



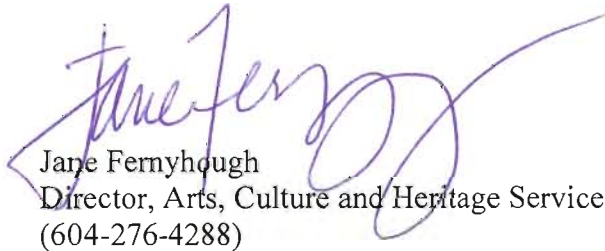
City of Richmond

Report to Committee

To: Planning Committee **Date:** April 3, 2014
From: Jane Fernyhough **File:** 11-7000-01/2014-Vol
 Director, Arts, Culture and Heritage Services 01
Re: UNESCO World Heritage Designation for Steveston

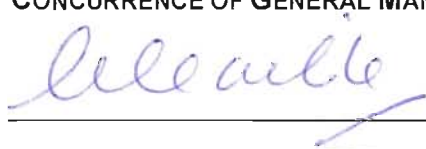

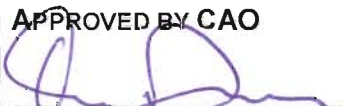
Staff Recommendation

That \$20,000 be allocated from Council Contingency to prepare a submission for National Historic Site designation for Steveston Village as outlined in the report titled "UNESCO World Heritage Designation for Steveston," dated April 3, 2014 from the Director, Arts, Culture and Heritage Services.



Jane Fernyhough
 Director, Arts, Culture and Heritage Services
 (604-276-4288)

Att. 2

REPORT CONCURRENCE		
ROUTED TO: Finance Division Policy Planning	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

At the Planning Committee meeting held on December 3, 2013, the following referral was made:

That staff explore the possibility of an UNESCO designation for Steveston Village and report back.

This report provides information on the process for submitting an application to UNESCO for World Heritage Designation.

Findings of Fact

World Heritage Sites

The World Heritage List consists of cultural and natural heritage resources that the UNESCO World Heritage Committee considers as having outstanding universal value. In Canada there are thirteen designated sites, two of which are historic districts: Historic District of old Québec and Old Town Lunenburg. (Attachment 1)

In order to be considered for UNESCO World Heritage status a site must be on the home country's Tentative List. As of January 2014 there are seven sites on Canada's Tentative List (Attachment 2). In an effort to manage its workload, the World Heritage Committee has set limits on the pace of inscription for countries that are already well represented on the World Heritage List. With thirteen World Heritage Sites, Canada is considered to be well represented. Therefore, the World Heritage Committee has indicated it will limit the examination of future Canadian candidate sites to a maximum of one per year.

UNESCO World Heritage Site status requires that a site have in place a management regime and management plan adequate to ensure the continued protection of the values that led to its inscription.

The protocol in Canada is that in order to be on Canada's tentative list for nomination as a World Heritage Site, the site must first be designated a Canadian National Historic Site.

Canadian National Historic Sites

There are currently three designations of national significance in Steveston:

- Britannia Shipyard National Historic Site, designated in 1991;
- Gulf of Georgia Cannery National Historic Site, designated in 1976; and,
- Fishing industry on the West Coast National Historic Event, designated in 1976.

Nominations for National Historic Sites must respond to one of the following four criteria:

1. illustrate an exceptionally creative achievement in concept and design, technology and/or planning, or a significant stage in the development of Canada; or
2. illustrate or symbolize in whole or in part a cultural tradition, a way of life or ideas important in the development of Canada; or
3. be most explicitly and meaningfully associated or identified with one or more persons who are deemed of national historic significance; or

4. be most explicitly and meaningfully associated or identified with one or several events that are deemed of national historic significance.

National Historic Site status is largely honorific, conveying no significant obligations.

Analysis

National Historic Site Process

The preparation of a nomination requires the following components:

- Obtain a Council resolution supporting the nomination;
- Develop an understanding of the nomination criteria, providing an overview of existing historic research to support a case for approval, including examination of successful nominations for other National Historic districts, rationale for the proposed boundaries, a list of resources, historic and contemporary maps and photos;
- Obtain advice from Parks Canada staff;
- Obtain community input and support; and
- Prepare the final nomination paper.

A nomination has greater possibility of success, and a faster approval, if it demonstrates an understanding of the criteria, provides references to historic sources, has made a convincing case and can demonstrate public support.

Community Consultation Process

In lieu of obtaining the owners' consent, a resolution of the municipality is required when a nomination is submitted for a historic district (versus an individual property when consent of the owner is required.) Public input could be obtained through a community committee, meetings with community groups and an open house.

A proponent committee could act as an advisor to review the process, reports and help garner community support. It should consist of community leaders and representatives of local groups.

Federal Review and Decision

Upon receipt of a nomination, Parks Canada historians review it for completeness, visit the site, meet with local people and conduct any additional research needed. The nomination is then placed on the agenda of the Historic Sites and Monuments Board which meets twice a year. It can take up to one year to get on the Board's agenda. The Board's recommendations are forwarded to the Minister of the Environment for official approval. It can take up to a year for the Minister to sign his/her agreement with the Board's recommendation. An official announcement is made with a press release or an event. The Minister announced Vancouver Chinatown's National Historic Site status in October 2011, 2 ½ years after the nomination was submitted.

Policy Implications and Monitoring

National Historic site status is 'honorific' only - meaning that the Federal government does not apply any additional regulations and it does not compel Richmond to enact any additional regulations. Parks Canada advises that National Historic Sites are subject to periodic review to ensure that they are "reasonably maintained".

