

THE CORPORATION OF THE DISTRICT OF BURNABY

TO: BURNABY HERITAGE ADVISORY COMMITTEE

FROM: DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT: MUNICIPAL HERITAGE POLICY FOR  
MUNICIPALLY-OWNED BUILDINGS AND SITES

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R E P O R T

1.0 INTRODUCTION

In the past the Corporation of Burnaby has demonstrated its commitment to heritage preservation through the establishment of the Heritage Advisory Committee and the development of Burnaby Village Museum. Continued dedication to preserving park lands and open space throughout the Municipality has also provided a tremendous legacy to future generations. Within many of these areas are located outstanding heritage features worthy of preservation. For example, within Deer Lake Park most of the large country estates and cottages have been acquired and together form a unique and valuable heritage precinct.

It is incumbent on the Corporation of Burnaby to develop its stewardship role in heritage conservation. Although Burnaby is seen as a relatively new place it will celebrate its Centennial in 1992. Burnaby's heritage buildings and sites help us understand the development of our municipality. They reflect the forces that shaped the community and therefore, contribute significantly to its character and identity. The recognition of outstanding Municipally-owned heritage resources through this policy paper will be an important step to preserve these links to our past.

Stewardship is the thoughtful care of our heritage resources. It is important that Municipal Government lead by example and that it demonstrate a level of heritage management that it expects from private owners or developers. This will only be achieved through clear policies and actions that reinforce its commitment to preserving the legacy of Burnaby's heritage. Good stewardship of publicly-owned heritage resources provides an example for others to follow. The care of these assets through the use of sound heritage conservation principles will also inspire public interest in our unique history and help foster civic pride in our community.

2.0 RELATIONSHIP OF A MUNICIPAL HERITAGE POLICY FOR RESOURCES OWNED BY BURNABY TO AN OVERALL HERITAGE RESOURCE MANAGEMENT PLAN

Burnaby's Heritage Advisory Committee has directed staff to complete the Municipal Heritage Policy for Municipally owned property as a priority objective of the proposed overall Heritage Resource Management Plan (H.R.M.P.). It was felt that this policy paper should be undertaken before completing other components of the H.R.M.P. which affect private property. This will ensure that the Corporation has an effective stewardship plan in place to manage its own extensive heritage properties before approaching private property owners to preserve other heritage resources.

A Municipal Heritage Policy for Municipally-owned properties will form an integral part of the proposed overall Heritage Resource Management Plan. In order to proceed with this policy it should be identified within the context of the goal and objectives of the overall Management Plan for public and private resources.

The main purpose of the overall Heritage Resource Management Plan is to provide a framework for managing heritage resources as part of the community planning process. This comprehensive plan is to be developed through consultation with the public in order to identify community concerns. Burnaby's Heritage Advisory Committee has through "Community Pride Workshops" identified many concerns regarding the Municipality's heritage. These have formed the basis for developing a working statement of objectives in order to achieve the goal of preparing an overall Heritage Resource Management Plan.

The purpose of the overall Heritage Resource Management Plan will be to achieve the following Goal and Objectives:

Goal:

To provide a framework for managing Burnaby's heritage resources as part of the community planning process.

Objectives:

To achieve the goal of managing Burnaby's Heritage through the establishment of:

1. **A Municipal Heritage Policy to promote heritage conservation by the Corporation of Burnaby through the stewardship of Municipally owned heritage properties. (The subject of this report as outlined in Section 3.0).**
2. Policies and procedures for administering the preservation of resources within the Municipality for the guidance of Council, Commissions, Committees, and Staff.
3. A process for ongoing public involvement to increase awareness of heritage issues and provide a public forum in order to establish priorities.
4. A detailed Heritage Inventory to identify and manage Burnaby's resources.
5. The use of enabling Legislation contained within the Municipal Act, Heritage Conservation Act and any subsequent legislation to manage the heritage resources in Burnaby.
6. The preparation of a financial program with incentives to preserve heritage resources in Burnaby and support heritage activities.
7. An implementation strategy for a Heritage Resource Management Policy.
8. An interpretation plan to promote recognition and understanding of heritage resources to the community.

### 3.0 MUNICIPAL HERITAGE POLICY

In order to achieve the objective of establishing a Municipal Heritage policy for municipally owned resources a set of specific policies must be developed to address several important issues. From these issues a series of actions can be developed to form an implementation strategy.

