NEW WESTMINSTER



HERITAGE MANAGEMENT PLAN

CORPORATION OF THE CITY OF NEW WESTMINSTER
November 1993

Cover Photo

Columbia Street looking North
New Westminster, B.C.
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New Westminster
Heritage Management Plan

prepared for
The City of New Westminster

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under the direction of the
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with grant assistance from
B.C. Heritage Trust

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New Westminster
Heritage Management Plan

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SUMMARY

1.0 INTRODUCTION

1.1 Background

New Westminster, also known as the Royal City, is the oldest incorporated city in British Columbia. In 1860, New Westminster became the first incorporated city in Canada west of the Great Lakes, and between 1866 and 1868 served as the first capital of the United Colony of British Columbia. Many outstanding examples of residences, commercial buildings and parks remain in New Westminster as reminders of its auspicious early days.

Over the past decade, however, New Westminster has experienced dramatic change. This change is reflected in the former Penitentiary site redevelopment, waterfront revitalization and the skytrain The Greater Vancouver Regional District estimates that the population of New Westminster will increase by 54% over the next 15 years. It is timely, therefore, that New Westminster establish a framework to manage change in a way that will retain the character and identity of the City in the face of development and growth.

There is a strong sense of community pride and commitment to the conservation of heritage resources which make New Westminster a distinctive community. New Westminster is fortunate to have a number of residents and community groups which are actively involved in a variety of heritage-related activities. In addition, the initiative of members of Council in New Westminster to undertake the preparation of this plan demonstrates their respect and support of preserving the heritage resources.

Some important heritage-related activities which are also changing the face of New Westminster include:

- the restoration of commercial buildings in the downtown core;
- the restoration and renovation of single family homes;
- landscaped areas along older streets;
- implementation of various Business Improvement Area initiatives;
- initiation of the Fraser River Discovery Centre;
- community heritage activities of neighbourhood associations;
- interest and awareness of heritage through the efforts of the City's Heritage Advisory Committee;
- Columbia Street revitalization; and
- the creation of a Heritage Foundation to fund local restoration.

Heritage resources are the tangible elements of the past that make each community unique. Historic buildings, sites and landscapes reflect the forces that shape a community and help people to understand the area's development. **Heritage conservation** involves the management of elements of the past for the benefit of future generations. It is a continuous activity that relies on community participation and support. **A heritage management plan** provides a framework to guide decision-making regarding heritage resources and should be incorporated into a community's broader planning processes. To that end, the City retained a consultant to prepare a Heritage Management Plan which seeks to incorporate the past as part of the future.

Through the continued efforts of the community and the civic administration, a number of valuable heritage resources remain in New Westminster that reflect the diverse character of the community. This Plan attempts to build upon the enthusiasm of the community, civic administrators and politicians in forming partnerships and working together in the common goal of heritage conservation.

1.2 Study Purpose

The goal of heritage conservation planning is to improve and enhance the physical environment, the economic base and the livability of an area by maintaining and preserving its overall character and identity.

The primary purpose of the study is to prepare a Heritage Management Plan for the City of New Westminster that is responsive to the needs of neighbourhood residents and heritage organizations, as well as to City Council, City staff and the Heritage Advisory Committee.

The Heritage Management Plan for the City of New Westminster was developed based upon the following objectives in New Westminster's Official Community Plan (1987). These objectives are to:

- manage change in such a way that the unique historic character and essential function of the community is retained;
- encourage the use or re-use of buildings in order to retain their economic and future aspects;
- emphasize the significance of the heritage resource in the broader context, which includes buildings, views, landscapes and infrastructure elements; and
- develop the City's potential as a unique and economic place by fully utilizing its historic, locational and physical attributes.

1.3 Study Objectives

The two main objectives of the Heritage Management Plan, as stated in the study Terms of Reference, are to:

- provide the City of New Westminster with a set of policies, standards, procedures and tools to guide decision-making regarding the ongoing management of the City's heritage resources; and
- involve the community in a manner which will help to raise awareness of the value of heritage resources and contribute to a strong base of local support for the Heritage Management Plan.

1.4 Planning Process

The approach to this study was adapted from the report "Heritage Planning: A Guide for Local Government" published by B.C. Heritage Trust. It is, however, tailored to the unique conditions of New Westminster.

The general planning process involves the following steps:

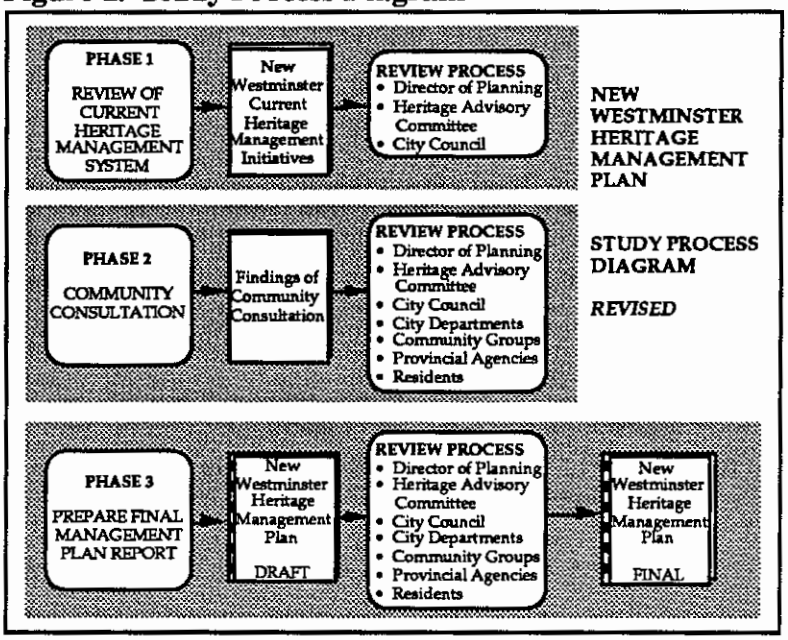
- an understanding of current heritage management activities;
- an analysis of heritage management issues, opportunities and needs;
- work with the community to define a shared vision of heritage values;
- establishment of strategic goals for the management of heritage resources; and
- development of the necessary steps to achieve the stated goal.

The study planning process is organized into the following three phases:

- review of the current heritage management system;
- community consultation; and
- preparation of a draft Heritage Management Plan.

These phases and related steps are illustrated in a diagram of the study planning process. Refer to Figure 1 on the following page.

Figure 1. Study Process Diagram



Phase One of the plan involved an analyses of the existing heritage management goals, objectives and initiatives. Phase Two involved community consultation so that the Plan would reflect community values and aspirations. In Phase Three, the Heritage Management Plan was drafted and refined in consultation with the City and the community.

A very broad approach to the definition of heritage resources has been taken throughout the study. Throughout the document, landscape resources have been integrated within the built environment.

1.5 Organization of Plan

The Heritage Management Plan begins with a Summary or outline of the main sections of the plan so that it can be bound as a separate document and distributed to the public.

- Chapter 1 provides the rationale and context for the plan, describes the planning process and sets out the organizational framework for the document.
- Chapter 2 provides an overview of the current activities initiated by the community and civic administration.
- Chapter 3 summarizes the community consultation process and consultations findings, which provides a foundation for the Plan.
- Chapter 4 establishes a framework for heritage management and describes proposed heritage management programs.
- Chapter 5 describes decision-making tools and a data base management system.
- Chapter 6 provides an overview of actions to implement the Plan.

2.0 CURRENT HERITAGE ACTIVITIES

This chapter summarizes the heritage conservation efforts of the City, community groups and residents.

2.1 Municipal Heritage Activities

The City of New Westminster has achieved a number of noteworthy achievements and management initiatives in heritage conservation. This success is due in part to the responsiveness of the administration and elected officials to citizen issues and concerns.

The civic administration has been responsible for initiating the following heritage-related activities:

- acquisition and maintenance of heritage properties;
- management of public spaces;
- operation of municipal museums;
- maintenance of archival functions;
- protection and enhancement of significant landscapes;
- monitor potentially significant heritage properties;
- participation in the Heritage Area Revitalization Program;
- support voluntary heritage designations;
- maintenance of a heritage resource inventory;
- provision of technical advice;
- support the role of the Planning Department; and
- increase public awareness of heritage.

2.2 Community Heritage Activities

New Westminster has a variety of community groups, associations, and individuals who are involved in activities aimed at raising awareness of heritage within the community. These initiatives are undertaken by the following organizations:

- New Westminster Heritage Preservation Society;
- New Westminster Historical Society;
- Downtown New Westminster Business Improvement Society;
- New Westminster Heritage Foundation;
- Fraser River Discovery Centre;
- New Westminster Tourism and Convention Association; and
- other community groups.

2.3 Cost of Heritage Management Activities

This section estimates the amount of resources currently applied to the City's heritage management activities. Civic initiatives associated with heritage conservation involve the Irving House/Museum, the Heritage Advisory Committee and efforts of Planning Department staff.

Planning Department tasks relating to heritage management are estimated to cost between $40,000 to $60,000 per year. The municipal contribution to the Irving House/Museum budget is approximately $135,000 per year and the grant to the Samson V Maritime Museum is $32,000 per year. **The total annual cost of the City's heritage resource management activities is in the $207,000 to $227,000 range.**

The City has spent $140,000 over several years for restoration work on Irving House. This figure does not represent a regular annual cost. Although it is not possible to estimate a dollar figure for the invaluable contribution of community groups and individuals to heritage-related activities, their contributions are essential.

2.4 Summary of Current Heritage Management Activities

Heritage is playing a central role in how the community defines itself and its role in future development. Concern with heritage management will be reflected in future Official Community Plans and neighborhood plans. The following points highlight the current civic and community activities to manage heritage resources in New Westminster.

- there continues to be a need for accurate accessible information on heritage sites and resources;
- the focus of activities has been on museums and monitoring permit applications;
- the City recognizes, by way of voluntary designation, the willingness of individuals to protect their heritage property;
- the City provides ongoing administrative support to the Heritage Advisory Committee;
- the Heritage Resource Inventory and the Irving House Historic Centre have been the City's major heritage awareness and education vehicles;
- the New Westminster Heritage Preservation Society has taken a lead role in providing technical information to building owners, assistance, public awareness and demonstration projects in heritage restoration; and
- community groups and individuals throughout the City have undertaken extensive renovations at great personal expense thereby protecting valuable heritage resources in New Westminster.

3.0 COMMUNITY HERITAGE VALUES

3.1 Community Consultation Process

The involvement of a wide range of community groups and individuals in the planning process was crucial to the overall success and acceptance of the plan. It was important for the consultant team to work with the community to develop a common vision of heritage conservation which would direct decision-making and planning. To this end, the consultants designed a community consultation program which involved the following activities.

Interviews with Key Community Stakeholders

Personal interviews were held with 47 people representing a wide range of interests, including residents, community groups, business owners, civic administrators, heritage planners in other municipalities and City Council members.

Attendance at Meetings of Related Organizations

Consultants attended a number of meetings with local residents, business and heritage associations to gain additional insight into neighbourhood and heritage management planning issues.

Distribution of Information about the Heritage Management Plan

The consultants prepared and distributed a one page handout which provided an overview of the Heritage Management Plan, the study process and anticipated consultation events.

Work Sessions with City Council, the Civic Administration and the Heritage Advisory Committee

The consultants met with City Council, representatives of the Heritage Advisory Committee and Planning Department staff on an ongoing basis over the course of the study.

Organization and Facilitation of Six Community Open Houses

Six community open houses were held in New Westminster to solicit comments from the general public on heritage-related issues and to inform people about the plan. Wall boards presenting heritage issues were displayed for review and round table discussions were held.

Meetings with Neighbourhood Working Group

Open house participants were asked to volunteer to join a Working Group and work with the consultants on related aspects of the plan. The Working Group met on five occasions.

3.2 Community Definition of Heritage Goals

Open House participants had the opportunity to comment on a suggested goal statement for the Heritage Management Plan at the open houses. Roughly 70% of the respondents agreed with the following goal statement, although some people had minor word changes.

"The proposed heritage resource management goal is to maintain a sense of historical continuity within a context of change."

3.3 Community Definitions of Heritage Resources

Open house participants were asked to define what a heritage resource meant to them. The definitions raised by participants at the open houses reflected a sensitivity and awareness of heritage in the community. The recommendations for heritage management contained later in this study reflect the varied definitions of significant resources articulated by the community.

For residents of Queen's Park (and, to a lesser extent, Brow-of-the-Hill), older homes and streetscapes were important. Participants at the Queensborough Open House remarked on the significance of the Fraser River and rural farming environment of their neighbourhood, and also mentioned the valuable multi-ethnic mix of community residents.

Multi-storey commercial buildings were key heritage resources mentioned in the Downtown Open House. In Sapperton, the importance of the Fraser River and local industries reflect its working class environment and are considered significant resources. Views of the Fraser River and green space were cited as important resources by the participants at the West End Open House.

3.4 Community Heritage Values

This section summarizes the outstanding heritage-related issues and opportunities raised at the open houses, as well as proposed actions to manage heritage resources.

Summary of Issues and Opportunities:

The following are common points related to heritage management which were raised by participants at all six open houses:

- heritage conservation has an important role to play maintaining community pride and creating livable neighbourhoods;
- many older homes are being demolished to make way for new development, changing the character of existing neighbourhoods;

- new housing constructed in the area is often incompatible in design, style and size with the existing neighbourhood;
- the preservation of parks and green space is a priority;
- residents would like meaningful input into heritage planning decisions;
- measures are needed to promote compatible development; and meet the heritage goals of the community; and
- heritage resources are for the common good of the community - at the root is the issue are individual versus collective rights.

Summary of Actions:

Actions to address the identified issues raised by open house participants are:

- ensure that heritage management planning is incorporated into the City's community planning processes;
- develop local area plans for each of the neighbourhoods;
- heighten public awareness of heritage through education and interpretation;
- provide opportunities for meaningful community input into heritage planning and decision-making;
- develop clear criteria for heritage resource management that can be supported by the administrators, politicians and the community;
- examine conservation techniques used in other communities;
- manage clusters of heritage resources as well as individual sites;
- promote the use of financial incentives for heritage restoration;
- encourage initiatives to salvage building materials; and
- establish heritage tree legislation.

3.4 Toward A Common Vision of Heritage

Recommendations of the Heritage Management Plan appearing in Chapter 5 are based on the following set of planning goals which were articulated by neighbourhood residents at the community open houses:

- respect the legacy of the City of New Westminster and tangible reminders of its unique history;
- approach the preservation of the City's identity in an integrated manner which recognizes past, present and future development;
- encourage participation from diverse parts of the community, as effective management depends upon a wide range of support; and
- prepare a guiding set of heritage conservation principles and practices.

4.0 CONTEXT FOR DECISION MAKING

The management of heritage resources will require ongoing information to support the implementation of program goals and objectives. Decision making depends on clearly stated program objectives, an adequate information base and the evaluation of resources.

4.1 Information Needs

The following information needs were raised during the community consultation process.

- The public identified ease of access to historical site information and maintain photographic documentation as important issues.
- The Heritage Advisory Committee indicated a need to gather more information on sites under building permit review.
- The Planning Department identified the need to maintain correct information on site history and neighbourhood context.
- City Council demonstrated an interest in the relative importance of sites, merits of retention versus demolition and the consideration of community interests in the decision making process.

4.2 Implications of the Proposed Heritage Legislation.

Proposed changes to the *Heritage Conservation Act* introduced in the Legislature in July, 1993 will have widespread implications on the direction of municipal heritage efforts. These changes will empower municipalities to establish information systems for decision making.

4.3 A Common Vision for Decision-Making

During consultation with the community, the need for improved information sources and easier access to information was raised on many occasions. Other themes which were articulated by neighbourhood residents related to broader definitions of heritage and increased interest in expanding public awareness of heritage. A similar theme was the need to foster effective leadership from the civic administration.

Relationship of the Heritage Resource Inventory

Between 1984 and 1986, an Inventory of buildings and sites of potential heritage significance in New Westminster was compiled. Although the information contained in the Inventory is now out of date, itcontinues to be used as a decision-making tool.

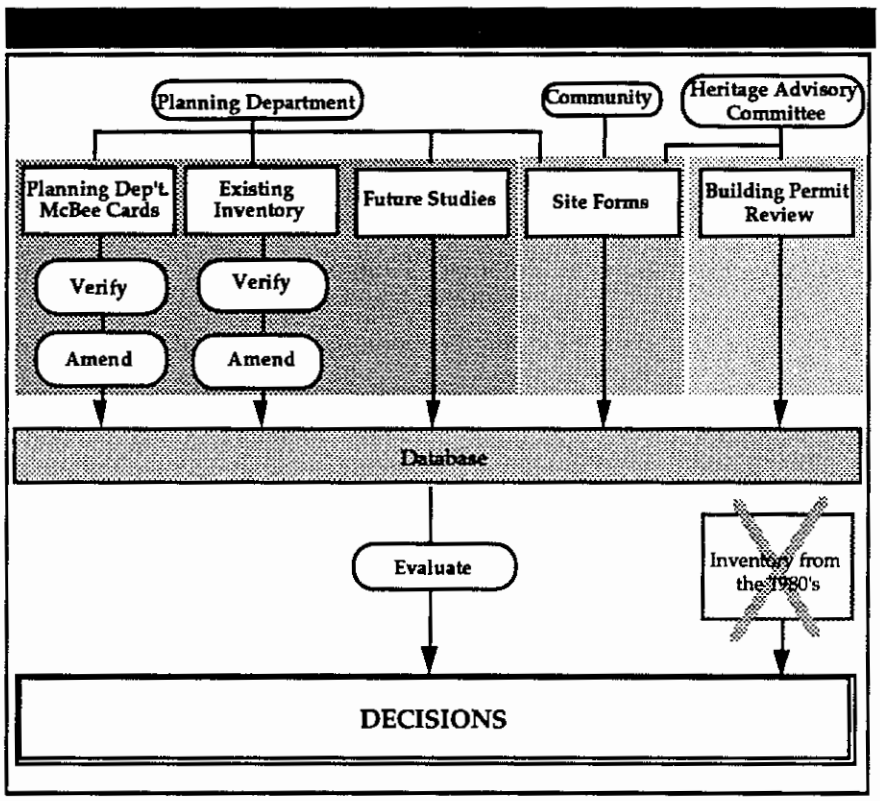
In designing a new approach to information gathering and decision making, the consultants considered:

- decision making in past;
- the need to manage information; and
- public demands for ease of access.

The New Westminster Heritage Management Plan recommends the adoption of an information system which is:

- based on a set of well-defined and clear criteria;
- accessible to everyone - the City and the residents;
- integrates the built environment with the landscape;
- flexible; and
- provides a means of standardizing information.

Figure 2. Information Sources for Decision Making



4.4 Heritage Data Base

The development of the following three-phase Heritage Data Base is suggested:

Phase 1 Design, develop and field test a computerized Heritage Data Base system.

Phase 2 Input existing heritage data.

Phase 3 Maintain an ongoing Data Base system.

The Heritage Data Base provides framework for storage and retrieval as well as guidelines for its maintenance and operation. The system is designed to be used on a personal computer (IBM compatible). Data stored in the computer base is subject to change as the city continues to develop and as on-going research reveals new information on past events. Information stored in the Data Base system will be entered from a variety of sources. The Heritage Data Base will contain information on buildings and resources entered from Inventory files, Planning Department files, and Heritage Advisory Committee reviews.

The standard Rbase language, which can be integrated with the City's GIS system, was chosen for the Heritage Data Base. All inputting and updating of the Heritage Data Base should be carried out by Planning Department personnel. The Planning Department should consult with the Library and Museum to establish effective ways of providing public access to the information. Given the active nature of the information gathering process, a filing storage system should be developed. As information is entered into the Data Base, hardcopy files and photographs could be stored in an appropriate area.

Two Site Forms were developed to document heritage resources; one suited for **Heritage Buildings** and the other for **Heritage Landscapes**. The Forms were developed to organize the information entered into the Heritage Data Base and establish research requirements in a logical manner, using the process for reviewing a site. Other available relevant information and/or photographs could be included as an addendum to the Form.

4.5 Historical Context

The development of a historic context provides the community with a framework in which they can identify which of its resources are significant and then set out to plan for their management. Historical context is a body of information about historic properties organized by theme, place and time. It allows communities to define which values are important and establish the basis for identifying which resources exhibit stated program values. It is part of a dynamic planning process, in which goals and programs are revised as new information is gathered and new properties are identified.

4.6 Field Survey and Site Research

Preparing a historic context may involve a field survey for the collection of basic data. Raw information, entered into the Heritage Data Base, identifies resources to be managed by the program. Site historical research builds on information gathered from the historical context and verifies in greater detail the history of each historical resource surveyed. Data is collected using the Heritage Building Site Form and the Heritage Landscape Form and is supported with photographic documentation. No heritage assessment or evaluation is undertaken at this stage. The survey identifies physical resources which may prove to be of heritage significance.

4.7 Evaluation of Historical Context

Evaluation involves the processing of historical context information, survey data, and site historical research into usable information relating to the goals of the program. The evaluation should consider the site in relation to important development patterns in the community. They should consider heritage value, architectural value, and neighbourhood context and make a short statement on these aspects. A heritage character statement defines the values of the resource which should be conserved in relation to an expressed program goal.

4.8 Heritage Assessment

The Heritage Advisory Committee reviews sites for their heritage value and makes recommendations to Council. Committee members are required to make complex decisions with limited information and under time constraints. The Heritage Advisory Committee information gathering and assessment processes were reviewed, and the following needs were identified:

- a checklist for the information consulted;
- a format for gathering information on building sites; and
- a format for resource evaluation.

A Heritage Assessment Form was developed to address these needs. This form would be used by the Planning Department and the Heritage Advisory Committee during their review and assessment of sites.

4.9 Compilation of Information

The final step in the process is to put the findings of the survey and subsequent evaluation into a form that can be used for program management. It is recommended that the survey information gathered is entered into the Heritage Data Base for future use.

5.0 A BLUEPRINT FOR HERITAGE MANAGEMENT

The Heritage Management Plan outlines the guidelines and directions that the City of New Westminster Heritage Management Program could undertake. This chapter provides a framework of specific programs and goals which can be developed by the City and by community organizations in partnership with the City. The recommendations below are categorized according to Municipal Initiatives, Community Stewardship Initiatives and Public Awareness Initiatives. The following recommendations take into account the *Heritage Conservation Statutes Amendment Act, 1993* (Bill 70) introduced into the Provincial Legislature in July, 1993.

