

COMMUNITY HERITAGE COMMISSION

TO: MAYOR AND COUNCILLORS

SUBJECT: HERITAGE PROGRAM UPDATE

RECOMMENDATIONS:

1. **THAT** Council receive this report for information.
2. **THAT** Council forward a copy of this report to the Parks, Recreation and Culture Commission.

REPORT

The Community Heritage Commission, at its meeting held on April 13, 2023, received and adopted the attached report outlining the activities of the Heritage Program for 2022 and identifying work plan initiatives for 2023.

Respectfully submitted,

Councillor D. Tetrault
Chair

Councillor R. Lee
Vice Chair

TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

DATE: March 13, 2023

FROM: GENERAL MANAGER
PLANNING AND DEVELOPMENT

FILE: 77000 05

SUBJECT: HERITAGE PROGRAM UPDATE

PURPOSE: To outline the activities of the Heritage Program for 2022 and identify work plan initiatives for 2023.

RECOMMENDATIONS:

1. **THAT** the Community Heritage Commission receive this report for information and forward to Council for information.
2. **THAT** the Community Heritage Commission recommend that Council forward a copy of this report to the Parks, Recreation and Culture Commission.

REPORT**1.0 BACKGROUND**

The Community Heritage Commission (CHC) was established in 1988 by Burnaby City Council under bylaw following the provisions of the B.C. *Heritage Conservation Act*. The purpose of the CHC is to advise Council on matters concerning the identification, management and preservation and/or restoration of buildings and sites with historical significance in Burnaby. Over the past 33 years, the CHC has identified and provided advice on matters concerning management and preservation of heritage resources in Burnaby. The City's Heritage Program consists of two main components: conservation and management of heritage resources; and, recognition of civic heritage assets and historical events.

The CHC advises Council on applications related to heritage resources. Part 15 of the *Local Government Act* (Heritage Conservation) identifies the powers of local governments in relation to management of heritage property. These powers enable Council to protect privately-owned properties and to recognize heritage value, character, and other aspects of the community's heritage.

At its November 18, 2021 meeting, the CHC approved a work plan for 2022 and 2023 (*Attachment I*). This report provides an overview of the activities of the Heritage Program in 2022, and outlines key activities planned for 2023.

2.0 POLICY CONTEXT

Recognition and conservation of heritage is identified in Burnaby's *Official Community Plan* (1998), which identifies heritage planning as one of its goals: "To provide opportunities for increased awareness and the conservation of the City's unique natural, cultural, archaeological and built heritage."

Heritage conservation activities are aligned with the City of Burnaby's *Corporate Strategic Plan* (2022), and heritage recognition and conservation work supports the *Burnaby Social Sustainability Strategy* (2011).

3.0 OVERVIEW OF HERITAGE PROGRAM INITIATIVES IN 2022

In 2022, the CHC advised Council on a range of heritage conservation and heritage recognition applications and initiatives, management and preservation of heritage buildings and landmarks, and initiatives to increase awareness and conservation of the City's heritage resources. The work was guided by the 2022-2023 Community Heritage Commission Work Plan, as well in response to applications and emerging issues.

3.1 Heritage Conservation

The CHC advises Council on the conservation of a broad range of heritage resources, including those owned by the City, and those that are publically and privately owned.

3.1.1 Policy and Projects to Advance Conservation of Heritage Properties

Draft Thematic Framework: A draft thematic framework was developed with input from the CHC, to be piloted by staff for review of development applications involving built heritage resources. Thematic frameworks are tools used to assess the significance of heritage resources in relation to the unique historical character of a community.

Heritage Homeowners Workshop: A "Research Your Home's History" workshop was offered on November 5, 2022. The workshop was organized and hosted by the Burnaby Village Museum, and led by Burnaby historian and heritage expert Jim Wolf. The workshop featured information on how to research the history of a property, as well as information on the City's programs to retain heritage buildings.

