghlan Road, Langley, 1898 (BCA c\_07979)



GOAL #1: PROVIDE MUNICIPAL LEADERSHIP IN HERITAGE CONSERVATION							
ACTION			TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
1.1		Update OCP Policies to include goals and objectives for Heritage Conservation and Archaeology, (see also <b>Goal 7</b> ).	Short Term (1-3 Years)	TOL Staff	HAC	Annual Budget	Provision of a clear and comprehensive policy framework for Heritage Conservation and Archaeology. Enhanced policies and programs that link heritage to the broader civic goals of economic development, sustainability, affordable housing initiatives, arts & cultural services and community planning. Improved awareness about the value of archaeological sites.
1.2		Endorse the use of the Parks Canada <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> .	Short Term (1-3 Years)	TOL Council	TOL Staff / HAC	Annual Budget	Establishment of a consistent standard of authenticity for all heritage conservation initiatives.
1.3		Investigate extending conservation incentives for heritage building owners, including permissive tax exemptions and extending property tax incentives (see also Goal 5.2).	Long Term (5-10 Years)	TOL Staff	HAC / Owners	\$25,000	Increased community interest in conserving heritage properties due to increased heritage incentives. Increase in the retention and revitalization of Langley's historic building stock. Improved tax base through the development of restored heritage sites.



## GOAL #2: PROMOTE HERITAGE CONSERVATION AS A SUSTAINABLE ACTIVITY

ACTION	TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
2.1		Plan for the development of sustainable and vibrant neighbourhoods by building on the character, amenities and historic infrastructure of existing neighbourhoods:			
2.1.1	Identify built, natural and cultural landscape heritage sites, and policies for conserving them, during the neighbourhood plan process.	Ongoing	TOL Staff / Parks	HAC / Owners / Community Partners	Included in combined annual budgets for 7.2.2 and 7.2.3  Supports the goals of Langley's <i>Sustainability Charter</i> . Supports the goals of the <i>Metro Vancouver Regional Growth Strategy</i> . Preservation of the unique and character-defining aspects of Langley's communities within a sustainable framework. Proactive identification of appropriate protection for heritage sites prior to development.
2.1.2	Encourage retention of existing building stock where feasible by demonstrating flexibility in the assessment of adaptive re-use projects.	Ongoing	TOL Staff / TOL Council	HAC / Building Owners / Community Partners	Annual Budget  Provision of an incentive for owners and developers to explore unique solutions to making older building stock economically viable. Minimized impact on landfill, energy consumption and the need for new building materials.
2.2	Support sympathetic upgrading of the energy efficiency of heritage buildings in ways that sustain their character.	Ongoing	TOL Staff	Building Owners	Annual Budget  Increased energy efficiency of older buildings through the application of appropriate technologies that retain their character-defining elements. Access equivalencies and exemptions whenever possible.
2.3	Continue to encourage and support salvage efforts in the deconstruction of existing buildings.	Ongoing	TOL Staff	Community Partners	Annual Budget  Reduced impact on landfill sites. Provision of materials for re-use in other restoration projects.



**GOAL #3: LINK HERITAGE CONSERVATION AND ECONOMIC DEVELOPMENT**

ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
3.1	Recognize the importance of heritage resources in economic development strategies related to business recruitment and retention.	Ongoing	TOL Staff	TOL Economic Development Advisory Committee	Annual Budget	Supports the goals of <i>Langley's Economic Development Strategy</i> . Increased employment and economic opportunities.
3.2	Continue to provide grants for the restoration of heritage buildings through the Heritage Building Incentive Program.	Ongoing	TOL Council	TOL Staff / HAC	\$20,000 / year currently - consider increasing in future if required	Demonstration of conservation stewardship that encourages investment and contributes to the long-term viability of the Township's built heritage. Increased protection for heritage resources.
3.3	Continue to support Cultural Tourism initiatives including the ongoing development of cultural facilities, historic sites, heritage events and educational activities.	Ongoing	TOL	TOL Economic Development Advisory Committee / Tourism Langley / Langley Centennial Museum / Fort Langley National Historic Site / Community Partners	Annual Budget	Encourage cultural attractions that will enhance tourism opportunities and economic development.
3.4	Continue to support the film industry through the conservation of heritage sites.	Ongoing	TOL Council / TOL Staff	TOL Economic Development Advisory Committee / Owners	Annual budget - could require additional funds for specific projects	Financial revenue that directly supports Langley's historic sites, cultural and natural landscapes and the local economy.
3.5	Support commercial activities and marketing initiatives in the Township's historic communities.	Ongoing	TOL Staff	TOL Economic Development Advisory Committee / Community Partners	Annual budget - could require additional funds for specific projects	Increased tourism and heightened awareness of Langley's unique places.
3.6	Identify investment opportunities (grants, partnerships, development agreements) that support and promote heritage conservation.	Ongoing	TOL Staff	HAC / Community Partners	Annual Budget	Economic development is fostered through long-term investment in heritage and cultural resources.