5.1 Heritage Management Assumptions

The recommendations are based upon a set of planning assumptions derived from the findings of the community open houses which are stated in section 3.4 of the Plan.

5.2 Blueprint for Heritage Management in New Westminster

The Municipal Initiatives are directed toward the City of New Westminster and they focus on recommendations to adopt and support policies and standards that will provide a framework for heritage conservation in New Westminster. The goals also recommend the adoption of principles, incentives and regulations, as well as programs, revisions to existing programs and on-going educational initiatives.

Support for community organizations is the basis of the Community Stewardship Goals. These goals promote a spirit of partnerships between the City and the community in order to establish strong community networks.

The Heritage Management Plan is dependent on an active and co-ordinated public awareness program. By building public awareness, both the City of New Westminster and community organizations can work towards common objectives. The Public Awareness Goals outline ways to build additional support for heritage conservation in New Westminster.

The long term success of these recommendations depends upon the availability of human and financial resources. There are a limited number of community resources and a certain amount of funding available. It is, therefore, critical that the City, together with community organizations, explore ways of maximizing the use of these resources.

This Heritage Management Plan recommends that the City adopt the following goals which are accompanies by a series of action steps.

Municipal Initiatives

It is recommended that the City of New Westminster:

- adopt heritage conservation principles to guide the present and future care and maintenance of heritage buildings and sites in New Westminster.

- actively support research and documentation of heritage resources by providing resources to establish the Heritage Data Base;

- maintain inventories, conduct evaluations and develop partnerships with community residents;

- expand its leadership role by developing a strategy to protect and manage civic-owned heritage resources;

- develop a comprehensive Urban Forest and Landscape Management Plan by the Planning Department, together with the Parks Department;

- preserve and protect important elements of the Heritage Landscape which are valued by the community;

- incorporate regulatory controls in the management of heritage resources;

- institute a program to provide assistance to owners of designated properties;

- establish a municipal archival policy and an appropriate facility to store municipal records, documents, photographs, drawings and plans related to the history of the City;

- review the role of the Heritage Advisory Committee to reflect recommendations of the Heritage Management Plan; and

- review the City's building permit process.

Community Stewardship Initiatives

It is recommended that the City of New Westminster:

- provide funds on an annual basis to the New Westminster Heritage Foundation;

- explore the use of Neighbourhood Working Groups to assist in community planning and development review;

- establish a community-based non-profit salvage program.

Public Awareness Initiatives

It is recommended that New Westminster:

- further develop partnerships between the City and existing groups to build on its achievements in public involvement;

Ideas for Public Awareness

The following suggestions may be used or adapted by any group as a supplement to the work that is presently being done by local organizations:

Education

- home renovation workshops;
- heritage garden workshops; and
- schools and educational institutions.

Events

- tree tours;
- men (and women ?) of the street tours;
- Arbour Day events; and
- other heritage events.

Partnerships

- business/community links; and
- other community links.

Additional Ideas

- use existing newspapers and newsletters including the *New Westminster News* to encourage interaction about heritage conservation issues in the community;
- encourage new uses for heritage facilities: new tenants for old buildings, new traditions for old sites;
- share the stories and photographs of New Westminster's past through a well designed signage program;
- revive old community traditions and ceremonies. Over the years we adapt and change but often old traditions are cherished, especially by the older members of the community;

6.0 NEXT STEPS

This Plan provides a set of policies, standards, procedures and tools which will help guide decisions regarding the ongoing management of New Westminster's heritage resources. Ongoing community involvement is central to the successful implementation of the ideas contained in this report. Important next steps include:

Immediate

Step 1: Review Heritage Management Plan

A member of the Planning Department staff should review the Heritage Management Plan to determine which of the strategies are most readily implementable. This review should include the development of a time line and an action plan for the implementation of this report.

Immediate

Step 2: Establish a Heritage Management Plan Implementation Committee

Once the Plan has been reviewed, an implementation committee should be formed in order to ensure that the strategy for the next steps is based upon consensus. Committee membership should include a member of City Council, a Heritage Advisory Committee member, a Planning Department staff member, a Parks and Recreation Department representative, representatives from the New Westminster Heritage Preservation Society, Heritage Foundation Board, as well as a staff member from the Museums and Library.

Immediate

Step 3: Establish a Workplan for a Heritage Management Program

A workplan of the tasks to be done in the short term (2-3 years) and in the medium term (4-6 years) should be prepared by the Planning Department. The Heritage Management Plan goals and action steps are designed to guide this workplan. A list of expected products should be drawn up in consultation with other departments and community organizations.

Immediate

Step 4: Prepare Cost Estimates

Cost estimates for the various heritage conservation activities need to be prepared and included in the annual budget cycle. These cost estimates should include personnel costs for staff time, in order that these activities can be evaluated.

Ongoing

Step 5: Continue Neighbourhood Working Group Network

The Neighbourhood Working Group network model should be continued. Further meetings and consultations with the group will ensure that there is community input into the next stage of the planning process.

Ongoing

Step 6: Review the Official Community Plan

A review of the Official Community Plan should be undertaken in order to ensure that the statements regarding heritage conservation are current and shared amongst the community.

Ongoing

Step 7: Integrate Heritage Management with Neighbourhood Planning

Planning at a neighbourhood level should reflect the overall direction of the Official Community Plan. Specific recommendations to manage neighbourhood heritage resources need to be developed.

Ongoing

Step 8: Develop Policies for the Preservation of Landscape Resources

Policies for the preservation of heritage landscapes need to be developed on a neighbourhood by neighbourhood basis. The Planning Department, in conjunction with neighbourhood representatives, should develop landscape policies which respect the heritage resources of the community.

Ongoing

Step 9: Establish Links between Preservation Policies for the Natural and Built Environment

Connections with the natural environment need to be renewed and reinforced as part of the planning development process. Access to the natural edge of the Fraser River, early streams, the Brunette River in Sapperton and Poplar Island as well as the areas of native west coast vegetation need to be examined.

Ongoing

Step 10: Develop Policies for Green Space

The legacy of green space within New Westminster needs to be examined in order to develop policies which protect and enhance all 'soft' landscapes such as parks, boulevards, streetscapes and river banks, whether they are residential, business or industrial zones or civic open space.

1.0 INTRODUCTION

1.1 Background

New Westminster, also known as the Royal City, is the oldest incorporated city in British Columbia. In 1860, New Westminster became the first incorporated city in Canada west of the Great Lakes, and between 1866 and 1868 served as the first capital of the United Colony of British Columbia. Many outstanding examples of residences, commercial buildings and parks remain in New Westminster as reminders of its auspicious early days.

Over the past decade, however, New Westminster has experienced dramatic change. This change is reflected in the former Penitentiary site redevelopment, waterfront revitalization and the skytrain .

The Greater Vancouver Regional District estimates that the population of New Westminster will increase by 54% over the next 15 years. It is timely, therefore, that New Westminster establish a framework to manage change in a way that will retain the character and identity of the City in the face of development and growth.

There is a strong sense of community pride and commitment to the conservation of heritage resources which make New Westminster a distinctive community. New Westminster is fortunate to have a number of residents and community groups which are actively involved in a variety of heritage-related activities. In addition, the initiative of members of Council in New Westminster to undertake the preparation of this plan demonstrates their respect and support of preserving the heritage resources.

Some important heritage-related activities which are also changing the face of New Westminster include:

- the restoration of commercial buildings in the downtown core, including the Irving House Historic Centre;
- the restoration and renovation of single family homes in all neighbourhoods;
- landscaped areas along older streets;
- implementation of various Business Improvement Area initiatives;
- initiation of the Fraser River Discovery Centre;
- community heritage activities of the New Westminster Heritage Preservation Society and neighbourhood Residents Associations;
- interest and awareness of heritage through the efforts of the City's Heritage Advisory Committee;

- Columbia Street improvements through a Heritage Area Revitalization Program initiative; and
- the establishment of a Heritage Foundation in New Westminster to fund local restoration work.

Heritage resources are the physical tangible elements of the past that make each community unique. Historic buildings, sites and landscapes reflect the forces that shape a community and help people to understand the area's development. **Heritage conservation** involves the management of elements of the past for the benefit of future generations. It is a continuous and flexible activity which relies on community participation and support. **A heritage management plan** provides a framework to guide decision-making regarding heritage resources and should be incorporated into a community's broader planning processes. To that end, the City has retained a consultant to undertake a fourteen month study and prepare a Heritage Management Plan which seeks to incorporate the past as part of the future.

Through the continued efforts of the community and the civic administration, New Westminster has retained many valuable heritage resources that reflect the diverse character of the community, as well as its long history. This plan attempts to build upon the enthusiasm of the community, civic administrators and politicians in forming partnerships and working together in the common goal of heritage conservation.

1.2 Study Purpose

The goal of heritage conservation planning is to improve and enhance the physical environment, the economic base and the livability of an area by maintaining and preserving its overall character and identity.

The primary purpose of the study is to prepare a Heritage Management Plan for the City of New Westminster that is responsive to the needs of neighbourhood residents and heritage organizations, as well as to City Council, City staff and the Heritage Advisory Committee.

The Heritage Management Plan for the City of New Westminster was developed based upon the following objectives in New Westminster's Official Community Plan (1987). These objectives are to:

- manage change in such a way that the unique historic character and essential function of the community is retained;
- encourage the use or re-use of buildings in order to retain their economic and future aspects;

- emphasize the significance of the heritage resource in the broader context, which includes buildings, views, landscapes and infrastructure elements; and
- develop the City's potential as a unique and economic place by fully utilizing its historic, locational and physical attributes.

1.3 Study Objectives

The two main objectives of the Heritage Management Plan, as stated in the study Terms of Reference, are to:

- provide the City of New Westminster with a set of policies, standards, procedures and tools which will help guide decisions regarding the ongoing management of the City's heritage resources; and
- involve the community in a manner which will help to raise awareness of the value of heritage resources and contribute to a strong base of local support for the Heritage Management Plan.



1.4 Planning Process

The methodology and approach adopted for this study was adapted from the report "Heritage Planning: A Guide for Local Government" published by B.C. Heritage Trust, and tailored to the unique conditions of New Westminster. This process reflects a flexible and cyclical approach to planning heritage resources.

The general planning process involves the following steps:

- an understanding of current heritage management activities;
- an analysis of heritage management issues, opportunities and needs;

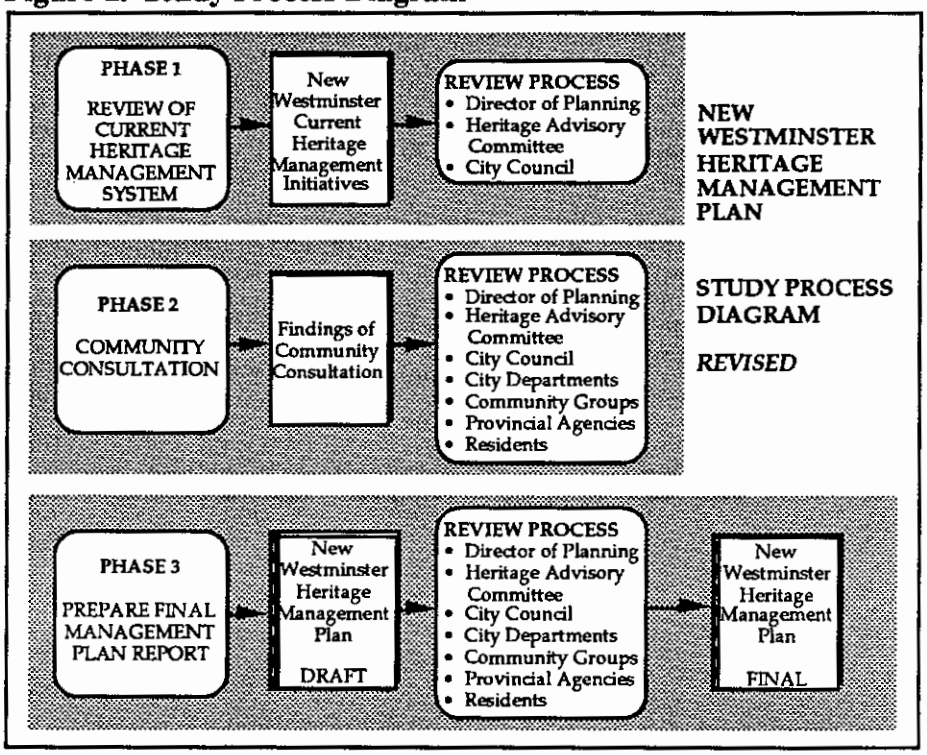
- work with the community to define a shared vision of heritage values;
- establishment of strategic goals for the management of heritage resources; and
- development of the necessary steps to achieve the stated goal.

The study planning process is organized into the following three phases:

- review of the current heritage management system;
- community consultation; and
- preparation of a draft Heritage Management Plan.

These phases and related steps are illustrated in a diagram of the study planning process. Refer to Figure 1 below.

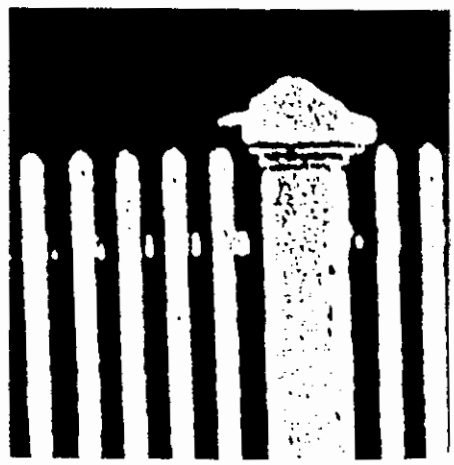
Figure 1. Study Process Diagram



Phase One of the plan involved an analyses of the existing heritage management goals, objectives and initiatives, and examined opportunities for the Heritage Management Plan to build upon programs already in place. Phase Two involved community consultation that the plan reflects community values and aspirations. In Phase Three, the Heritage Management Plan was drafted and refined in consultation with the City and the community.

The consultants recognized the need to involve interested members of the community in the identification of heritage values and measures to effectively manage those resources. For this reason, it was important for the consultant team to work with the community to develop a common vision of heritage conservation which would direct decision-making and planning. The study process was designed specifically to provide interested community members with opportunities to participate in planning the management of heritage resources. The community consultation process is described in detail in Chapter 3.

A very broad approach to the definition of heritage resources has been taken throughout the study. In this way, heritage resources range from small-scale architectural details such as stained glass and wrought iron to large-scale streetscape and viewscape resources. Throughout the document, landscape resources have been integrated within the built environment. A glossary of relevant terms used throughout this report are contained in Appendix A.



1.5 Organization of Plan

The Heritage Management Plan begins with a Summary or outline of the main sections of the plan so that it can be bound as a separate document and distributed to the public. An introductory chapter provides the rationale and context for the plan, describes the planning process and sets out the organizational framework for the document. Chapter 2 provides an overview of the current activities initiated by the community and civic administration.

Chapter 3 summarizes the community consultation process undertaken by the consultant team. Based on the consultation findings, this chapter describes the heritage resources that are valued by the community, as well as related opportunities and recommendations to manage heritage resources. Chapter 4 establishes a framework for heritage management and includes a set of well defined heritage management programs. A context for decision-making is identified in Chapter 5 of the plan, as is an overview of decision-making tools and a data base management system. Chapter 6 provides an overview of actions to implement the plan.



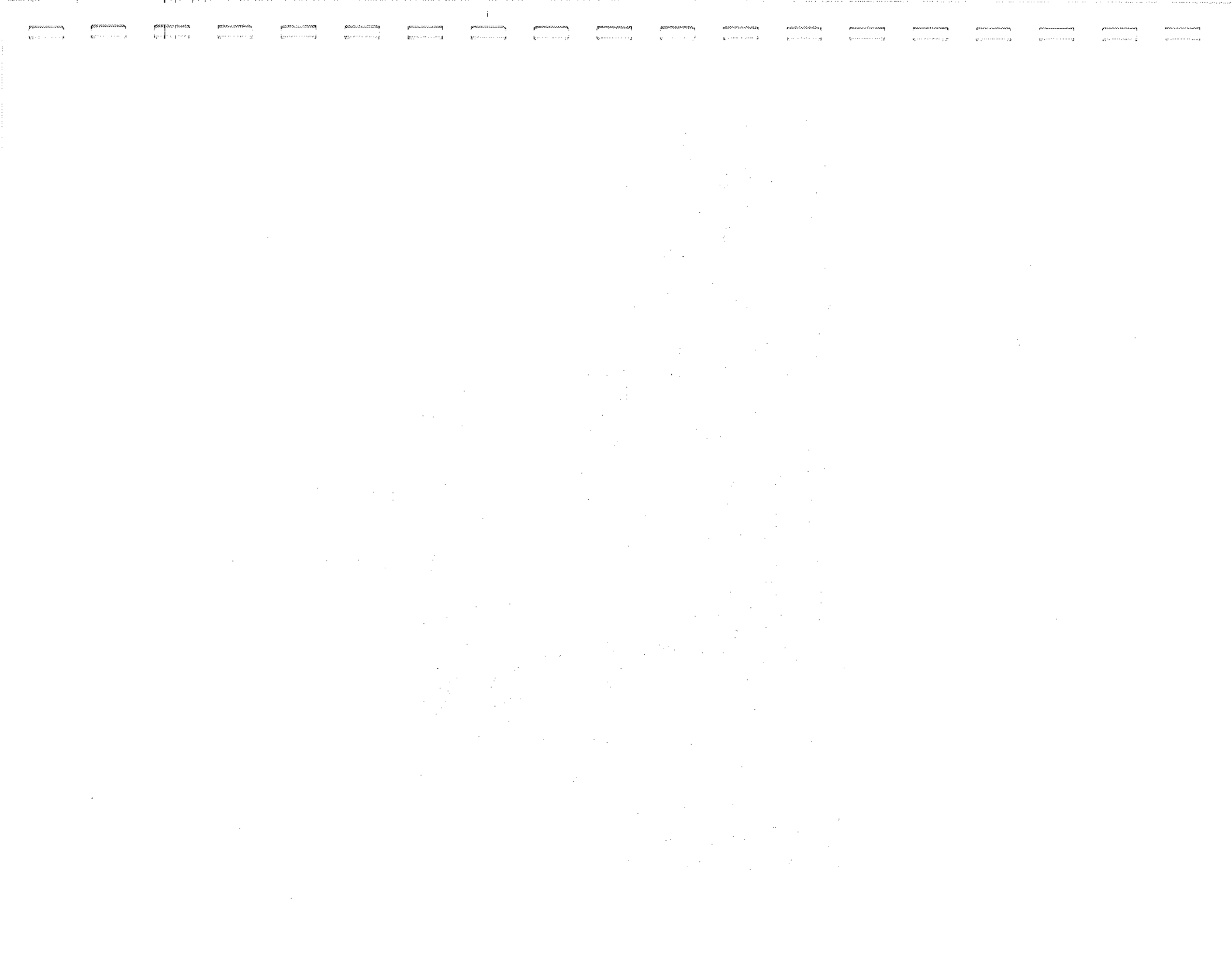


Photograph No.: 169
New Westminster Public Library

Samuel Dawe Residence
405 Queens Avenue (opposite Tipperary Park)

Children in the foreground are members of the Dawe family. From left to right are: Charles, Evelyn, Arthur, and Ernest. The Dawe House was still standing as of 1981. The House in the background to the left of the Dawe house is the Walter Gilley house which was built in 1890 for Charles Murray by Architects Clow & MacLure.

Date: c.1912
Source: Mrs. Mary Dawe



2.0 CURRENT HERITAGE ACTIVITIES

One of the key steps in preparing a Heritage Resource Management Plan for New Westminster is to understand the range of heritage management activities in the City. To this end, the consultant team conducted a series of interviews with representatives of City Departments, advisory committees and a number of community groups to understand current heritage management activities. In addition, the team collected and analyzed a large amount of relevant background material from New Westminster and other sources. The heritage conservation efforts of the City, community groups and residents are summarized in this chapter.



2.1 Municipal Heritage Activities

By virtue of its mandate and resources, the municipal government has achieved a number of noteworthy achievements and management initiatives in heritage conservation. This success is due in part to the responsiveness of the administration and elected officials to citizen issues and concerns.

The civic administration has been responsible for initiating the following heritage-related activities:

- acquisition and maintenance of heritage properties;
- management of public spaces;
- operation of municipal museums;
- maintenance of archival functions;
- protection and enhancement of significant landscapes;
- monitor potentially significant heritage properties;
- participation in the Heritage Area Revitalization Program;

- support voluntary heritage designations;
- maintenance of a heritage resource inventory;
- provision of technical advice;
- support the role of the Planning Department; and
- increase public awareness of heritage.

Acquisition and Maintenance of Heritage Properties

The City acquired Irving House at 302 Royal Avenue in 1950 and designated it as a municipal heritage site in August, 1981. Under the terms of By-Law No. 4893, the City assumes responsibility for the cost of repairs, maintenance, utilities, insurance, and the salary and expenses of the Curator and authorized staff. Although Irving House is the only City-owned heritage property which has been designated to date, the City may consider designating other civic buildings in the future.

Some parks in New Westminster were originally granted by the Province to the municipality on the condition that they be forever maintained for park use. Examples of such parks include: Queen's Park (Granville Street and Royal Avenue), Moody Square Park (6th Avenue and 10th Street), and Tipperary Square (6th Street and Royal Avenue).

Management of Public Spaces

Irving House is the only municipally owned and designated resource which has received civic funding and for which the City has established special management policies and procedures. Although the City has identified a number of other public buildings and sites which may have potential heritage significance (e.g. Fraser Cemetery, City Hall and the Vagabond Theatre), special policies and procedures to manage these identified public spaces have not yet been established.

Operation of Municipal Museums

The City of New Westminster is fortunate to own and operate two museums reflecting the early origins of the community: Irving House Historic Centre and New Westminster Museum and the Samson V Maritime Museum.

