



REPORT

Development Services

To: Mayor Côté and Members of Council **Date:** 10/17/2016
From: Beverly Grieve **File:** 13.2605.40
Director of Development Services **Item #:** 325/2016
Subject: **Queen's Park Heritage Conservation Area and Control Period: Work Plan and Related Terms of Reference**

RECOMMENDATION

- 1) ***THAT** Council endorse the work plan for the Queen's Park Neighbourhood Heritage Conservation Area process, as outlined in this report;*
 - 2) ***THAT** Council endorse the Terms of Reference for the Technical Review Panel, attached to this report;*
 - 3) ***THAT** Council endorse the Terms of Reference for the Queen's Park Neighbourhood Heritage Study Working Group, Second Term, attached to this report.*
-

EXECUTIVE SUMMARY

Council has directed staff to proceed with exploring establishing a Heritage Conservation Area for Queen's Park, including an update of the Queen's Park Design Guidelines. Staff has completed work on a photographic inventory of each building in the neighbourhood (thousands of photographs), and has identified and engaged two consultant teams: one to lead the Design Guideline update, and one to lead community consultation. Staff and the Queen's Park Neighbourhood Working Group would work closely with the consultants on development of content, consultation materials, and facilitation of the consultation events. An online survey will also be used. Consultation of City commissions and committees will be incorporated, and Council will be updated and asked to provide feedback and/or endorsement at key milestones. The work plan for this process is included in Attachment 1.

Council has also directed initiation of a Technical Review Panel to assist in the review of Heritage Alteration Permit applications for demolition and new buildings under the Queen's Park Heritage Control Period. The review of these applications would be done within the scope defined by the Queen's Park Heritage Control Period Bylaw, and using the evaluation criteria endorsed by Council on September 19, 2016. The Review Panel would include up to two City consultants (heritage and architecture), City staff, and up to three members of the Queen's Park Neighbourhood Heritage Study Working Group. To initiate this Review Panel, a Terms of Reference is required. The proposed Terms of Reference is included in Attachment 2.

An updated Terms of Reference is also required at this time for the Working Group, as the term covered by the current document has expired, and the focus of the work has changed (Attachment 3).

PURPOSE

The purpose of this report is to request Council endorsement of the proposed work plan for the proposed Queen's Park Heritage Conservation Area, and the proposed Terms of Reference for the Queen's Park Neighbourhood Working Group, Second Term and the Heritage Control Period Technical Review Panel.

POLICY AND REGULATIONS

Queen's Park Heritage Control Period Bylaw No. 7856, 2016 governs the provisions of the Control Period.

The Queen's Park Neighbourhood Heritage Study Working Group was governed by their Terms of Reference and Membership, which were endorsed by Council May 12, 2014 with a 12 to 18 month term.

All Committees, Commissions, Panels, and other groups convened by the City are also governed by the City's policies relating to conduct.

BACKGROUND

Previous Reports and Council Direction

At the Regular Council meeting of April 25, 2016 Council directed staff to explore establishing a Heritage Control Period in Queen's Park, and to proceed with:

- Developing an informal photographic inventory of neighbourhood buildings and landscape features in Queen's Park;
- Revise the existing Queen's Park Design Guidelines; and,

- Proceed with a work program that would lead to the implementation of a Heritage Conservation Area for the Queen's Park neighbourhood.

Council adopted a Heritage Control Period bylaw on June 15, 2016, and at the Regular Council meeting of September 19, 2016, endorsed the City's review process for Heritage Alteration Permit applications for demolition and new buildings under the Control Period. Council feedback at that meeting further directed that staff should explore a means by which more members of the heritage community, such as those in the Queen's Park Residents' Association and the Heritage Preservation Society, could be included in the evaluation of Heritage Alteration Permit applications under the Control Period.

DISCUSSION

Queen's Park Heritage Conservation Area: Update and Work Plan

Staff has prepared a work plan for the Queen's Park Heritage Conservation Area Process (Attachment 1). This work plan includes the work both for updating the Queen's Park Design Guidelines, and for working with the community to determine the scope of the proposed Conservation Area (i.e. generally: what types of elements should be protected, how strongly should each type be protected, and what process of review could be used by the City on future applications in the area).

The informal photographic inventory has been completed, with thousands of photos having been taken and currently being inventoried by staff. The inventory will be used as an input to the Design Guideline update and consultation process.