**GOAL #4: CELEBRATE LANGLEY'S UNIQUE HERITAGE**

ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
4.1	Preserve, protect and celebrate significant historical resources that illustrate Langley's range of heritage values.	Ongoing	TOL Council / TOL Staff / HAC	Community Partners	Annual budget - could require additional funds for specific projects	Improved understanding and appreciation of local heritage resources.
4.2	Continue to celebrate our unique sense of place through the promotion of local heritage themes within initiatives, events and the local media.	Ongoing	TOL Staff / HAC	Langley Centennial Museum / Community Partners	Annual budget - could require additional funds for specific projects	Improved understanding and appreciation of local heritage. Retention of local celebrations and customs unique to Langley. Increased public volunteerism and pride in community.
4.3	Continue to promote interpretive history programs throughout the Township, using plaques, monuments and artifacts.	Ongoing	TOL Staff	TOL Staff / Community Partners	\$ 5,000 / year	Recognition of significant historic places throughout all of the Township's communities.



Blair Sugar Maple Tree (TOL)



Horse Chestnut Trees on Glover Road (TOL)

GOAL #5: PROTECT LANGLEY'S RURAL LANDS						
ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
5.1	Support flexible use of historic farm structures and flexible zoning for non-conventional use.	Ongoing	TOL Staff	TOL Council / ALC / Ministry of Agriculture	Annual Budget	Supports the goals of Langley's <i>Rural Plan</i> and the <i>Agricultural Viability Strategy</i> through improved long-term economic viability for Langley's historic rural buildings.
5.2	Explore heritage issues in rural Langley and investigate ways of providing incentives for historic farms with significant heritage buildings.	Long Term (5-10 Years)	TOL Council	TOL Staff / ALC / Ministry of Agriculture / Owners	Annual Budget	Increased community interest in conserving heritage properties due to increased incentives. Retention and enrichment of Langley's rural heritage resources.
5.3	Support innovative agri-business and agri-tourism initiatives for Langley's historic farms.	Ongoing	TOL Staff	TOL Staff / ALC / Ministry of Agriculture / Owners	Annual Budget	Increased cultural and agricultural tourism. Improved long-term economic viability for rural heritage resources.



BC Electric Railway, c.1909 (LCM 36)



Marr Residence, c.1920 (LCM 1437)

<b>GOAL #6: FOSTER COMMUNITY PARTNERSHIPS</b>						
<b>ACTION</b>		<b>TIME</b>	<b>LEAD</b>	<b>PARTNERS</b>	<b>BUDGET</b>	<b>OUTCOMES</b>
<b>6.1</b>	Establish and maintain dialogue and open communication with other governmental organizations with similar interests.	Ongoing	TOL Council / TOL Staff	Regional, Provincial and Federal Governmental Partners	Annual Budget	Provision of opportunities for partnering and cost-sharing initiatives in meeting local goals.
<b>6.2</b>	Promote opportunities for joint heritage activities among community groups and organizations.	Ongoing	HAC	Community Partners / TOL Staff	Annual budget - could require additional funds for specific projects	Better coordination among groups with a cultural heritage educational mandate.
<b>6.3</b>	Seek participation of, and explore initiatives with, local First Nations.	Ongoing	TOL Council / First Nations / TOL Staff / HAC	Community Partners	Annual budget - could require additional funds for specific projects	Increased awareness, involvement and understanding of local First Nations heritage.
<b>6.4</b>	Develop private sector partnerships to form cohesive goals related to cultural and natural heritage tourism.	Ongoing	TOL Staff / HAC	Community Partners	Annual Budget	Increased cultural and natural tourism. Increased private sector investment in tourism development.
<b>6.5</b>	Continue to work with community organizations and developers, corporate sponsors and merchant groups to promote Langley's heritage and culture.	Ongoing	TOL Staff	Community Partners	Annual budget - could require additional funds for specific projects	Shared stewardship for Langley's heritage resources. Provision of opportunities for partnering and cost-sharing initiatives of common interest.