- *Irving House Historic Centre and New Westminster Museum*
  The Museum collection began with the efforts of the Native Sons of British Columbia and Native Daughters of British Columbia, Posts No. 4, in the early 1920's. When Irving House opened as a Historic Centre in 1950 under the direction of the Native Sons and Native Daughters, much of the collection was displayed at Irving House in a "museum-like" setting. In September 1964, a new facility was constructed by the City on the Irving House site to display museum-



type artifacts. An attempt was made to find period furnishings to return Irving House to a "home-like" atmosphere. A ten member Board was established to oversee the operations, consisting of four representatives appointed by the City, and three each by the Native Sons and the Native Daughters.

As there is no established acquisitions budget, additions to the Museum's collection largely rely on donations. The City employs two full-time permanent staff to administer Irving House and the Museum operations, as well as part time seasonal guides. The City allocates approximately $135,000 annually to the operation of Irving House Historic Centre and New Westminster Museum. Irving House, which was constructed in 1864-65, is considered the major "artifact" of the museum collection and is the main exhibit.

- *Samson V Maritime Museum*

The Sternwheeler Samson V was retired as a working vessel by the Federal Government in 1980 when it was acquired by the City of New Westminster. The operation and administration of the Samson V was initially assigned to the Hyack Festival Association. Plans to convert the Samson V to a public cruise boat were abandoned in November 1982 in favour of the establishment of a floating museum. The City Curator and Museum Assistant undertook the research and curatorial functions required to develop and open the Samson V Maritime Museum in October 1983.

Moored adjacent to the Westminster Quay Public Market for the last 10 years, the Samson V has had excellent public attendance. In 1986/87, the Hyack Festival Association merged with the Royal Agricultural and Industrial Society (R.A. & I.) which continues to be responsible for the operation and administration of the Museum. The vessel was officially placed on the Maritime Museum of British Columbia's Vintage Vessel Registry in 1991.

The City Curator and the Museum Assistant are members of the R.A. & I. Executive and provide curatorial services for the Samson V Museum. The City also contributes an annual grant of $32,000 towards the operating costs of the Museum.

Maintenance of Archival Functions

The Museum maintains a collection of photographs and other archival material stored according to archival standards. A number of finding aids have been developed to facilitate retrieval and avoid undue wear and tear on the material. Staff respond to requests from the public regarding archival information.

The New Westminster Public Library maintains a local history section in its Reference Collection which includes a photograph collection, clipping files, directories, and maps. Much of the material available at the Library is made up of copies of original archival material and is accessible to the public. However, there have been occasions when originals at the Library have been lost or damaged.

During the research conducted as part of the study, the team encountered a number of significant archival resources including municipal records, personal papers, and corporate records which have not yet been integrated into the archival process.

Protection and Enhancement of Significant Landscapes

Efforts to protect and enhance historically significant parks and open spaces have been undertaken by the City in its community development goals. Measures to protect some views have been incorporated into the zoning by-laws (e.g. height restrictions). It was noted that many of the City Parks are zoned RS-1 (residential use) from an earlier period when there were fewer zones than are currently used. Some parks have restrictive covenants dating back to the original land grants from the Province and are deemed to be of heritage significance.

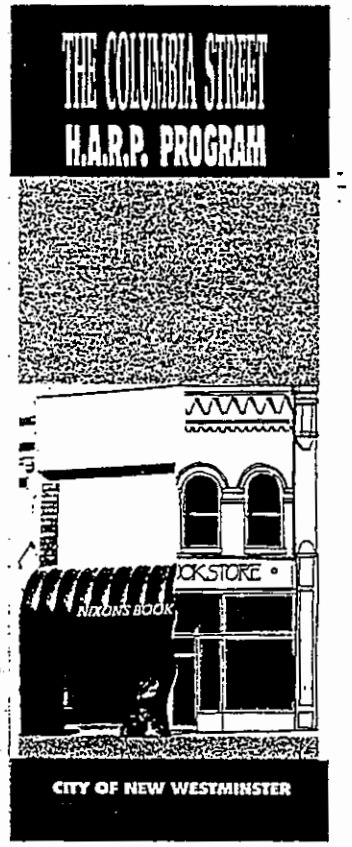
Monitor Potentially Significant Heritage Properties

The City of New Westminster has an established procedure to monitor proposed developments of potentially significant heritage properties. Permit applications for additions, demolitions or exterior renovations to properties constructed before 1950 are referred to the Heritage Advisory Committee at the discretion of the Director of Planning. The purpose of the Heritage Advisory Committee review is to assess the relative heritage value of potentially significant properties and make recommendations to Council regarding their management. Council, however, makes the final decision on permit applications.

There have been a number of cases in which Heritage Advisory Committee recommendations have been accepted by City Council and significant heritage resources have been preserved. Other Heritage Advisory Committee recommendations, such as prohibiting demolitions, are not always accepted by Council. This has been a source of concern, especially among those who are strongly committed to heritage preservation goals.

While the views of Council members regarding heritage preservation may have some effect on the decisions, the City may not be in a legal position to refuse demolition permits within the current municipal

bylaw. Only municipally designated heritage sites are subject to special regulations regarding their redevelopment.



Participation in the Heritage Area Revitalization Program (HARP)

The Province of British Columbia, through the B.C. Heritage Trust, provides funding support to renovate buildings as part of downtown revitalization programs. The objectives of the New Westminster HARP project are to:

- enhance the character of historic Columbia Street;
- promote economically viable commercial projects; and
- encourage the retention of and rejuvenation of individual historic buildings.

The three year $300,000 project offers technical advice related to the structural stabilization of facades, cleaning and painting, window rehabilitation as well as signage and lighting. HARP initiatives are focused on the historic commercial core of the downtown from the 400 to 700 blocks of Columbia Street. Owners of the 27 buildings in this HARP area are eligible for a grant of up to 50% of the cost to upgrade building facades. To be eligible for funding, an owner must meet building code requirements. There is no requirement to have a building officially designated as a heritage site.

The project, which is in its last year, has utilized all the available funding for building restoration. The City is developing a plan to revitalize and redevelop downtown New Westminster, which will relate to the HARP experience. The City is also using equivalency standards, which are recent amendments to the B.C. Building Code, for the restoration of commercial heritage buildings. It is important that the achievements of HARP in New Westminster's downtown are carried forward.

Support for Voluntary Heritage Designation

Owners of heritage significant properties can voluntarily designate their buildings under the B.C. *Heritage Conservation Act, 1977* or the *Municipal Act*. The City provides a one-page handout which describes the procedures and benefits of the Voluntary Designation program, which is available from the Planning Department, Museum, and Library.

To date, a total of 14 properties have been voluntarily designated as municipal heritage sites in New Westminster. Eight of the 14 properties are privately owned residential dwellings; one (Irving House) is owned by the City; and the remaining five are institutional and commercial buildings.

In New Westminster, a special zoning category (RS-6) has been established to retain a voluntarily designated building on a site which would otherwise be too small by normal zoning standards. To date, this special zoning has been used only twice and there are some regulatory concerns about using this approach again until legal implications are better understood. Except for the RS-6 zoning category, there are few incentives in New Westminster for owners to participate in the voluntary designation program.

Maintenance of a Heritage Resource Inventory

The primary source of information currently used for heritage resource management in New Westminster is the Heritage Resource Inventory. The inventory was prepared by the Heritage Advisory Committee during the mid- 1980's with funding from the B.C. Heritage Trust to hire summer students. The current inventory builds on previous documents prepared for the Committee by Archie Miller, and includes 850 buildings and several parks which are considered to have potential historical significance and heritage merit.

The information is available in four bound volumes which contain photographs and brief descriptions of properties, background material on the history of the neighbourhoods, and a description of the approach used to generate the information. Although the inventory has assisted in the monitoring of development proposals for potentially significant properties, its effectiveness has diminished over time. Because the updating process for this type of inventory is time-consuming and costly, entries have become out-dated, making the Inventory inappropriate as a decision-making tool.

Provision of Technical Advice

Property owners can obtain limited technical advice from personnel of the Building and Planning Departments. Municipal staff may refer homeowners to other sources when appropriate, such as local contractors involved in heritage restoration, the Heritage Advisory Committee, the New Westminster Heritage Preservation Society (NWHPS), or the Architectural Institute of B.C. (AIBC).

The Planning Department has assembled a variety of heritage reference materials, which are available at the reception counter for review. In addition, the Director of Planning responds to inquiries regarding potential funding sources for heritage initiatives and provides guidance on compatible design features for selected renovation projects involving older properties.

Support the Role of the Planning Department

The Planning Department has a leadership role in the management of heritage resources. The Department provides administrative support to Heritage Advisory Committee, responds to public requests, administers existing municipal heritage programs, discusses building alterations with property owners and co-ordinates various public awareness raising initiatives.

Increase Public Awareness of Heritage

Many of the City's awareness-raising activities are associated with the Heritage Advisory Committee and Irving House. These activities include:

- nomination and selection of homes for the New Westminster Chamber of Commerce Heritage Awards by a special committee of the Heritage Advisory Committee;
- sponsorship of the Heritage Advisory Committee delegates to attend the annual B.C. Heritage Society Conference;
- coordination of community walking tours and special events by staff of the Irving House Historic Centre, with Irving House as a focus;
- co-ordination of Heritage Week activities such as Heritage Photo contest and Heritage Essay contest;
- presentation of slides on heritage themes in New Westminster by the City Curator and City Arborist; and
- provision of funding for community events which are rooted in New Westminster's heritage (e.g. the Hyack Festival and May Day).

2.2 Community Heritage Activities

New Westminster has a variety of community groups, associations, and individuals who are involved in activities aimed at raising awareness of heritage within the community. These initiatives are undertaken by the following organizations:

- New Westminster Heritage Preservation Society;
- New Westminster Historical Society;
- Downtown New Westminster Business Improvement Society;
- New Westminster Heritage Foundation;
- Fraser River Discovery Centre;
- The New Westminster Tourism and Convention Association; and
- other community groups.



The New Westminster Heritage Preservation Society

The New Westminster Heritage Preservation Society, with a membership of over 200 people, has taken a lead role in local education and public awareness raising. The Society conducts popular heritage home tours, publishes "The Preservationist" newsletter, administers a "plaque" program, sponsors lectures, Christmas programs, and maintains information on heritage resources in New Westminster. The Preservation Society is run by a fifteen member Executive. Members of the Society have been instrumental in establishing a Heritage Foundation in New Westminster and they have effectively lobbied for improvements in the management of heritage resources in New Westminster.

The New Westminster Historical Society

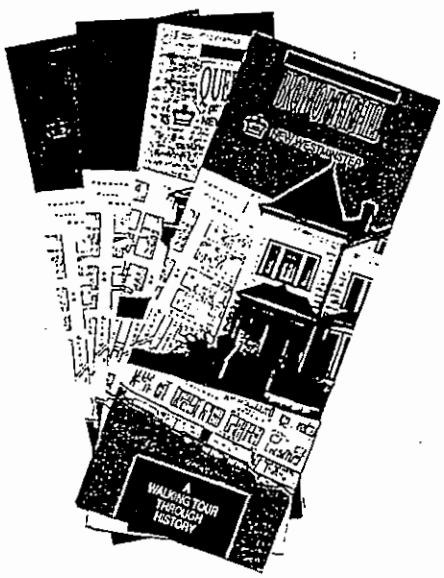
Formed in 1976, the New Westminster Historical Society is a group of local residents who enjoy history and actively promote heritage education. The Society meets on a monthly basis to hold historical discussions, conduct programs on local and regional history topics, and host local and guest speakers.

The Downtown New Westminster Business Improvement Society (BIS)

New Westminster's BIS is funded by Downtown property owners and businesses. The organization's mission statement is to promote Downtown New Westminster as the preferred place to work, shop, live, visit and enjoy.

To focus efforts towards this mission, the Downtown New Westminster Business Improvement Area (BIA) was established. Over the past three years, there has been considerable activity, including special events, merchant promotions to attract new business and development to the downtown. Members are currently working with the City to develop a vision for the Downtown core and an action plan to revitalize the area. Issues being examined include the economic feasibility of restoring heritage buildings. In collaboration with the HARP program, potential improvements to the permit process and Building Code interpretations for older buildings have been explored.

The BIA initiative has been extended for another five years with the support of 95% of property owners in the primary boundary area.



The New Westminster Heritage Foundation

A number of New Westminster residents actively worked for two years to establish the New Westminster Heritage Foundation. The Heritage Foundation was recently established to promote preservation of designated municipal heritage sites and to raise and disburse funds for this purpose as well as undertake educational projects to promote heritage.

Although there are no incentives in place for property owners to designate their homes, a heritage foundation offers incentives through grant funding. The New Westminster Heritage Foundation is in a preliminary stage and has received approval-in-principle from the Heritage Advisory Committee. The Foundation has yet to approach Council for monetary support.

Fraser River Discovery Centre

The Fraser River Discovery Centre is being established to document the role that the Fraser River played in New Westminster's history. This organization is working toward the construction of a major interpretation facility in downtown New Westminster. The facility will interpret the heritage of the Fraser River by conducting excursions of the river on "The Native," an authentic replica of a late 1800's steam driven paddlewheeler. When the centre is brought to fruition it will be a major tourist attraction in the City.

New Westminster Tourism and Convention Development Association

The initiative to create the Fraser River Discovery Centre was provided by the New Westminster Tourism and Convention Development Association. This organization was founded to promote New Westminster as a major destination with local business and tourism industries. New Westminster's unique architecture and setting are important features of their promotional efforts. The Association has recently changed its name to Tourism New Westminster.

Other Community Groups

A number of resident and business associations have been active in promoting heritage management as part of the planning and development process. Community based museums such as the Canadian Lacrosse Hall of Fame and the Museum of the Royal Westminster Regiment provide displays, programming, presentations, and articles which help to raise awareness of different aspects of local and national history.

2.3 Cost of Heritage Management Activities

As a reference for study purposes, a preliminary estimate of the level of resources currently applied to the City's heritage management activities has been prepared. Initiatives which can be directly associated with heritage management are:

- the Irving House/Museum;
- the Heritage Advisory Committee; and
- the efforts of Planning Department staff.

The Director of Planning estimates that Planning Department tasks relating to heritage management cost approximately $40,000 to $60,000 per year. The municipal contribution to the Irving House/Museum budget (repairs, maintenance, utilities, insurance, salary and expenses of Curator and staff) is approximately $135,000 per year and the grant to the Samson V Maritime Museum is $32,000 per year. **The total annual cost of the City's heritage resource management activities appears to be in the $207,000 to $227,000 range.**

The City has spent $140,000 over several years for restoration work on Irving House. However, as this was the first major expenditure in some time, it does not represent a regular annual cost. Some of the maintenance costs of municipal parks and cemeteries may be associated with heritage initiatives, however, heritage related maintenance costs are not separately identified within the overall parks budget at the present time.

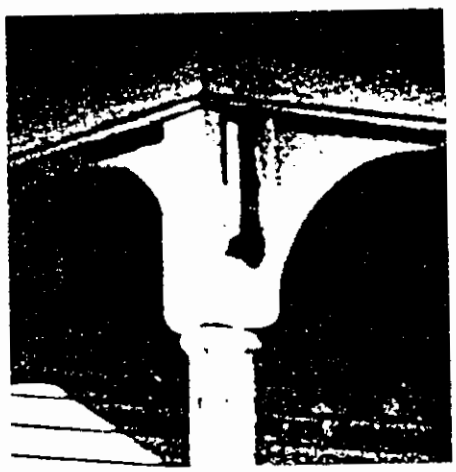
Although, it is not possible to estimate a dollar figure for the invaluable contribution of community groups and individuals to heritage-related activities, it should be recognized that these contributions are essential in New Westminster.



2.4 Summary of Current Heritage Management Activities

Heritage is playing a central role in how the community defines itself and its role in future development. Concern with heritage management will be reflected in future Official Community Plans and neighborhood planning processes. The following points highlight the current civic and community activities to manage heritage resources in New Westminster.

- there continues to be a need for accurate accessible information on heritage sites and resources;
- the focus of activities has been on museums and monitoring permit applications;
- the City recognizes, by way of voluntary designation, the willingness of individuals to protect their heritage property;
- the City provides ongoing administrative support to the Heritage Advisory Committee;
- the Heritage Resource Inventory and the Irving House Historic Centre have been the City's major heritage awareness and education vehicles;
- the New Westminster Heritage Preservation Society has taken a lead role in providing technical information to building owners, assistance, public awareness and demonstration projects in heritage restoration; and
- community groups and individuals throughout the City have undertaken extensive renovations at great personal expense thereby protecting valuable heritage resources in New Westminster.





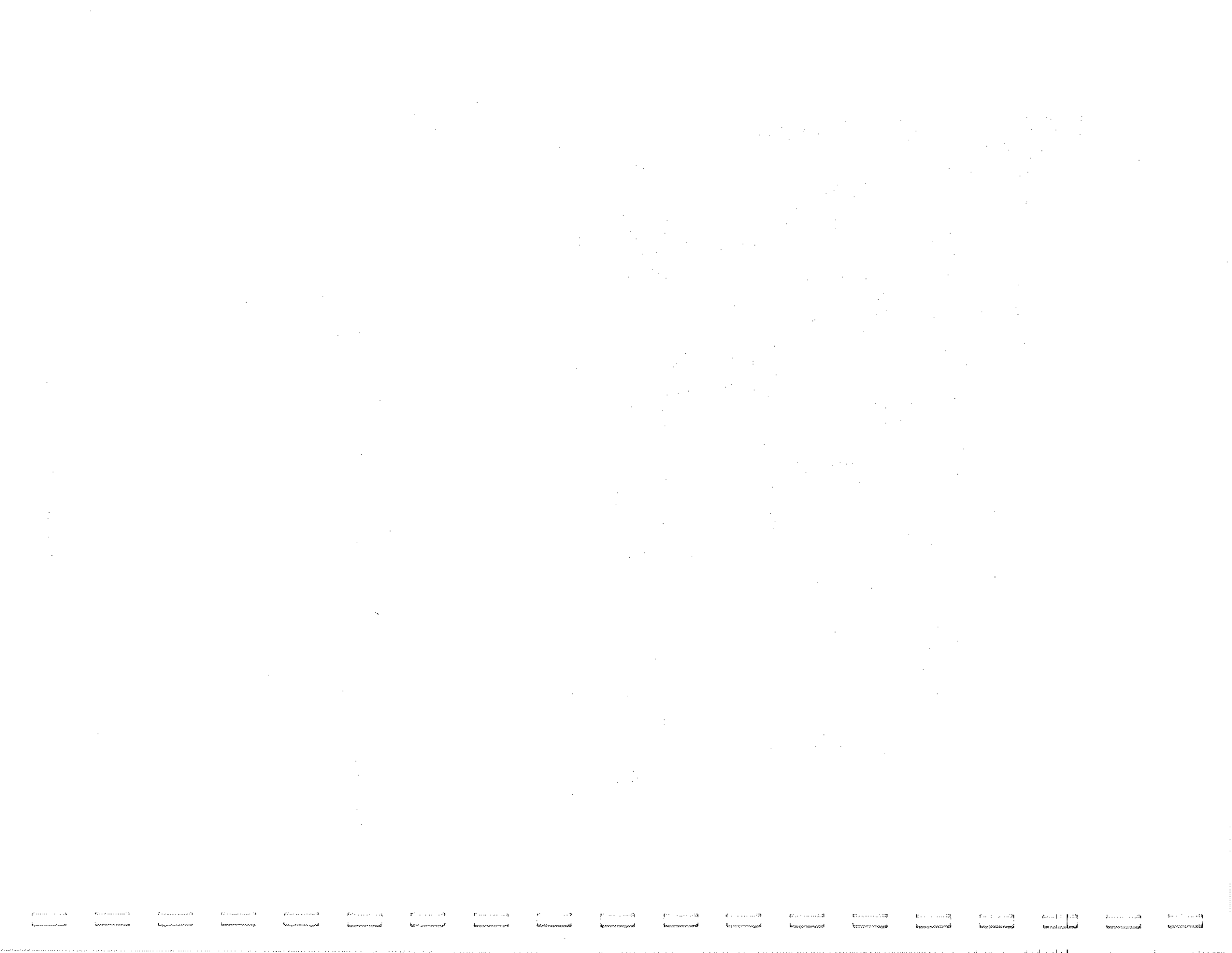
Photograph No.: 2129
New Westminster Public Library

Queen's Park Dispatch Office, B.C. Electric Railway Company

According to Brian Kelly of B.C. Transit, it is probable that a private home was leased to handle the overload during the time of the Exhibition. A makeshift wicket has been made in the second window of the house. Often drivers would have 12-14 hour shifts and would be fed at the dispatch offices. Note the cook, who is posed with the crew men.

The house is a pre-fabricated one like the type on display during the Exhibition. See photograph no. 1146 - Exhibition Buildings. The house looks like the house at far left in photograph no. 1146.

Date: (N.D.) c. 1905(?)
Source: Geoff Meugens, donor



3.0 COMMUNITY HERITAGE VALUES

3.1 Community Consultation Process

The involvement of a wide range of community groups and individuals in the planning process is crucial to the overall success and acceptance of the plan. To this end, the consultants designed a community consultation program which involved a variety of methods to gather input.

The community consultation program involved the following activities:

- interviews with key community stakeholders;
- attendance at meetings of related organizations;
- consultation with the community about the Heritage Management Plan;
- work sessions with City Council, the civic administration and the Heritage Advisory Committee;
- organization and facilitation of six community open houses;
- meetings with Neighbourhood Working Groups; and
- attendance at a community discussion of the Draft Heritage Management Plan.

These activities are described in detail below.

Interviews with Key Community Stakeholders

Personal interviews were held with 47 selected key stakeholders to solicit input into heritage related issues. Interviews were conducted with representatives of a wide range of interests, including residents, community groups, business owners, civic administrators, heritage planners in other municipalities and City Council members. Through these interviews, the consultants obtained different perspectives on heritage issues. The interviews provided a foundation for continued community involvement in the management of New Westminster's heritage resources. A listing of persons interviewed by the consultants is included in Appendix B.

Attendance at Meetings of Related Organizations

Consultants attended a number of meetings to gain additional insight into neighbourhood and heritage management planning issues. Among others, the consultant team attended a meeting of the Queen's Park Residents Association, an evening event of the Heritage Society of B.C., a conference of the Business Improvement Society, the annual Heritage Homes Tour and other New Westminster walking tours, as

well as a slide presentation by the New Westminster Arborist. In addition, the consultant team made a presentation on the Heritage Management Plan at the New Westminster Heritage Preservation Society Annual General Meeting.

