

### What is a Heritage Management Plan? (or 'conservation management plan' / 'conservation plan')

- ◆ 'A ... document which sets out what is significant in a place and ... what policies are appropriate to enable that significance to be retained in its future use and development. ... It deals with the management of change.'

*J.S. Kerr (Australia)*

### What is a Heritage Management Plan?

- ◆ 'A ... document that (1) **helps you to understand why your heritage is important** and (2) **to whom**. It also (3) **helps you to use that information to look after it.**'

*Heritage Lottery Fund for England and Wales*

Schneider House

### What is Heritage Planning?

- ◆ Heritage planning is a professional discipline that applies heritage conservation within the context of urban planning.
- ◆ The objective of heritage planning is to manage change wisely, *not* to prevent change.

### Some more terms ...

- heritage conservation (Canada)
  - = historic preservation (U.S.)
  - = cultural heritage conservation (Europe)
- heritage planning (Canada, Europe)
  - = preservation planning (U.S.)

### (Task #1) 'Understand why your heritage is important'


- ◆ Summary of Carcross history
  - Tagish / Tlingit people (millennia)
    - ◆ Important site in the annual round
  - Europeans (120 years)
    - ◆ Arrival of the prospectors: NWMP, supply centre, settlement (1896)
    - ◆ White Pass & Yukon Route, survey (1899-1900)
    - ◆ Mining (1906 & later)
    - ◆ Fire destroyed downtown core (1909)
    - ◆ U.S. Army presence (1942)
    - ◆ South Klondike Highway (1979)
    - ◆ Umbrella Final Agreement/CTFN F.A. (1993, 2005)

### Changes in the primary economy

- ◆ Subsistence & trade
- ◆ Mining & supply
- ◆ Defence
- ◆ Tourism


### What is Carcross's identity?

- ◆ Histories of Carcross call the town a:
  - Tagish / Tlingit *trade route*
  - *Stopover & supply centre* for the Klondike
  - *Staging & logistics site* for mining
  - *Staging camp* for the Alaska Highway
  - '*Gateway to the Southern Lakes*'
  - '*Caribou Crossing* – even caribou were transients!
- ◆ What is Carcross's identity?  
... other than as somewhere  
between here and there!




### What is Carcross's identity?

- ◆ Are you 1 hour south of Whitehorse?
- ◆ Or are you 2 hours north of Skagway?
- ◆ Or are you 'Carcross'?
- ◆ We shall work with you to identify the community's identity




### What is Carcross's identity?

- ◆ We'll help define the community's identity
- ◆ The Heritage Management Plan (HMP) will build on that identity to present the distinct character of Carcross.



### (Task #1) 'Understand why your heritage is important'

- ◆ Social & cultural reasons
- ◆ Economic reasons
- ◆ Environmental reasons



### Social and cultural reasons

- ◆ We have a fundamental *need* to retain connections with our heritage, our identity, and our *collective memory*
- ◆ Destruction of familiar places can cause us to lose our way
  - 'heritage dementia'
- ◆ Re-using historic places draws on traditional skills




Hollow Tree, Stanley Park, Vancouver

### Economic benefits

- ◆ Conservation and development are partners, not adversaries
  - Conservation is a form of development: generates economic activity
- ◆ Conservation is an investment, not a subsidy
- ◆ Re-using old buildings is often less expensive than new construction
- ◆ Rehabilitation is labour-intensive and more likely to use local / regional materials

### Economic benefits: heritage tourism


- ◆ Conserving historic character supports heritage tourism
- ◆ Heritage tourism generates economic activity
  - Goods & services should attract visitors' money, relate to community identity



Tombstone, Arizona


### Environmental reasons

- ◆ Rehabilitation has a smaller carbon footprint than new construction
- ◆ 'The greenest building is the one that is already built.'



