



MAPLE RIDGE

A COMMUNITY OF COMMUNITIES

2003 Official Community Plan Review

HERITAGE DISCUSSION PAPER

MARCH 2004



MAPLE RIDGE
COMMUNITY HERITAGE COMMISSION

Through the summer of 2002, the Official Community Plan Heritage Subcommittee, consisting of Edwin Landale, Amber Kostuchenko and Lisa Codd worked with Jim Charlebois, Heritage Commission Staff Liaison and Chad Marlatt, summer Planning Student on the identification of local heritage management issues and collection and organization of Regional project examples. This Discussion Paper could not have been completed without the contribution and dedication of the Subcommittee.

A number of other Community Heritage Commission members contributed their time in the preparation of key components of the Discussion Paper. Gratitude and thanks are conveyed to Fred Braches and Ken Swain for their contribution to the Historic Community Profiles and Sheila Nickols for her extensive knowledge of recent and past heritage management initiatives. Thanks are also expressed to each member of the Community Heritage Commission who took the time to read the Paper for clarity, accuracy and content.

Finally, the District would also like to thank those residents and long-time heritage advocates who took the time to meet with Chad Marlatt through the summer of 2002, providing him with invaluable information and insight into the range and complexities of the heritage management issues within the Municipality.

TABLE OF CONTENTS

Executive Summary

Project Overview	1
Section One - Legislation and Literature Review	3
<i>Heritage Legislation</i>	
<i>Heritage Conservation Act, RSBC 1996</i>	4
<i>Local Government Act, RSBC 1996</i>	4
Summary	7
<i>Previous Heritage Conservation Efforts</i>	8
Port Haney Redevelopment Plan (1986)	9
Synopsis	9
Recommendations	10
Current Assessment	12
Maple Ridge Heritage Strategy (1995)	
Synopsis	13
Recommendations	16
Current Assessment	17
Vision Maple Ridge Discussion Paper #9 (1996)	
Synopsis	19
Public Responses - Heritage Conservation (1996)	
Summary	21
Recommendations	21
Current Assessment	22
Maple Ridge Heritage Management Plan (1998)	
Synopsis	23
Recommendations	25
Current Assessment	27

Official Community Plan Heritage Policy Reviews 1981, 1989 and 1996	
Synopsis	29
Current Assessment	30
<i>Summary</i>	30
Section Two - Municipal Context	
<i>Historic Community Profiles</i>	31
Ruskin	33
Whonnock	35
Webster's Corners	38
Albion	41
Haney (including Port Haney)	43
Yennadon	47
The Ridge	49
Hammond	52
Section Three - Heritage Conservation	
<i>Heritage Conservation In Maple Ridge</i>	55
Current Maple Ridge Heritage Conservation Initiatives	56
Community Heritage Commission Bylaw	56
Council Policy 5.23 Tax Exemptions - Heritage Sites	57
District of Maple Ridge Official Community Plan (1996)	58
Community Heritage Commission Business Plan	59
Summary	61
<i>Regional Research: Planning Tools, Heritage Conservation Incentives and Public Awareness Programs</i>	62
Heritage Planning Tools	
Abbotsford, BC	63
Nelson, BC	65
Port Moody, BC	66
New Westminster, BC	68
Heritage Conservation Initiatives	
Financial Programs	70
Non-financial Incentive Programs	71
Discussion: Heritage Conservation Initiatives	72
Public Awareness Programs	
New Westminster, BC	73
Port Moody, BC	74
Delta, BC (including Ladner Village)	74

Surrey, BC	75
Richmond, BC	75
Langley, BC	75
Vancouver, BC	76
Discussion: Public Awareness Programs	76
Section Four - Issues, Lessons & Recommendations	
<i>Recognition</i>	
Heritage Information Base	77
First Nations Heritage	78
<i>Management</i>	
Heritage Management	79
Development Review	79
Heritage Incentives	80
Heritage Planning Tools	81
Human and Capital Resources	82
<i>Education</i>	
Heritage Awareness	83
Section Five - Heritage Focus Group Workshop	
<i>Heritage Recommendations Questionnaire</i>	85
Recognition Recommendations	86
Management Recommendations	87
Education Recommendations	88
Summary	90
<i>Focus Group Workshop Summary</i>	90
Management Recommendation	90
Education Recommendation	91
<i>Final Heritage Policy Recommendations</i>	92
Glossary	95

EXECUTIVE SUMMARY

Building a Toolkit for Heritage Conservation

The intent of this paper is to generate discussion about the management of the heritage resources of Maple Ridge. Produced by the Planning Department and the Maple Ridge Community Heritage Commission, the paper outlines heritage management issues in Maple Ridge, analyses tools that can be used for conservation, and makes recommendations to help guide future decision making.