Consultation with the Community about the Heritage Management Plan

The consultants prepared a one page handout which provided an overview of the Heritage Management Plan, the study process and anticipated consultation events. This Study Bulletin was distributed in the community prior to the neighbourhood open houses and copies were placed at the New Westminster Public Library and Irving House Historic Centre. A copy of the Study Bulletin appears in Appendix C.

Work Sessions with City Council, the Civic Administration and the Heritage Advisory Committee

The consultants met with City Council, representatives of the Heritage Advisory Committee and Planning Department staff on an ongoing basis over the course of the study. A work session with City Council early in the process was particularly useful to obtain direction on the plan and work through several pressing issues. Notes from the Council worksession are provided in Appendix D. Members of the consultant team attended many of the Heritage Advisory Committee monthly meetings to discuss issues as they arose and provide updates on the status of the plan.

Organization and Facilitation of Six Community Open Houses

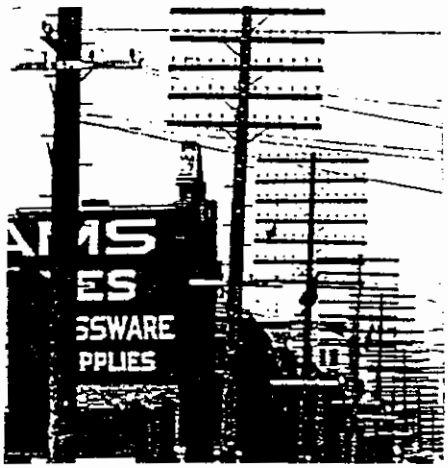
A series of six community open houses were held in New Westminster between March and April of 1993 to solicit comments from the general public on heritage related issues and inform people about the plan. Boundaries of the six neighbourhoods were identified based upon Planning Department reports and confirmed by the City Curator. A map of the neighbourhoods and meeting schedule for the six open houses appears in Appendix E. The events were advertised in local newspapers, on the local radio station and on notices posted in key community venues. A sample of an open house notice is contained in Appendix F.

A series of wall boards explaining the process and describing heritage management issues was displayed at the open houses. Reduced copies of the wall boards are included in Appendix G. Participants were asked to respond to questions on the wall boards and to further provide input on comment sheets. A sample comment sheet is provided in Appendix H. A one-page information handout was distributed at each open house. A copy of the handout is provided in Appendix I. Large maps were also available for people who attended the open house to

draw on or make comments related to specific neighbourhood issues. These maps are available for consultation at the Planning Department.

Round table discussion sessions were held at each of the open houses and participant responses were recorded on flipcharts. People were asked to respond to the following questions:

- What is a heritage resource? Which heritage resources in your neighbourhood are important to you?
- What are the key heritage management issues in your community?
- How will heritage resources fit into your community in 10 years?
- What measures do you think would be most effective to manage heritage resources?



Many interesting ideas and comments were raised at the open houses. Community responses to the above questions assisted in the definition a shared vision of heritage resources as well as the identification current issues and conflicts. A summary of "what we heard," appears in Appendix J. Transcribed copies of the discussions at the community open house in each neighbourhood were submitted to the Planning Department.

Since heritage conservation means different things to different people, heritage issues varied from neighbourhood to neighbourhood. The different responses to the questions posed at the open house reflect a "snap shot in time" and are recognized as being part of the continuum which is inherent in heritage planning. The following sections provide an overview and summary of the results of the community consultation process. They reflect the diverse community values of heritage conservation.

Meetings with Neighbourhood Working Group

Open house participants were asked to volunteer to join a Working Group and work with the consultants on related aspects of the plan. One Working Group was established consisting of volunteers from all neighbourhoods. People joining the Neighbourhood Working Group were asked to field test research forms for heritage sites. This process is described in greater detail in Chapter 5. Everyone who volunteered to join the Working Group was contacted and asked to assist the consultant team in testing research forms. The Working Groups met on five occasions.

A list of people who volunteered to join the Neighbourhood Working Group appears in Appendix K. These residents of New Westminster would like to have meaningful input into decisions about heritage management in their neighbourhood.

The consultants were requested to present the Plan to the current Council, who had originally taken the initiative to undertake the study. In order to submit the Plan before municipal elections were held, it was necessary to shorten the timeframe of the study by three months. As a result, the Neighbourhood Working Groups met during the summer when many people were on holidays and therefore not available. Since the Working Groups were designed to be an ongoing forum for community input into heritage resource planning, it is suggested that the City of New Westminster continue to utilize the Neighbourhood Working Groups.

Attendance of a Community Discussion of the Draft Heritage Management Plan

Scheduled for November 2, 1993.

It was difficult at the open houses to reach a consensus on many of the items discussed - what some people considered appropriate management responses others opposed. People did seem to reach general agreement, however, in the two areas of establishing a goal statement for heritage resource planning and defining a heritage resource. "What we heard" in the consultation process was used as the basis for a community vision for the conservation and management of heritage resources.

3.2 Community Definition of Heritage Goals

New Westminster's Official Community Plan (1987) contains a number of statements relating to heritage resources. The following goal statement was culled from statements in the Official Community

Plan to assist residents and the City of New Westminster in the management of heritage resources.

"The proposed heritage resource management goal is to maintain a sense of historical continuity within a context of change"

Open House participants were given the opportunity to comment on the suggested goal statement on comment sheets and on wall boards displayed at each event. Roughly 70% of the respondents agreed with this goal, although some people had minor word changes.



Most of the changes dealt with the phrase "within a context of change." Many people wanted to omit the phrase altogether ("change is unwanted"), although one respondent wanted the phrase to read "while realizing that change is inevitable."

Following are some comments on the suggested goal statement from open house participants:

- "actively pursue" historical continuity;
- change from "maintain historical continuity" to "foster and encourage";
- change "context of change" to "context of controlled change";
- the goal should read "to facilitate the preservation and conservation of existing heritage resources"; and
- add "within a context of controlled, managed and planned change."

Only one person disagreed with the goal statement, responding that the main goal should be "to incorporate the management of the City's heritage resources into the municipal planning process." Another person thought the goal was too vague and could be open to misinterpretation.

3.3 Community Definitions of Heritage Resources

Open house participants were asked to define what a heritage resource meant to them. Their responses to this question are largely culled from the open house events, and specifically from responses written on comment sheets, wall boards and in group discussion. As the responses tended to vary between the open houses, the material is presented on a neighbourhood-by-neighbourhood basis. Many people responded to this question by citing examples of what they considered as a heritage resource. This section highlights some of the common issues and themes that arose in attempting to define a heritage resource.

Brow-of-the-Hill, Uptown and Kelvin Neighbourhoods

A heritage resource:

- has a story to tell;
- is unique and, once gone, cannot be replaced;
- is special to the owner or the community;
- represents quality workmanship of a previous era; and
- its significance does not rely on a specific date.

Examples of heritage resources cited by residents in the Brow-of-the-Hill neighbourhood typically included older houses, gardens, boulevards and parks in the immediate neighbourhood.

Queensborough Neighbourhood

A heritage resource:

- is something worth preserving;
- is something we have inherited and is a legacy for future generations;
- reflects a continuum through time; and
- uses the past to tell a story.

Many examples of heritage resources which Queensborough residents considered significant related to the Fraser River, specifically the shoreline, dykes, marshlands, canals and fishing. Other examples pointed to the rural environment in Queensborough and the neighbourhood's ethnic diversity.

Downtown Neighbourhood

A heritage resource:

- has character, historical significance and reflects tradition;
- represents a particular time or style, but not necessarily a specific age or date;

- helps us to understand the past; and
- cannot be isolated, must be set in context.

There was some discussion about whether a resource could have historical significance(e.g. relate to past events) but not necessarily be "heritage." One way of understanding history is through our heritage. The common everyday building or site is, therefore, as important to conserve as the unique examples.



West End and Connaught Heights Neighbourhoods

A heritage resource:

- provides (good and bad) links to the past;
- includes houses representing styles that are historically accurate;
- is worth preserving because of its community value;
- includes all sorts of things evoking images of time past; and
- is something that has a story to tell.

Many of the examples of heritage resources related to the perceived lack of green space in the West End, as well as public access to and views of the Fraser River. A variety of different heritage resources were cited, ranging from the Indian cemetery to the original Colonel Moody grid plan, which lead participants to agree that different people have different values in defining "what is heritage".

Queen's Park and Glenbrook North Neighbourhoods

A heritage resource:

- is a building or older residence;
- includes people-oriented streets;
- is whatever a community decides is a heritage resource;

- involves people working to preserve what is important and older people who tell you about the past; and
- refer to resources that show harmony and respect for the existing area.

Individual homes, such as Irving House, the Murray House and the Bremner House, as well as architectural details on homes, such as iron railings, stained glass and leaded windows were presented as examples of heritage resources. These remarks reveal the importance of single family homes to Queen's Park residents. Streetscapes, wide treed boulevards and Queen's Park itself were also identified as significant resources.



Sapperton, McBride and Richmond Neighbourhoods

A heritage resource:

- includes all the things that give a neighbourhood character;
- involves character, style and preservation;
- can be an object, place, tradition or point of view that links us to our past; and
- makes us distinct and provides residents with a sense of stability.

Sapperton residents provided examples of heritage resources which were well-known local sites, such as Woodlands, the Penitentiary site, churches, and various local industries. Other examples of resources reflected residents' industrial heritage and the importance placed on the everyday common resource.

Summary of Community Definitions of Heritage

In summary, depending upon the unique circumstances of each neighbourhood, different definitions of what constituted a heritage resource were proposed at each open house. The definitions raised by

participants at the open houses reflected a sensitivity and awareness of heritage in the community. The recommendations for heritage management contained in this study reflect the varied definitions of significant resources articulated by the community.

For residents of Queen's Park (and, to a lesser extent, Brow-of-the-Hill), older homes and streetscapes were important. Participants at the Queensborough Open House remarked on the significance of the Fraser River and rural farming environment of their neighbourhood, and also mentioned the valuable multi-ethnic mix of community residents.

Multi-storey commercial buildings were key heritage resources mentioned in the Downtown Open House. In Sapperton, the importance of the Fraser River and local industries reflect its working class environment and are considered significant resources. Views of the Fraser River and green space were cited as important resources by the participants at the West End Open House.

People overwhelmingly thought that heritage resources contributed to the ambiance and quality of their neighbourhoods. Others remarked that the presence of restored heritage buildings in the community sparked community pride and encouraged others to restore homes. This response was expected, since often only those people interested in the conservation of heritage resources attend open houses.

3.4 Community Heritage Values

This section summarizes the outstanding heritage-related issues and opportunities which were brought forward at the open houses, as well as proposed recommendations to manage heritage resources It should be noted, that material listed in the following summaries is neither ranked nor prioritized.

Brow-of-the-Hill quotes:

"Each neighbourhood should be planned on an individual basis and not a blanket rules. This is a more common sense approach to preserving the uniqueness of our neighbourhoods"

"We need to define a process whereby the City coordinates with the community"

"Heritage can be used to inject life into neighbourhoods - house are worth more alive"

"Restoration efforts build up team spirit and neighbourhood expertise - a rallying focus"

"Heritage restoration rules shouldn't be so rigid that they discourage people from restoration - its better to have crooked teeth than no teeth at all"

"It is important to have examples of resources from all eras -1960's buildings will be heritage in the future"

Brow-of-the-Hill, Uptown and Kelvin Neighbourhoods

Issues and Opportunities:

- the intentional neglect and deprecation of properties so that homeowners or developers can "bulldoze and build" must be stopped - there is a conflict between the values of residents and speculators;
- increasing numbers of demolitions of older homes is changing the character of the neighbourhood;
- heritage conservation has an important role to play in the maintenance of community pride, the increase in property values and general improvements of the ambiance of the neighbourhood;
- important to retain clusters of significant heritage buildings and other resources;
- regulations need to be clearly defined to homeowners, but rules should not be too rigid - home proposed for designation should meet certain standards that are set by a neighbourhood committee; and
- promote the conservation of resources from all eras - for example, a 1960's home may be considered heritage in the future.

Actions:

- strike a neighbourhood committee to work with developers and home owners who undertake alterations and encourage sensitive and compatible buildings;
- this committee would also be responsible for the identification of heritage resources which are significant in the neighbourhood;
- allow community input into the design of alterations and new construction by circulating building plans to neighbours in the vicinity and give people time to respond and have input;
- set up a coordination process between property owners and civic administrators;
- establish a "Heritage Welcome Wagon" to provide information to people who move into heritage homes on the house and neighbourhood;
- establish design guidelines to ensure that new development is compatible with existing neighbourhood;
- promote incentives (e.g. taxes or density bonusing) to preserve heritage resources and disincentives for new construction;
- promote heritage awareness through school tours, films etc.;
- provide opportunities to salvage period building materials for reuse on heritage houses; and
- favour the retention of heritage buildings and landscapes through development levies for new construction.

West End quotes:

"Heritage resource make my community more than just be place to commute to!"

"Heritage resources define my neighbourhood and differentiate it from others"

"Local neighbourhood groups must be given an opportunity for real dialogue and influence with City Planners"

"The 'bulldoze and build' mentality is not what we want"

"As taxpayers, we insist on meaningful input into decisions affecting our neighbourhoods - we want to be listened to!"

"Redevelopment is a virus - developers don't live in the community"

"Homewoners are receiving mixed messages from City Hall regarding heritage conservation"

West End and Connaught Heights Neighbourhoods

Issues and Opportunities:

- the preservation of greenspace and parks is a priority,
- the provision of public access to the Fraser River foreshore and preservation of views of the River are also important;
- in terms of redevelopment pressure and rapid change, new development is not always compatible with the existing neighbourhood;
- many new homes built in this neighbourhood are larger scale than existing homes;
- although "good taste cannot be legislated", people thought that design guidelines could be established to promote compatible development;
- people are dissuaded from restoring homes because if a monster house is built next door, it would devalue their property; and
- neighbourhood residents need strong leadership from City Council and guidance from the Planning Department.

Actions:

- strike a neighbourhood committee to decide on significant heritage resources and develop design guidelines;
- create special zoning areas stipulating building massing, scale and setbacks;
- give local neighbourhood groups the opportunity for dialogue with city planners and make sure people are heard by City Council;
- encourage individual neighbourhood input into heritage planning processes and ensure that individual neighbourhoods are respected and have a voice;
- preserve local history by interviewing long-time residents; and
- ensure that one formula for heritage management is not applied uniformly to New Westminster - recognize and foster the individuality of neighbourhoods.

Queensborough quotes:

People, diversity and a sense of community are important resources"

"Heritage is essential in establishing a sense of place and providing a context and 'rootedness' for ourselves"

"Stop the fill - it buries our heritage!"

"Heritage and the interest in heritage can be lost if it takes too long to implement plans and show some achievement"

"The speed of development far outpaces efforts of planning in Queensborough"

Queensborough Neighbourhood

Issues and Opportunities:

- the vast majority of heritage management issues raised at the open house concerned the preservation of Queensborough's rural environment including farmland, the Fraser River foreshore, Indian settlements and wildlife habitats;
- spreading eight feet of fill is burying the neighbourhood's heritage and destroying the natural water table;
- new development is occurring too rapidly and the current direction of development does not respect Queensborough's heritage;
- the sense of community is strong among long-time residents;
- need to reconsider the Port Royal development in the context of Queensborough; and
- the current development of large square homes is not compatible with Queensborough's residential heritage and the diversity of the area is being lost.

Actions:

- continue to provide reference material on heritage conservation in easily accessible public places, such as in the library and museum or in tours, lectures or pictures;
- establish a bird sanctuary or ecological park in Queensborough to protect some the neighbourhood's wildlife;
- rename the streets in Queensborough with the names of early settlers;
- provide opportunities for the involvement of neighbourhood residents in planning and heritage decisions - provide opportunities for local approval for development to ensure compatibility;
- enhance the neighbourhood's natural features and amenities, particularly the Fraser River foreshore;
- assist homeowners who wish to restore heritage homes through the provision of tax incentives; and
- examine measures such as zoning, design guidelines and special permit areas that have been adopted successfully elsewhere.

Downtown quotes:

"Our family's histories are reflected in these buildings"

"What are we going to protect? Who decides what is a valuable resource - the property owner or the community?"

"How will we deal with the seismic issues? Is restoration viable for propoerty owners?"

"Columbia Street itself can be regarded as a heritage resource"

Building owners and downtown property owners need to work together"

Downtown Neighbourhood

Issues and Opportunities:

- there is a need to identify and prioritize which heritage resources are significant and to work with a manageable number of resources;
- heritage resources are for the common good of the community;
- the presence of heritage buildings make a valuable contribution to the economic viability of New Westminster's downtown core - need to maximize opportunities along Columbia Street;
- the high cost of seismic upgrading and B.C. Building Code equivalencies must be addressed; and
- the parkade on Front Street provides valuable parking space but is a physical barrier between New Westminster's commercial centre and waterfront.

Actions:

- articulate an overall vision and direction for the downtown;
- establish priorities and/or criteria to identify significant heritage resources in the downtown area;
- determine clear criteria for management that can be supported by the civic administration, politicians and the community;
- coordinate activities of civic administrators and downtown landowners and work towards a common vision for downtown;
- encourage diversity of uses and vitality - make downtown pedestrian-oriented and a "people place";
- build upon the Heritage Area Revitalization Program (HARP) initiatives downtown and provide opportunities for the city to work with property owners in their restoration efforts;
- establish incentives to encourage land owners to restore existing commercial buildings instead of demolition and replacement with higher density uses;
- continue the City's interdepartmental committee to streamline the development permit process downtown;
- deal with code equivalencies, changing uses, structural problems and provide options to bring commercial buildings to code; and
- introduce a tree bylaw in New Westminster.

Sapperton quotes:

Involve our institutional neighbours in Sapperton, such as Labatts Brewery, Royal Columbian Hospital and others - residents can't do it all!"

"Economic renewal is needed in tandem with heritage conservation"

"Heritage contributes to a sense of place and a sense of one's own history"

"heritage is often viewed as only for the rich. Sapperton is a workingclass neighbourhood - but we have heritage too!"

"There should be less of a focus on Irving House and Museum and more concentration on outside areas like Queensborough and Sapperton - our last Heritage Week demonstrates this bias."

Sapperton, McBride and Victory Heights Neighbourhoods

Issues and Opportunities:

- it is important to retain Sapperton's small-town environment and pedestrian-oriented downtown;
- need more neighbourhood control over residential design - people are a resource that should be fully utilized;
- park space is generally lacking in Sapperton;
- with proper management, heritage resources could provide financial spin-offs to the community through tourism as well as improvement of the neighbourhood and of the environment;
- at the root of heritage management issues is the issue of clarification of individual rights versus collective rights - what can and cannot be done according to the *Municipal Act;*
- identify which resources the neighbourhood wants to save from demolition and then introduce incentives to restore these buildings;
- find ways to heighten heritage awareness through education and landscape interpretation;
- ensure that City staff have the expertise to deal with residents' questions and, if not, that they are able to direct people to appropriate sources; and
- there should be less of an emphasis on established heritage, adopt an inclusive definition of heritage.

Actions:

- extend heritage protection to clusters of the neighbourhood and not just individual sites;
- provide opportunities for community input into the planning of the Woodlands site;
- develop Official Community Plans for each neighbourhood in New Westminster to identify significant heritage resources and determine management objectives to meet neighbourhood goals;
- support decisions and activities of the Heritage Advisory Committee;
- ensure a redevelopment plan is in place for a site before a demolition permit is issued;
- examine heritage zoning options and change zoning to reflect densities;
- involve the larger institutions in Sapperton (e.g. Labatts Brewery, Royal Columbian Hospital) in heritage decision-making and planning;
- adopt tree and landscape policies to protect greenspace in the neighbourhood; and
- introduce measures to upgrade and revitalize Columbia Street.

Queens Park quotes:

"Our heritage makes New Westminster unique within the Greater Vancouver Regional District"

"We need to know where we come from and what it was like. We also need to have a vision of the future"

"

Our heritage resources are what distinguishes New Westminster from other communities. By maintaining heritage, money could be brought into the area and community pride maintained"

"At the root of heritage resource management is the need to clarify the position of individual rights virsus collective rights"

"How much regulatory control can be put on the individual homeowner? How much control will the community accept?"

Queen's Park and Glenbrook North Neighbourhood

Issues and Opportunities:

- many stately old homes are being demolished to make way for new development;
- new housing constructed in the area is often incompatible in design, style, massing or the use of building materials with the existing neighbourhood;
- there is a need to conserve the historic resources of the neighbourhood as a cohesive whole, a need to preserve heritage clusters and consider streetscapes and not just individual properties;
- role of zoning in the preservation of the single family character of neighbourhoods;
- narrow lot development and infill;
- need to proactively manage our heritage resources and not be at the whim of a developer-driven market economy;
- few mechanisms are currently in place to meet the heritage conservation goals of the community; and
- more coordination is needed between residents and the City of New Westminster regarding heritage management issues and perimeters.



Actions:

- incorporate the management of heritage resources into the civic planning process;
- update the City's Official Community Plan;
- install signs advertising Queen's Park as a heritage neighbourhood;
- designate heritage clusters or precincts, as well as individual sites;

"A far more extensive public awareness and education program is required - much broader support could be gleaned through education"

"We are looking to City Council to take stewardship role with respect to heritage resources"

"Allow each neighbourhood to determine what their area will look like and have a say in planning - we know what we want!"

"Each neighbourhood should have zoning which addressess the specific concerns of that neighbourhood"

"Heritage may be the single most important economic draw to the community in terms of tourism"

- establish financial incentives for restoration and/or designation;
- develop appropriate design guidelines for heritage buildings;
- give the City's Heritage Advisory Committee more clout;
- promote public awareness of heritage through education;
- support the New Westminster Heritage Foundation;
- establish heritage tree legislation;
- establish a contingency fund to purchase heritage buildings;
- ensure that the Heritage Advisory Committee membership always includes an architect, and/or engineer, New Westminster Heritage Preservation Society member and a Residents' Association member;
- consider a similar plan to Proposition 13 in California, which encourages restoration and discourages speculation;
- provide the opportunity for community input into decisions that affect heritage resources in their neighbourhood; and
- this plan provides an opportunity for the civic administration to play a leadership role in the management of heritage resources.