Staff has worked with the City's Purchasing department to identify and engage two separate consultation teams: one to lead the Design Guideline update, and one to lead the community consultation process. Preliminary meetings have been held with these teams, and the process is ready to launch.

The consultation process will jointly review both the design guideline work, and the scope of the proposed Conservation Area. City staff will work closely with the consultant teams, including providing content related to the Conservation Area scope and future review processes, and assisting in facilitating the consultation process.

The key milestones in this work are:

- **Develop draft Design Principles (Oct – Nov):** these are the framework for the Design Guidelines Update. Draft Principles would be developed by the consultants with staff and the Working Group, circulated to the Community Heritage Commission, and presented to Council for endorsement prior to public consultation.
- **Develop draft Conservation Area Scope (Oct – Nov):** staff would work with the Working Group to identify different options for which types of elements might be

protected, and how strongly they might be protected. Staff would provide this content to the City's consultation consultants.

- **Consultation Round 1 (late Nov):** working with staff and the Working Group, the City's consultants would develop a public consultation event to workshop the above-noted items.
- **Develop draft Design Guidelines (Dec – Jan):** building on the Design Principles, the City's consultant would develop design guidelines for the Queen's Park Neighbourhood, with input from staff, the Working Group, the Community Heritage Commission, and the New Westminster Design Panel. These would be presented to Council for endorsement prior to public consultation.
- **Refine Conservation Area Scope, draft Development Application Review Process (Dec-Jan):** Staff and the Working Group would use feedback to refine the scope of the Conservation Area, and develop a proposed evaluation process for future development applications in the Conservation Area. The evaluation process would be based on the Heritage Control Period evaluation process, with refinements based on how that process had been working to date.
- **Consultation Round 2 (Feb):** working with staff and the Working Group, the City's consultants would develop a public consultation event to workshop the above-noted items.
- **Online Survey (launch Feb):** working with the City's consultants, staff would develop an online survey to gather additional community input.
- **Finalize Design Guidelines (Feb – March):** the City's consultant would finalize the proposed Design Guidelines using received feedback.
- **Finalize Conservation Area Scope and Evaluation Process (Feb – March):** staff and the Working Group would finalize the proposed Conservation Area scope and evaluation process based on received feedback.
- **Bylaw and Admin Policy Preparation (April):** Staff would work to develop the Conservation Area bylaw and related Administrative Policy which would outline the provisions of the Conservation Area and development application process.
- **Council Consideration (April – June):** the bylaw and Administrative Policy would be brought forward for Council consideration.

Terms of Reference: Technical Review Panel, and Working Group, Second Term

As noted above, Council has endorsed a review process for Heritage Alteration Permit applications under the Heritage Control Period. The Review Panel would meet once per month to review applications specifically in relation to the Council adopted evaluation criteria, and provide technical feedback to be presented to both the Community Heritage Commission, and Council for use in their consideration of the application.

The Review Panel would consist of up to two City technical consultants (with expertise in heritage and architecture), City staff, and up to three members of the Queen's Park Neighbourhood Heritage Study Working Group. The Working Group includes members of

the Queen's Park Residents' Association, the Heritage Preservation Society, and other members of the neighbourhood, who as a group have been closely involved in advising Council on identifying and implementing actions to assist in preserving the neighbourhood character.

Staff is currently working to identify and engage the technical consultants.

Staff will work with the Working Group Chair to identify the Working Group members for the Review Panel.

Staff recommends the staff positions on the Review Panel be the Heritage Planning Analyst and the Manager of Planning.

In order to implement the Review Panel, a Terms of Reference is required. An updated Terms of Reference is also required at this time for the Working Group, as the term covered by the current document has expired, and the focus of the work has changed from identifying possible actions, to exploring implementation of a Heritage Conservation Area.

The proposed Terms of Reference for the Review Panel are included in Attachment 2, and for the Working Group in Attachment 3.

Scope of Review

The purpose of the Heritage Control Period is to control the loss or alteration of dwellings and street character in the neighbourhood while exploring the creation of a Heritage Conservation Area. The related bylaw identifies that the Control Period requires HAP applications for the following work on buildings constructed prior to December 31, 1966:

- Demolition/ relocation;
- Addition of floor area and/or alteration to the doors, windows, verandah, porch, railing or architectural detail at the building front or sides; and,
- Alterations to the roof structure visible from the street.

