

***COUNCIL WORKSHOP AGENDA***

***April 17, 2018***

***5:30 p.m.***

***PLEASE NOTE THE CHANGE IN TIME***

***Blaney Room, 1<sup>st</sup> Floor, City Hall***

*The purpose of the Council Workshop is to review and discuss policies and other items of interest to Council. Although resolutions may be passed at this meeting, the intent is to make a consensus decision to send an item to Council for debate and vote or refer the item back to staff for more information or clarification. The meeting is live streamed and recorded by*

***REMINDERS***

**April 17, 2018**

Public Hearing

7:00 p.m.

1. ***ADOPTION OF THE AGENDA***
2. ***ADOPTION OF MINUTES*** – Nil
3. ***PRESENTATIONS AT THE REQUEST OF COUNCIL***
4. ***UNFINISHED AND NEW BUSINESS***
  - 4.1 **Development Liaison Committee – Feedback on Community Amenity Contributions (“CACs”)**
    - Jeff Fisher, Urban Development Institute
    - Mark Sakai, Greater Vancouver Homebuilders Association
  - 4.2 **The Heritage Resources of Maple Ridge “Heritage Inventory”**

Presentation by Don Luxton, Donald Luxton and Associates

Staff report dated April 17, 2018 recommending that the Heritage Resources of Maple Ridge 2018 document be endorsed.

#### 4.3 Open Government Application

Staff report dated April 17, 2018 recommending that staff be directed to submit an application to the Smart Cities Challenge and that the application endorsed.

### 5. *CORRESPONDENCE*

#### 5.1 Upcoming Events

April 23, 2018 6:00 p.m.	14 <sup>th</sup> Anniversary Celebration – Maple Ridge Baptist Church, 22155 Lougheed Highway, Maple Ridge BC Organizer: Ridge Meadows Celebrate Recovery
May 2, 2018 All Day Event	McHappy Day Drop In – McDonald's, 22780 Lougheed Highway, Maple Ridge, BC Organizer: Ronald McDonald House of BC
May 7, 2018 7:00 p.m.	2018 Youth Talent Show – The ACT, Maple Ridge BC Organizer: City of Maple Ridge
May 12, 2018 11:00 p.m.	Haney Farmers Market Opening Ceremony – Memorial Peace Park, Maple Ridge BC Organizer: Haney Farmers Market Society
May 12, 2018 6:00 p.m.	Citizen of the Year Dinner – Meadow Gardens Golf Club, 19675 Meadow Gardens Way, Pitt Meadows, BC Organizer: Maple Ridge Community Foundation

### 6. *MAYOR AND COUNCILLORS' REPORTS*

### 7. *BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL*

### 8. *MATTERS DEEMED EXPEDIENT*

### 9. *ADJOURNMENT*

Checked by: \_\_\_\_\_  
Date: \_\_\_\_\_

## City of Maple Ridge

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** The Heritage Resources of Maple Ridge “Heritage Inventory”

**MEETING DATE:** April 17, 2018  
**MEETING:** Workshop

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### EXECUTIVE SUMMARY:

In Fall 2016, the Community Heritage Commission (CHC) commenced a process to update the Heritage Resources of Maple Ridge (HRMR) document, also known as the heritage inventory, that was first created in 1998 by Donald Luxton & Associates. The 1998 document contains 95 sites, 6 cemeteries and 13 historic landscapes that have been identified with significant heritage value.

The update project involved assessment and evaluation of the existing HRMR listed sites along with new ones nominated by the community. The updated 2018 Heritage Resources of Maple Ridge (Appendix A) lists 122 sites, 25 cultural landscapes and 4 historic features. The work for this update project was undertaken by Donald Luxton & Associates.

It is important to note that the HRMR is an inventory of sites with significant heritage value only and does not provide any form of legal protection. Having an inventory listing of heritage sites is a useful resource that identifies the value of heritage features within the community that helps support:

- heritage conservation activities,
- the development of heritage planning policies;
- awareness and appreciation for local history and heritage resources;
- and cultivate a local identity and a sense of place within the community.

Building off of this update to the heritage inventory, the CHC is intending to start an update to the Maple Ridge Community Heritage Register, which was last updated in 2008.

### RECOMMENDATION:

**THAT The Heritage Resources of Maple Ridge 2018 document be endorsed.**

## **1.0 BACKGROUND:**

Since 1998, the HRMR has provided the foundation for heritage conservation and management within Maple Ridge. The sites listed collectively provide a comprehensive compendium of Maple Ridge history and as new information becomes known or available, it is important to keep this document updated. While the HRMR does not provide any legal protection to sites listed, some of the sites included do have other forms of heritage status, including being listed on the Community Heritage Register, and/or legal protection through an adopted bylaw.

For HRMR listed sites that do not have any other form of heritage status or legal protection, the HRMR list identifies a site as having significant heritage value. As such, sites listed on the HRMR are eligible for inclusion on the Community Heritage Register (a formal listing of heritage resources enabled through the *Local Government Act*) and/or legal protection through bylaw adoption, such as a Heritage Revitalization Agreement Bylaw, or a Municipal Heritage Designation Bylaw. Additionally, sites listed on the HRMR also become eligible for a heritage award in celebration of heritage conservation at the CHC's annual heritage awards event.

Heritage Management in Maple Ridge has been established primarily through policies in the Official Community Plan, wherein a number of policies are included to help strengthen heritage management within the community. Two heritage policies speak specifically to creating and maintaining a heritage resources inventory as follows:

### **Policy 4-38:**

Maple Ridge will work cooperatively with the Community Heritage Commission and other relevant groups and organizations to establish an information database of all types of built, natural and cultural heritage resources within the City, including evaluation criteria for each type. This inventory would be updated on an ongoing basis evolving and responding to theoretical and practical changes in the heritage arena.

### **Policy 4-40:**

Maple Ridge will encourage the conservation and designation of significant heritage structures, and natural and cultural landscape features in each neighbourhood.

In December 2013, Maple Ridge Council endorsed the CHC's Heritage Plan, which outlines a work program for the Commission to 2020. Each year of the plan focusses on a specific project aimed at adding strength and vitality to the existing heritage management program. The Plan recommends the HRMR update to include:

- Determining which sites should be removed, which new sites should be added and improved historical profiles. Digital posting should be considered.
- A public nomination process for identifying a broad range of potential heritage sites.
- Mechanisms for updating the Heritage Register should be considered, including direct contact with property owners and a program to prepare Statements of Significance.