All Neighbourhoods

Summary of Issues and Opportunities:

The following are recurring themes and key points related to heritage management that were raised by residents at all six open houses. Collective issues and opportunities including that:

- heritage conservation has an important role to play maintaining community pride and creating livable neighbourhoods;
- many potentially significant heritage homes are being demolished to make way for new development, which are changing the character of neighbourhoods;
- new housing constructed in the area is often incompatible in design, style and size with the existing neighbourhood;
- retain clusters of heritage resources and streetscapes, as well as individual properties;
- the preservation of parks and green space is a priority;
- measures are needed to promote compatible development; and meet the heritage goals of the community;
- the community would like meaningful input into heritage planning decisions; and
- heritage resources are for the common good of the community - at the root is the issue of individual versus collective rights.

Summary of Actions:

Actions to address issues and opportunities, which were collectively voiced by residents at the open houses are:

- ensure that heritage management planning is incorporated into the City's community planning processes;
- develop local area plans for each of the neighbourhoods which will recognize and foster their individuality;
- heighten public awareness of heritage through education and interpretation;
- provide opportunities for meaningful community input into heritage planning and decision-making;
- develop clear criteria for heritage resource management that can be supported by the civic administration, politicians and the community;
- examine measures such as zoning, design guidelines, development levies and special permit areas that have been successfully applied elsewhere;
- manage clusters or precincts of heritage resources in addition to individual properties;

- promote the use of financial incentives for the restoration of heritage resources;
- encourage neighbourhood initiatives to salvage or swap period building materials; and
- establish heritage tree legislation.

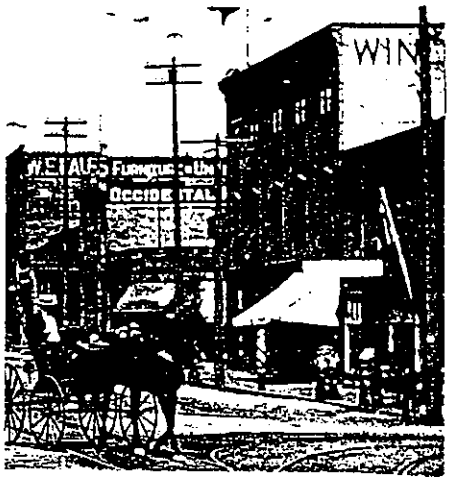


3.4 Toward A Common Vision of Heritage

People agreed that heritage resources had a significant role to play in maintaining the character of New Westminster's residential neighbourhoods and commercial core. Residents indicated a desire to have meaningful input into decisions regarding neighbourhood planning. They also wanted opportunities to communicate with developers, to ensure that new construction would be more compatible with existing homes. Open House participants indicated that they wanted specific guidelines and regulations in place that would specify the parameters of heritage resource management. They also agreed that heritage management should be integrated within the municipal planning process.

The open houses provided the residents of New Westminster with an opportunity to articulate a common vision for the management of their heritage resources. The Heritage Management Plan also sets out a strategy for the City to provide leadership in heritage conservation, and also to establish positive partnerships with community groups, business organizations and politicians. The civic administration could build on the planning process and Neighbourhood Working Group structure set up by the consultant team, and build upon community enthusiasm and pride in heritage. There is also an opportunity to involve the community in future planning for Woodlands and the downtown area.

Recommendations of the management plan which appear in the following chapter are based on the following set of planning goals which were articulated by neighbourhood residents at the community open houses.



It is important that the Heritage Management Plan:

- respect the legacy of the City of New Westminster and tangible reminders of its unique history (e.g. topography, Colonel Moody's plan, buildings, landscape features, and views);
- approach the preservation of the City's identity - architectural, historical and environmental- in an integrated manner which recognizes past, present and future development;
- encourage participation from diverse parts of the community (e.g. residents, business owners, civic administrators, community organizations and tourists) since the effective management will depend upon a wide range of support; and
- prepare a guiding set of heritage conservation principles and practices which are an essential component of this Heritage Management Plan (refer to Appendix L for the Province of British Columbia's *Principles of Heritage Conservation).*



Photograph No. 1156
New Westminster Public Library

Columbia Street, near 6th looking west, New Westminster, B.C.

Before 1909: This photo appears in "Seattle and the Pacific Northwest ... Guide," 1909
Before 1907: Dominion Trust Block not built next to Cunningham Block
F.L. Hacking, photographer, whose sign is on the building farthest left (Cunningham Block) had his first directory entry in 1906.

Date: (N.D.) c. 1906(?)
Source: Vancouver Public Library #30566

4.0 CONTEXT FOR DECISION MAKING

The management of heritage resources will require ongoing information to support the implementation of program goals and objectives. The program information needs will guide the gathering and processing of data. Without clearly defining which information is needed, information with little relevance to the program could be gathered. Decision making depends on clearly stated program objectives, an adequate information base and the evaluation of resources.

4.1 Information Needs

The following themes regarding information needs in New Westminster were raised during the community consultation process.

- The public identified ease of access to historical site information as an important concern. Ease of access to Municipal Archival records and other archival information are identified as additional concerns. The need to add and correct site information as well as maintain photographic documentation of sites is important.

- The Heritage Advisory Committee indicated a need to gather more information on the history, condition, and neighbourhood context of sites under review. The Heritage Advisory Committee uses collective knowledge and informes people for information in the absence of staff information and a Municipal Archive.

- The Planning Department identified the need to maintain correct information on site history and neighbourhood context. The Department also identified evaluation and relative historic value of sites as important to their planning process.

- City Council demonstrated an interest in the relative importance of site, the merits of retention vs. demolition and considers larger community interests in the decision making process.

4.2 Implications of the Proposed Heritage Legislation. Proposed changes to the *Heritage Conservation Act* introduced in the Legislature in July, 1993 will have widespread implications on the direction of municipal heritage efforts. These changes will empower municipalities to establish information systems for decision making.

Heritage Register

(1) The Council may establish a heritage register that identifies real property that is considered by the Council to be heritage property.

(2) The heritage register

(a) must indicate the reasons why property included in a heritage register is considered to have heritage value or heritage character, and

(b) may distinguish between heritage properties or differing degrees and kinds of heritage value or heritage character.

(3) Within 30 days after including a property in a heritage register or deleting property from a heritage register, the Council must give notice of this

(a) to the owner of the heritage property, and

(b) to the minister responsible for the Heritage Conservation Act.

Bill 70, section 582

Briefly, proposed changes will result in:

- the delegation, by bylaw, to an officer or employee with powers respecting heritage inspections, heritage impact assessment, the identification of heritage property and heritage alteration permits;
- the establishment of a register which identifies properties considered to have heritage value or character. The register may distinguish between different degrees and kinds of heritage value or heritage character. Owners and the Province must be notified 30 days prior to addition or removal from the register. The register must also identify the heritage features and the reason for the inclusion of properties;
- the evaluation of properties with potential heritage value through inspections, as ordered by the local government. Property which is already in the community heritage register or property for which criteria have been established by bylaw may also be subject to inspection;
- the completion of an impact assessment by an authority of the local government which would examine the effect of various activities on the heritage property. Heritage impact assessment may be undertaken by owners at their own expense, or by the municipality;
- the designation, by bylaw, requiring a report. This report must contain information on the heritage value of the property, compatibility with planning, legal uses, condition and economic viability. It may also outline the owner's request for financial support; and
- the declaration of an area as a heritage conservation area requires an Official Community Plan to describe the special features that justify designation of the area, specify guidelines respecting the manner in which objectives are achieved; and describe the features or characteristics that contribute to the heritage character of the area.

Implications of the new legislation are that the City of New Westminster must have in place methods and processes which will assist in the implementation of this legislation. The identification of heritage values and criteria for assessment, determination of heritage features, and inclusion of reasons for designation are part of the new information requirements.

4.3 A Common Vision

During consultation with the community, the need for improved information sources and easier access to information was raised on

many occasions. Other themes which were articulated by neighbourhood residents related to broader definitions of heritage and increased interest in expanding public awareness of heritage. A similar theme was the need to foster effective leadership from the civic administration. Changes proposed in the *Heritage Conservation Statutes Amendment Act, 1993* and the level of enthusiasm in the community provide the City of New Westminster with an opportunity to create partnerships with the community in the collection and use of information.

Relationship of the Heritage Resource Inventory

With assistance from the B.C. Heritage Trust, New Westminster funded an Inventory program between 1984 and 1986 which identified buildings and areas of potential heritage significance. To compile the Inventory, a windshield survey was conducted at which time architectural and historical information on selected buildings was collected. Information on architectural features, building style, date of construction, context, usability, and integrity was compiled. The Inventory was bound in four volumes, published and made available for public use in order raise awareness of New Westminster's heritage.



Over time, the importance of the Inventory as a decision making tool has been elevated without the accompanying resources to ensure its accuracy. The Inventory functions as a "snapshot" of heritage resources at the particular time it was conducted. The document has a limited life, although the information can be used to form the core of the management plan's new information system, the Heritage Data Base. **It should be noted that a published Inventory should take care to promote itself as a representative selection of the community's heritage, and not a comprehensive or current list.**

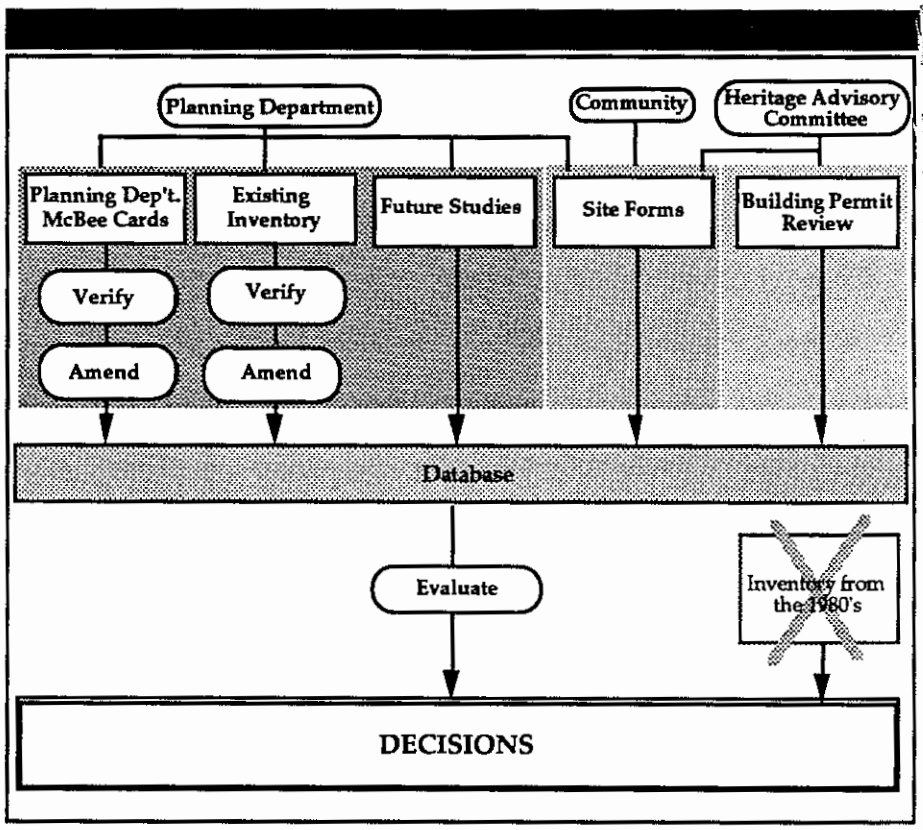
In designing a new approach to information gathering and decision making, the consultants considered:

- decision making in past;
- the need to manage information; and
- public demands for ease of access.

The New Westminster Heritage Management Plan recommends the adoption of an information system which is:

- based on a set of well-defined and clear criteria;
- accessible to everyone - the City and the residents;
- integrates the built environment with the landscape;
- flexible; and
- provides a means of standardizing information.

Figure 2: Information Sources for Decision Making



4.4 Heritage Data Base

A well managed information system is a critical element of the Heritage Management Plan. Without access to current and reliable information, it is difficult for the City to effectively manage its heritage resources. The Heritage Data Base will contain heritage information on any property in New Westminster. An objective of the Heritage Management Plan study is to develop a Heritage Data Base as Phase I of a three-phase program. The phases are:

Phase 1 Design, develop and field test a computerized Heritage Data Base system.

Phase 2 Input existing heritage data.

Phase 3 Maintain an ongoing Data Base system.

The information stored in the Data Base system will be entered from a variety of sources. Data stored in the computer base is subject to change as the city continues to develop and as on-going research reveals new information on past events. Consistent with the dynamic character of information, its management is an on-going process of addition, revision, correction, evaluation and storage.

The Heritage Data Base will not function as an Inventory or Register, as defined under the proposed legislation. The Heritage Data Base, however, may be used as a tool to create an Inventory and the Register.

Heritage Data System

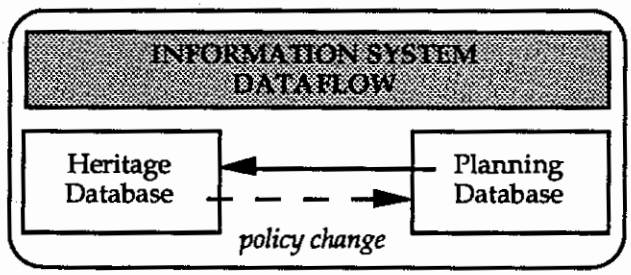
The Heritage Data Base provides framework for storage and retrieval as well as guidelines for its maintenance and operation. As a computerized data base, it is structured to be able to store building and landscape information on **all** properties in New Westminster. The system is designed to be used on a stand-alone personal computer (IBM compatible).

After Phase 2 (the data input phase) the Heritage Data Base will contain existing information on buildings and resources entered from Inventory files, Planning Department files, and the Heritage Advisory Committee reviews. The existing Inventory and Planning Department McBee Cards must be reviewed and the information checked for accuracy prior to entering the Data Base. Resources will be needed to continually update the Data Base as part of Phase 3 monitoring.

Information contained in the Data Base will come from two sources: all information relating to address, roll number, site information, etc. will be retrieved from the Planning Department computer system as an automated data transfer. Other heritage information not contained in

the Planning Department (e.g. information gathered using the new Heritage Building Site Form or the new Heritage Landscape Site Form) will be entered and stored in the Heritage Data Base. Both systems are linked via the Assessment Roll number and by site address. A User Manual and a Technical Manual for the system are contained in Appendix M.
The standard Rbase language, which is currently used by the City of New Westminster in its Geographic Information System (GIS), was chosen for the Heritage Data Base. A policy change would therefore be required to relocate the control of the Heritage Data Base information into the Planning Department and for integration with the City's GIS system.

Figure 3: Information System



Updating Procedures

All inputting and updating of the Heritage Data Base should be carried out by Planning Department personnel. In order to provide adequate protection for the information in the system, it is recommended that only staff who are familiar with the Heritage Data Base System handle requests for information either at the Planning Department or if duplicate copies of the Heritage Data base are located at alternate locations. Refer to section below on access to the Data Base.

The success of the Heritage Data Base is dependent on resources and commitment to the program. If resources are limited, it is recommended that the Heritage Advisory Committee permit reviews, as a minimum, be entered into the Data Base. When additional resources are available, it is recommended that the Heritage Inventory records be checked, amended and entered. Sources of funding to undertake this work may include government employment training grants and grants to hire summer students.

Information Storage

Information to be inputted into the Heritage Data Base will be gathered from the site form, current photographs, and other archival information. This information will require a filing system. Given the

active nature of the information gathering process, the Planning Department should establish a file storage system. In the absence of a formal Municipal Archive, as information is entered into the Data Base, hardcopy files can be placed into the appropriate storage area.

Photographic Record

Planning Department staff and Heritage Advisory Committee members currently take photographs of sites where decisions regarding heritage value are made. These photographs are stored in the building permit application file. These photographs, however, also form an important part of the historical record of sites. In the absence of a Municipal Archive, it is suggested that photographs be stored with the information file.

Both the Library and the Planning Department have discussed ways in which the photographic records could be made available for public use. It is suggested that these Departments continue to explore this issue, as the system moves from Phase 1 to Phase 2.



Access to the Data Base

A number of groups have expressed considerable interest in having access to the new Heritage Data Base information. The Planning Department should consult with the Library and Museum to establish effective ways of providing public access to the information.

The Heritage Data Base is an information system from which the Planning Department, Heritage Advisory Committee or other organizations may choose to publish detailed heritage studies on particular topics as they become available.

Site Forms

A variety of forms and formats to research heritage sites were reviewed using examples from the Province of Alberta, Yukon Territory, the City of Ottawa, and the United States National Heritage Trust for Historic Preservation. Existing New Westminster Inventory forms were reviewed, Heritage Advisory Committee evaluation forms and practices were studied, and community input was gathered in the design of Site Forms.

As a result of this review, two Site Forms were developed; one suited for **Heritage Buildings** and the other for **Heritage Landscapes**. The Forms were developed to organize the information entered into the Heritage Data Base and establish research requirements in a logical manner, using the process for reviewing a site. Other available relevant information and/or photographs could be included as an addendum to the Form. The site review and completed Site Form represent a "snap shot" of a resource at a particular point in time.

Sample Completed Forms

The Site Forms were field tested by New Westminster Planning Department staff, Heritage Advisory Committee members and community residents. Field information gathered by the Neighbourhood Working Group volunteers was used to test the Heritage Data Base and provide samples of future data entry. Neighbourhood Working Groups were established from community volunteers to complete sample Site Forms. Ten varied sites (e.g. small residence, Woodlands, an industrial property, a garden) were chosen to test the forms for a wide variety of situations. Volunteers attended training workshops and worked individually or in groups to record the information.

The format of the final Site Forms incorporated suggestions and information gathered by Neighbourhood Working Group volunteers. Sample Site Forms and a Site Form User Manual are contained in Appendix N of this report. Six of the ten locations field tested by volunteers resulted in completed forms, and these Site Forms are also included in Appendix N.

The Neighbourhood Working Group assistance is recognized as the beginning of a cooperative partnership between the City and the community to work together to strengthen New Westminster's heritage legacy. It is anticipated that field Site Forms will be used by Planning Department personnel, the Heritage Advisory Committee, and the community to add information to the Data Base.

4.5 Historical Context

The purpose of a heritage management program is to conserve and manage selected heritage resources. **Those resources must be identified before decisions are made regarding conservation and management.** The historic context provides the community with a framework in which they can identify which of its resources are significant and then set out to plan for their management. Heritage context is the first step in determining the heritage value of a site.

Historical Context Defined

A historical context is an overview statement that defines the historical values and processes that have created a community. It is the yard stick against which a community can identify which resources are significant. In order to say that Irving House is of architectural significance, for example, the building and site must be described as significant relative to or in the context of something else. By describing the community context, evaluations can adequately convey why a building or site is valued by a particular community. Conducting an evaluation within a well defined historical context assists in determining which conservation strategy might be most effective.



Context may be based on one or a series of events or activities, patterns of community development or associations with the life of people that influenced the development of the region. The historic context of a geographic area can be organized into a series of historically meaningful segments, each segment being a single historic context. Grouped together as a set, the historic context of a specific community forms a comprehensive summary of all aspects of that community's history.

Procedure for Establishing Historical Context

Historical context is a body of information about historic properties organized by **theme, place and time.** Historical information is organized according to the stages of development and events which occurred at various times and place. Historical context is established in the following four steps (Sapperton has been used as an example to illustrate these steps):

Step 1

Define the geographical limits of the context, identify the concept or themes, and identify the time period.

Sapperton Historical Context

Period	*Date*		
Founding of Colony	1859 - 1863		
Community roots	1863-1868		
Industrial development	1870 - 1920		
Federal presence	1870 - 1889		

Step 2.

Identify properties that have relevance and importance in illustrating the historic context.

Sapperton Historical Context

Period	*Date*	*Evidence*	
Founding of Colony	1859 - 1863	Subdivision plan	
Community roots	1863-1868	Holmes Land Grant St. Mary the Virgin Ankers Reserve	
Industrial development	1870 - 1920	Waterfront Brewery gates Boardinghouses	
Federal presence	1870 - 1889	Guard House Views Woodlands (buildings and landscapes)	

Step 3

Identify information needs. Identify gaps in the understanding and knowledge of the historic context and why the information is needed.

Sapperton Historical Context

Period	*Date*	*Evidence*	*Program*
Founding of Colony	1859 - 1863	Subdivision plan	Interpretation/ Survey Mark
Community roots	1863-1868	Holmes Grant St. Mary the Virgin Ankers Reserve	Interpretation Designation/ Interpretation Interpretation
Industrial development- river based	1870 - 1920	Waterfront Brewery gates Boardinghouses	Interpretation Interpretation Covenant/ Interpretation
Federal presence	1870 - 1889	Guard house Views Woodlands (buildings and landscapes)	Designation/ Interpretation Interpretation Designation Interpretation Heritage Impact Assessment/ Interpretation

Step 4

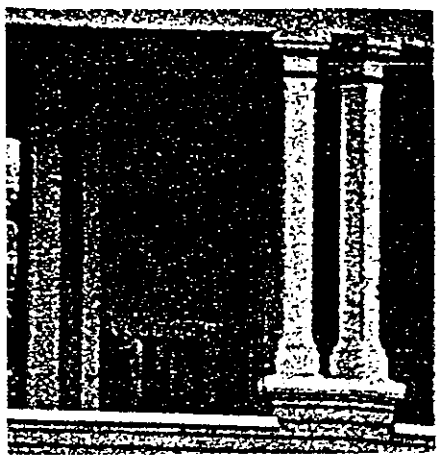
Assemble the information and the historic context. Collect information about the history of the area encompassed by the historic context, including information about properties that have already been identified. Identify clusters of properties that may have important roles in defining historic contexts and values.

- Review Sapperton Neighbourhood Profile in Appendix P
- Consult Data Base
- Identify other important elements
- Collect information for evaluation

Using Historical Contexts

Historical context profiles were prepared for 15 New Westminster neighbourhoods identified by the Planning Department. These profiles are located in Appendix P. Each profile contains a geographic description of the boundaries of the area, a brief background narrative of community historical development, a historical chronology of important events in the community and a historical context framework.

Together this information constitutes the historical context for a neighbourhood. Community profile information was drawn from primary and secondary sources, historic photographic documentation, oral histories and interviews. These profile build on information gathered by Steven Scheving of the Planning Department for the community planning for New Westminster neighbourhoods.