The paper is part of a larger project to produce a toolkit for conservation of Maple Ridge's heritage resources. Working with the community, the Planning Department and Community Heritage Commission aim to develop a process for identifying heritage resources that are significant to the community, and create programs and policies to manage those resources. While the methods used to achieve conservation may be developed through provincial legislation and the adoption of the best practices of other jurisdictions, they must ultimately be responsive to the values and needs of the people of Maple Ridge, and rooted in the history of the community.

While building a toolkit is the ultimate goal of this document, it is important to remember that heritage conservation is more than a set of techniques and methodologies aimed at saving relics from the past. Heritage conservation is also a community development tool with the power to enrich quality of life, create a sense of place, generate economic benefits through heritage tourism, and help build strong communities. The challenge for the OCP Review process is to identify the appropriate tools for fostering a local approach to heritage conservation that is located in specific neighbourhoods, informed by best practices from elsewhere, and makes Maple Ridge's heritage a source of pride for the entire community.

The Official Community Plan and Heritage Planning In Maple Ridge

Issues raised by the Discussion Paper and through the community focus group sessions will form the basis from which policy recommendations may be made for the Official Community Plan. After gathering community input, policies to support the heritage management priorities identified in the discussion paper and through the community forums will be developed. The Commission will address issues that are more appropriate for inclusion in their business plan.

The Community Heritage Commission

The Community Heritage Commission is appointed by Council in order to advise Council on heritage conservation matters, and to undertake activities that benefit heritage conservation in the community. The Commission works toward the conservation of the District's heritage resources through encouraging community support for heritage, undertaking community heritage projects, serving as advocates for conservation initiatives, and advising council on the identification and management of natural and cultural heritage resources.

The Official Community Plan

The policies in the Official Community Plan guide our community decision-makers with regard to land-use planning issues, including heritage. The current OCP, reviewed and adopted in 1996, has only three policies specifically addressing heritage conservation. These include:

91. Maple Ridge will encourage the conservation and designation of significant heritage structures and landscape features in each neighbourhood.
92. Maple Ridge will prepare a Community Heritage Register and Heritage Management Plan to ensure management of heritage resources in the community.
93. Maple Ridge will recognise significant heritage areas and will consider designation of these areas as Historic Commercial or Heritage Conservation Areas to ensure development that respects their heritage character, subject to the outcome of the Zoning review.

The OCP also includes the Historic Commercial designation on Schedule B – Land Use Designation and the H-1 Heritage Commercial zone has also been included in the *Maple Ridge Zoning Bylaw No. 3510 – 1985* as amended. The land use designation and zone exist in the historic centres of Hammond and Haney.

Building Our Toolkit: Tools We Can Use

Heritage Planning includes tools that are enabled by provincial legislation, especially the Local Government Act (1996). However, there are also many ideas and tools developed by communities to meet their specific needs. This section provides a summary of tools already being used in Maple Ridge, a review of provincial legislation we could use to achieve heritage management goals in Maple Ridge, and examples of some of the best practices of other communities.

Tools In Use

There are a number of well-established heritage programs, Council bylaws, and policies that form the core of the heritage conservation initiatives within the District of Maple Ridge.

Community Heritage Commission – (CHC) created in 2000 to advise Council and undertake heritage initiatives, was previously the Heritage Advisory Committee.

Maple Ridge Council Policy 5.23 Tax Exemptions – Heritage Sites - adopted in 2001, enabling a local property to receive tax exemptions in exchange for designation.

District of Maple Ridge Official Community Plan – Bylaw No. 5434-1996 – as mentioned above, the current OCP includes three policies that specifically target heritage conservation.

Heritage Plaque Program – Since 1992 the Community Heritage Commission has been recognising significant heritage resources with commemorative plaques.