### What makes up our heritage?

- ◆ Tangible heritage
- ◆ Intangible heritage



### Tangible heritage: Historic places (Immoveable heritage)



- ◆ Types of historic places:
  - Buildings, structures
  - Historic areas / districts
  - Cultural landscapes

### Tangible heritage: Moveable heritage



SS Tutshi, 1917  
Burned 1990

Northern Airways  
Fokker Universal  
c.1934 & restored

'The Duchess' (1878), WPLYR service 1900



### Intangible cultural heritage ('ICH')

Singing and dancing  
Legends and stories

Preparing sourdough

### Best conservation practices

- ◆ We encourage use of best practices
- ◆ Follow Canadian adaptation of international conservation standards

### Best practices: Conservation charters

- ICOMOS (International Council on Monuments and Sites)
- Charters set international standards for Best Practices
- [www.icomos.org](http://www.icomos.org)
- 'Charters and other Doctrinal texts'

### The Venice Charter, 1964

'The International Charter for the Conservation and Restoration of Monuments and Sites'


### The Burra Charter, 1979-2013

- ◆ 'Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.' (Article 1.2)
- ◆ 'The aim of conservation is to retain the cultural significance of a place.' (Article 2.2)
  - Conservation is NOT intended to prevent change!
- ◆ 'Conservation is based on a respect for the existing fabric, use, associations and meanings.' (Article 3.1)
- ◆ Places may have a **range of values** for different individuals or groups.' (Article 1.2)

### Conflicting values: Uluru


The sign lists reasons for the closure, including cultural significance, safety, and environmental protection. It also features flags of various countries.

### Conflicting values




'One man's ceiling  
is another man's  
floor.'

Paul Simon



### Best practices: Conservation treatments



**Conservation Treatments**

**Maximum Respect for Historic Fabric**  
Preservation  
Stabilization  
Consolidation  
Restoration  
Rehabilitation

**Moderate Respect for Historic Fabric**  
Reassembly  
Replication  
Reconstruction  
Moving  
Fragmentation  
Façadism

**Limited Respect for Historic Fabric**  
Renovation

Respect for Historic Fabric (vertical axis, increasing upwards)

Extent of intervention (vertical axis, increasing downwards)

### Heritage values

- ◆ Values are embodied in the asset and its use, association, and meanings
- ◆ We practice 'values-centred conservation'
  - ◆ Recommendations respect the values of the community




Public meeting, Dawson HMP


### Heritage significance

- ◆ A historic place or an intangible asset has significance if it is valued by its community.
  - ◆ 'A **value** is a characteristic that is valued.'
  - ◆ '**Significance** is a synthesis of those values.'
- ◆ Significance may occur at any level
  - Local, regional, territorial / provincial, national, or global

### Local / regional / territorial significance



Johnny Johns house, Carcross




### National significance



Dredge No. 4 National Historic Site, nr. Dawson

**Global significance:  
Kluane World Heritage Site**




The Kluane/Wrangell-St. Elias/Glacier Bay/Tatshenshini-Alsek national parks and protected areas along the boundary of Canada and the United States of America are the largest non-polar icefield in the world and contain examples of some of the world's longest and most spectacular glaciers.

**All of them have heritage significance**


Why? ... because they're valued by their communities.

- The difference is in the scale of the community.



**(Task #2)  
'To whom is your heritage important?'**

- ◆ Carcross residents (400+)
- ◆ Carcross property owners
- ◆ Visitors (100-125,000), most via Skagway
  - 85% seek 'authentic cultural and heritage experiences'; 85% stay fewer than 3 hours
- ◆ Your heritage is important to all 3 groups



**(Task #3) 'How do you use the information to look after your heritage?'**

- ◆ Heritage planning is the *management of change*
  - Change is inevitable
    - ◆ May be done well or badly
  - One of our tasks is to recommend ways to help bring about appropriate change.
    - ◆ Do this with Planning Tools & Conservation Tools
  - Another task is to recommend ways to balance heritage values with other community values

**Planning tools:  
Local Area Plan**

- ◆ Vision
- ◆ Values
- ◆ Policies
- ◆ Priorities



**Planning tools**

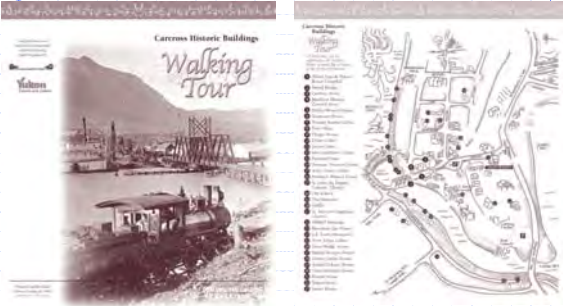
- ◆ Zoning and development regulations
- ◆ Land-use regulations (Local Area Plan)
- ◆ Heritage management policies & procedures
- ◆ New planning tools?