Control Period HAP applications will be reviewed by the Technical Review Panel for these items only, and that review will be done with respect to the findings of the Heritage Assessment provided by the applicant's consultant, and to how an application meets the evaluation criteria endorsed by Council September 19, 2016.

OPTIONS

The following options are available for Council's consideration:

- 1) That Council endorse the work plan for the Queen's Park Neighbourhood Heritage Conservation Area process, as outlined in this report;
- 2) That Council endorse the Terms of Reference for the Technical Review Panel, attached to this report;
- 3) That Council endorse the Terms of Reference for the Queen's Park Neighbourhood Heritage Study Working Group, Second Term, attached to this report; or
- 4) That Council provide staff with alternative direction.

Staff recommends Options 1, 2, and 3.

ATTACHMENTS

Attachment 1: Work Plan for the Queen's Park Neighbourhood Heritage Conservation Area Process

Attachment 2: Revised Terms of Reference and Membership of the Queen's Park Heritage Control Period Technical Review Panel

Attachment 3: Revised Terms of Reference and Membership of the Queen's Park Neighbourhood Heritage Study Working Group - Second Term

This report has been prepared by
Jackie Teed, Manager of Planning

Approved for Presentation to Council



Beverly Grieve
Director of Development Services



Lisa Spitale
Chief Administrative Officer

Attachment 1

*Work Plan for the Queen's Park
Neighbourhood Heritage
Conservation Area Process*

MONTH	DESIGN GUIDELINES	COMMUNITY CONSULTATION	WORKING GROUP	COUNCIL	
October	2nd-8th		HAP Process		
	9th-15th				
	16th-22nd		Draft consultation strategy	Public Hearing	
	23-29th	Design principles (staff review)	Staff review		
November	30th-5th	Working Group feedback	Working Group feedback	Consultation Strategy & DG principles	No meeting
	6th-12th		Finalized round 1 strategy		
	13th-19th	DG principles to Council	Launch survey		Consultation strategy & principles to go to events (round 1)
	20th-26th		Consultation Event #1		
	27th-3rd		Consultation Event #2		Public hearing
December	4th-10th		Debrief meeting with staff	Debrief round 1 & strategy for round 2	
	11th-17th				No meeting
	18th-24th	Draft 1 DGs	Round 1 report due		No meeting
	Winter Holiday	Staff review (DRC)			
January	Winter Holiday	Staff review			
	8th - 14th	Working Group feedback		DG workshop	
	15th-21st	Draft 2 DGs			
	22nd-28th	Advisory Planning Committee	Finalized round 2 strategy		No meeting
February	29th-4th		Launch survey	Schedule properties workshop	Public hearing
	5th-11th	Draft DG to Council	Consultation Event #3		Report back (on round 1) & draft DGs to go to events (round 2)
	12th-18th		Consultation Event #4		Holiday
	19th-25th		Debrief meeting with staff		Public hearing
	26th-4th			Debrief on round 2	
March	5th-11th	Workshop with Council	Workshop with Council		Workshop
	Spring Break				
	Spring Break				
April	26th-1st	Draft 3 DG	Round 2 report due		Public hearing
	2nd-8th		Final meeting	Process workshop	
	9th-15th				Draft admin/process report
	16th-22nd				Holiday
May	23rd-29th				Administrative/process report
	30th-6th			Final considerations	1st/2nd Reading
	7th-13th				No meeting
	14th-20th				
	21st-27th				Holiday
June	28th-3rd			Delegation	Public Hearing
	4th-10th				Adoption
	11th-17th	EXPIRY	EXPIRY	EXPIRY	EXPIRY
	18th-24th				
July	25th-1st				Holiday
		*Registration with LTO		Debrief	

Attachment 2

*Revised Terms of Reference and Membership of
the Queen's Park Heritage Control Period
Technical Review Panel*

REVISED Terms of Reference and Membership of the Queen's Park Heritage Control Period Technical Review Panel

Purpose: The Technical Review Panel will advise Council on Heritage Alteration Permit applications submitted under the Queen's Park Heritage Control Period. The feedback from the Review Panel will also be provided to the Community Heritage Commission for their use in the consideration of such applications.