### GOAL #7: UPDATE HERITAGE POLICIES IN AN INTEGRATED PLANNING FRAMEWORK

ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
7.1	Formalize the review policy for heritage sites and communicate these processes to the public.	Short Term (1-3 Years)	TOL Staff	HAC	Annual Budget	Clarification of the review processes for Inventory, Register and legally protected heritage sites for owners, developers, investors and potential buyers of historic properties. Effective processing of heritage permit applications.
7.2	Develop an improved information base for the identification of Langley's heritage resources:					
7.2.1	Develop a Langley Historic Context Statement and Thematic Framework.	Medium Term (3-5 Years)	TOL Staff / HAC	Community Partners	\$25,000	Enhanced framework for understanding and evaluating historical resources.
7.2.2	Continue to add sites to the Heritage Register.	Ongoing	TOL Staff / HAC	Community Partners / Owners	Establish a heritage resource assessment account	Inclusion of Langley's historic places in the legislative framework for heritage conservation provided under the Local Government Act.
7.2.3	Update the Township's Heritage Inventory on an ongoing basis as an information base for further development of the Heritage Register.	Ongoing	TOL Staff / HAC	Community Partners / Owners	\$7,500 / year for 7.2.2 and 7.2.3	Identification of a broad range of heritage resources, natural sites and cultural landscapes for planning purposes.
7.2.4	Explore ways for the public to nominate heritage sites to the Heritage Inventory.	Short Term (1-3 Years)	TOL Staff	HAC	Annual Budget	Identification of historic places valued by residents. Improved understanding and appreciation of local heritage resources.
7.3	Update the Heritage Building Incentive Program to consider seismic, safety, access and minimum grant levels for heritage buildings.	Short Term (1-3 Years)	TOL Staff	HAC	Annual Budget	Updated program that addresses the full range of challenges presented in maintaining, upgrading and restoring heritage buildings.

<b>GOAL #7: CONTINUED</b>							
<b>ACTION</b>		<b>TIME</b>	<b>LEAD</b>	<b>PARTNERS</b>	<b>BUDGET</b>	<b>OUTCOMES</b>	
	<b>7.3.1</b>	Seek ways to promote the Heritage Building Incentive Program in order to build the Community Heritage Register.	Medium Term (3-5 Years)	TOL Staff	HAC	Annual budget	Provision of enhanced official recognition for Langley's heritage sites.
	<b>7.4</b>	Continue to promote code and bylaw equivalencies and exemptions available for Heritage Register properties under provincial legislation (B.C. Building Code, Energy Efficiency Act and Homeowner Protection Act).	Ongoing	TOL Staff	Heritage Project Builders / Developers	Annual budget	Improved awareness of the construction options available to owners and developers involved in heritage conservation projects that support the retention of the character-defining elements of heritage buildings.
	<b>7.5</b>	Ensure respect for all of Langley's Historic Communities:					
	<b>7.5.1</b>	Continue heritage involvement in the development of neighbourhood plans (see also goal 2.1.1).	Ongoing	TOL Staff	Heritage Project Owners / Developers	Annual Budget	Integration of the broad goals for heritage conservation into the planning of new neighbourhoods.
	<b>7.5.2</b>	Review and update the vision and policy framework for Fort Langley, including renewed Heritage Conservation Area Design Guidelines.	Long Term (5-10 Years)	TOL Staff	Heritage Area Owners / Developers	Will be included in overall community plan budget	Alignment of long-term policies and guidelines with current resident expectations for the commercial area and community, and best heritage practices.
	<b>7.5.3</b>	Participate in the development of a community plan for historic Milner that addresses the long-term management of the community's heritage resources.	Medium Term (3-5 Years)	TOL Staff	Owners / Developers / Community Partners	Will be included in overall community plan budget	Provision of a plan that lays out the goals, objectives and policies for the community that encompasses the community's heritage resources, cultural landscapes and natural features significant to neighbourhood character. Policy guidance for future infill development that will preserve and enhance the historic character of Milner