### Conservation tools

- ◆ Heritage management provides both opportunities and constraints
- ◆ Use conservation tools to maximize the opportunities, mitigate the constraints

### Conservation tools: Public awareness: Walking tour booklet



### Conservation tools: Public awareness: Walking tour app




### Conservation tools: Interpretation (aka Story-telling)



### Conservation tools: Heritage recognition ('listing')

- ◆ Yukon Historic Sites Inventory
  - Recognition increases awareness/appreciation
    - ◆ ... both the owner and the public



### Conservation tools: Heritage designation (protection)

- ◆ Territorial protection
  - Caribou Hotel
- ◆ Federal protection
  - WPYR Station



- ◆ Designation controls change; does *not* prevent change
- ◆ Changes that retain heritage character are okay, and benefit the community

### Conservation tools: Heritage areas / zones

- ◆ Currently five heritage areas identified

South Carcross: Inventoried sites

### Conservation tools: Technical assistance

### Conservation tools: Design guidelines

- ◆ Respect, not imitation!

### Conservation tools: Infill development

- ◆ Vacant lots
- ◆ Back / side yards

Small additions to houses should be placed at the rear of the lot where feasible. The eaves of the main house should establish the height of the roof edge of the addition. Maintain landscape amenities such as picket fences and flower gardens. (John Stewart)

### Conservation tools: Conservation of buildings & landscapes

Skagway

George Simmons properties

### Conservation tools: Financial incentives

- ◆ Grants
  - Historic Properties Assistance Program
  - Yukon Historic Resources Fund
- ◆ Tax incentives
  - Income tax incentives
    - ◆ Rejected by federal government
  - Property tax incentives
    - ◆ Victoria, Calgary
    - ◆ Yukon Historic Sites Property Tax Exemption
  - Sales tax incentives
    - ◆ E.g., waive tax on building supplies for rehabilitation

Oriental Hotel, Victoria



### Conservation tools: Non-financial incentives

- ◆ Mostly used in large urban areas
  - E.g., Density bonus, transfer of density
- ◆ Also applicable to small communities
  - E.g., land-use & zoning relaxations



Shangri-la, Vancouver

YCGC House, Dawson

### Planning and conservation tools

- ◆ The Heritage Management Plan will recommend using some or all of these tools
- ◆ Likely also other solutions



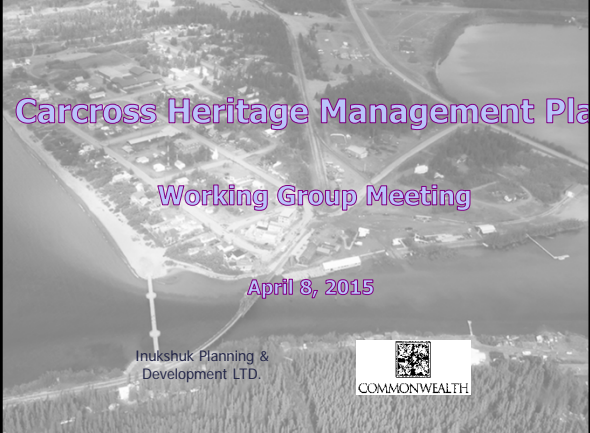
### Heritage Management Plan ('HMP')

- ◆ Success will depend largely on:
  - Analysis of community resources
  - Stakeholder consultation
  - Public meeting / workshop
  - Input from the Working Group
  - Commitment of Working Group, property owners, and governments to help gain acceptance and implementation of HMP

### Implementation

- ◆ Next steps:
  - Consultants prepare the HMP
  - The two governments (YG and CTFN) adopt the HMP and its recommendations
  - Prepare and adopt amendments to area development regulation
  - Establish mechanism for ongoing public input into development review process (SKLAC)
  - Ensure regulations are followed

### Questions? Discussion?



Carcross Heritage Management Plan

Working Group Meeting

April 8, 2015

Inukshuk Planning & Development LTD.