The following four policy statements form the core philosophy behind the Municipal Heritage Policy:

### 3.1 POLICY #1: INVENTORY OF HERITAGE RESOURCES

TO DEVELOP AND MAINTAIN A COMPREHENSIVE INVENTORY OF HERITAGE RESOURCES OWNED BY THE CORPORATION WHICH BROADLY REFLECT THE CULTURAL AND DEVELOPMENTAL HISTORY OF BURNABY.

#### 3.1.1. BUILDINGS AND STRUCTURES

An inventory of the Corporation of Burnaby's current land holdings has produced a list of twenty-five buildings and structures with heritage value. (See attached Appendix I). These resources were located through comparing the preliminary inventory of Burnaby buildings, "Windows to Burnaby's Past", with municipal property maps. Among these properties are some of Burnaby's most important cultural and architectural resources.

It should be noted that all of the primary and secondary resources listed have heritage value. During further work on any of these structures, it should be determined on an individual basis what further conservation work is needed to maintain the building's heritage features and designated use. The value of the heritage features of these buildings should be considered before a long-term plan for the property is developed.

The inventory of buildings and structures will expand as The Corporation of the District of Burnaby is continually acquiring properties for public use. Some of the properties identified in acquisition programs are registered as potential heritage buildings in the preliminary inventory.

##### **Implementation Actions:**

- o Review all future acquisitions of potential heritage buildings for their heritage value, inclusion on the heritage inventory and possible further protection.

#### 3.1.2 HERITAGE LANDSCAPES

In order to identify all of the publicly-owned heritage resources within Burnaby the definition of these resources must be expanded to include Heritage Landscapes. The definition of Heritage Landscapes includes a wide variety of specific landscape types which have developed naturally and culturally. Burnaby has many different major natural landscapes such as lakes, creeks, waterfronts, ravines, forests, and marshlands. Cultural landscapes are also found throughout the Municipality and include historic sites, historic trails & roads, public works, street furniture, gardens, parks, agricultural lands and heritage trees.

The identification of heritage landscapes within Municipal properties has proved to be a difficult task considering the large area of municipal lands. An inventory of these properties needs to consider the variety of Heritage Landscape types which should be included.

##### **Implementation Actions:**

- o In order to include the scope of both natural and culturally modified landscapes in Burnaby, a landscape inventory needs to be conducted of all Municipal lands with consideration given to management strategies.
- o An inventory of this size should be coordinated with the Parks and Recreation Commission and the Environment Committee in order to incorporate their needs.

### 3.1.3 ARCHAEOLOGICAL SITES

At present the Heritage Conservation Branch in Victoria has eight native archaeological sites identified within the boundaries of Burnaby which are protected by Provincial regulation. When any significant native archaeological site is located it is automatically protected by legal statute under the Heritage Conservation Act from being disturbed without a permit from the Branch.

As native archaeological sites are a primary heritage resource which is rapidly being destroyed by modern redevelopment their protection is a primary concern. Burnaby should take steps to support Provincial efforts and ensure that significant native archaeological sites located on municipally-owned properties are protected from disturbance. In addition, there may be other archaeological sites within the Municipality which represent early European settlement which should be considered for protection.

#### **Implementation Actions:**

- o Burnaby should pursue funding programs offered by the B.C. Heritage Trust which could assist to undertake a survey of sensitive areas within the Municipality in order to identify important archaeological sites and establish management guidelines for the conservation and interpretation of the sites.
- o All of the sites identified by the Heritage Conservation Branch should be reviewed by an archaeologist to identify their extent and present condition.
- o All identified primary sites should be flagged for identification on the municipal tax file and monitored.
- o All primary archaeological sites which are threatened should be reviewed using the B.C. Conservation Branch's "Guidelines for Heritage Resource Impact Assessment in British Columbia".
- o In the case of any significant ethnographic or historic archaeological site being disturbed or discovered during excavation, Section 14 of the Heritage Conservation Act should be utilized to delay work and allow for a full assessment of the site.

### 3.1.4 HERITAGE PRECINCTS

The concentration of a variety of heritage resources within a defined area can be regarded as a heritage precinct. It is important that these areas be defined through an inventory process in order that steps may be taken to preserve their integrity. The inventory of buildings and structures revealed that twenty of the twenty-five primary buildings and structures owned by the Corporation are located within Deer Lake Park (Nine of these are situated in Burnaby Village Museum).