Tasks and Costs

Professional and administrative tasks include research, analysis, writing, assembling Proponent Committee and scheduling meetings, organizing the public open house(s) and meetings with other community groups. There are a number of hard costs such as publicity, displays and handouts for public consultation and printing of drafts of the nomination and final versions.

Funding Sources

There are no known funding sources to assist with the preparation of an application for National Historic Site status.

Current Legal Status

Although it is not necessary that Steveston be a Heritage Conservation Area, the fact that it is adds to the strength of a nomination in that it demonstrates that it has already been recognized at the local level, that boundaries have been established and that conservation by-laws and guidelines are in place. The proposed boundaries for a National Historic Site may not necessarily be contiguous with a Heritage Conservation Area; they need to capture what is nationally significant.

A recent example of an historic district applying for National Historic Site status is Vancouver's Chinatown. Vancouver City Council agreed to seek World Heritage Site status for Chinatown in 2008. The National Historic Sites nomination report was forwarded to The Historic Sites and Monuments Board in 2009 and the Minister of the Environment signed the agreement in 2011. It is not yet on Canada's Tentative List.

The key issues for the possible commemoration of Steveston will be the site's historical associations, authenticity, integrity and sense of place; specifically, how well it rates in those categories.

It is estimated that preparation of the nomination for National Historic Site status would cost up to \$20,000 for a consultant, community awareness campaign plus administrative staff time.

UNESCO World Heritage Site Process

In order to be on Canada's Tentative List to be considered a UNESCO World Heritage Site the site must first be designated a National Historic Site and then make it onto Canada's Tentative List. It is estimated by UNESCO that preparing the nomination usually involves at least two years' work and often many years. Pimachiowin Aki is one example in Canada that took five years, boxes of nomination documentation and several million dollars and has been sent back for further research.

Benefits of preparing a World Heritage nomination:

- provides a chance to understand and present to the international community;
- provides an opportunity to critically review the known values of a property/district and assess its relationship to global natural and cultural themes;
- provides an opportunity to test, challenge and improve the adequacy of the property/district's protection, conservation and management, including the protection of its setting; and,

- provides a chance to engage and support communities and stakeholders in the protection, conservation and management of the property/district; and recognize the range of interests, sometimes including conflicting interests, and seek ways of effectively addressing the various interests.

Benefits of acquiring World Heritage status:

- improved conservation levels;
- good tool for public learning and engagement; and
- could enhance promotional advantage and ‘branding effect’.

Challenges of preparing a World Heritage nomination:

- costs involved in nomination process (several million dollars to date for Pimachiowin Aki); and
- length of time to prepare a nomination.

Challenges of acquiring World Heritage status:

- costs and responsibilities associated with World Heritage status. (Information from England in 2009 estimated up to 400,000 British pounds for the bid and 150,000 pounds annually to maintain a property);
- ongoing management regime and management plan adequate to ensure the continued protection of the values that led to its inscription; and
- specific reports and impact studies are required each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the property or district.

Pursuing National Historic Site status would involve the community in discussions of the history, both physical and social, of the area and what is significant and valuable to the community as well as bringing national attention on the significance of Steveston to the history and development of Canada. Once that status is achieved preparation of a nomination for UNESCO World Heritage designation could be considered at that time.

Should Council decide to pursue National Historic Site status, up to \$20,000 for a consultant to research, manage the community process and prepare the submission and for the community awareness promotional campaign plus administrative staff would be required.

Financial Impact

For the preparation of the nomination, \$20,000 could be allocated from Council Contingency. Funding would be used to hire a consultant to research and manage the process and prepare the submission and for the community awareness campaign.

Conclusion

Preparing a nomination for UNESCO World Heritage designation is a lengthy and costly process and first requires that a site be designated a National Historic Site in order to be placed on Canada’s Tentative List.

April 3, 2014

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It is recommended that funds be allocated to proceed with the preparation of the nomination for National Historic Site status for the Village of Steveston. The process will facilitate a community dialogue on the historic significance of the Village to Richmond and Canada and, once attained, promote that significance to the country. A UNESCO World Heritage nomination could be considered at that time.



Jane Fernyhough
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 1 – Canada’s Existing World Heritage Sites
Att. 2 – Canada’s Tentative List

Canada's Existing World Heritage Sites

Kluane/Wrangell – St. Elias/Glacier Bay/Tatshenshini-Alsek (Yukon and British Columbia)

SGang Swaay (British Columbia)

Nahanni national Park Reserve (Northwest Territories)

L'Anse aux Meadows National Historic Site (Newfoundland and Labrador)

Head-Smashed-In Buffalo Jump (Alberta)

Dinosaur Provincial Park (Alberta)

Wood Buffalo National Park (Alberta and Northwest Territories)

Canadian Rocky Mountain Parks (Alberta and British Columbia)

Historic District of Old Québec (Quebec)

Gros Morne National Park (Newfoundland and Labrador)

Old Town Lunenburg (Nova Scotia)

Waterton-Glacier International Peace Park (Alberta)

Miguasha National Park (Quebec)

The Rideau Canal (Ontario)

Joggins Fossil Cliffs (Nova Scotia)

Landscape of Grand Pré (Nova Scotia)

Red Bay Basque Whaling Station (Newfoundland and Labrador)

Canada's Tentative List

Áísínai'pi (Writing-On-Stone) (Alberta)

Pimachiowin Aki (Manitoba and Ontario)

Gwaii Haanas (British Columbia)

Ivvavik / Vuntut / Herschel Island (Qikiqtaruk) (Yukon Territories)

The Klondike (Yukon Territories)

Mistaken Point (Newfoundland and Labrador)

Quttinirpaaq (Nunavut)