## 2.0 PUBLIC CONSULTATION AND SITE NOMINATIONS PROCESS

Creating community awareness regarding the HRMR update process was a key aim of the public consultation process, but also to incorporate the knowledge and experience of the community in identifying historic sites that are not currently on the 1998 HRMR.

The HRMR update project commenced with a public open house on October 3, 2016 at the Ridge Meadows Seniors Activity Centre. A total of 30 people attend the event. Advertisement for the open house was through newspaper advertisement, municipal website and FaceBook, as well as communications through the Maple Ridge Historical Society's newsletter.

Poster boards with background information and the intent of the update project were presented at the open house event (Appendix B). Attendees were also asked to nominate potential heritage sites for the updated list. Nomination forms were made available at the open house event and online until January 2017. Well over 80 nominations were received during this time.

Donald Luxton presented the project workplan to Council on October 11, 2016 and outlined the consultation process, heritage evaluation strategy, heritage evaluation best practices, and the approach for researching the recommended inventory sites (Appendix C).

Since January 2017, Donald Luxton & Associates have been working closely with a sub-committee that was struck early on in the process, made up of some members of the Community Heritage Commission and the larger community. Meetings led by Donald Luxton with the sub-committee were held:

- January 30, 2017 – this meeting included some additional community heritage experts to brainstorm additional nominations.
- October 30, 2017 – an early draft of the inventory update was presented with a request for feedback and to identify any missing information.
- January 29, 2018 - a more complete draft of the inventory update was distributed and discussed with the sub-committee with a request for feedback to be incorporated into a final draft.

Additionally, the Maple Ridge Museum's Director, Val Patenaude and community historian Fred Braches provided assistance with research for many of the nominations.

The potential inventory sites reviewed for the update are as follows:

- The 80+ nominations received were assessed and evaluated, after removal of duplicates and those already on the 1998 HRMR;
- All of the original sites from the 1998 HRMR were assessed with 10 removed due to demolition and 4 removed due to substantial loss of integrity;

The final draft of the HRMR was distributed to all members of the Community Heritage Commission for the April 12, 2018 regular meeting and a resolution from that meeting will be presented at the April 17, 2018 Council workshop.

### **3.0 HERITAGE RESOURCES OF MAPLE RIDGE - OVERVIEW**

The breakdown of the Table of Contents for the 2018 HRMR is similar to the 1998 version, in an effort to maintain consistency between the two documents. To view the 1998 HRMR visit the Maple Ridge website through the following link: <https://www.mapleridge.ca/241/Heritage-Inventory-Resources>.

#### **3.1 Historic Communities**

In the 1998 version, each site is listed under the historic community (eight in total) in which it is located. While this approach is replicated in the 2018 version, nine historic communities are now included, with the addition of East Haney, which was identified as an additional historic community through a Heritage Discussion Paper (that included a historic communities map) completed by the CHC in 2004. The nine historic communities have been incorporated into the Maple Ridge Official Community Plan as Figure 1 and are as follows:

1. Hammond
2. The Ridge
3. Haney
4. Yennadon
5. East Haney
6. Albion
7. Webster's Corners
8. Whonnock
9. Ruskin

#### **3.2 Methodology**

The evaluation criteria used for the 1998 HRMR are no longer considered to be best practice in the professional heritage conservation field. A values-based approach to heritage conservation is the globally-recognized practice in heritage conservation and this has been adopted and advocated by major conservation authorities at an international level e.g., UNESCO World Heritage Centre and with major research and educational institutions. These standards have been adopted at a national level by many countries worldwide including Australia, UK, Canada, and the USA. In Canada, "The Standards and Guidelines for the Conservation of Historic Places", is the relevant document that establishes a consistent, pan-Canadian set of conservation principles and guidelines and is grounded on a values-based approach. The values-based approach represents a fundamental shift away from the traditional emphasis on architectural typologies and aesthetics and the materials-based approach that was used as the basis of the 1998 MRHR.

An updated Evaluation Framework for the 2018 MRHR (Appendix D) was formulated after a review of best practices in the cultural resource management field and also a review of evaluation systems used worldwide. Progressive and relevant criteria have been sourced from the various systems studied in order to strengthen the existing evaluation framework in Maple Ridge. The original 1998 HRMR was calibrated by the community to ensure each area was represented and this intent has not changed.

Based on the progressing standards of heritage management and evaluation, it was discussed and recommended to the Community Heritage Commission that the current evaluation framework be moved to a values-based approach. Eight criteria have been identified and these are outlined in Appendix D. Rating 'High' in any one criterion is sufficient for a place to attain heritage status, as is four 'Moderate' ratings. Following a 'Yes' rating, there is a threshold for integrity that reflects best practice worldwide and ensures that the significance of a place can still be communicated.

### **3.3 Other Noteworthy HRMR Updates**

Since the 1998 HRMR was created, much more research has been undertaken on various significant heritage sites within the community. As such, the information provided on each historic community and many of the individual sites listed are more robust than previous and excerpts from publications written during the time period are interspersed throughout to help describe the place or people connected with it and allow a glimpse into what was deemed important and newsworthy in the community's past.

Additional new directions in the 2018 update versus the 1998 document is as follows:

- The First Nations section which previously only discussed the Katzie now provides a broader perspective of the Coast Salish people who are the larger indigenous ethnic origins of the Katzie and Kwantlen First Nations. Brief histories of both the Katzie and Kwantlen are now included with descriptions of their traditional territories and discussion of how their people were impacted by European settlement.
- During the nomination process, attention was paid to expanding the forms of heritage sites beyond mostly buildings, cemeteries, and trees and now also includes farms, roads and more parks and community gathering spaces.
- An additional 51 sites were added to this updated HRMR list.

## **4.0 NEXT STEPS**

### **4.1 2018 Heritage Resources of Maple Ridge**

The CHC acknowledges that this HRMR update has been long overdue and now that it is complete, the group is recommending that sufficient funds and resources, as determined through the annual business planning process, are considered to ensure that smaller reviews and updates are undertaken every two to five years. The HRMR is an important document that sets the foundation for the conservation and awareness of significant heritage sites within Maple Ridge.

### **4.2 Update to Maple Ridge Community Heritage Register**

With the updated and more comprehensive HRMR listing now complete, through the CHC's Heritage Plan, the CHC is preparing to next undertake an update to the Maple Ridge Community Heritage Register (<https://www.mapleridge.ca/DocumentCenter/View/378>). There are currently 28 sites on the Heritage Register and the last update was undertaken in 2008.