Deer Lake Park encompasses Burnaby's best preserved heritage precinct. The close proximity of many significant homes in a landscaped lakeside setting, offers a unique opportunity to unite these features into a well defined heritage precinct for protection and interpretation. The combination of the natural beauty of Deer Lake, archaeological and historic sites and the relatively well preserved homes and pastoral landscapes conveys a special sense of history to the park visitor. Through careful study and actions this heritage resource can form an outstanding attraction for residents and visitors.

**Implementation Actions:**

- o The identification of Heritage Precincts should be noted when inventories of Burnaby's heritage resources are undertaken and the Corporation should ensure that Municipally owned resources are protected as part of this context.
- o Undertake a review of the Deer Lake Park Heritage Precinct with a view to coordinating conservation actions with the park's development plans.

**3.2 POLICY #2: ACQUISITION AND PROTECTION OF HERITAGE RESOURCES**

**TO SUPPORT THE ACQUISITION AND LEGAL PROTECTION OF SIGNIFICANT HERITAGE RESOURCES FOR PUBLIC USE IN ORDER TO PRESERVE AND INTERPRET THE HERITAGE OF THE MUNICIPALITY.**

**3.2.1 PUBLIC UTILIZATION OF HERITAGE RESOURCES**

The Corporation of Burnaby has purchased many heritage properties for development as public facilities. This action has effectively preserved many of the Municipality's primary heritage buildings. There remains many heritage properties within the Municipality which could serve useful public role.

**Implementation Actions**

- o The preliminary inventory of heritage resources should be reviewed to identify potential sites which could serve economic community uses in the future.
- o The Corporation should endeavor to utilize, whenever possible, its own Municipally-owned heritage buildings for public purposes.

**3.2.2. PROPERTY MANAGEMENT**

The buildings identified in the heritage inventory are occupied by various Municipal Departments, community groups and private citizens for residential rental purposes. As tenants of primary Heritage structures each department, group or individual should be aware of special interior features of these buildings which merit preservation and which may not be protected through designation.

Workable guidelines must be provided for the Municipal Finance Department, Engineering Department, and the Building Maintenance Division to assist with managing these heritage properties.

**Implementation Actions:**

- o In order to identify significant heritage features a complete inspection should be conducted of each building owned by the Corporation in order to note special woodwork, fixtures, and finishes to be preserved.
- o Private individuals or organizations which lease or occupy municipally-owned buildings should be made aware of the Corporation's intent to preserve these features. Any restrictions on altering interior features should be part of the rental or lease agreement between the occupant and the Corporation.

### 3.2.3. DESIGNATION OF HERITAGE BUILDINGS

The Municipality is empowered to protect heritage property through designation under the Heritage Conservation Act. Designation extends to buildings, structures, or land in whole or in part; it in effect places a prohibition on significant alterations without Council's direct approval.

The Corporation of Burnaby should designate all of its primary heritage resources under the Heritage Conservation Act. This action would set down a clear commitment to the preservation of community heritage resources. Heritage designation would protect buildings and sites from major alterations which have not been approved first by Council in consultation with the Heritage Advisory Committee.

#### Implementation Actions:

- o The Municipality of Burnaby should immediately take steps to designate all twenty-one Municipally-owned, primary heritage buildings and structures now owned by the Corporation. (The Seaforth School is the only designated heritage building owned by the Municipality).

### 3.2.4. OTHER PUBLIC AGENCIES

In addition to Municipally owned properties there are a number of other sites under the control of other public agencies. For example the preliminary inventory has identified eight older school structures controlled by the Burnaby School Board and "Glenlyon" an Edwardian estate operated by the Provincial Government as the New Haven Borstal Institute. As some of these properties are significant heritage resources there is a need to promote responsible conservation with these public agencies.

#### Implementation Actions:

- o When the inventory of non-municipal building and structures is undertaken, all other public agencies should be informed of the heritage status of any of their properties.
- o The Municipality should convey to other public agencies its desire for the conservation of their significant heritage properties.

## 3.3 POLICY #3: CONSERVATION OF HERITAGE RESOURCES

TO RECOGNIZE THE CONSERVATION PRINCIPLES AS OUTLINED BY THE B.C. HERITAGE TRUST TO SERVE AS THE GUIDELINES FOR THE TREATMENT OF SIGNIFICANT MUNICIPALLY OWNED HERITAGE RESOURCES.

### 3.3.1 PRINCIPLES OF HERITAGE CONSERVATION

In order to clarify the approach of heritage conservation in this Municipal Heritage Policy, clear standards should be defined for the care of Municipally-owned heritage resources. It is proposed that the Corporation of Burnaby adopt the General Principles of Heritage Conservation as developed by the B.C. Heritage Trust. (See attached Appendix II). These six conservation principles are intended to serve as guidelines for all heritage conservation projects. The objective is to create a uniform set of criteria for assessing and guiding conservation activity, regardless of the level of intervention intended for the heritage resource.