Heritage Awards Program - Each year, the CHC recognizes significant contributions to the conservation of the District's heritage resources through an awards program.

Heritage Register – In 1999, Maple Ridge Council passed a resolution establishing the Maple Ridge Community Heritage Register. There are a total of 24 registered resources on the list.

Heritage Inventory – in 1998, the Community Heritage Commission sponsored the preparation of a Heritage Inventory.

Heritage Property Database – Information on both the Community Heritage Register and Heritage Inventory has been included as part of the municipality's property management database.

Provincial Legislation – Tools Available

As it is the most significant legislation for municipal heritage conservation, this section will focus on the *Local Government Act, RSBC 1996*. The *Act* provides municipalities

with a wide range of tools to support heritage conservation programs and projects. Powers available to the municipality for heritage conservation under the *Act* include:

Grants and Incentives

Part 5, Section 183.1 grants municipalities the power to provide financial assistance for heritage conservation.

Heritage Trees

Part 22, Section 710 – permits the conservation of significant trees through a municipal by-law.

Heritage Conservation

Part 27 of the *Local Government Act* outlines the tools available to a municipality for heritage conservation activities. The following list provides an overview of some of the tools available under this Part of the *Act*.

Registration and Designation

The *Act* enables municipal governments to establish a *Community Heritage Register*, and *designate* properties as municipal heritage sites. Registration is the listing of a resource for identification, with no protection. Designation ensures the long-term protection of a heritage resource. A designated resource cannot be altered without a Heritage Alteration Permit. Designation is done through a municipal by-law and is listed on the property title.

Heritage Conservation Areas

Regulations and incentives for conservation of heritage properties, including privately-owned resources, can be established through a *Heritage Conservation Area*. Local governments can define a Heritage Conservation Area within an Official Community Plan to provide long-term protection for a distinctive heritage area. It is up to the municipal government what kind of protection will be provided, and what kind of incentives may be offered within a Heritage Conservation Area. Because a Heritage Conservation Area is identified in the Official Community Plan, public input and consultation is required.

Regulation of Privately-owned Resources

A municipal government does not have the authority to regulate changes to privately-owned heritage resources, unless they are *designated* or are part of a *Heritage Conservation Area*. The municipality can apply standards designed to maintain the integrity of a specific heritage resource or the characteristics of an identified Area. A *Heritage Alteration Permit* can be required for any changes to a *designated* heritage property or to any properties within the *Heritage Conservation Area*.

Municipalities can also negotiate with a heritage property owner to protect a resource, offering incentives in exchange for conservation activities through a *Heritage Revitalization Agreement*.

The *Act* also gives local governments the authority to require an inspection of private or publicly owned property that is believed to have heritage value. If a privately or publicly owned property is determined to have heritage value and is in need of protection, a municipal government can order *temporary protection* of the property for 60 days.

Finally, for property owners adjacent to a heritage resource, a local government can require the provision of a *Heritage Impact Assessment* to outline the impact of the proposal on a protected heritage resource, prior to development approval being granted by Council.

Best Practices from Other Communities

There are excellent heritage conservation policies and programs utilized in other municipalities in the Province that can provide ideas and direction for Maple Ridge. A summary of some of those programs is outlined below.

Heritage Planning Tools

Heritage Conservation Tools - Lessons for Maple Ridge

Clayburn Village Heritage Conservation Area, Abbotsford

A Heritage Conservation Area has been established in the historic village of Clayburn. A Heritage Conservation Area may be possible to conserve Maple Ridge heritage resources. For example, the Hammond neighbourhood includes a significant group of heritage homes and historic streetscapes.



Clayburn General Store

Downtown Development Permit Area, Nelson

Nelson's OCP identifies a Downtown Development Permit Area. Any alterations to the exterior of a building in the area requires City approval, and must follow a set of Building

Design Guidelines that protect the area's heritage character. The Development Permit area concept is best suited to an area with a mix of historic and recent development. In Maple Ridge, it could be used in the downtown core, or a historic town centre, such as Hammond. Design Guidelines could be used to identify and retain the important characteristics of the area.