Adding sites to the Heritage Register requires on-site investigation to create a Statement of Significance (SoS), which is more comprehensive and detailed than a listing created for the HRMR. A SoS document discusses the site's heritage significance and identifies character-defining elements that are very informative in preserving or restoring a heritage site. The Community Heritage Register does not provide any legal protection to a heritage site, but it does enable a municipality to withhold

a demolition permit for a maximum of 60 days to work with the property owner in potentially preserving the site's heritage value. Benefits of inclusion on the Heritage Register allow the property owner access to the alternate compliance equivalencies available under the BC Building Code, Energy Efficiency Act and the Homeowner Protection Act when undertaking restoration or renovation work on the heritage building.

Updating the Heritage Register is discussed in the CHC's 2013 Heritage Plan for inclusion in a future workplan as follows:

*Mechanisms for updating the Heritage Register should be considered, including direct contact with property owners and a program to prepare Statements of Significance.*

Funds have already been allotted for the Heritage Register update project through the CHC's 2018 Business Plan.

## **5.0 CONCLUSION:**

The update to the HRMR re-establishes the strong foundation for community heritage management that was created with the original version in 1998 and will continue to support policy and development planning initiatives. It also provides an even more comprehensive compendium of Maple Ridge history with more information that has been uncovered on historic sites over the past two decades. With this update now complete, the CHC may commence new work, which could include an update to the Heritage Register, along with ongoing heritage education and awareness activities.

"Original signed by Lisa Zosiak"

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**Prepared by:** Lisa Zosiak, MRM, MCIP, RPP  
Planner

"Original signed by Chuck Goddard" for

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**Approved by:** Christine Carter, M.PL, MCIP, RPP  
Director of Planning

"Original signed by Frank Quinn"

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**Approved by:** Frank Quinn, MBA, P. Eng  
GM: Public Works & Development Services

"Original signed by Paul Gill"

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**Concurrence:** Paul Gill, CPA, CGA  
Chief Administrative Officer

The following appendices are attached hereto:

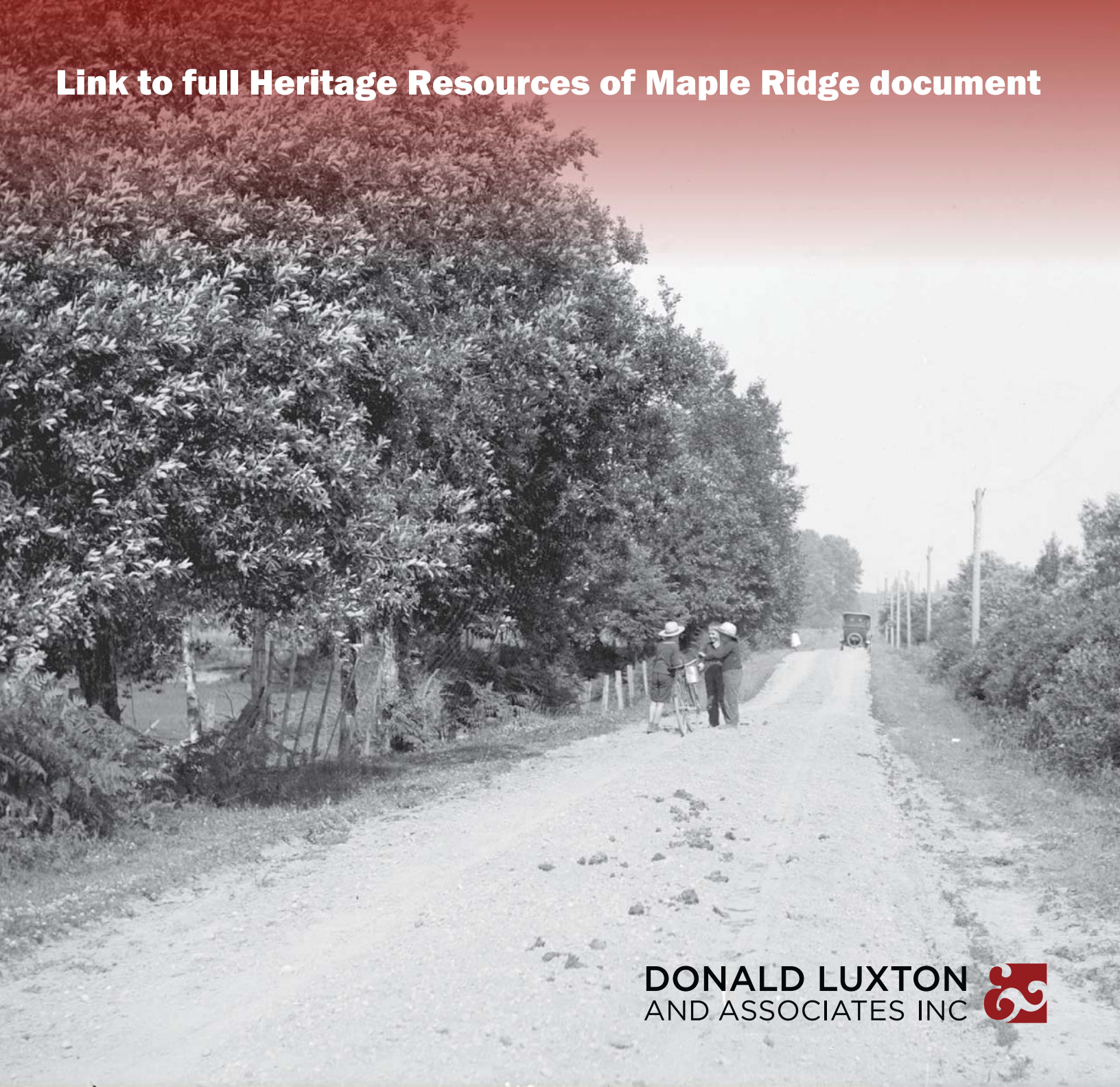
- Appendix A: The Heritage Resources of Maple Ridge – Final Draft – April 2018
- Appendix B: Information Boards for October 3, 2016 Open House Event
- Appendix C: Presentation by Donald Luxton at October 11, 2016 Council Meeting
- Appendix D: Evaluation Framework for The Heritage Resources of Maple Ridge (2018)