The context framework is designed to be a model for future context development. The model is intended to organize the history of a community into workable periods. Each period reflects a segment of history composed of similar themes. For example Sapperton "Community Development" extends from 1889 - 1912, during which time the community infrastructure was constructed, and residential construction boomed. In Step 2, the evidence is composed of only these properties which reflect the historical period. For example, Sapperton - Federal presence would include the remaining Penitentiary structures and landscape, and the Woodlands buildings and landscape. The detail components would be expanded in the actual review of these sites.

Depending on the program intent, the context framework can be modified to reflect various program objectives. In the Sapperton example, the program objective is to commemorate and interpret community heritage. A different choice of sites and resources would occur if the program objective was to commemorate only the industrial heritage.

The Importance of Historical Context

Historical context makes it easier to make decisions about the management of the significance of properties, survey methods, protection strategies and other preservation activities. The choice of community heritage objectives, locating evidence and evaluating these resources are an important opportunities for community participation. The Neighbourhood Working Group model could be used here for obtaining community participation. A historic context allows a community to define what values are important to it and establish the basis for identifying which resources exhibit stated program values. It is part of a dynamic planning process, in which goals and programs are revised as new information is gathered and new properties are identified.

Preparing a historical context involves:

- definition of resource(s) which are considered significant in the context of something else;
- analysis of historical information to define which values are important and to identify what resources contain these values; and
- evaluation of heritage resources.

4.6 Field Survey and Site Research

While the historical context identifies the broad patterns of community development, additional information is required for decision making.

Preparing a historic context may involve a field survey for the collection of basic data. Raw information, entered into the Heritage Data Base, identifies resources to be managed by the program. Data is collected using the Heritage Building Site Form and the Heritage Landscape Form and is supported with photographic documentation. No heritage assessment or evaluation is undertaken at this stage. The survey identifies physical resources which may prove to be of heritage significance.

An inventory is a process that results in a selective list of resources which are chosen from the survey on the basis of careful evaluation. For example, the New Westminster Heritage Inventory contains only

part of the total heritage resource stock in New Westminster. Inventory activities include gathering information, evaluating the information and compiling the information.

Site historical research builds on information gathered from the historical context and verifies in greater detail the history of each historical resource surveyed.

4.7 Evaluation of Historical Context

Evaluation involves the processing of historical context information, survey data, and site historical research into usable information relating to the goals of the program. The formula below provides a framework for evaluation.

historical context + field data + site research ----> evaluation

Heritage resource evaluation traditionally prepares evaluation criteria, then measures the items surveyed against the criteria. These items are ranked in relative significance. Multiple scores and categories of relative significance however, do not assist in making management decisions.

The method advocated by the British Columbia Heritage Conservation Branch and recommended in this plan would involve the collection of a different premise. Information gathering is based on the collection of data which is relevant to implementing specific management goals and not on collecting all data which might have heritage significance after evaluation. For example, conserving the historic homes in Queen's Park, early industrial sites, or waterfront heritage are program objectives which would direct the focus of information gathering and evaluation activities.

In contrast the previous evaluation system used by some municipalities applies a score to site attributes, resulting in a "report card" for each building. These evaluation reports, however, do not indicate whether the building/site meets stated heritage program objectives. Knowing the relative significance is often irrelevant to the program objectives. Either a resource fits within the program objectives or it does not. If a resource does not, this does not mean that the resource has no heritage significance. Instead, given the goals of the program, that particular heritage resource would not being dealt with at the time.

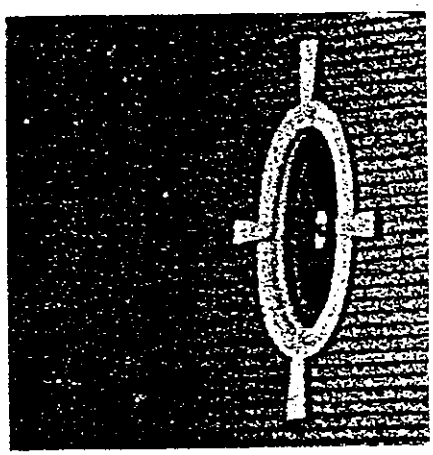
For example, if the program goal is to revitalize Columbia Street then the decision making process would include:

- a survey of all historic buildings and features in the defined area;

- an evaluation of the area and all buildings affected; and
- the preparation of statements to define the visual elements and historic events which give Columbia Street its unique sense of time and place.

For example: if the program goal is to commemorate houses designed by Samuel Maclure, the process would be:

- a survey of all houses designed by Maclure in New Westminster;
- an evaluation of Maclure buildings using program criteria; and
- the preparation of statements with reasons for their commemoration.



The evaluation should consider the site in relation to important development patterns in the community. Site evaluation should consider heritage value, architectural value, and neighbourhood context and make a short statement on these aspects. Evaluations should not be based on personal taste. Whether or not someone likes or dislikes a particular building is not of utmost importance in formal evaluation.

Statements of Heritage Significance

A heritage character statement carefully defines the values of the building or resource which should be conserved in relation to the expressed program goal.

We recommend that a statement of heritage significance be written for each building or resource as a result of the evaluation. Statements of heritage significance are used the Government of Alberta, the

Government of British Columbia, the City of Ottawa, and the City of Edmonton.

The following two sample heritage statements of significance for sites in New Westminster. These sites are contained in the Canadian Register of Heritage Properties (British Columbia).

Gray House

"This c.1890 Queen Anne cottage is characteristic of the early homes which were built in New Westminster. This type of wooden home was easily built for a modest price and therefore became popular throughout North America. Its architectural features including the bay window, open porch with bargeboard and intricate gable, were carefully restored between 1982 and 1985 when the house was owned by the Heritage Preservation Society of New Westminster. The B.C. Heritage Trust provided financial assistance for the restoration. The house was built for Georgina and William Falding, who was a Registrar of the Supreme Court of British Columbia when the house was built in 1890".

Begbie Court

"This building is an exceptional example of the Romanesque Revival style designed by prominant New Westminster architect G.W. Grant. It played an important role in the legal history of British Columbia and was opened in 1891 by Sir Matthew Begbie, the first Chief Justice of British Columbia. Chief Begbie heard his last criminal case here. The building was rebuilt following the City's last devastating fire in 1898. It reopened in 1911 and, like the Court House, it was used until 1980. In 1988 the building was renovated into an office complex."

4.8 Heritage Assessment

According to its mandate, the Heritage Advisory Committee reviews sites for their heritage value and makes recommendations to Council. The consultant team noted that Heritage Advisory Committee members are required to make complex decisions with limited information and under time constraints.

One goal of the Heritage Management Plan is to offer recommendations regarding the Heritage Advisory Committee evaluation structure. The Heritage Advisory Committee information gathering and assessment processes were reviewed. We observed a need for:

- a checklist for the information consulted;
- a format for gathering information on building sites; and
- a format for resource evaluation.

The Heritage Assessment Form was developed to address these needs. A sample Heritage Assessment Form is contained in Appendix Q. It is anticipated that this form would be used by the Planning Department and the Heritage Advisory Committee during their review and assessment of sites. This form is to be used in conjunction with the Heritage Building and Heritage Landscape Site Forms.

4.9 Compilation of Information

The final step in the process is to put the findings of the survey and subsequent evaluation into a form that can be used for program management. It is recommended that the survey information gathered is entered into the Heritage Data Base for future use. This will avoid duplication of effort.

Often findings are published in books, pamphlets, walking tour guides and so on. The New Westminster Heritage Inventory is one example of a published inventory. A published inventory has no legal authority in itself, unless it is formally adopted as part of the Official Community Plan. The New Westminster Heritage Inventory is used by the Planning Department to identify buildings which are referred to the Heritage Advisory Committee for review in the event that development applications (e.g. building permit, demolition permit) arise.

It is anticipated that other Heritage Inventories will be published as the City begins implementation of its program objectives. For example, the designation of Bent Court as a Heritage Conservation Area, will require an updated survey and evaluation (e.g. Inventory) of all Bent Court heritage resources. This information could then be published as a part of the guide to the architectural and landscape heritage of the area.



Photograph No.: 808
New Westminster Public Library

H.T. Kirk Residence
3rd Avenue and 3rd Street
Mr. H.T. Kirk (standing) is shown with his daughters Dora and Elsie.

Date: c. 1906
Source: Elsie Kirk

5.0 A BLUEPRINT FOR HERITAGE MANAGEMENT

The Heritage Management Plan outlines the guidelines and directions that the City of New Westminster Heritage Management Program could undertake. This blueprint for Heritage Management contains a framework of programs and goals which can be developed by the City and by community organizations in partnership with the City. The Plan contains Municipal Initiatives, Community Stewardship Initiatives and Public Awareness Initiatives.

Recommendations within this Heritage Management Plan have taken into account the *Heritage Conservation Statutes Amendment Act, 1993* (Bill 70) introduced into the Provincial Legislature in July, 1993. According to representatives of the Heritage Conservation Branch, Ministry of Small Business, Tourism and Culture, the legislation was well received by both sides of the House. At this time, it is not clear whether or not the legislation will be adopted in the Spring of 1994. The intent of the new legislation is to focus on an integrated approach to preservation and community planning and to give more power to municipal governments. The proposed legislation will have important implications for the Heritage Management Plan and the City of New Westminster.

Heritage Resources are defined as objects of historical, cultural, architectural, archeological or scenic significance which are important to a community.

5.1 Heritage Management Assumptions

The specific recommendations of the Heritage Management Plan for the City of New Westminster are based on the following:

- a respect for the legacy of the City of New Westminster and its historical development with a unique topography, its original plan, buildings, landscape features, and views which are tangible reminders of this history;
- an integral approach to the preservation of the City's identity--architectural, historical, and environmental--in light of past, present and future urban development;
- a desire to encourage participation from diverse parts of the community--residents, business owners, civic administrators, community organizations and tourists--since the future of New Westminster's heritage resources will depend upon a wide range of support;
- a guiding set of heritage conservation principles and practices which are an essential component of this Heritage Management Plan (see Appendix L for the Province of British Columbia's *Principles of Heritage Conservation*); and

- proposed legislative changes to the *Municipal Act* and the *Heritage Conservation Act* which are designed to support local government initiatives related to the protection and conservation of heritage resources and, most importantly, to integrate heritage conservation and community planning.

5.2 Blueprint for Heritage Management in New Westminster

The Municipal Initiatives are directed toward the City of New Westminster and they focus on recommendations to adopt and support policies and standards that will provide a framework for heritage conservation in New Westminster. The goals also recommend the adoption of principles, incentives and regulations, as well as programs, revisions to existing programs and on-going educational initiatives.

Support for community organizations is the basis of the Community Stewardship Goals. These goals promote a spirit of partnerships between the City and the community in order to establish strong community networks.

The Heritage Management Plan is dependent on an active and co-ordinated public awareness program. By building public awareness, both the City of New Westminster and community organizations can work towards common objectives. The Public Awareness Goals outline ways to build additional support for heritage conservation in New Westminster.

The long term success of these recommendations depends upon the availability of human and financial resources. There are a limited number of community resources and a certain amount of funding available. It is, therefore, critical that the City, together with community organizations, explore ways of maximizing the use of these resources.

This Heritage Management Plan recommends that the City adopt the following goals which are accompanies by a series of action steps.

Municipal Initiatives

- ❑ Adopt Heritage Conservation Principles
- ❑ Support Heritage Research and Documentation
- ❑ Develop a Policy For Civic Owned Heritage Resources
- ❑ Adopt Urban Forest and Landscape Management Plan
  - Preserve and Protect Important Heritage Landscape Components
  - Compile a directory of heritage trees
  - Adopt tree protection bylaw
- ❑ Adopt Regulatory Controls for Heritage Buildings and Sites
- ❑ Provide Financial Assistance to Owners of Heritage Properties
- ❑ Establish a Municipal Archival Program
- ❑ Improve the Effectiveness of the Heritage Advisory Committee
- ❑ Review the Building Permit Application Process for Heritage Buildings

Community Stewardship Initiatives

- ❑ Support the Role of the New Westminster Foundation
- ❑ Support Neighbourhood Working Groups
- ❑ Establish a Community Salvage Program

Public Awareness Initiatives

- ❑ Continue to Support Public Involvement in Heritage Conservation

RECOMMENDATION #1

ADOPT HERITAGE CONSERVATION PRINCIPLES

It is recommended that City Council adopt heritage conservation principles to guide the present and future care and maintenance of heritage buildings and sites in New Westminster.

PURPOSE

The *Principles of Heritage Conservation* which the Province of British Columbia developed in 1989 are designed to guide conservation work on heritage buildings and sites throughout the Province. They reflect current international standards related to conserving heritage resources and therefore provide a framework for all municipalities. It is recommended that the City of New Westminster adopt these principles and actively promote them when building permit applications are made. This will provide a consistent approach to building renovations, site alterations, and applications for moving buildings.

Restoration is a process which involves the return of a building or site to its appearance at an earlier time. The building or landscape is recreated as it once was according to accurate historical or visual documentation.

Renovation is often used interchangeably with rehabilitation to describe the modification of an existing building. Renovation extends the useful life of the building and may involve the upgrading of services.

Rehabilitation refers to the process of returning a property to a usable state through repair or alteration. This process, also known as "adaptive re-use" encourages the contemporary use of buildings while preserving its significant historic features.

The new legislation includes a provision (Heritage Site Maintenance Standards, Section 596) for local governments to establish minimum maintenance standards. In order to prevent "demolition by neglect", it is essential that conservation principles and standards are an integral part of the Heritage Management Plan. Building owners, civic department representatives, and the general public should all be aware of such standards in order to avoid confusion when buildings fall into disrepair.

The adoption of the Principles outlined in Appendix L does not require additional resources.

If the City of New Westminster does not adopt a series of guiding principles, either those already prepared by the Provincial Government or another version, there will continue to be ambiguity regarding the "appropriateness" of proposed alterations to heritage buildings and sites. The Planning Department and the Heritage Advisory Committee are in a position to show leadership in this regard and to avoid delays and complicated negotiations as applications are made to renovate, demolish, move, and alter older buildings and sites in the City.

ACTION STEPS

1. Adopt the Province of British Columbia's *Principles of Heritage Conservation* for the short term.

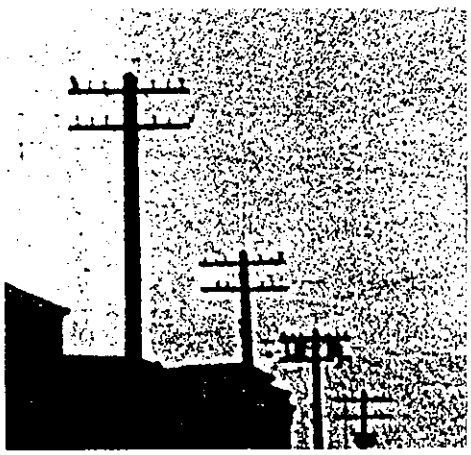
2. Establish a sub-committee to review the principles in the context of New Westminster.

3. Adopt principles for heritage conservation in New Westminster.

IMPLICATIONS

A. If the City **adopts** Principles of Heritage Conservation,
it could mean:
- no immediate cost; and
- a usable standard is set in place.

B. If the City **does not adopt** Principles of Heritage Conservation,
it could mean:
- ambiguity regarding 'appropriateness' of change.



RECOMMENDATION #2

SUPPORT HERITAGE RESEARCH AND DOCUMENTATION

It is recommended that the City actively support research and documentation of heritage resources by providing resources to establish the Heritage Data Base, maintain inventories, conduct evaluations and develop partnerships with community residents.

PURPOSE

New Westminster has a large collection of buildings, documents, landscape elements and artifacts which are owned by the municipality, organizations and individuals. Part of heritage management is to establish programs which support the active research and documentation of heritage resources by volunteers, professionals and community-based specialists.

Many residents of New Westminster have indicated a desire to participate in the documentation and evaluation of resources in their neighbourhood. The provision of sufficient funds to investigate redevelopment alternatives, technical options and retention costs for buildings that the community identifies as significant, can facilitate community partnerships. For example, community concern surrounding the redevelopment of the Sapper's Barracks site in Sapperton may have been different had the community had the opportunity to thoroughly research the options.

ACTION STEPS

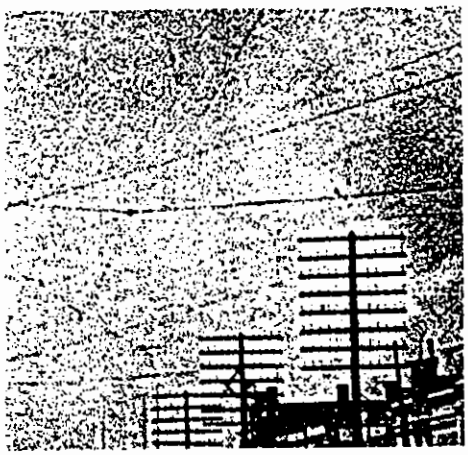
1. Assign responsibility for entering information on all development activities into the Heritage Data Base to specific Planning Department staff members.

2. Investigate potential sources for funding to prepare studies related to the Heritage Management Program.

3. Provide assistance to volunteers through training, reference material, technical information in order to facilitate their involvement in data collection.

4. Work with community institutions such as Douglas College to develop partnerships in research and documentation.

5. Undertake historical research activities with a view towards establishing of a "heritage registry" as proposed in the new legislation (Bill 70).



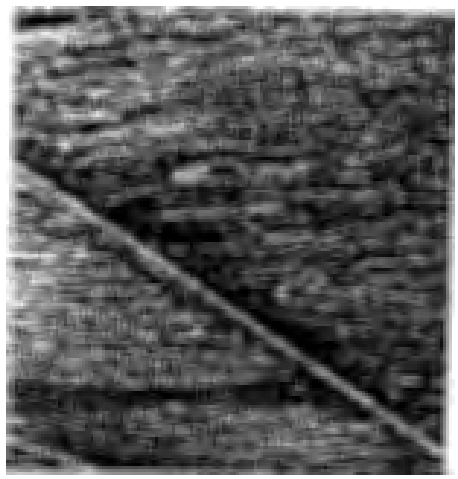
IMPLICATIONS

A. If the City **supports** research and documentation

it could mean:
- ongoing municipal expense; and
- a growing information data base fostering community partnerships.

B. If the City **does not support** research and documentation

it could mean:
- increasing difficulty in obtaining adequate information to make effective management decisions; and
- forfeit of opportunities to mobilize community resources towards common goals.



RECOMMENDATION #3
DEVELOP A POLICY FOR CIVIC OWNED HERITAGE RESOURCES

It is recommended that the City expand its leadership role by developing a strategy to protect and manage civic-owned heritage resources.

PURPOSE

One of the largest property owners in a community is the municipal government. In order to convince others about the benefits of heritage conservation, the City may wish to emphasize its own commitment to older buildings and sites in the community.

The civic commitment to heritage conservation has had as its focus the preservation and management of Irving House. As a result, the Irving House Historic Centre has earned numerous awards for its excellence in the interpretation of New Westminster's history. There are, however, many other significant resources the City may wish to consider in its heritage management program, including the Vagabond Theatre in Queen's Park (1909), the Fraser Cemetery (1868), City Hall (1952) and landscapes at Albert Crescent, the Cenotaph and Memorial Fountain. Maintenance policies which enhance the historic and/or architectural features of civic-owned buildings and sites will demonstrate a commitment to high preservation standards on civic property, e.g. respect for the John Booth's landscape design which surrounds City Hall.

As the city expands, it should consider moving departments into heritage buildings or relocating heritage buildings slated for demolition to City land for adaptive re-use The Planning Department and New Westminster Museum are two departments that, if located in a heritage building on City-owned land would provide a positive example to the community.

When the municipality requires rental space, it should endeavour to lease space in older structures. The revitalization of Columbia Street would be greatly assisted if the City established a satellite office in the Downtown core. The owners of these heritage buildings would have clear evidence of the City's commitment to heritage conservation and its older building stock. As a public message, leasing space for civic purposes in heritage buildings is an integral part of the heritage conservation program.

ACTION STEPS

1. Conduct a survey of municipally owned properties to identify potential space in older buildings which could be leased for civic purposes such as a satellite police station or various departmental offices.

2. Establish an inter-departmental committee with representatives of Planning, Parks and Recreation, Engineering, Permits and a member of City Council to provide policies and guidance for the overall management of civic resources. This will ensure that the appropriate departments are involved in decisions related to heritage resources.

3. Prepare maintenance policies for civic properties according to the accepted B.C. Heritage Trust *Principles of Heritage Conservation*. Burnaby recently adopted these principles to guide work on civic-owned heritage buildings and sites.

4. Develop a preferential leasing policy for municipally owned potential heritage buildings. The City can make a commitment to older buildings through a preferential policy for heritage structures in order to meet their space requirements.

5. Co-ordinate information about civic properties using the Heritage Resource Data Base, in a central location, so that all departments have access to the same information.

6. Designation of the civic-owned buildings and sites may become a useful tool to encourage preservation activities in the community, however, designation under the *Heritage Conservation Act* should not become an end unto itself - the appropriate care and maintenance of the historic resource should be the primary focus of activity.

IMPLICATIONS

A. If the City **adopts** the policy for Civic Owned Heritage Resources

it could mean:
- the City shows leadership in Heritage Management;
- all City departments support Heritage Management; and
- Key steps in Columbia Street revitalization.

B. If the City **does not support** the policy for Civic-Owned Heritage Resources
it could mean: - a continued skepticism of civic commitment to heritage conservation.



RECOMMENDATION #4

ADOPT URBAN FOREST AND LANDSCAPE MANAGEMENT PLAN

It is recommended that the Planning Department, together with the Parks Department, develop a comprehensive Urban Forest and Landscape Management Plan.

PURPOSE

The protection and enhancement of the existing public urban landscape - the parks, the streets, school and cemetery grounds are essential to increase the urban forest. Elements of the private urban landscape such as tree protection legislation will form part of the Plan.

Historic Landscapes are places which possess a link or continuity of natural and built components that are united by human use and past events.

The adoption of an Urban Forest and Landscape Management Plan brings together people and resources (Planning & Parks) to develop a framework in which to manage the existing public urban landscape. It provides a context in which to manage the Heritage Landscape which does not exist in isolation within the larger urban landscape.