Heritage Applications: A Heritage Revitalization Agreement Bylaw and Heritage Designation Bylaw for the Captain William Eyres Residence at 6079 Canada Way received final approval by Council. Staff held meetings with four owners of properties on the heritage inventory to discuss conserving their properties through a Heritage Revitalization Agreement. Two properties on the heritage inventory received a demolition permit: the Reverend James Black Residence at 5688 Sussex Avenue and the James and Harriet Atkey Residence at 20 MacDonald Avenue.

3.1.2 Stewardship of Civic Heritage Resources

Repair and Preservation of Civic Monuments and Landscape Resources: At its June 10, 2021 meeting, the CHC received a staff report outlining a program for repair and conservation of civic monuments

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and heritage landscape features. The joint report from the General Manager, Planning and Development and the General Manager, Parks, Recreation, and Culture outlined a multi-year cross-department work program to advance maintenance and restoration of heritage resources located in City of Burnaby parks. Projects completed in 2022 include:

- Cleaning and Repair of Jubilee Arch (3883 Imperial Avenue): A project was completed to clean and repair the 1939 Jubilee Arch at Kingsway and Patterson. Work included repairs to the sandstone features of the arch, raking and repointing the mortar, cleaning, and reconstruction of two urns that had been destroyed through vandalism. The arch is a designated heritage resource owned by the City.
- Preservation and Repair of Central Park Gate and Wall (3883 Imperial Avenue): Repair and cleaning of the granite Central Park Gate pillars and associated cobblestone wall were completed, including raking and repointing of the mortar, and overall cleaning of the resource.
- Statement of Significance for South Burnaby Cenotaph (6749 Nelson Avenue): A heritage consultant was retained to develop a Statement of Significance (SOS) for the South Burnaby Cenotaph. An SOS is a document used to evaluate the significance of a heritage resource and guide its care and preservation.
- Preservation and Repair of North Burnaby Cenotaph (250 Willingdon Avenue): Repair and cleaning of the North Burnaby Cenotaph in Confederation Park was completed. Work included cleaning, and raking and repointing of mortar.

Eagle Ford Neon Sign: Council approved the CHC's recommendation to conserve the Eagle Ford Neon sign and reinstate it on Hastings Street as a civic heritage resource. Funding for the project was requested as part of the 2022-2026 Five Year Financial Plan, and a consultant was retained to develop a conservation plan for the sign.

3.1.3 Review and Monitoring of Civic Conservation Projects in Progress

Fairacres Estate (6344 Deer Lake Avenue): Council adopted the CHC's recommendation to issue a Heritage Alteration Permit for the adaptive re-use of the Fairacres Garage and Stables building. Construction began to develop the ground floor of building as a visual arts studio, and the upper floor as administrative offices.

Restoration of W.J. Mathers House Porch and Porte Cochere (6490 Deer Lake Avenue): Work began to repair the porch on the W.J. Mathers House and re-instate the porte-cochere. This work was included in a Heritage Alteration Permit approved by Council at its June 24, 2019 meeting, upon recommendation of the CHC.

Capitol Hill Community Hall (361 Howard Avenue): Staff reviewed and monitored accessibility upgrades to the interior of the hall, to be completed in 2023. Planning is underway for a future phase of work to improve accessibility to the hall from the exterior.

3.2 Heritage Recognition

The CHC advises Council on a range of heritage recognition initiatives, from interpretive signage and publications, to presentations and digital access initiatives. Recognition work includes research to identify and understand heritage resources and landmarks.

3.2.1 Publication Projects

Chinese Canadian History Project: At its June 24, 2019 meeting, Council approved a recommendation from the CHC to undertake a multi-year project to research the history of Chinese Canadian contributions to the development of Burnaby. Outcomes were identified as publication of three resources:

- Chinese Canadian History in Burnaby Resource Guide: The *Chinese Canadian History in Burnaby Resource Guide* was published and distributed to local elementary and secondary school libraries, Burnaby public libraries, and posted on Heritage Burnaby as a digital publication.
- Chinese Canadian History in Burnaby Book Publication: Council adopted the CHC's recommendation to approve an expanded timeline and budget for a project to publish a historical book documenting Chinese Canadian history in Burnaby, for publication in 2023.
- Big Bend Farm Tour Map: A full colour fold-out map was designed, printed and distributed featuring active farms and nurseries in the Big Bend area that offer retail sales to the public. Photographs, descriptions, and visitor information for the farms was included in the publication.