# THE HERITAGE RESOURCES OF **MAPLE RIDGE**

APRIL 2018

**[Link to full Heritage Resources of Maple Ridge document](#)**





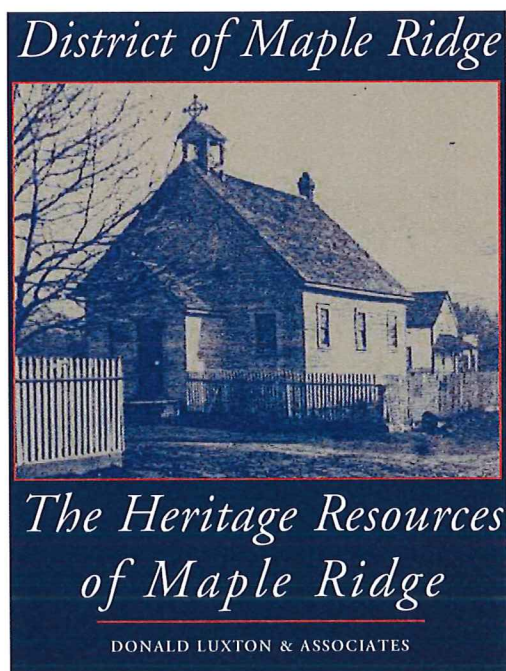
## WELCOME TO THE HERITAGE INVENTORY PROJECT OPEN HOUSE

This important heritage project involves the review and update of the Maple Ridge Heritage Inventory (*The Heritage Resources of Maple Ridge*), originally completed in 1998. This document provided the first consolidated inventory of the City's heritage resources.

The Maple Ridge Community Heritage Commission (CHC) wants your input to help update the heritage sites listed on the Heritage Inventory. The Inventory contains a listing of 100 historic sites, which have been researched, photographed and described as special historic places within the community. It was completed after a public nomination process and an extensive historic survey, undertaken by Donald Luxton & Associates, and has served as an invaluable tool in the community's heritage management program.

This current review involves determining which sites should remain on the listing and what new sites should be added. The CHC would like input from the community on what sites to include in the update based on their cultural, social, scientific and spiritual heritage. Some examples are buildings, landscapes, vistas, monuments, artifacts, gathering spaces, etc.

The update of the Heritage Inventory is a timely initiative that will address current gaps in coverage and also recognize a broader view of heritage value.





## BACKGROUND

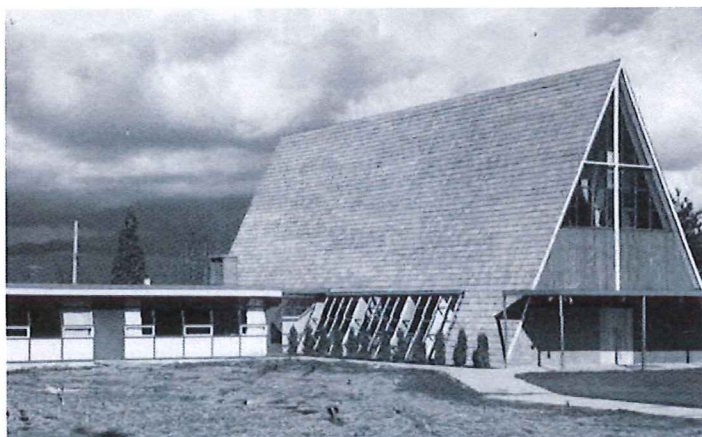
The story of Maple Ridge includes a varied history of many cultures and activities, from its First Nations origins, through European settlement of the Fraser Valley, the arrival of the Canadian Pacific Railway and the intermingling of other cultures over time. This story has resulted in a rich legacy of heritage resources that are highly valued and supported by the community, and which serve as both a link to the past and a continued source of local pride.

### ***The goals of the Maple Ridge Heritage Inventory Review & Update project include:***

- Ensuring the Heritage Inventory provides a solid foundation for heritage management within the community;
- Creating a heritage resource inventory that incorporates a range of community heritage categories; and
- Expanding the community's understanding and appreciation of heritage resources.

### ***The objectives of the Maple Ridge Heritage Inventory Review & Update project include:***

- Considering a wider perspective of historical significance than in the past, such as cultural, social, scientific, and spiritual heritage;
- Encouraging public participation amongst individuals, other municipal committees/commissions, community groups, sports groups, the business community, etc.;
- Establishing a comprehensive list of sites for the Heritage Inventory from various sources including public input, existing listings, and other historical research and documents;
- Establishing the criteria and evaluation process for each potential removal and addition to the Heritage Inventory; and
- Incorporating a process for the Community Heritage Commission to consider periodic updates to the inventory list.





## THE HERITAGE PROGRAM

Through a program of long-term stewardship, Maple Ridge has fostered and promoted the retention of a number of unique aspects of this local heritage character. The area's growth and development has included the preservation of many heritage resources, including historic buildings and structures, cultural landscapes, roads, parks and other sites.

### ***Some previous municipal initiatives include:***

- 1985 Historic Port Haney Inventory, Redevelopment Plan and Guidelines
- 1995 Maple Ridge Heritage Strategy
- 1998 Maple Ridge Heritage Management Plan
- 1998 *The Heritage Resources of Maple Ridge*
- 2004 Maple Ridge Heritage Discussion Paper
- 2006 Maple Ridge Official Community Plan
- 2008 Maple Ridge Heritage Register
- 2009 Maple Ridge Historical Neighbourhoods report
- 2013 Community Heritage Commission Heritage Plan
- 2014-2015 Hammond Historic Character Area; and
- Conservation Plans for Haney House, Maple Ridge Museum, Spencer Farm Milk House, and St. Andrew's Heritage Church Hall.

*The Heritage Resources of Maple Ridge* is a valuable planning tool, though listed sites are not legally protected. However, listed sites are community resources that may become candidates for more formal listings, protection, or recognition through:

- Additions to the Maple Ridge Community Heritage Register;
- A negotiated Heritage Revitalization Agreement;
- A Municipal Heritage Designation;
- Celebration of heritage resources through the Heritage Commission's annual heritage awards event, quarterly newsletter, or other celebratory opportunities as they arise.

Heritage initiatives to date have been successful at identifying, protecting and celebrating many of the significant heritage resources of Maple Ridge. Over time, local heritage resources have been affected by a number of external forces, such as ongoing development pressures, rising land and construction costs, and evolving neighbourhoods.