Loco Heritage Conservation Area, Port Moody

The *loco Heritage Conservation Area* process included private property owners as well as a large corporate business (Imperial Oil). This Heritage Conservation Area is for a relatively small area, with only a few heritage buildings. The establishment of the *loco Heritage Conservation Area* demonstrates that a Heritage Conservation Area does not have to be large geographically or possess a great number of built heritage structures. Maple Ridge has several similar areas where a small Heritage Conservation Area could be effective, such as the Webster's Corners and Whonnock commercial centres.

Historic Districts, New Westminster

New Westminster has established two historic districts: Queen's Park Historic District and the Columbia Street Historic Commercial District. Within these areas, building owners are encouraged to adhere to voluntary guidelines that can be used by property owners and planning staff in the design and approval of renovations, additions, and the construction of new buildings. Heritage Revitalization Agreements can be used to negotiate solutions for particular buildings. The Historic District policy in New Westminster could be adapted for use in Maple Ridge. Although a historic district does not have a legislative basis (it is not established under Part 27 of the *Local Government Act*), it can define an area that is historically significant to the municipality and that possesses elements that are felt to be important to conserve. This type of tool could be used in areas such as the River Road area of Maple Ridge.



Queen's Park Historic District

Heritage Conservation Incentives

Developing incentives to encourage heritage conservation has been effective in many Canadian municipalities. Incentives can be in many forms including tax relief, density bonuses, grants, building code relaxation, development fee elimination/reduction and various development controls. All incentive programs fall into one of two categories: financial or non-financial. Grants and tax relief are the most widely used examples of financial based incentive programs.

Financial Incentive Programs

Grant Programs

Grants are used to provide money for a specific project. Generally, money is not given until the work has been completed to approved standards. Most grants are of a 'matching' type whereby the property owner must match the amount of the municipal grant.

The City of New Westminster has developed a Columbia Street Financial Incentives Program. This program provides grants for buildings within the Columbia Street Historic District, and enables eligible property owners to apply for either a Building Improvement Grant or a Seismic Upgrade Grant.

Tax Relief Programs

Property tax relief is popular within Canada and can take the form of tax credit, rebate or exemption. The municipality can waive the municipal portion of the property tax, for an identified period of time.

The City of Kamloops has initiated a Tax Incentive Program (TIP) for property owners to assist in the cost of preservation, restoration and/or rehabilitation of heritage resources within the municipality.

Non-Financial Incentive Programs

Zoning Mechanisms/Development Controls

These types of incentives involve the relaxation of requirements on a property in exchange for heritage conservation activities, and include: application fast tracking, density bonuses, density transfers, variances, zoning, subdivision, building code relaxation or other by-laws are all considered incentives to heritage conservation. These types of incentives usually involve a case-specific evaluation and negotiation.

Public Awareness Programs

Awareness plays an important role in the conservation of a community's heritage resources. While broad-based support for heritage conservation exists in Maple Ridge, there is work to do in increasing awareness of the diversity of programs, services, and resources we have. Connecting our citizens with their heritage resources will help to promote stewardship of our built, natural, rural, and cultural heritage resources. Programs from other municipalities in the region can provide inspiration for further public awareness programs we could offer.

Information Brochures

Port Moody posts its heritage inventory, local history information, and information on the *loco Heritage Conservation Area* on the City's website. The municipality publishes a 'Renovator's Guide' that provides individuals with guidelines and procedures for the conservation of heritage resources.

Interpretive Signage

New Westminster provides interpretive signage along the New Westminster Quay and at the entrance to Queen's Park. A number of heritage homes have wooden plaques identifying the architect and year of construction.

Rural Heritage

Richmond identifies rural and cultural landscape heritage as part of their Heritage Inventory, including dykes, barns, and rural roadways.

Historic Roadways

Langley has identified historic roadways through the development of historic signage and the inclusion of historic roadways in the *Roads and Other Place Names in Langley, BC*.

Our Community

Provincial legislation, best practices from other communities, and the groundwork of programs and policies already in place in Maple Ridge provide us with many options to develop a toolkit for heritage conservation in our community. However, it is the conservation of what is unique and important to the people of Maple Ridge that must be the ultimate goal of the heritage management framework we develop. Before we decide how we will maintain our heritage, we must ensure the resources we endeavour to conserve are those valued by the people of the community.