Publication Program: Continued to manage sales and reprints of publications initiated through the Community Heritage Commission, including *Inkwells to Internet: A History of Burnaby Schools*.

3.2.2 Partnerships and Interpretation

Heritage Policy and Programs Review: As part of the City's ongoing work on the Official Community Plan update, a review of the City's heritage policies and programs was initiated. The CHC received a presentation on the status of the project at its June 9, 2022 meeting. A core component of the work is to advance management and policy recommendations to include diverse and Indigenous histories within the City's heritage framework.

Stewardship of Indigenous Heritage: A training session on stewardship of Indigenous cultural heritage resources was held for CHC members in September 2022.

Komagata Maru Commemoration: Work was started on a project to develop, design, and install interpretive signage to commemorate the passengers aboard the *Komagata Maru* who were denied entry into Canada, and acknowledge Burnaby's early South Asian population. A recommendation to implement this signage project was advanced to Council through the Executive Committee, and approved by Council at its April 26, 2021 meeting.

Signs and Plaques: Staff continued to monitor, repair and maintain the existing stock of heritage plaques and signs.

4.0 HERITAGE PROGRAM INITIATIVES PLANNED FOR 2023

Several activities are underway or planned for 2023, the second year of the two-year work plan adopted by the CHC at its November 18, 2021 meeting. A work plan for 2024 and 2025 will be advanced at the November 9, 2023 meeting. Activities for 2023 include continuing work on the Heritage Policy and Programs Review, implementation of a framework for reconciliation with the Chinese Canadian community for historical discrimination, and continuing work to raise public awareness of Burnaby's history and heritage resources.

It is noted that implementation of the recommendations of the Heritage Policy and Programs Review (HPPR) will shape the work plan of the CHC in 2023, and in future years. Two items that were identified in the 2022-2023 work plan should be reviewed and reconsidered based on the findings and recommendations of the HPPR. Section 5 of this report identifies items from the 2022-2023 work plan that should be reconsidered within the recommendations of the HPPR.

4.1 Heritage Conservation

4.1.1 Policy and Projects to Advance Conservation of Heritage Properties

Heritage Applications: Continue to review and advance recommendations to Council related to heritage applications, including Heritage Revitalization Agreements, Heritage Designation Bylaws, and Heritage Alteration Permits.

Outreach to Heritage Homeowners Workshop: Participate in the public open houses for the City's Housing Choices Program to communicate opportunities for heritage conservation available through the program, and to provide information and feedback to owners of heritage properties seeking to build a laneway home or other accessory dwellings.

4.1.2 Stewardship of Civic Heritage Resources

Stewardship of Civic Monuments and Historic Landscape Features: Continue to advance the repair, conservation and interpretation of civic monuments. Priorities for 2023 include cleaning and repair of the W.J. Mathers Residence Gate and Wall at 6490 Deer Lake Avenue, implementation of conservation of the Fairacres Gate and Greenhouse Foundation Wall at 6344 Deer Lake Avenue, and review of the feasibility of protection of the South Burnaby Cenotaph at 6749 Nelson Avenue as a designated community heritage resource.

Eagle Ford Neon Sign: Continue to advance work to restore and reinstate the Eagle Ford Neon sign, and preserve it as a designated community heritage resource.

4.1.3 Review and Monitoring of Civic Conservation Projects in Progress

Fairacres Estate (6344 Deer Lake Avenue): Continue to monitor the adaptive reuse of the Fairacres Garage and Stables building, which is scheduled to be completed in 2023.

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W.J. Mathers House (6490 Deer Lake Avenue): Continue to monitor restoration works at the W.J. Mathers House, which include repairs to the porch and restoration of the porte cochere. Future phases of the work will include repair and restoration of the turret and reception hall, and replacement of the roof shingles.