Since 1998, there have been dramatic changes in the context of heritage resource management. The City has continued to increase its commitment to heritage conservation, which has been established primarily through policies in the Official Community Plan.





## METHODOLOGY

General heritage practice has evolved and broadened to include a more fulsome appreciation of community heritage values, the contributions of different communities, and the significance of a broad category of non-traditional historic resources. The City of Maple Ridge has stayed in the forefront of this evolving situation and is now poised to review and update its Heritage Inventory.

During the course of this project, the consultant will work closely with City staff, the Community Heritage Commission subcommittee, and the Maple Ridge Historical Society, as well as other identified key stakeholders. The following sequence is proposed for the work plan, which effectively addresses both the expected flow of information, and the scale and nature of the work involved:

### PHASE 1: IDENTIFICATION

#### REVIEW OF INVENTORY SITES

The first phase of work will begin by identifying the status of all previously inventoried sites, through site surveys.

#### REVIEW AND UPDATE OF EVALUATION FRAMEWORK

The 1998 evaluation framework will be revised with input from Staff and the CHC. Increasingly, heritage evaluations have moved away from additive criteria and towards a more explicitly values-based assessment.

#### IDENTIFY SITES FOR ADDITION AND REMOVAL

Following the review and update of the evaluation framework, resources will be identified that need to be removed from the Heritage Inventory due to demolition, significant alterations, or deterioration, etc.

### OPEN HOUSE - OCTOBER 03, 2016

#### EVALUATION STRATEGY

A list of potential sites proposed for addition to the HRMR will be created. An evaluation strategy will be prepared, which will detail the research and evaluation process that will be undertaken in Phase 2.

### PHASE 2: RESEARCH

#### RESEARCH

Phase 2 will begin with a comprehensive research process. All sites identified for potential inclusion in the updated HRMR, including those from 1998, will be researched, photographed, and evaluated according to the evaluation framework created in Phase 1.

#### DRAFT HERITAGE INVENTORY

Following the research and evaluation of sites, a draft Heritage Inventory will be prepared for discussion and input. The draft will include a comprehensive, integrated, and functional set of recommendations forming a strategy for the City of Maple Ridge to routinely update the Heritage Inventory.

### PHASE 3: FINAL DOCUMENTATION

During Phase 3 the updated *Heritage Resources of Maple Ridge* will be finalized, based on input from and discussion with City Staff and the CHC subcommittee, as well as the consensus reached through the work plan.



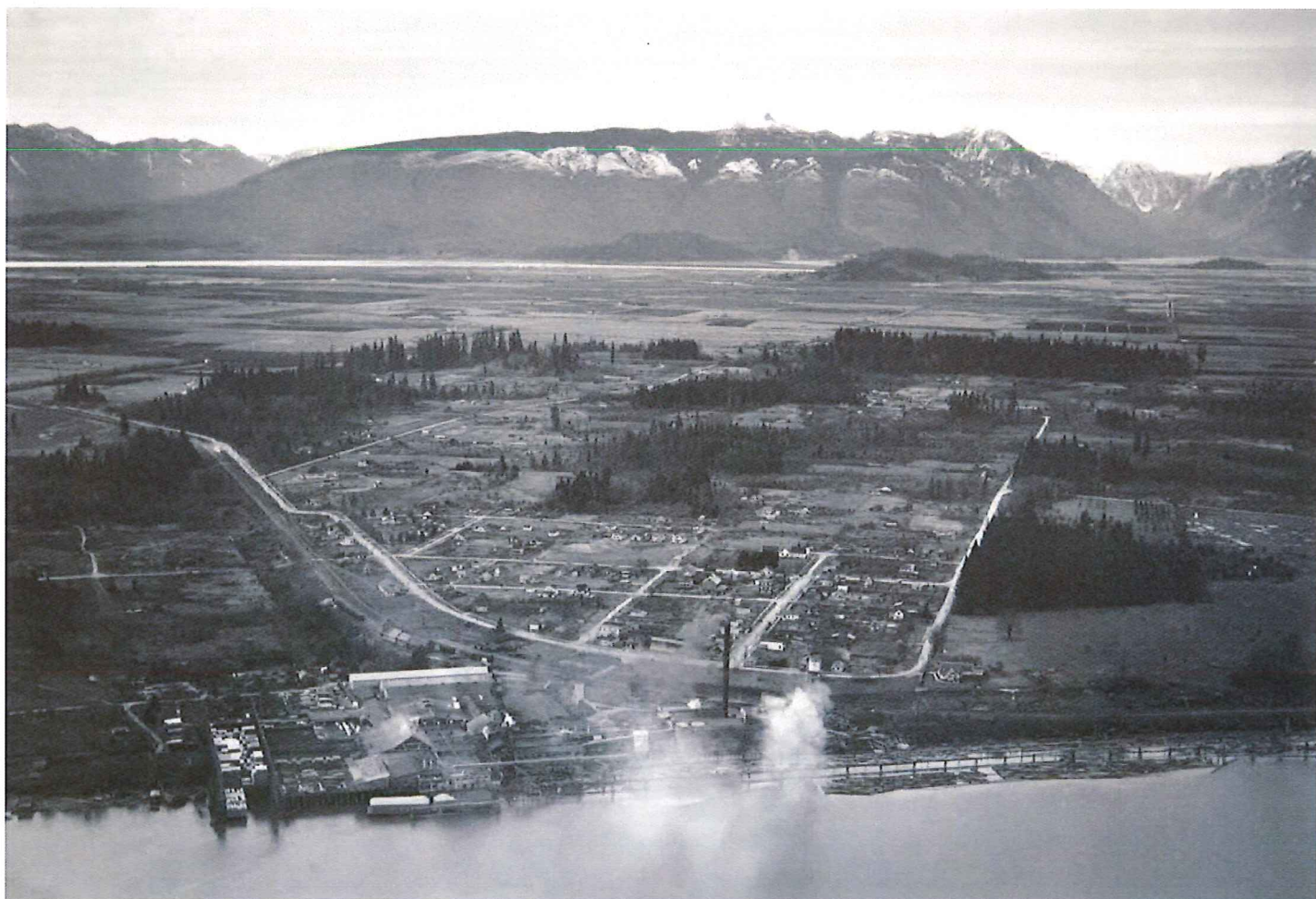


## NOMINATE A SITE

Before you nominate a site for potential addition to the Heritage Inventory (using the maps provided):

- Ensure the site you would like to nominate is not already listed on *The Heritage Resources of Maple Ridge* (Heritage Inventory sites have been marked on the maps); and
- Consider specific sites that you feel are missing from the Heritage Inventory (example: local farms or equestrian sites). Also consider viewsapes, greenspaces, gardens, local ecology and culturally significant objects.