Maple Ridge is in an excellent position to undertake heritage conservation initiatives: the work of establishing a Community Heritage Commission, developing a heritage inventory and register, and a strong legacy of public awareness programs is already in place. Our community has broad support for heritage conservation, and there are numerous volunteer organizations at the neighbourhood and community level working toward maintaining the community's heritage.

The need to act now, is urgent. Maple Ridge is one of the fastest growing communities in British Columbia, therefore we also face a greater need for heritage planning to retain our unique heritage resources. Without careful planning to save and enhance the aspects of heritage we most value, the opportunity could be lost forever.

Development Pressures

The population of Maple Ridge is 63,169 people, and growing — the population increased by 12.5% between 1996 and 2001. It is also a community of commuters: the

1996 Official Community Plan asserts that one-half of the community's residents commute elsewhere for work.¹ The demand for efficient transportation for this growing commuting workforce will bring changes to our community, threatening rural roads and landscapes, and increasing development pressure. As our transportation infrastructure grows, especially when the new Fraser River bridge to Langley is constructed, we could see even more rapid population growth and development pressure.

Despite the rapid growth of the community, its "small town feel" and proximity to nature are two of its positive attributes identified by residents in a recent survey.² How will we grow, while also retaining what is unique and valued? Heritage planning offers at least part of the solution.

Maple Ridge's Heritage Resources

As part of this Official Community Plan Discussion paper process, a historic communities map, and a historic profile of each of the ten historic neighbourhoods has been produced. These documents can be obtained through the Planning Department, through the District of Maple Ridge website, or can be found in the full-length Discussion Paper also available through the Planning Department. The following summary of our community's heritage resources focuses on categories of heritage found throughout the community.



Webster's Corners Barn

Rural Heritage

Many of Maple Ridge's early inhabitants were attracted by our agricultural potential. The successful fruit-growing industry, which involved much of Maple Ridge's significant Japanese population, is an example of this legacy. Today, residents continue to value the "small town feel" of Maple Ridge, and enjoy the agricultural views and vistas. As the community grows, and agricultural production becomes an increasingly small part of the British Columbia economy, how will we retain this part of our heritage? Examples include:

- The Jackson Farm, on 102 Avenue;
- Spencer Farm Milk House, on 105 Avenue;
- Laity Farm and Barn, on 123 Avenue; and
- Dykes found throughout the community.

Industrial Heritage

Maple Ridge has a rich history of industrial activity, due to our natural resources and proximity to the Fraser River. Hydro-electric dams, preserved buildings from Haney Brick and Tile, remnants of the Abernethy and Lougheed logging operation, and the continuing legacy of lumber mill operations are part of this heritage. The conservation and interpretation of large, industrial sites can be challenging because of their size and complexity. How can we commemorate our industrial heritage? Examples include:

- Ruskin Dam;
- Brickyard House and Manager's Office from Haney Brick and Tile, included in Jim Hadgkiss Park (Jim Hadgkiss was a long time manager of Haney Brick and Tile);
- CPR Caboose in Jim Hadgkiss Park; and
- The Hammond Cedar Mill (currently operated by Interfor).



Haney Brick & Tile
Manager's House

Cultural Diversity

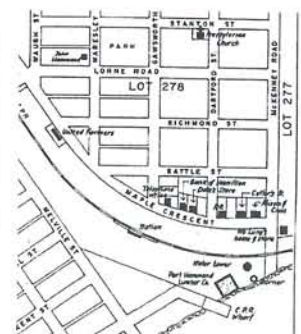
The stories of the many ethnic communities who came together to build the community of Maple Ridge is an important part of our history. Sikh labourers helped to build our brick industry at Haney Brick and Tile and were a significant component of the workforce in lumber mills in the community in the early years of the 20th century. Many Chinese labourers involved in the construction of the CPR lived in Hammond during the construction phase. Some stayed, establishing some of the early businesses in that neighbourhood and taking jobs at the cedar mill. A large group of Finnish settlers populated Webster's Corners, working in the logging industry and creating community amenities, including the Sampola Hall. Approximately 1/3 of the population of Maple Ridge was made up of Japanese settlers prior to the Second World War. A significant Norwegian community in Whonnock helped to develop the community.