Terms of Reference:

The Technical Review Panel will:

1. Evaluate all HAP applications for demolition and new buildings.
2. Evaluate HAP applications for renovations, as forwarded by the Director of Development Services.
3. Consider each HAP application from a technical heritage and/or architectural and/or policy perspective as these relate to:
 - The type of application (demolition, new building, renovation);
 - The types of work covered by the Queen's Park Heritage Control Period Bylaw No. 7856, 2016 (demolitions, Addition of floor area and/or alteration to the doors, windows, verandah, porch, railing or architectural detail at the building front or sides, alterations to the roof structure visible from the street);
 - The appropriate evaluation criteria (demolition, new building, or renovation) endorsed by Council September 19, 2016; and,
 - The heritage assessment provided by the applicant's consultant.
4. Provide their findings in reports to Council (demolition and new building applications), and memos to the Director of Development Services (renovation applications).

Membership of Review Panel:

The Working Group will include:

- Up to three members of the Queen's Park Neighbourhood Heritage Study Working Group.
- Up to two heritage and/or architecture consultants engaged by the City.
- The City Heritage Planning Analyst.
- The City Manager of Planning.

The Working Group members will be identified with the assistance of the Working Group Chair.

The City consultants will be selected based on professional qualifications and level of experience with the Queen's Park neighbourhood.

The Chair of the Technical Review Panel will be selected at the first meeting of the Panel.

Meeting Frequency

The Technical Review Panel will meet monthly, within the last week of each month.

Length of Term

The term begins October 3, 2016 and ends June 16, 2017.

Terms of Participation

As a City convened body, the Technical Review Panel is governed by the City's policies, including the Standing Committees and Advisory Bodies: Rules of Conduct; Respectful Workplace and Human Rights Policy; and Code of Conduct.

Attachment 3

*Revised Terms of Reference and Membership of
the Queen's Park Neighbourhood Heritage
Study Working Group – Second Term*

REVISED Terms of Reference and Membership of the Queen’s Park Neighbourhood Heritage Study Working Group – Second Term

Purpose: For this, second term, the Queen’s Park Neighbourhood Working Group will work with staff and the City’s consultants on the exploration of establishing a Queen’s Park Heritage Conservation Area and related design guidelines.

Terms of Reference:

The Working Group will:

1. Work with staff and the City’s consultants to:
 - Develop public consultation processes and activities;
 - Identify options for defining scope and content of proposed Conservation Area; and,
 - Evaluate the Control Period Heritage Alteration Permit application process.

2. Review and provide feedback to staff and the City’s consultants on:
 - Consultation materials and outputs;
 - Communication materials;
 - Proposed Heritage Conservation Area provisions;
 - Proposed design guidelines; and,
 - Other proposed Heritage Conservation Area implementation policies or regulations, including but not limited to the related Heritage Alteration Permit application process.

3. Participate in consultation by:
 - Attending and participating as hosts in the public consultation events; and,
 - Disseminating information about the process and events; and,
 - Participating with staff in an end-of-term meeting on the topic of “lessons learned through the HCA process”.

Membership of Working Group:

The membership of the Working Group will continue as established for the First Term, which explored actions that could be considered to preserve the character of the Queen’s Park neighbourhood. As established for the First Term, the Working Group will continue to include:

- The Chair of the Community Heritage Commission
- Two members recommended by the QPRA executive
- Two members recommended by the NWHPS executive
- Seven Queen’s Park residents and property owners selected by Council

The Queens Park residents and property owners were selected from interested individuals who represent a variety of circumstances; for example, different age of houses, property sizes, interest in natural environment and potentially those with real estate or development experience.

All members of the Working Group were confirmed by Council. The Chair of the Working Group will be the Chair of the Heritage Commission, and at the first meeting, the Working Group identified a Vice-Chair.

Meeting Frequency

The Working Group will meet monthly. In addition, it is recognized that there will be a need for attendance at larger public consultation events, possibly including weekends and evenings, to engage with residents and property owners in the neighbourhood.

Length of Term

The second term of the Working Group begins October 3, 2016 and ends August 31, 2017.

Terms of Participation

As a City convened body, the Working Group is governed by the City's policies, including the Standing Committees and Advisory Bodies: Rules of Conduct; Respectful Workplace and Human Rights Policy; and Code of Conduct.