### 3.3.2 STABILIZATION AND MAINTENANCE

Upon achieving the commitment to preserve the primary heritage buildings owned by Burnaby, stabilization and maintenance procedures and should be implemented to ensure that primary heritage buildings can be successfully restored and rehabilitated at a future date.

An effective conservation program does not have to be significantly more expensive than a regular maintenance program. Rather, it would reflect the incremental difference between general maintenance standards and conservation principles. Priority would be given to primary components of the structures such as roofing, heating, foundations, and drainage to arrest deterioration.

#### Implementation Actions:

- o The Corporation should undertake a physical evaluation of its primary and secondary heritage buildings in order to develop a plan for stabilization and maintenance procedures in order to ensure a building is protected for future conservation action.

### 3.3.3 RESTORATION AND REHABILITATION

Ultimately it will be desirable to promote the restoration and/or the rehabilitation of all Municipally-owned primary heritage buildings and structures and to achieve appropriate uses for their future use by the community. This goal should demonstrate to the public an approach to achieve building code requirements without compromising the building's integrity as a heritage resource. At this point the occupants or users must be established to ensure the economic adaptive reuse of buildings with public accessibility.

The B.C. Heritage Trust has also developed specific Restoration and Rehabilitation Guidelines for built heritage. (See Appendix II). It is proposed that these guidelines be used for work on municipally owned heritage buildings

#### Implementation Actions:

- o The Corporation should undertake a physical evaluation of its primary heritage buildings and structures in order to develop a long-term plan for future restoration and/or rehabilitation action.

### 3.3.4 RELOCATION

Relocation of primary heritage buildings should be viewed as a last resort, when all attempts to preserve a building on site have failed. Moving a building alters the original context of a building and can destroy its cultural and architectural integrity. As a building is vitally connected with the surrounding landscape its original context should not be destroyed. Funds for the rehabilitation of relocated buildings are more difficult to obtain than those retained in their original settings.

#### Implementation Actions:

- o If the decision to move a building is to be made, then a new site must be found that is compatible with its original character. An attempt should also be made to match the building's original orientation, setbacks, and landscaping.

### 3.4 POLICY #4: INTERPRETATION OF HERITAGE RESOURCES

TO SUPPORT THE DEVELOPMENT OF AN INTERPRETATION PLAN FOR MUNICIPALLY-OWNED HERITAGE RESOURCES TO INTERPRET AND ENCOURAGE PUBLIC EDUCATION ABOUT BURNABY'S HERITAGE.

It is important that the Municipality assume a leadership role in promoting public understanding and enjoyment of heritage resources in Burnaby. This can be accomplished through various public education programs including on-site interpretation signage, walking tour brochures, and school programs.

#### **Implementation Actions:**


- o All Municipally-owned heritage buildings, landscapes and historic sites should be appropriately interpreted to the public.
- o Comprehensive plans for the interpretation of concentrated heritage districts such as Deer Lake or Central Park should be developed as a special feature part of the proposed interpretive history trails.

### 4.0 CONCLUSIONS

Burnaby is in the fortunate position of owning the properties on which many of the Municipality's outstanding architectural, landscape and archaeological heritage resources exist. This allows the Municipality to set a responsible public example in promoting the creative conservation and interpretation of Burnaby's heritage.

The conservation of heritage resources on Municipally owned property is obviously a complex issue that will evolve over time. It is important to provide a framework for the management of this conservation work that directly affects these valuable resources. This policy will provide the municipality with the information needed for proactive policy-making on a variety of inter-related issues. The adoption of these heritage policies will assist in the incorporation of the planning for the management of our heritage resources within the planning for residential, commercial, and industrial facilities, transportation, parks, open space, recreational and tourism purposes that is conducted on a day to day basis.

Clear statements such as the recognition and designation of primary buildings will provide a solid foundation on which to build further policies. The incremental implementation of maintenance and rehabilitation standards will lead to the effective conservation of important resources. Additional work on identifying and evaluating heritage landscapes and archaeological sites will allow more refined plans to be developed to conserve these resources. The results of this work will provide a valuable legacy for future generations of Burnaby residents.