The plan must be flexible to meet the needs of the municipal government and private citizens.

Although the cost of the entire Urban Forest and Landscape Management Plan is relatively large, setting up the structure of the Plan and beginning to liaise between Departments is not costly.

criteria for **heritage tree and landscape designation.**

* trees that have special botanical interest - a rare species, the tallest tree, the oldest tree
* trees that have an association with a famous person or historical event
* trees that have significance to culture or society - the Yews in Fraser Cemetery, the topiary trees in Queens Park
* trees that have a story - a tree that was planted to mark a birth or celebrate a marriage
* trees that form a row, a streetscape or boulevard
* trees that have become a landmark

ACTION STEPS

1. Establish a joint committee of the Parks and Planning Department to coordinate the Plan, incorporate public consultation process and review staff implications.

2. Establish goals and objectives of the Plan.

3. Develop basic performance standards, for planting and maintenance based on the latest arboriculture research.

4. Research the experience of other communities in dealing with shrinking maintenance budgets, e.g. in Seattle citizens adopt their own street trees. Advice on tree care is available from the City Arborist but responsibility for tree care rests with the resident.

IMPLICATIONS

A. If the City **develops and adopts** an Urban Forest and Landscape Management Plan

it could mean:
- financial commitment from the City; and
- opportunities for departments to work together and share resources.

B. If the City **does not develop and adopt** an Urban Forest and Landscape Management Plan

it could mean:
- irreplaceable heritage resources will be lost through inappropriate maintenance and/or development control procedures; and
- forfeit of opportunities to mobilize public interest and support for the maintenance and management of landscape resources.

some community valued heritage landscapes:

* Civic design - Colonel Moody's Plan, and its remnants
* Residential gardens that date from the period of the house - Breezehurst
* Everyday neighbourhood gardens - 501 7th Avenue
* Display Gardens - Queens Park
* Parks - Sappers Military campsite now Sapperton Park
* Significant Views - of the Fraser River
* Vernacular streetscapes - Bent Court
* Institutional grounds - Woodlands
* Public spaces - plaza on Columbia next to the old BCE building
* Natural Landscapes - Poplar Island
* Industrial landscapes - Fishing Community in Queensborough, Scott Paper
* Agricultural landscapes - Queensborough farms
* Sacred places - Fraser Cemetery, Holy Trinity
* Important native sites
* Historic routes - Fraser River early transportation sites.



The following three recommendations form the heritage component of the Urban Forest and Landscape Management Plan. These recommendations build awareness, promote education about trees in the community and serve as a model for regulatory control.

PRESERVE AND PROTECT IMPORTANT HERITAGE LANDSCAPE COMPONENTS

It is recommended that the City preserve and protect important elements of the Heritage Landscape which are valued by the community.

PURPOSE

Within the context of the Urban Forest and Landscape Management Plan, the purpose of the heritage component is to protect and enhance those elements of the existing heritage landscape that have been identified by the community as having personal and community value.

ACTION STEPS

1. Identify important landscape elements and establish their community value.

2. Establish management goals, objectives and priorities.

3. Establish a policy for heritage tree and landscape protection

4. Adopt criteria for **heritage tree and landscape designation**. Make the criteria as broad as possible.

COMPILE A DIRECTORY OF HERITAGE TREES

It is recommended that a directory of heritage trees be compiled.

PURPOSE

In order to manage the trees for any program it is necessary to identify resources in the initial stage. By using the Heritage Data Base to store the collected information, all relevant City Departments will have easy access to the information.

ACTION STEPS

1. Direct a planner and an arborist to work with a citizen committee to train summer students, members of heritage groups and interested resident volunteers to collect data on trees.

2. Reinforce the Museum's lead and involve the whole community in the search for special trees.

3. Enter information into the Heritage Data Base.

ADOPT TREE PROTECTION BYLAW

Bill 77: Heritage Tree Designation *is an amendment of the Municipal Act (1992) for the purpose of protecting trees. The bylaw specifically prohibits and regulates the cutting and removal of trees and regulates activities that may damage trees. It further allows Council to identify significant trees or shrubs and assess or inspect specified trees.*

PURPOSE

British Columbia's *Tree Protection Act, 1992* (Bill 77) calls for a broad interpretation of tree protection. Saanich, Nanaimo and Esquimalt for example already have bylaws in place that protect community trees, including heritage trees. Other municipalities are presently undergoing a study process to determine which is the right solution for their community - an effective strategy is needed to provide adequate protection of urban trees at an administrative cost that can be properly enforced. The strong message from the Heritage Management Plan Community Open Houses was that residents of New Westminster would like immediate action to prevent further loss of urban trees.

ACTION STEPS

1. Use Heritage Trees (that have been documented in the Data Base) as a model for tree protection.

2. Build public support. See examples within this document for raising public awareness.

3. Ensure the entire process of tree protection is an open process. By identifying and responding to the community's priorities the City can ensure success once the bylaw has been set in place.

4. Draw on the experience of other municipalities. Build on local experience to save time and money. (See reference file for copies of the Saanich, Nanaimo, & Esquimalt bylaws plus draft copy of the Richmond bylaw).

5. Use the experience of protecting heritage trees in New Westminster to protect other important trees.

6. Develop policies that are respectful of the historic fabric. Replace heritage trees with identical tree species in street tree plantings.



RECOMMENDATION #5

ADOPT REGULATORY CONTROLS FOR HERITAGE BUILDINGS AND SITES

It is recommended that the City of New Westminster incorporate regulatory controls in the management of heritage resources.

PURPOSE

Regulatory controls are used by local governments to manage the rate and quality of change. In British Columbia, powers for regulatory control are contained in the *Municipal Act* the proposed legislation, Bill 70 the *Heritage Conservation Amendment Act* and in other new legislation, e.g. Bill 57 *Affordable Housing*. Controls can protect recognized heritage resources from inappropriate alterations which destroy their integrity. Regulatory controls can contribute to the long-term conservation of heritage resources and their economic viability as well as their successful integration within the urban fabric. These tools should be seen as part of a collective vision that are meant to benefit the entire community rather than individuals.

The implications of these regulatory controls should be reviewed in the context of New Westminster's planning process since it will be necessary to ensure coordination from both an application and an administrative viewpoint.

The Planning Department has undertaken a preliminary review based upon the draft legislation. It will be necessary for the Planning Department to develop a plan of action for the implementation of the new legislation.

ACTION STEPS

1. Review the regulatory controls in order to develop policies and, where necessary, prepare bylaws to ensure the protection of heritage resources.

2. To ensure that the City of New Westminster will not be challenged regarding the regulation of heritage properties, legal counsel should be obtained.

3. Collaborate with non-governmental organizations such as the New Westminster Heritage Foundation to establish covenants for heritage properties.



REGULATORY TOOLS WITHIN EXISTING LEGISLATION

Zoning

Zoning refers to permitted land uses in the municipality which are designated by bylaw and appear in zoning district schedules.

Down Zoning is a reduction in the allowable floor space ratio of a building. It is often used to preserve heritage buildings which are larger than a new building which could be built on the site.

Bonus Zoning includes bonus incentives which are non-discretionary. Additional density is granted to a builder according to a predetermined formulae governing the amount of additional space earned in each prescribed amenity.

Performance Zoning or Amenity Zoning is similar to bonus zoning except that bonuses are based upon discretionary awards of extra density within flexible guidelines governing types of performance to be rewarded; it is the regulatory equivalent of discretionary grants.

Through zoning local governments have the authority to control the use, density and siting of a structure. In neighbourhoods with a high concentration of older buildings and landscapes, it is often desirable to have more control over the location of new building properties adjacent to a designated building.

The Planning Department should:

- examine tools and techniques which permit control of developments that impact on existing heritage buildings and landscapes. Additional tools such as down zoning or the transfer of development rights may be useful at a future date within the downtown area; (e.g. Bill 57); and
- examine the floor space ratio and consider re-zoning applications on heritage properties as an opportunity to encourage the appropriate retention of heritage buildings and landscape features while balancing the owners' desire to develop the property (e.g. Bill 57, RS-6 zoning).

Bonus zoning

As an incentive for property owners to retain existing structures or landscape features, the City can offer density bonuses for amenities which can include the sympathetic renovation and rehabilitation of heritage buildings and landscapes (e.g. Bill 57). Often this results in an addition to an existing building or the construction of a smaller structure such as a coach house at the rear of the property. One of the major advantages of bonus zoning is that it is not an additional municipal expense and it may result in increased tax revenue. It affords the opportunity to save a heritage building in an economically viable way. A formula for bonus zoning needs to be developed prior to its implementation so that the criteria under which amenities are granted is clear to all parties. This method is used by the City of North Vancouver to encourage heritage conservation.

Floor Space Ratio refers to the proportion of the area of a building to its site, usually expressed as a ratio (i.e. 0.5). The floor space ratio is derived by dividing the horizontal cross sectional area of the building measured to the outside of the outer walls of each floor level.

Transfer of Development Rights occur when an owner is allowed to move unused development rights from a protected heritage site to another property in the community. Development rights are defined in terms of a given number of square meters of buildable area.

IMPLICATIONS

If bonus zoning is used:
it could mean:
- staff time will be required to develop a specific bonus zoning policy;
- once established needs little additional funds; and
- greater control.

Performance zoning

Another tool which the City may wish to consider is performance or discretionary zoning. Although it is similar to bonus zoning, performance zoning is based upon awards of extra density which are allocated within flexible guidelines rather than according to a regular series of entitlements.

The Planning Department should establish guidelines for bonus zoning since the negotiations regarding the amenities in exchange for the additional density can be cumbersome. Performance zoning is useful when a Council or Planning Department wishes to encourage sympathetic design in older commercial or residential neighbourhoods. However, when questions of "design" are raised, it is essential that the negotiations are fair and that the City's expectations are clear to the applicant and other property owners in the area.

IMPLICATIONS

If performance zoning is used
it could mean:
- staff time to develop and implement the appropriate zoning bylaw; and
- qualified staff to discuss design with applicants.

Design Control

Design Guidelines for heritage resources in development permit areas may be included in an OCP.

Residents and building owners in the Queen's Park area have indicated a strong interest in the development of design controls to encourage retention of the existing building stock and landscape features including boulevards. The preparation of design controls requires the use of an Advisory Design Panel which would guide decisions about buildings and landscapes in this neighbourhood. The development of design controls necessitates investigation beyond the mandate of this Plan.

An in-depth study of a potential "Queen's Park Heritage Conservation Area" could incorporate some design controls and lead to an update of the Official Community Plan.

Development Permit Areas

A development permit area can be an effective tool for neighbourhoods and areas of a community where there is a concentration of heritage resources. The area must be recognized in the Official Community Plan and owners of properties in the area must

***Development Permit Areas** are identified in an Official Community Plan for the purpose of regulating the development of heritage resources. Owners within these areas must apply for a development permit and all changes must conform to specified terms and conditions before a building permit is issued.*

***Temporary Heritage Designation** is a mechanism which allows local governments time to review a threatened heritage resource. This designation may take various forms, including witholding development permit approval or establishing a one-time control period.*

apply to the local government for a development permit to ensure that certain design or construction requirements are met.

The existing legislation requires that one or more properties in the area be designated. The present use of this tool in residential areas is very limited. In the new legislation, the creation of a Development permit area is not contingent on a designated building in that area. In Bill 70, Section 107, there is a provision to continue heritage development permit areas with an optional rollover to designate them as heritage conservation areas.

If a development permit area is established:
It could mean:
- greater control over the heritage resources in the area;
- close monitoring of changes to the area; and
- a more appropriate design review process which is tailored to the specific area.

Development Variance Permits

Since 1986, City Councils throughout the province have had the authority since 1986, to grant development variance permits. Many heritage buildings, however, may be non-conforming. In circumstances where compliance with existing regulations may cause a "hardship", property owners are permitted to request a relaxation from the Board of Variance. This tool could be used for the rehabilitation of a non-conforming building or in instances where regulations such as parking are waived.

***Heritage Designation** is a process in which heritage buildings and sites, in whole or in part, are legally protected from demolition or inappropriate alteration. According to the Heritage Conservation Act of 1977, alterations and demolitions to designated buildings must first be approved by City Council. New Westminster currently has 13 voluntarily designated heritage buildings.*

Heritage Designation

On an individual basis, buildings and sites can be designated either by the municipality or by the Province. The City of New Westminster has fourteen municipally-designated buildings. Alterations to designated properties are subject to review by the designating authority and, in the case of municipal designation, approval from City Council and the Heritage Advisory Committee is required. Compensation may be payable to a building owner if their property value is reduced due to heritage designation.

REGULATORY TOOLS FOR NEW LEGISLATION

Since these legislative changes are still at the proposal stage, it will be important to review elements of the Heritage Management Plan when the legislation is passed.

Heritage Registries

Official lists of buildings and sites of "heritage merit" are often known as registries. These lists determine the review process for an application to alter the building or site and eligibility for financial and/or technical assistance. According to the proposed legislation, Bill 70, Section 109, local governments may adopt a list of "properties considered by the local government to have heritage value or heritage character". This list will then be known as "a community heritage register". If this list is adopted within **two** years of the *Municipal Act*, Section 1009 coming into effect, then it is not necessary to inform owners of properties on the register. It will however, be necessary to notify the Minister within one year of the adoption of the register.

Local Improvement Areas

A local improvement area is created by bylaw for public or private properties in an area (residential, industrial or commercial) where funds are levied for public works initiative. Under the new legislation, this tool can be used to further heritage conservation goals in a community. However, at this time, local improvement areas are associated with the construction of sidewalks and sewers which benefit all of the property owners in the area. These are physical works undertaken on public lands by a local government. As a planning tool, a local improvement area should be examined for Queen's Park.

Business Improvement Area

Like the local improvement area, the business improvement area is enacted through a bylaw in a municipal, business or industrial district. Funds are levied for public projects which could include physical works (streetscape beautification), studies, and joint business promotion. The funds are collected by the local government and managed by a management board of business and property owners.

New Westminster has an active Downtown Business Improvement Society which is working hard to promote business along Columbia Street. The concentration of older buildings in the downtown core has provided an important focus for the Business Improvement Society The City of New Westminster and the Columbia Street property owners participated in the Heritage Area Revitalization Grant which included up to $50,000 funds on a matching basis towards the

rehabilitation and/or restoration of the buildings along Columbia Street.



Heritage Conservation Areas

When it is desirable to protect entire streetscapes, landscape and site features as well as buildings, heritage conservation areas are a useful tool. In the proposed legislation, Bill 70, Section 107, there is an option to roll over a heritage development permit area as a heritage conservation area. Since development permit areas were part of Section 945 of the *Municipal Act*, and they required identification in an official community plan. The creation of heritage conservation areas will need to be reviewed in relation to the proposed legislative changes.

The Planning Department should:

- gather comparable development permit areas; from other municipalities; review the regulatory controls and review procedures required to protect the area; and
- conduct specific area studies in order to identify the unique features of each potential heritage conservation area.

IMPLICATIONS

If heritage conservation areas are used it could mean:
- Official Community Plan identification is needed;
- specific area studies are needed; and
- a review of procedures and regulations.

Conservation Covenants are legal voluntary agreements or contracts between a heritage property owner and local government outlining the respective responsibilities to protect heritage resources. Covenants are adopted by bylaw and registered on the property title.

Heritage Covenants

Covenants for buildings and landscape features are a useful tool for the conservation of certain elements on a site. Covenants are voluntary agreements, negotiated between the municipality and the property owners. In the new Legislation, a proposed amendment to the *Land Title Act* (Section 35) will permit certain non-governmental organizations to protect heritage sites through voluntary contracts with property owners. These contracts are registered against the title of the property and therefore will run with the title in perpetuity. The role of the New Westminster Heritage Foundation should be explored in this regard. The City of North Vancouver uses covenants to conserve its heritage.

According to the proposed legislation (Bill 70, Section 35, 1.3), a covenant may "provide that the land and any specified amenity in relation to it be protected, preserved, conserved, maintained, enhanced,

restored or kept in its natural or existing state in accordance with the covenant".

If Covenants are used	
it could mean:	- voluntary agreements
	- partnership opportunity
	- specific staff skills



RECOMMENDATION #6

PROVIDE FINANCIAL ASSISTANCE TO OWNERS OF HERITAGE PROPERTIES

It is recommended that the City of New Westminster institute a program to provide assistance to owners of designated properties.

PURPOSE

Due to the costs of heritage conservation, and property rehabilitation, owners may require monetary subsidies for building restoration and renovation.

Heritage is regarded by many people as a "common good" and heritage improvements are seen to improve the overall quality of the neighbourhood. Community consultation indicated that residents expressed the need for financial assistance to support their work.

Council has indicated a lack of available funds to directly support assistance grants to heritage property owners. The opportunity for partnerships between the City and the New Westminster Heritage Foundation should be explored. The new proposed legislation, Bill 70 includes expanded powers for municipalities to offer financial support and incentives. In Victoria and Saanich, heritage foundations act on the city's behalf to provide matching grants for building restoration.

ACTION STEPS

1. In consultation with the Heritage Advisory Committee, the Planning Department should establish a sub-committee to explore the questions of financial assistance, and set up appropriate qualification and eligibility criteria.

2. Make decision on which tools are appropriate for the situation (see section on Tools).

3. Discussions with the New Westminster Heritage Foundation should be initiated to explore partnership options.

TOOLS

Grants

Governments can assist property owners with grant programs, on a matching basis. On a provincial level, the Heritage Area Revitalization Program which is supported by the B.C. Heritage Trust, is an example of these grants for commercial buildings. For residential buildings, matching grants from local governments have been used very successfully in Victoria. These residential building grants are administered by the Victoria Heritage Foundation and in the case of commercial structures it is the Victoria Civic Heritage Trust. Building owners are also given technical assistance in order to ensure adherence to heritage conservation standards including, for example, no sandblasting of brick buildings, the encouragement of sympathetic alterations, and the use of appropriate building materials. Since the *Municipal Act* restricts municipalities from giving grants directly to property owners a foundation can be established to administer these funds.

The Planning Department could:

1. Establish grant criteria based on conservation work to be undertaken, the extent and quality of this work, e.g. roof repairs, porch reconstruction, painting etc.

2. Establish grant application forms and administrative procedures.

3. Establish a grant review committee.

IMPLICATIONS

A. If grants are used

it could mean:

- increased municipal funding;
- additional staff time;
- Heritage Advisory Committee sub-committee review;
- partnership with the New Westminster Heritage Foundation;
- technical assistance provided to building owners as part of the grant procedure; and
- increased level of building and site maintenance.

B. If grants are not used
it could mean
- no financial assistance for building owners;
- less technical assistance for building owners; and
- less commitment to heritage conservation by the City of New Westminster.



Revolving Funds

Local governments, either directly or via a granting agency such as a heritage foundation, can provide some financial assistance on a matching basis to building owners. The City of New Westminster and the New Westminster Heritage Foundation should explore the possibility of establishing a revolving fund. Under Bill 57, it may be possible to establish a revolving fund with money set aside from amenity or zoning bonuses. Criteria for the selection of eligible properties the extent of heritage conservation work and conservation standards need to be established. The provision of financial assistance through a revolving fund creates a positive climate in which to encourage building owners to maintain their heritage buildings and landscapes. Small amounts of money such as $2,500 accompanied by technical assistance can make a difference to the renovation or restoration of a building and its landscape.

IMPLICATIONS

If the City uses Revolving Funds	
it could mean	- increased municipal funding; and
	- encouragement of individual effort.

Tax exemptions

Local governments are in a position to offer full or partial tax exemptions. This is often an important incentive when extensive renovations are undertaken. Edmonton and Saskatoon have implemented tax incentive programs and the experiences of heritage planners from these cities might provide guidance to the Planning Department of New Westminster.

Freezing of Property Taxes

Another technique used to provide financial assistance to property owners is to freeze the taxes for a short period of time (three to five years) following extensive rehabilitation work. This enables building owners to recover a portion of their investment. For additional information on tax exemptions refer to: Kerr, Alastair, Heritage Planning: A Guide for Local Government, Victoria: Province of British Columbia, Heritage Conservation Branch, 1992.

RECOMMENDATION #7
ESTABLISH A MUNICIPAL ARCHIVAL PROGRAM

It is recommended that the City establish a municipal archival policy and an appropriate facility to store municipal records, documents, photographs, drawings and plans related to the history of the City.

PURPOSE

As the amount of information related to buildings, sites and landscapes of heritage merit grows, the City of New Westminster will need to develop an archival program. This program will provide a policy framework in which to evaluate the acquisition and deposition of information - documents, photographs, drawings, plans and building files - which the City accumulates each year. Many municipalities consolidate both the municipal and community archives in one facility in order to provide efficient public access. With changes to the access to information legislation, the public may now request more information from the municipality. The City of New Westminster should be prepared for additional inquiries for information.

Due to its age, colorful history, and the rich storehouse of heritage resource materials, New Westminster has the opportunity to develop an excellent integrated archival facility. The present fragmentation of archival material, divided between the Library, Museum,and municipal departments, has resulted in an inefficient and expensive resource which is difficult to manage. With the identification of this issue in the Heritage Management Plan, community attention can focus on the development of this facility.

ACTION STEPS

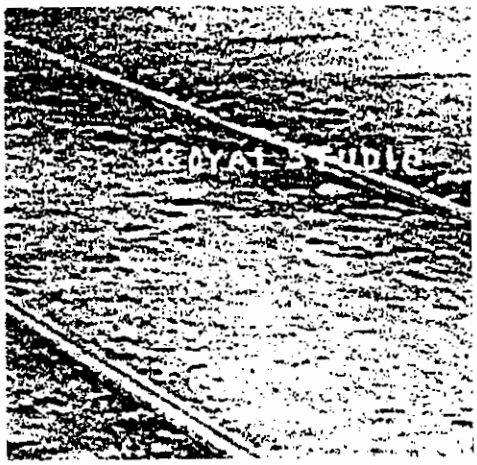
1. Establish a steering committee to review current activities related to the storage and retrieval of information.

2. Conduct a needs assessment, study financial implications, accession and de-accession policies, and user groups.

3. Create a Municipal Archivist position to facilitate the archives program.

4. It is recommended that this program be managed from the City Clerk's Department since this model works well in the District of North Vancouver and in Vancouver.