Visit the #MRHeritage - Inventory Project webpage for more information. You can also nominate a site online using the #MRHeritage Nomination Form, nominations will be accepted until Monday, October 31, 2016 at 4:00pm.



THANK YOU FOR YOUR PARTICIPATION!



## MAPLE RIDGE HERITAGE INVENTORY REVIEW & UPDATE

PRESENTATION TO COUNCIL  
OCTOBER 11, 2016



**DONALD LUXTON  
AND ASSOCIATES INC**



### MAPLE RIDGE HERITAGE INVENTORY REVIEW & UPDATE 2016

#### PURPOSE

This significant heritage project will review and update the Maple Ridge Heritage Inventory (*The Heritage Resources of Maple Ridge*), originally completed in 1998. This will provide an updated information base for the City's Heritage Program, including the creation of a new evaluation framework and recommendations for which sites should remain on the Register and which new sites could be considered for inclusion.



**DONALD LUXTON  
AND ASSOCIATES INC**



## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016

**WORK PLAN****PHASE 1: IDENTIFICATION**

- REVIEW OF INVENTORY SITES (ongoing)
- REVIEW AND UPDATE OF EVALUATION FRAMEWORK (now at draft stage)

*The 1998 evaluation framework will be revised with input from Staff and the CHC. Increasingly, heritage evaluations have moved away from additive criteria and towards a more explicitly values-based assessment.*

- OPEN HOUSE – OCTOBER 3, 2016
- COUNCIL MEETING – OCTOBER 11, 2016
- IDENTIFY SITES FOR ADDITION AND REMOVAL  
*Public Nomination and field work underway*

**PHASE 2: RESEARCH**

- RESEARCH
- DRAFT HERITAGE INVENTORY

**PHASE 3: FINAL DOCUMENTATION**

**DONALD LUXTON**  
AND ASSOCIATES INC. 

## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016

**CONSULTATION PROCESS**

- Open House held October 3, 2016:
  - Well-attended by 30 members of the public over a 4-hour period, who nominated places that they value. This included buildings, landscapes, vistas, and natural features.
  - Additional and corrected information provided on existing Register sites.
- Online nomination form available on #MRHeritage webpage running until October 31, 2016.
- Ongoing social media campaign.
- Outcome: Generation of a list of publicly nominated sites for consideration as part of the Register Upgrade.



**DONALD LUXTON**  
AND ASSOCIATES INC. 



## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016

## WORK UNDERWAY: HERITAGE EVALUATION STRATEGY

- The international heritage community has been moving toward a *Values-Based* approach to evaluation:
  - Mandated at an international level including: UNESCO World Heritage Centre and Getty Conservation Institute; and
  - Adopted at a national level in many countries such as Australia, UK, Canada, and USA.
- Australia: embedded in the *Burra Charter*.
- Canada: foundational to *The Standards and Guidelines for the Conservation of Historic Places in Canada*.



DONALD LUXTON  
AND ASSOCIATES INC.



## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016

## HERITAGE EVALUATION BEST PRACTICE

- A *Values-Based* framework conforms to global best conservation practice, and aligns with the *Standards and Guidelines*.
- Values-Based* criteria recognize the multi-layered nature of historic places.
- Contemporary *Values-Based* heritage management puts more of an emphasis on **cultural diversity**, includes **multivalent values**, and looks at a **broader scope** of sites considered to have heritage value.



DONALD LUXTON  
AND ASSOCIATES INC.



## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016

**NEXT STEPS: RESEARCH AND RECOMMENDED INVENTORY SITES**

- **Analysis** of sites generated from public nominations, consultant research and stakeholder engagement.
- **Updated Research** on sites identified for potential inclusion in the updated *HRMR*, including those from 1998. Sites will be photographed, and consistently evaluated according to the new evaluation system.
- A **Final List** of recommended sites will be generated.
- Following the research and evaluation of sites, a **draft Heritage Inventory** will be prepared for discussion and input.
  - The draft will include a comprehensive, integrated, and functional set of recommendations forming a strategy for the City of Maple Ridge to routinely update the Heritage Inventory.
- Following further review, a **final Heritage Inventory document** will be submitted.



DONALD LUXTON  
AND ASSOCIATES INC. 

## MAPLE RIDGE HERITAGE INVENTORY REVIEW &amp; UPDATE 2016



DONALD LUXTON  
AND ASSOCIATES INC. 

## PROPOSED HERITAGE EVALUATION SYSTEM

### UPDATED EVALUATION FRAMEWORK FOR THE 2018 MAPLE RIDGE HERITAGE REGISTER

#### VALUES-BASED APPROACHES

In Canada, *The Standards and Guidelines for the Conservation of Historic Places*, a document that establishes a consistent, pan-Canadian set of conservation principles and guidelines, is based on a values-based approach. This change represents a fundamental shift away from the traditional emphasis on architectural typologies and aesthetics, and the materials-based approach that was as the basis of the 1998 Maple Ridge Heritage Inventory.

Values-based heritage management has been most thoroughly formalized in Australia where the *Burra Charter* (first adopted in 1979) guides administrators and practitioners. Values-based approaches start by analyzing the values and significance attributed to cultural resources; they then consider how those values can be protected most effectively. A wide range of values is recognized in this approach, which could include historic, economic, architectural, aesthetic, spiritual or rarity values. This method is seen to have a number of advantages – it requires an awareness of all the values of the site (necessitating research), it relies on consultation and therefore involves more of society in the conservation process, it creates a deeper understanding of the resource, and is a means of achieving sustainability for the heritage resource by promoting the participation and involvement of all those who care (Marta de la Torre, 2005, Getty Institute). It reflects the move in cultural heritage conservation towards an emphasis on cultural diversity and to broadening the scope of what is conserved, taking a more democratic view in understanding what is significant. The UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005) is a landmark agreement in modern international cultural practice; it reflects a diverse and pluralist understanding of culture, as well as its growing commercial dimension.