GOAL #7: CONTINUED						
ACTION	TIME	LEAD	PARTNERS	BUDGET	OUTCOMES	
7.5.4	Review the public infrastructure in the Murrayville Heritage Conservation Area, including Old Yale Road, to identify appropriate streetscape improvements and street standards.	Medium Term (3-5 Years)	TOL Staff	Owners/ Community Partners	Annual budget \$100,000 requested by Engineering for 2012 budget	Development of a plan for road and streetscape improvements that reinforces the historic character of Murrayville.
7.6	Ensure respect for Langley's rural lands and rural character:					
7.6.1	Investigate ways of linking heritage assets with Langley's natural heritage through larger planning initiatives related to the Township and Regional parks and open space system.	Ongoing	TOL Staff	Government & Community Partners	Annual budget - could require additional funds for specific projects	Enrichment of Langley's open space system through the inclusion of elements relevant to Langley's past.
7.7	Ensure respect for archaeological resources:					
7.7.1	Undertake 'archaeological potential' mapping and a management plan for areas of high potential.	Short Term (1-3 Years)	TOL Staff	HAC	\$25,000 (includes 7.7.1-7.7.3)	Identification of potentially sensitive areas that require ongoing management.
7.7.2	Establish municipal review and referral procedures that will identify the process for addressing archaeological issues related to proposed development.	Short Term (1-3 Years)	TOL Staff	Developers		Clarity in the review process that will assist owners and developers in understanding their responsibilities surrounding provincially protected archaeological sites when conducting land-altering activities.
7.7.3	Include archaeological site processes related to the approval process for development applications in the OCP.	Short Term (1-3 years)	TOL Staff	HAC / Developers		Clear policy that protects archaeological sites and avoids unauthorized damage to protected sites.



GOAL #7: CONTINUED							
ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES	
7.8		Foster a strong link between heritage sites, and natural and cultural landscapes, essential to Langley's character:					
	7.8.1	Initiate a historical context statement for the HBC Farm in Milner.	Short Term (3 Years)	TOL Staff / HAC	Community Partners	\$5,000	Identification and documentation of the historic values of this area in preparation for the development of a Community Plan for Milner.
	7.8.2	Undertake review and documentation of other selected cultural landscapes in the TOL.	Medium Term (3-5 Years)	TOL Staff / HAC	Community Partners	\$25,000	Identification of significant cultural and natural resources for planning and interpretation purposes. Improved environmental protection for significant natural/cultural landscapes and heritage features.
	7.8.3	Continue administration of the Langley Country Roads program.	Ongoing	TOL Staff / Parks / Engineering		Annual Budget	Identification of Langley's rural roads for the purpose of retaining their traditional character.