5. Investigate and apply for provincial funding grants.



RECOMMENDATION #8
IMPROVE THE EFFECTIVENESS OF THE HERITAGE ADVISORY COMMITTEE

It is recommended that the role of the Heritage Advisory Committee be reviewed and revised to reflect recommendations of the Heritage Management Plan.

***The Heritage Advisory Committee** is created by bylaw and members are appointed by City Council to provide advice on heritage matters. The New Westminster Heritage Advisory Committee members represent a variety of community interests and members are joined by advisors, such as the City Curator and City Librarian.*

PURPOSE

Like many municipalities in British Columbia, New Westminster has a Heritage Advisory Committee whose mandate is to advise City Council on matters related to heritage resources in the community. Terms of Reference for each Heritage Advisory Committee are established by bylaw according to the *Municipal Act* .

It is proposed, under the new provincial legislation Bill 70, Section 581, that the advisory committees become "community heritage commissions". Although the Terms of Reference of the Heritage Advisory Committee may continue despite the change of status, this change provides an opportunity for the Planning Department to review its mandate and structure in relation to the City's future heritage management objectives.

In some municipalities such as Vancouver, the Heritage Advisory Committee has established a Sub-Committee on Design as an effective way to monitor building alterations. Although Vancouver is governed by its own charter, the structure of this committee is a good model for New Westminster. This Sub-Committee would work closely with the Planning Department to advocate good preservation practices prior to making recommendations on alterations. When applicants receive design feedback early in the process, the final design is often more sympathetic to the historic character of the building and/or site.

The Heritage Advisory Committee should organize a task force to review its role in relation to the Heritage Management Plan. This group should be comprised of a representative from the Committee, the Planning Department, City Council and the public.

ACTION STEPS

1. Review the roles and responsibilities of the Heritage Advisory Committee to ensure that they are current and effective.

2. Examine ways in which the Committee could assist City Council and the Planning Department in community liaison within the current context of heritage conservation activity in New Westminster.

3. Examine alternate meeting schedules e.g. if evening meetings were implemented, practicing professionals from relevant fields may find it easier to attend.

4. Examine the frequency of meetings in relation to the number of permit applications which are reviewed at each meeting.



RECOMMENDATION #9

REVIEW THE BUILDING PERMIT APPLICATION PROCESS FOR HERITAGE BUILDINGS

It is recommended that the City of New Westminster review its building permit process.

PURPOSE

The present City Council Policy for processing building permit applications related to the renovation or demolition of properties on the Heritage Resource Inventory states that:

> ...all such applications be forwarded to Council in Committee of the Whole for consideration together with the relevant excerpt of the said Inventory and Land Title search;
>
> FURTHER THAT applications for building permits for renovations to properties contained in the Heritage Resource Inventory be referred as a blanket policy to the Heritage Advisory Committee for review and recommendation except for applications under the Heritage Area Revitalization Program (H.A.R.P.);
>
> AND THAT the minutes and recommendations of the Heritage Advisory Committee be placed on the Regular Council Agenda for review and approval.
>
> Adopted by Council
> 1987 November 23rd
> Amended 1991 January 14th; 1991 May 6th

The City Council has subsequently adopted a policy to review all demolition permits for pre-1950 buildings which are deemed by the Planning Department to have sufficient heritage significance to warrant additional consideration.

Fast Track Building Alteration Approvals

Local governments are encouraged to offer a "fast track" policy for the approval of permits related to heritage conservation. Although there may be additional steps in the review process (e.g. the Heritage Advisory Committee review), this "fast track" policy is intended to provide building owners with a clear understanding of permitted alterations. If the process is successful, this can become an incentive for building owners to undertake more building rehabilitation projects. Applying to alter heritage properties is often perceived as more complicated than other properties with many unknown factors including the time required for approvals from City Hall. For the past few years, the City of Vancouver has had a "green door" policy which is designed to expedite the approval process. It may be desirable for the Planning Department to review methods used in other Lower Mainland municipalities to deal with heritage building alteration processes.

Temporary Controls

Temporary controls, such as demolition delay, often provide an opportunity to examine the alternatives of a particular proposal. There may be the possibility to negotiate with a building owner to develop a plan which balances the retention of a heritage resource and the economic viability of the project.

Demolition Permits

The issuance of demolition permits can be subject to the applicant receiving a development permit. This ensures that older buildings are not demolished and their sites left vacant or turned into parking lots. This management tool was suggested during the Open House in the communities of Sapperton/McBride/Richmond.

Heritage Impact Assessment

Under the proposed legislation, Bill 70, Section 585, City Council or its delegate may require an applicant to undertake at their expense or the Council's expense a heritage impact assessment. This assessment gathers information regarding the possible effects that the activity or action enabled by the approval may have on the heritage property. Once the new legislation is in place, the implications of heritage impact assessments on staff time and resources can be examined.

Staff resources from the Planning Department and the Building Inspection Department will be required to undertake this review. It may be advantageous for the City of New Westminster to strike a committee, with for example, members of the civic administration, the Urban Development Institute, a building inspector, a member of the

Heritage Advisory Committee and an architect or engineer, to address these issues.

ACTION STEPS

1. It is recommended that along with this review of the applications by the Heritage Advisory Committee, the Planning Department add its comments to the application in the form of a one-page statemen on the building's current condition in relation to the Heritage Inventory information and a commentary on the appropriateness of the renovation or demolition application based upon current preservation practices.

2. The Planning Department should make full use of Demolition delay options under the *Heritage Conservation Act* in order to assess the heritage significance of resources.

3. Develop a "fast track" policy for the approval of permits related to heritage conservation.

4. The City Council should consider a forty year time horizon in review of permit application in order to ensure that more recent examples of New Westminster's heritage buildings and sites are considered.

IMPLICATIONS

A. If the City **adopts** a fast track policy for building alterations
it could mean:
- a desire for building owners to undertake improvements on their buildings;
- clarify the building permit approval system; and
- less staff time negotiating with property owners.

B. If the City **does not adopt** a fast track policy for building alterations
it could mean:
- less incentive for property owners to renovate or restore their buildings; and
- confusion regarding the approval process;
- more staff time to sort out the building approvals.

RECOMMENDATION #10
SUPPORT THE ROLE OF THE NEW WESTMINSTER HERITAGE FOUNDATION

It is recommended that the City of New Westminster provide funds on an annual basis to the New Westminster Heritage Foundation.

PURPOSE

The New Westminster Heritage Foundation is an important vehicle for the implementation of this Heritage Management Plan. Representatives of the Foundation Board, Heritage Advisory Committee and the Planning Department should meet to explore possible collaborative projects. The Foundation and the Planning Department - the private and public sectors - could ideally become partners in the development of programs. Saanich, Kelowna and Victoria have heritage foundations which work with the municipal government to realize heritage management goals.

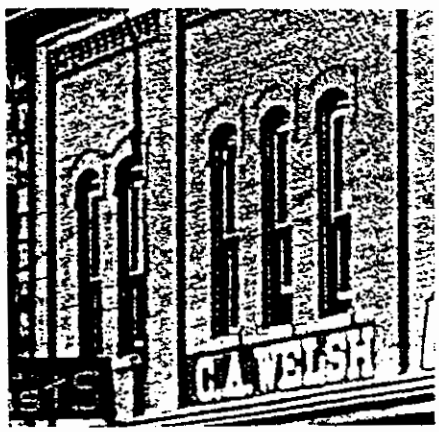
Individuals and organizations have worked hard to create the Heritage Foundation. Foundation members are well-positioned to collaborate with the City of New Westminster in projects which involve heritage awareness, public education programs and building renovation expertise.

The Foundation is an important part of a community partnership since it can also receive gifts and provide grants to property owners. Certain activities such as the provision of technical information, workshops for owners of heritage buildings, provision of grants, and the organization of local events can be delivered directly to members of the community in a cost-effective manner.

Foundations in municipalities such as Kelowna and Victoria have worked effectively to establish and operate a grant program for the restoration and repair of designated houses. Kelowna has recently established a Heritage Foundation with a grant of $20,000 from City Council. In 1991, the Victoria Heritage Foundation provided $75,000 through 27 grants to homeowners. These funds are allocated on an

annual basis by Victoria's City Council. They are administered by a part-time coordinator and the Board of the Foundation.

In addition to the grants, homeowners can receive technical advice in order to carry out their work. This combination of financial and technical assistance is essential, since it is often a small amount of technical assistance which makes a big difference to the quality of work on a heritage conservation project.



ACTION STEPS

1. A council task force should be established to work with staff and the Foundation to work out a mutual agreement for financial support.

2. An annual allocation should be made to the New Westminster Heritage Foundation so that the organization can provide grants and technical assistance to homeowners to complement the efforts of the civic administration.

3. Donations and bequests of properties to the Foundation should be encouraged in order to build a solid financial base for the Foundation.

4. The Planning Department should explore the use of Bill 57 to create a fund to provide grants.

IMPLICATIONS

A. If the City **funds** the Heritage Foundation
it could mean
- an initial monetary outlay; and
- an annual grant program for which city carries no administrative costs.

B. If the City **does not fund** the Heritage Foundation
it could mean
- status quo is maintained;
- missed opportunities for public/private partnerships; and
- missed opportunity to play a leadership role.

RECOMMENDATION #11

SUPPORT NEIGHBOURHOOD WORKING GROUPS

It is recommended that the city explore the use of Neighbourhood Working Groups to assist in community planning and development review.

PURPOSE

Public participation has taken on a greater expectation of involvement in local decision making. People expect to be consulted, heard and their comments included in the decision-making process. The Neighborhood Working Groups would allow community residents to provide their input and work toward solutions on a neighbourhood scale. Since the Planning Department is considering a review of the City on a neighbourhood by neighbourhood basis, these Working Groups would be an asset to this process. The Official Community Plan preparation would benefit from established groups familiar with their neighbourhoods and the municipal planning processes.

The suggested mandate of the Neighbourhood Working Groups could include:

- designation application review;
- discussion with developers and homeowners to review alterations and redevelopment proposals; and
- community identification and research of significant heritage resources.

ACTION STEPS

1. The Planning Department should initiate discussions with representatives of community organizations, Ratepayers Associations and interested citizens to explore the Working Group concept.

2. A review of neighbourhood participation models is encouraged. Refer to model of the Victoria Neighbourhood Development Policy in Appendix R.

RECOMMENDATION #12

ESTABLISH A COMMUNITY SALVAGE PROGRAM

It is recommended that the City establish a Community-based non-profit salvage program.

PURPOSE

A community salvage program would enable residents to obtain architectural details, hardware, plant and building materials from sites with demolition approval.

With its rich heritage in built heritage resources, many older homes are being demolished as sites are redeveloped. Presently individuals are involved in salvage of historic building materials, details and elements on an "as need" basis. As more residents actively renovate and restore their homes, the demand for original materials will increase. The operation of a salvage program provides a partnership opportunity for the City and community organizations. The City could provide storage space in return for program co-ordination by the community organization.

ACTION STEPS

1. Establish a policy for the collection of materials and building elements.

2. Develop a policy for the City to salvage building elements which is clearly articulated between various civic departments.

3. Locate a storage facility and co-ordinate personnel requirements.

4. Salvaged building elements could be auctioned to raise funds for the New Westminster Heritage Foundation.

PUBLIC AWARENESS INITIATIVES

RECOMMENDATION #13

CONTINUE TO SUPPORT PUBLIC INVOLVEMENT IN HERITAGE CONSERVATION

It is recommended that New Westminster further develop partnerships between the City and existing groups to build on its achievements in public involvement.

PURPOSE

Public awareness programs are an important way to inform and educate the public. The marketing of heritage activities is an opportunity to expand partnerships between the municipal government, the business community, the schools established community groups and residents. Public awareness programs in New Westminster can be strengthened by fostering this partnership. As the public becomes more informed about heritage issues, the need for more specific information, technical advice and training may intensify.

There is an opportunity to develop effective communication networks between all public and private interests in New Westminster who are working hard for a common goal - to promote and preserve outstanding heritage resources in New Westminster.

The additional cost of these activities are relatively small since a number of initiatives are already underway. Certain activities such as workshops and publications will require organization skills and technical expertise. It may be possible to obtain corporate or government support to carry out these activities.

ACTION STEPS

1. Prepare a resource sheet/brochure/bibliography to coordinate the popular publication activities of Heritage Preservation Society, Planning Department, New Westminster Public Library, Irving House Historic Centre to avoid duplication and provide ease of access.

2. Strike a joint sub-committee to coordinate existing programs and form stronger partnerships across the heritage community.

3. The City should continue to work with community organizations, businesses, and individuals to maintain and further develop public heritage programs.



IDEAS FOR PUBLIC AWARENESS

The following suggestions may be used or adapted by any group as a supplement to the work that is presently being done by local organizations:

EDUCATION

Home Renovation Workshops

Hands-on workshops on topics such as paint colour selection, undertaking repairs to roofs and porches, and renovation designs are ways to encourage good preservation practices. Workshops could be organized by community groups in association with the Architectural Institute of British Columbia, which offers design workshops for the public.

Heritage Garden Workshops

Develop a series of hands-on workshops, held in various gardens to share techniques and information on elements of heritage gardens. For example, how to..... build a rose arbour,... plant a wisteria, install a brick path..... Home Garden Workshops could be community directed projects.

Schools and Educational Institutions

Work with the School Board and teachers to expand heritage studies in the curriculum. Team up service clubs or business organizations with schools to develop local programs in promoting heritage awareness and stewardship of trees. For example, the Tree Keepers program (see Appendix T) was developed by the Marpole Rotary Club in Vancouver to curb vandalism of plant materials. Tree Keepers are Grade 5 students who, with their class, have been assigned to observe 'their tree' and make journal entries for one year before ceremonially handing over the tree to a younger child. All 'assigned' trees should be within walking distance of the child's home. Within the school curriculum the teacher brings the Tree Keeper program into discussion of botany, local history, art, writing and poetry. The service organization provides the journals and name cards and prizes for the best journals and sponsors the ceremonies. This program could be adapted to include the oldest trees in the neighbourhood surrounding the school.

EVENTS

Tree Tours

One page folded brochures or maps for self-guided tours are an excellent way to promote community awareness both within the community and to tourists. A Walking/Cycling Guide to the Trees of Queen's Parks, for example, could convey the development of the community through the history of the trees.



Men (and Women ?) of the Street Tours

Develop an illustrated walking or cycling tour brochure to tell the history of street names.

Arbour Day Events

Arbour Day was observed in many Lower Mainland communities in the settlement period. After the native forest was cleared and the town site surveyed, street trees were ceremonially planted by school children in order to provide shade and the 'look of home' (e.g. Britain). In recent years the observance of Arbour Day is being reinstated in recognition of present day environmental concerns. Arbour Day might be adopted by the business community as a day to ceremoniously join with school children to replace any heritage trees that were lost in the previous year or to plant trees in recently developed areas of the city. A photographic record of the planting should be kept at the school. Arbour Day is traditionally celebrated in mid April. A poster contest might be a lead in, to add publicity and involve the whole community.

One-Day Heritage Events

Borrow ideas from other communities to promote heritage. Atlanta had a community wide celebration for the 'birthday' of a very old tree. Milwaukee has a spring festival at which 1,200 residents plant 104,000 annuals in a single day. The District of North Vancouver Parks Department sells its bulbs every year to residents in order to promote community beautification and pride.

PARTNERSHIPS

Business/Community Links

The Lower Mainland is often the host for national and international professional conferences. By planning well in advance, it is possible to invite 'experts' to speak locally on heritage related issues. This would result in a more informed public as well as potentially raising money for targeted heritage projects. For example, the International Society of Arboriculture Convention, will be held in the Vancouver area in the Fall of 1994.

More Business/Community Links

Donations in-kind such as printing for brochures, donated prizes for auctions, refreshments at meetings and sample building products at technical workshops often make it possible for community organizations to offer programs at a modest cost. New Westminster

has a variety of long-time businesses which have supported community causes and this should continue to be encouraged.

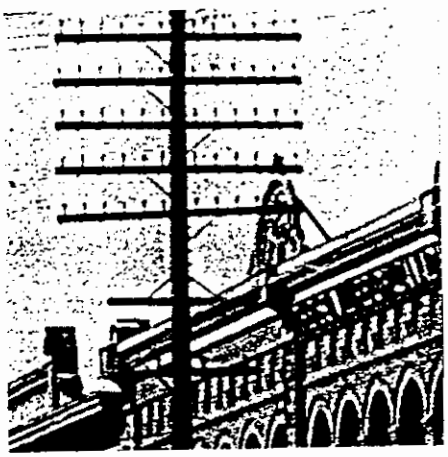
ADDITIONAL IDEAS

- Use existing newspapers and newsletters including the *New Westminster News* to encourage interaction about heritage conservation issues in the community.

- Encourage new uses for heritage facilities: new tenants for old buildings, new traditions for old sites - for example light a wonderful old tree each Christmas. Have people nominate their favorite tree in November, have a night of carol singing under the tree in December in celebration of the season and of the tree.

- Share the stories and photographs of New Westminster's past through a well designed signage program. Lost events and artifacts can be recalled through imaginative and durable public 'art'. See companies such as Enameltech, Surrey and LeFevre Studies, New York (refer to Appendix S).

- Revive old community traditions and ceremonies. Over the years we adapt and change but often old traditions are cherished, especially by the older members of the community. For example, consider reinstating the Fall Fair in keeping with New Westminster's long tradition of fairs. This fair could also become an occasion for people to exhibit building restoration products such as wallpaper, decorative wood elements, roofing materials, and books on architecture and design.





Photograph No. 1156
New Westminster Public Library

Columbia Street, near 6th looking west, New Westminster, B.C.

Before 1909: This photo appears in "Seattle and the Pacific Northwest ... Guide," 1909
Before 1907: Dominion Trust Block not built next to Cunningham Block
F.L. Hacking, photographer, whose sign is on the building farthest left (Cunningham Block) had his first directory entry in 1906.

Date: (N.D.) c. 1906(?)
Source: Vancouver Public Library #30566

6.0 NEXT STEPS

The purpose of the Heritage Management Plan is to provide a management framework which responds to the needs and aspirations of the City of New Westminster, residents, building owners, and heritage organizations.

This Plan provides a set of policies, standards, procedures and tools which will help guide decisions regarding the ongoing management of New Westminster's heritage resources. Ongoing community involvement is central to the successful implementation of the ideas contained in this report.

The sequence of actions required to implement the Plan is as important as its contents. As implementation occurs, it builds on the success it creates.

Important next steps include:

Immediate

Step 1: Review Heritage Management Plan

A member of the Planning Department staff should review the Heritage Management Plan to determine which of the strategies are most readily implementable. This review should include the development of a time line and an action plan for the implementation of this report. Consultation with the Heritage Advisory Committee and other community partners will be important at this stage in order to build upon the discussions which emerged during the development of the Heritage Management Plan.

Immediate

Step 2: Establish a Heritage Management Plan Implementation Committee

Once the Plan has been reviewed, an implementation committee should be formed in order to ensure that the strategy for the next steps is based upon consensus. Committee membership should include a member of City Council, a Heritage Advisory Committee member, a Planning Department staff member, a Parks and Recreation Department representative, representatives from the New Westminster Heritage Preservation Society, Heritage Foundation Board, as well as a staff member from the Museums and Library.

Immediate

Step 3: Establish a Workplan for a Heritage Management Program

A workplan of the tasks to be done in the short term (2-3 years) and in the medium term (4-6 years) should be prepared by the Planning Department. The Heritage Management Plan goals and action steps are designed to guide this workplan. A list of expected products should be drawn up in consultation with other departments and community organizations. Check points and a review process will need to be developed so that the plan can be modified as new situations arise. This workplan should be reviewed on a six-month basis so that as budgets are prepared, the appropriate level of resource can be allocated.

Immediate

Step 4: Prepare Cost Estimates

Cost estimates for the various heritage conservation activities need to be prepared and included in the annual budget cycle. These cost estimates should include personnel costs for staff time, in order that these activities can be evaluated.

Ongoing

Step 5: Continue Neighbourhood Working Group Network

The Neighbourhood Working Group network model should be continued. Further meetings and consultations with the group will ensure that there is community input into the next stage of the planning process. The Heritage Management Plan implementation strategy should define the role of the working groups.

Ongoing

Step 6: Review the Official Community Plan

A review of the Official Community Plan should be undertaken in order to ensure that the statements regarding heritage conservation are current and shared amongst the community.

Ongoing

Step 7: Integrate Heritage Management with Neighbourhood Planning

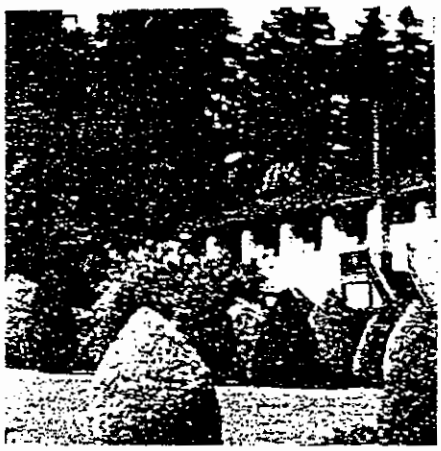
Planning at a neighbourhood level should reflect the overall direction of the Official Community Plan. Specific recommendations regarding the management of each area's heritage resources need to be developed.

Ongoing

Step 8: Develop Policies for the Preservation of Landscape Resources

Policies for the preservation of heritage landscapes need to be developed on a neighbourhood by neighbourhood basis. The Planning Department, in conjunction with neighbourhood representatives,

should develop landscape policies which respect the heritage resources of the community as identified in the Official Community Plan. Policies should be developed for the protection of views, cultural landscapes and environmentally sensitive areas as well as natural features, trees, and green spaces.



Ongoing

Step 9: Establish Links between Preservation Policies for the Natural and Built Environment

Connections with the natural environment need to be renewed and reinforced as part of the planning development process. Access to the natural edge of the Fraser River, early streams, the Brunette River in Sapperton and Poplar Island as well as the areas of native west coast vegetation need to be examined.

Ongoing

Step 10: Develop Policies for Green Space

The legacy of green space within New Westminster needs to be examined in order to develop policies which protect and enhance all 'soft' landscapes such as parks, boulevards, streetscapes and river banks, whether they are residential, business or industrial zones or civic open space.



The Arena, New Westminster, B.C.
Souvenir Folder, The Photogelatin Engraving Co. Ltd. Toronto
Courtesy of Stephen Scheving