‘Heritage Value’ is defined by the *Standards and Guidelines* as the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present and future generations. The heritage value of an historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

#### METHODOLOGY

An updated Evaluation Framework for the Maple Ridge Heritage Register has been formulated after a review of best practices in the cultural resource management field and also a review of evaluation systems used worldwide. Progressive and relevant criteria have been sourced from the various systems studied in order to strengthen the existing evaluation framework in Maple Ridge. The original 1998 Heritage Inventory was calibrated by community to ensure each area was represented; this intent has not changed

#### RECOMMENDATIONS

Although an inventory of intangible heritage could be important, particularly as a way of recognizing aspects of First Nations heritage, this would need to be a separate list / project from the tangible Register. The *Local Government Act* only makes provisions for ‘real property’ to be included on the Register, which would make purely intangible heritage ineligible. For the

purposes of the proposed Evaluation Framework, all categories of potential historic resources have been grouped together as 'place,' as this follows the terminology of the *Standards and Guidelines* and reinforces the requirement for all listings on the Register to be real property.

Based on the progressing standards of heritage management and evaluation, it is recommended that the current evaluation framework moved to a values-based approach. Eight criteria have been proposed. Multiple values can and will often be determined through this values-based approach. The updated criteria have been particularly influenced by systems from West Vancouver and the Australian states of Victoria and New South Wales.

The proposed methodology is no longer additive, but within each criterion, there is an inherent comparison of a place against similar places within the city. Rating 'High' in any one criterion is sufficient for a place to attain heritage status, as is four 'Moderate' ratings. Following a 'Yes' rating, there is a threshold for integrity that reflects best practice worldwide and ensures that the significance of a place can still be communicated.

#### **EXPLANATORY NOTES**

##### **Eligibility for inclusion on the Heritage Register:**

- Places include: buildings, structures, groups of buildings or structures, landscape features (gardens, but not individual trees unless commemorative), cultural landscapes and engineering works.
- Excluded places include archaeological sites, individual trees unless commemorative, movable objects and intangible heritage.

##### **Assessing Level of Heritage Significance:**

Within each criterion, there should be a comparison of the place to similar places within the City of Maple Ridge in order to determine the relative merit of the place.

# MAPLE RIDGE HERITAGE EVALUATION FRAMEWORK

CRITERIA	Level of Heritage Significance					
	N/A	Low	Moderate	High		
1. The place is closely and meaningfully associated with one or more themes, events, periods of time, or cultural traditions considered important in the history of Maple Ridge. <i>(Historic)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
2. The place is strongly associated with the life or work of a person, group of persons, or institution(s) of importance in Maple Ridge history. <i>(Historic)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
3. The place is important in demonstrating aesthetic characteristics and/or represents an important creative achievement in design, architecture, landscape architecture, planning, construction, materials, or technology. <i>(Aesthetic, Architectural, Technical)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. The community, or a social or cultural group within the community, is deeply attached to the place for social, cultural, or spiritual reasons. <i>(Social, Cultural, Spiritual)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
5. The place, by virtue of its location, its symbolism, or some other element, serves to communicate the heritage of Maple Ridge to a broad audience. <i>(Landmark, Symbolism)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
6. The place could yield important information that will contribute to the understanding of Maple Ridge past. <i>(Scientific, Educational)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
7. The place possesses uncommon, rare or endangered aspects of Maple Ridge cultural history. <i>(Historic, Rarity)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
8. The place is important in the historic urban development of the community or city. <i>(Context, Landscape, Cultural Landscape, Group Value)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Based on the above criteria, does the place merit inclusion on the Register? (at least 1 'High' or 4 'Moderate')	NO: <input type="checkbox"/>		YES: <input type="checkbox"/>			
<b>THRESHOLDS</b> (If the place qualifies above as 'Yes')						
Does the place retain sufficient integrity to convey significance? If not, the place will <b>not</b> qualify.			YES: <input type="checkbox"/>			
<b>FINAL EVALUATION</b>	ELIGIBLE: <input type="checkbox"/>		NOT ELIGIBLE: <input type="checkbox"/>			

# CRITERIA

**CRITERION 1** – This criterion assesses the place’s association with broad themes, events, periods of time and cultural traditions of local/civic history, including settlement patterns, economic growth/ production, community development, cultural knowledge base and traditions, and government systems.

<b>N/A</b>	The place exhibits a limited connection to one or more of the identified citywide historic themes or subthemes.
<b>Low</b>	The place exhibits a recognizable connection to one or more of the identified citywide historic themes or subthemes.
<b>Moderate</b>	The place exhibits a significant connection to one or more of the identified citywide historic themes or subthemes.
<b>High</b>	The place exhibits a direct connection to one or more of the identified citywide historic themes or subthemes and is an excellent, tangible expression of one or more of the themes/subthemes.

**CRITERION 2** – This criterion assesses the place’s association with a particular person, group of people or institution(s), including the importance of the architect, builder, landscape architect, or planner.

<b>N/A</b>	Little or no known historic association.
<b>Low</b>	Connected with a person, social or cultural group, or institution that is of limited importance to the community.
<b>Moderate</b>	Closely connected with a person, social or cultural group, or institution that is of considerable importance to the community, or moderate importance to the city.
<b>High</b>	Closely connected with a person, social or cultural group, or institution that is of considerable importance to the city, province or nation.

**CRITERION 3** – This criterion assesses the place’s architectural significance; its expression of style; its design details and features; its building materials; its method of construction; and its planning context.

<b>N/A</b>	An average example of a style, type, design or technology that remains common in Maple Ridge.
<b>Low</b>	A good example of a style, type, design or technology that is common in Maple Ridge or in a community.
<b>Moderate</b>	A very good example of a style, type, design or technology in Maple Ridge or in a community, or a good example of a style, type or design that is notably early or rare in Maple Ridge or in a community.
<b>High</b>	An excellent example of a style, type, design or technology in Maple Ridge or one of few surviving and very good examples of a style, type, design or technology in Maple Ridge.

**CRITERION 4** – This criterion assesses evidence of a strong/special association between the place and a particular community/cultural group.

<b>N/A</b>	The place possesses limited social, cultural or spiritual value.
<b>Low</b>	There is a weak social, cultural or spiritual connection between the place and a particular community/cultural group.
<b>Moderate</b>	There is a moderate social, cultural or spiritual connection between the place and a particular community/cultural group.
<b>High</b>	There is a strong social, cultural or spiritual connection between the place and a particular community/cultural group.



**CRITERION 5** – This criterion assesses the visual landmark status or cultural, spiritual or symbolic value of the place.