## GOAL #8: MAKE HERITAGE INFORMATION ACCESSIBLE

ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES	
<b>8.1</b>		Explore ways and funding opportunities to make heritage information more readily accessible:					
	<b>8.1.1</b>	Prepare digital mapping for inventoried sites within the Township's GIS system.	Short Term (1-3 Years)	TOL Staff		Annual budget - could require additional funds for specific projects	Increased accessibility to heritage information that is provided in different formats. Improved information residents and tourists on Langley's local history and heritage sites.
	<b>8.1.2</b>	Develop online access to the Heritage Program and the Community Heritage Register.	Short Term (1-3 Years)	TOL Staff		Annual budget - could require additional funds for specific projects	Increased accessibility to heritage information that is provided in different formats. Improved information residents and tourists on Langley's local history and heritage sites.
	<b>8.1.3</b>	Develop a way of providing online access to the Township's Heritage Inventory.	Short Term (1-3 Years)	TOL Staff		Annual budget - could require additional funds for specific projects	Increased accessibility to heritage information that is provided in different formats. Improved information residents and tourists on Langley's local history and heritage sites.
	<b>8.1.4</b>	Enhance online access to archival material.	Short Term (1-3 Years)	TOL Staff / Langley Centennial Museum			Increased accessibility to heritage information that is provided in different formats. Improved information residents and tourists on Langley's local history and heritage sites.
<b>8.2</b>		Continue to provide education opportunities and training in heritage issues for Council, Heritage Advisory Committee members and staff to further enhance the Heritage Program.	Ongoing	TOL Staff / HAC / TOL Council		Annual Budget	Assurance that those involved in the governance and stewardship of heritage are well informed on matters of heritage conservation.

GOAL #8: CONTINUED							
ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES	
8.3		Continue to provide technical assistance and conservation guidelines to owners of heritage properties.	Ongoing	TOL Staff	HAC	Annual Budget	Assist owners of heritage properties in restoring their buildings in an appropriate manner.
8.4		Continue to support educational programs provided by the Langley Centennial Museum that engage students in Langley's history.	Ongoing	TOL Council	Langley Centennial Museum	Annual Budget	Continue to support educational programs provided by the Langley Centennial Museum that engage students in Langley's history.
8.5		Continue to support community collections in both public and non-profit ownership.	Ongoing	TOL Council	Langley's Museums	Annual budget - could require additional funds for specific projects	Improved understanding and appreciation of Langley's history through the broad range of collections significant to Langley's past.



**GOAL #9: PURSUE FUNDING OPPORTUNITIES TO ADVANCE HERITAGE PROGRAM COMPONENTS**

ACTION		TIME	LEAD	PARTNERS	BUDGET	OUTCOMES
9.1	Pursue funding as available, and partner with senior governments to implement the Heritage Strategy.	Ongoing	TOL Staff	HAC / Community Partners	Annual Budget	Achieve goals for the strategy within the proposed timeline.
9.2	Partner with senior governments to implement heritage conservation initiatives.	Ongoing	TOL Staff	Provincial and Federal Governments	Annual Budget	Support for local initiatives through cost-sharing with senior government.
9.3	Work with community partners to fund heritage projects.	Ongoing	TOL Staff / HAC	Community Partners	Annual budget - could require additional funds for specific projects	Shared financial stewardship in achieving common goals related to Langley's heritage.

**4.2 MONITORING**

Heritage Conservation is an ongoing process. Once updated policies, procedures and regulations are established, it is necessary to continue to monitor the Heritage Strategy to ensure its ongoing effectiveness. A cyclical re-examination of the Heritage Strategy – of planning, implementation and evaluation – should be initiated, to review the results and effectiveness on a regular basis.

This assessment could occur at the end of the Implementation cycles, with a review at the end of 3, 5 and 10 years, to ensure that the Heritage Strategy remains relevant and useful.





The Beaver leaving Langley, 1906 (a\_00383)



CNR Train, c.1955 (BCA f\_06365)



Looking across the river from Fort Langley (BCA d\_00322)



John Smith Residence, 189- (BCA c\_09111)



Haying at Jolly Farm, Langley, 1893 (BCA c\_09099)

## ACKNOWLEDGEMENTS

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We would like to acknowledge that a number of sections of the Plan are directly based on the work of the Heritage Strategy Task Force, which in 2010 produced the *“Heritage Strategy Work Plan: Background on the Conservation Context and the History of Conservation In Langley.”* This included the purpose of a Heritage Strategy, the definition of heritage, the global and Canadian context, the history of conservation in Langley, and a summary of current challenges, threats and opportunities.