  
A. L. PARR  
DIRECTOR PLANNING &  
BUILDING INSPECTION

BR:JW/lf

Attachments



APPENDIX I

MUNICIPALLY OWNED HERITAGE BUILDINGS AND STRUCTURES

A. Primary Heritage Buildings

These buildings and structures have been found to possess outstanding cultural significance and architectural features in the context of Burnaby's heritage. This evaluation has determined that they should be treated as primary resources which deserve special protection to retain their integrity. In the future, consideration should be given to restoration and rehabilitation work where necessary in order to preserve their status as a primary heritage resource and a functioning community asset.

6340 Deer Lake Avenue	H.T. Ceperley's "Fairacres" - Mansion (Burnaby Art Gallery) - Four estate buildings
6490 Deer Lake Avenue 6504 Deer Lake Avenue	W.J. Mathers' "Altnadene" R.F. Anderson House
6501 Deer Lake Avenue ( <u>Burnaby Village Museum</u> )	- E.W. Bateman's "Elworth" - Vorce Tram Station - Memorial Fountain - T. Irvine House - Bell's Drygoods Store - Jesse Love Farmhouse - Seaforth School (Designated)
6664 Deer Lake Avenue 6450 Deer Lake Drive 3883 Imperial Street 3883 Imperial Street 6626 Kingsway	F.J. Hart's "Avalon" R.M. Edgar House Central Park Arch Royal Jubilee Arch Kingsway East School (1914 Drama Building on the Burnaby South High School Site)
6110 Price Street 490 Sperling Avenue 120 Willingdon Avenue	T.O. Townley's "Deerholme" Lochdale Community Hall Confederation Park Cenotaph

B. Secondary Heritage Buildings

Among the resources owned by the Municipality are some secondary heritage buildings. These buildings possess significant heritage features, however, they require further research and examination which upon completion could result in a change of their status.

6501 Deer Lake Avenue ( <u>Burnaby Village Museum</u> )	- Sprott/Lubbock Farm shed (Tinsmith Shop) - Magee Grocery Store (Real Estate Building)
5141 Sperling Ave.	Woodward Cottage

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## General Conservation Principles

1. All heritage conservation work, whether it be on a building, monument, or site, should be based upon and preceded by sufficient historical research, site analysis and documentation to identify and safeguard fully the heritage values to be conserved.
2. The evolution of the structure(s) and the site should be respected. The contributions of all periods are important to the historical development and merit retention. Decisions about appropriate levels of intervention shall be based upon the heritage values of each contribution.
3. Long-term protection of the historic resource should be balanced with user requirements and future resource management goals should be identified prior to undertaking any work.
4. The approach to all heritage conservation projects should be one of minimal intervention to ensure the maximum preservation of the existing and authentic physical fabric and the retention of the signs of age (also known as the patina)
5. Conjecture and the falsification of building elements should be avoided in all heritage conservation projects.
6. A well-defined maintenance plan should be clearly established in order to prepare for an appropriate level of maintenance and care upon completion.

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## Specific Restoration Principles

- ◇ The goals of all restoration projects, including the use to which the building or site will be put, must be clearly established prior to commencing work. If it is appropriate, for compelling interpretive reasons, to undertake period restoration and establish an earlier time to which the building or site is to be restored, this must be determined at this time.
- ◇ Upon close inspection, new material which is part of the restoration work must be distinguishable from the original building fabric and historic additions.
- ◇ All work done to the historic fabric shall be reversible whenever possible, as it may be necessary or desirable in the future to alter or remove the restoration work for historic, aesthetic, or functional reasons. New work shall be designed in spirit and material so that it may be removed, leaving the essential form and integrity of the building intact.
- ◇ New or untested conservation products and methods should be avoided until their reliability has been clearly demonstrated so as to ensure that the restoration work does not inadvertently lead to accelerated deterioration of the historic resource.

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## Specific Rehabilitation Principles

- ◇ Whether the rehabilitation involves a continued-use or an adaptive re-use every effort should be made to develop a functional layout which will either not, or which will minimally alter both the exterior appearance and the historic interior layout of the building or structure.
- ◇ Wherever possible, deteriorated historic building material and features should be repaired rather than removed or replaced. Where replacement is necessary the new material should be compatible with the material being replaced in composition, design, colour, texture, and other visual qualities, but upon close inspection, it should be distinguishable from the historic fabric.
- ◇ Contemporary designs for alterations or new additions may be acceptable. However, they should be compatible with the existing materials and design, yet they must also be seen as products of their own time and be readily distinguishable from the historic fabric.
- ◇ Alterations which seek to create an earlier appearance or which use different architectural elements from other buildings or structures are discouraged.