<b>N/A</b>	A place of no landmark or symbolic significance.
<b>Low</b>	A landmark in an immediate area or a place of symbolic importance to an immediate area.
<b>Moderate</b>	A major landmark within a community or a place of symbolic importance to a community.
<b>High</b>	A landmark of civic importance or a place of significant symbolic value to the city, province or nation.

**CRITERION 6** – This criterion assesses the physical fabric, documentary evidence, or oral history relating to the place that could yield meaningful information about Maple Ridge’s cultural history.

<b>N/A</b>	The place is not able communicate the history of the immediate area, community, or city.
<b>Low</b>	The place communicates (physically or through documented/oral evidence) an aspect or aspects of the immediate area’s history.
<b>Moderate</b>	The place communicates (physically or through documented/oral evidence) an aspect or aspects of history on a community scale.
<b>High</b>	The place directly communicates (physically or through documented/oral evidence) an aspect or aspects integral to the historic or cultural development of Maple Ridge, or is of provincial or national importance.

**CRITERION 7** – This criterion assesses how rare or uncommon the place is within Maple Ridge, or whether it is among a small number of extant places that demonstrate an important style, phase, event, etc.

<b>N/A</b>	There are a significant number of similar places.
<b>Low</b>	The place demonstrates an uncommon, rare or endangered aspect of the immediate area’s cultural history.
<b>Moderate</b>	The place demonstrates an uncommon, rare or endangered aspect of the community’s cultural history.
<b>High</b>	The place demonstrates an uncommon, rare or endangered aspect of the city’s cultural history.

**CRITERION 8** – This criterion assesses the significance of the place (building, landscape, cultural landscape) within the historic urban development of the community and/or city, including its place within a group of similar buildings, landscapes, or cultural landscapes.

<b>N/A</b>	A place with little evidence of a recognizable historic pattern.
<b>Low</b>	A place that provides some evidence of an historic pattern of importance for the immediate area.
<b>Moderate</b>	A place that can be directly linked to the establishment of an historic pattern of community importance.
<b>High</b>	A place that can be directly linked to the establishment of an historic pattern of civic importance.

**BASED ON THE EIGHT CRITERIA, THE PLACE MERITS INCLUSION ON THE MAPLE RIDGE HERITAGE REGISTER WITH AT LEAST 1 ‘HIGH’ RATING OR AT LEAST 4 ‘MODERATE’ RATINGS. (TO BE TESTED)**

#### **THRESHOLD**

- **Integrity:** This refers to the degree to which the heritage values of the place are still evident/authentic, and can be understood and appreciated (for example, the degree to which the original design or use of a place can still be discerned). This includes authenticity of materials, technology and design. If considerable change to the place has occurred, the significant values may not be readily identifiable. Changes that are reversible are not considered to affect integrity.

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** Open Government Application

**MEETING DATE:** April 17, 2018  
**FILE NO:**  
**MEETING:** Workshop

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## EXECUTIVE SUMMARY:

The Smart Cities Challenge is an inspirational call to Canadian communities to define their future with the help of residents through a Smart City approach. It is a cross-country competition sponsored by the Federal Ministry of Infrastructure and Communities. The Smart Cities approach is in alignment with principles of the Open Government Project and current practices employed by the City of Maple Ridge, including openness, integration, transferability and collaboration. Participating in the Smart Cities Challenge is an excellent fit given the Challenge's objectives and our work in the Open Government Project. We are seeking Council's endorsement to participate in this Challenge.

## RECOMMENDATION:

**That staff be directed to submit an application to the Smart Cities Challenge that includes the following Challenge Statement: the City of Maple Ridge will provide its citizens access to the data, information, tools and applications that they need to connect with each other and with their local government to empower them to become more engaged in the community and in leveraging local talent, assets and resources; and further**

**That the application be endorsed.**

## DISCUSSION:

### a) Background Context:

In January 2015, Council began work on an Open Government initiative to increase citizens' access to information; increase citizen participation, engagement and collaboration in community issues; and to increase transparency and accountability of actions. Integral to the process was the formation of the Citizens' Representative Working Group (CRWG), established in February 2015. The CRWG produced a report in October 2015 which included 58 recommendations that the group identified to achieve a gold standard in open governance.

The CRWG recommendations were achieved through the establishment of an extensible web based portal; employee service training; policies that meet legislative requirements and define standards of practice; a communication plan to increase public awareness and access to the portal; and a focus on internal business value.

The Open Government Portal was launched on October 17, 2017. The data, tools and applications delivered with the Open Government Portal have been received positively by the CRWG, community and staff.

By participating in the Smart Cities Challenge, we are proposing to take the work that the City has done on open governance to the next level by developing a platform that allows citizens to



actively engage with local government and each other on initiatives, projects and the local economy.

**b) Desired Outcome:**

The desired outcome is that Council endorses the City's application to the Smart Cities Challenge.

**c) Citizen/Customer Implications:**

If the City is successful in being short listed in this Challenge, we will be required to develop a comprehensive project plan to achieve the objectives set out in our application. This process will include public engagement and will be a significant benefit to the community, as finalists are awarded \$250,000.00 to complete this step in the process.

**d) Interdepartmental Implications:**

Resources from departments across the organization will be called upon to contribute their advice and expertise to successfully complete the project plan. This will provide further opportunities for staff to support customer service improvements and organizational efficiencies through the development of tools that empower citizens to get the information they need and further engage in community life.

**e) Business Plan/Financial Implications:**

There is no application fee required to participate in the Smart Cities Challenge. If the City of Maple Ridge is successful in becoming a finalist, we will be awarded \$250,000.00 to deliver on the next steps in this process.

**CONCLUSIONS:**

If we win the Smart Cities Challenge, the City will receive \$10 million dollars to realize our goal to take our Open Government Portal to the next level. If shortlisted as a finalist, the City will receive \$250,000.00 to finalize our proposal and deliver a comprehensive project plan. If the City is not successful in this application round, a second opportunity will be available in 2020 and the lessons learned from this application process will assist in strengthening a second submission.

"Original signed by Christina Crabtree"

*Prepared by:* Christina Crabtree, Chief Information Officer

"Original signed by Kelly Swift"

*Approved by:* Kelly Swift, MBA, BGS  
General Manager Parks, Recreation & Culture

"Original signed by Frank Quinn"

*Approved by:* Frank Quinn, MBA, P. Eng.  
General Manager Public Works & Development Services

"Original signed by Paul Gill"

*Concurrence:* Paul Gill, CPA, CGA  
Chief Administrative Officer