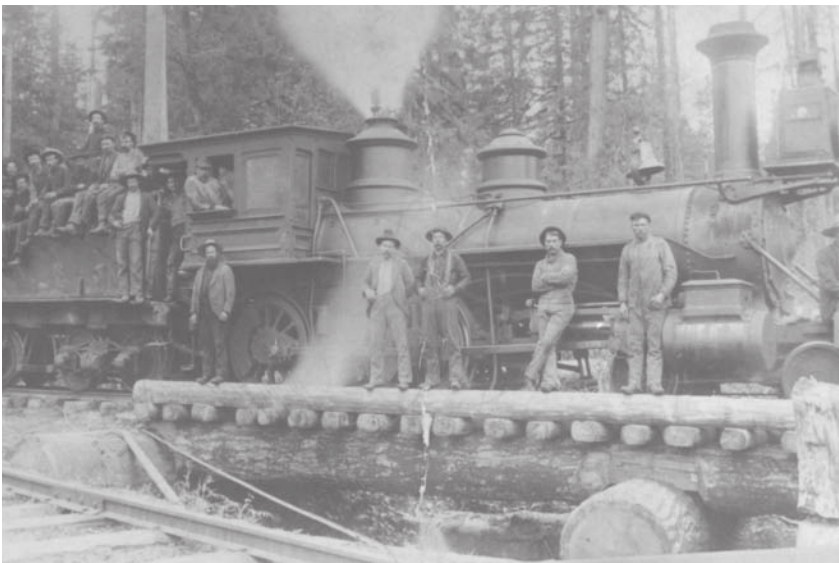
We would like to thank Elaine Horricks, Heritage Planner, Township of Langley, who acted as project liaison and provided valuable support throughout. In addition, we would like to express our sincere appreciation to the Township of Langley staff, the Heritage Advisory Committee and Task Force members and the numerous individuals who participated in the community consultation process.

### TOWNSHIP OF LANGLEY HERITAGE ADVISORY COMMITTEE 2011 & 2012

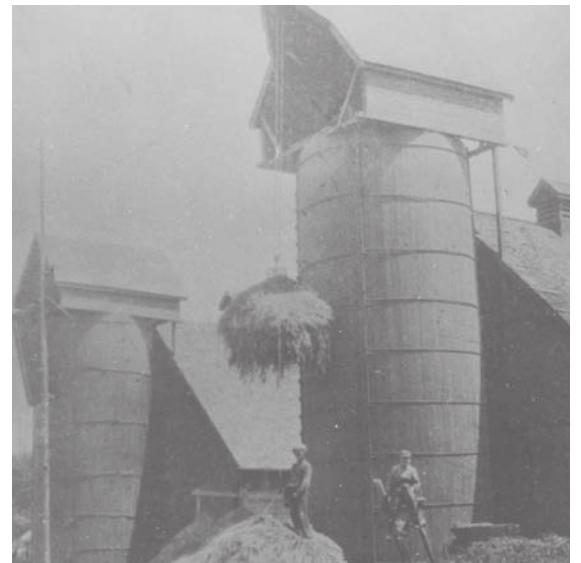
- Tom Annandale
- Nick Bilouzenko
- Chris Boughen
- Darla Bracklow
- Maurizio Camparmo
- Sungho Cho
- Taylor Crawford
- Emma de Vynck (Youth Representative)
- Gloria Doubleday
- Alice Johnson
- Grace Muller, Chair
- Fred Pepin, Vice Chair
- Michelle Sparrow
- Jane Watt
- Eric Woodward

### HERITAGE STRATEGY TASK FORCE

- Tom Annandale
- Nick Bilouzenko
- Fred Pepin
- Jane Watt, Chair
- Ian Mugridge



Locomotive of the Great Northern Rail in Langley near or on Halls Prairie Road, 1899 (LCM 388)



Silo and silage at Hugh Davidson farm, c.1912 (LCM 159)

## COMMUNITY CONSULTATION PARTICIPANTS

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Improvement Association; Toots Tucker, Director, Langley Heritage Society; Marten Van Huizen, Developer/Project Manager; Bob Wilson, Past City of Langley Administrator and Resident; Marv Woolley, St. Andrew's United Church; Ellen Worrell, Director, Langley Heritage Society.

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