Capitol Hill Community Hall (361 Howard Avenue): Continue to review and monitor accessibility upgrades to the hall, and develop and install interpretive signage outlining the history of the hall and the Capitol Hill Community Hall Association. Review plans for a future phase of work to improve accessibility to the hall from the exterior.

4.2 Heritage Recognition

4.2.1 Publication Projects

Publication Program: Continue to manage sales and reprints of publications initiated through the Community Heritage Commission, including *Inkwells to Internet: A History of Burnaby Schools*.

Burnaby Heights Walking Tour Map: Initiate research for a “Heritage on the Heights” walking tour map of North Burnaby, featuring the diverse history of the Burnaby Heights neighbourhood.

4.2.2 Partnerships and Interpretation

Commemorating the Centenary of the Chinese Exclusion Act: Council adopted the CHC’s recommendation to align publication of a book dedicated to Chinese Canadian history in Burnaby with the centenary of the introduction of the *Chinese Exclusion Act* in 2023. Publication of the book will be included in a commemorative strategy to guide the City’s acknowledgement of the centenary of the introduction of the legislation and its impact on Chinese Canadian community members.

Reconciliation with Chinese Canadian Community: Implement the framework for reconciliation with the Chinese Canadian Community outlined in the February 9, 2023 report advanced to Council by the CHC. Work in 2023 includes formation of an advisory committee, development of an engagement strategy, and initiation of community consultation.

Signs and Plaques: Continued to monitor, repair and maintain the existing stock of heritage plaques and signs.

Komagata Maru Commemoration: Continue work on preparation of interpretive signage to commemorate the passengers aboard the *Komagata Maru* who were denied entry into Canada, and acknowledge Burnaby’s early South Asian population.

5.0 WORK PLAN ITEMS FOR HERITAGE POLICY AND PROGRAMS REVIEW IMPLEMENTATION PLAN

The Heritage Policy and Programs Review (HPPR) identified in the CHC’s 2022-2024 work plan is in progress, and a final report on the work is anticipated for the August 2023 CHC meeting. Two of the items from the 2022-2023 work plan will be considered within the City’s plans to implement the recommendations of the HPPR. A brief explanation of the two work plan items and the rationale for considering them within the implementation plans for the HPPR are outlined below.

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5.1 Civic Building Safety and Security Review

The 2022-2023 work plan includes conducting a safety and security review of civic heritage buildings. As the HPPR includes a recommendation for the City to develop a Civic Asset Management Plan to plan for the care and maintenance of more than 40 heritage buildings and landscape features owned and maintained by the City, the safety and security review can be considered as a component of this plan.

5.2 Deer Lake Park Heritage Sign Program

The 2022-2023 work plan includes planning enhancements to the Deer Lake Park heritage signs, to add interpretation of the restored Fairacres Gate and Fairacres Greenhouse Foundation Wall (6344 Deer Lake Avenue), and to incorporate a wider range of stories into the Deer Lake interpretive sign program to reflect the diversity of the site's history.

As the HPPR includes a recommendation that the City develop a protocol to engage in a meaningful dialogue with the Host Nations to increase the visibility of the long and continuing relationship of Indigenous people with Burnaby lands and places, interpretative planning for Deer Lake heritage signs will be undertaken once a protocol is in place. As Deer Lake is understood to be a significant cultural landscape for Indigenous peoples, engagement and collaboration with the Host Nations will be incorporated into plans for the updated Deer Lake heritage sign program.

6.0 CONCLUSION

This report provides an overview of the activities of the Heritage Program in 2022, and outlines key activities planned for 2023. It is recommended that the CHC receive the report for information purposes, and advance it to Council for information. It is also recommended that Council forward a copy to the Parks, Recreation and Culture Commission.


for: E.W. Kozak, General Manager
PLANNING AND DEVELOPMENT

LC:sa

Attachment 1 – Report to Community Heritage Commission November 18, 2021

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