The commemoration of the history of our diverse communities is challenging: there are few tangible resources related to the early Chinese labourers and settlers of Hammond, for example. Identifying heritage resources related to the past of our Sikh communities is difficult as well. It should also be added that some elements of our diverse past are painful: the Japanese farmers, for example, were excluded from agricultural organizations because of their ethnicity. There was a great deal of discrimination against Asian settlers. Coming to terms with a past that includes diversity to celebrate, and discrimination to acknowledge, will be part of our challenge. Examples include:

- Several cemeteries serve as tangible resources for our diverse past, including the presence of Japanese gravestones, including Whonnock Cemetery and Maple Ridge Cemetery;
- Several buildings in Webster's Corners commemorate the Finnish community, including the Myntti Residence, the Katainen Residence, and the Sampola Hall;
- Two residences in Hammond are associated with the Japanese community, the Omura Residence, and Ito Residence.

Historic Neighbourhoods and Commercial Centres

Maple Ridge's historic neighbourhoods such as Whonnock, Yennadon, and Albion were important commercial and social centres in the past, and continue to serve as valued communities within the District. Maintaining the heritage of our historic neighbourhoods will require a broad approach to heritage conservation: we will need to consider ways to identify the neighbourhoods and their historic commercial centres and foster awareness of the historic communities among new residents. Heritage conservation in this instance



Historic Hammond



Ruskin Community Hall



"Shady Lane" 124 Avenue

goes beyond preserving historic *resources*, and enters the realm of conserving a historic *function* or place: how do we ensure that the neighbourhoods continue to matter to the people who live in them? Examples include:

- Community halls, including Ruskin Community Hall and Albion Hall;
- Historic commercial centre buildings, including Whonnock General Store, commercial buildings at Webster's Corners on Dewdney Trunk Road, Muth & Sons store at Loughheed and 240th Street in Albion, the Bank of Montreal building on River Road in Port Haney (now the Billy Miner Pub), BC Telephone Company Exchange building in Hammond on Maple Crescent, and the Bank of Hamilton in Hammond also on Maple Crescent; and
- Community festivals and events that generate awareness about the historic neighbourhoods, including Whonnock Day and Port Hammond Days.

Natural Heritage

What makes Maple Ridge unique from other places? Most residents would agree that our natural environment is a large part of what is unique and valuable about our community. Something from "nature" becomes "natural heritage" when the community determines that it is an important part of the past, present, and future of the community. For example, a tree planted to commemorate fallen soldiers from a war would be considered a natural heritage resource. Similarly, the dykes, constructed by people to control nature, and valued today as hiking trails to access nature, are part of our natural heritage. Examples include:

- Cliff Falls;
- Trees and plants on Haney House grounds planted by the Haney family;
- Trees of "Shady Lane" 124 Avenue between 216 Street and Laity Street;
- Copper Beech Tree, on 124 Avenue; and
- The original stand of Maple Trees at 20818 Golf Crescent.

Building Our Toolkit

Maple Ridge is a leader in the province of British Columbia in the establishment of heritage conservation tools at the local level. For example, we are one of only a handful of communities to have adopted a Heritage Register. However, as one of the fastest growing communities in British Columbia, we also face a greater need for heritage planning to retain the resources we value.

The current Heritage Management Plan (1998) is primarily focused on the municipality's built heritage. Missing from our toolkit is a comprehensive heritage management plan that addresses all types of heritage resources and which recognizes the complexities of our local situation. For example, many people in Maple Ridge identify the rural atmosphere of Maple Ridge as an important feature. They also appreciate the "small town feel" of the community, and the existence of historic neighbourhood centres (such as Webster's Corners and Whonnock). These types of historic resources are more than

a sum of their parts: the value of Webster's Corners, for example, does not lie in handful of heritage buildings or landscape features. The value lies in the feeling of community, enjoyment of views and vistas, its cultural history and the presence of open fields and spaces. A comprehensive heritage management plan could look at rural land use, conservation of natural history, support for commercial town centres, or transportation planning that preserves rural roads. Our challenge ahead is to think broadly about heritage conservation, and the tools we need to safeguard what is unique and valuable to the people of the community.

The following summary identifies eight issues that the authors believe are most important to our local heritage conservation context. A recommendation is paired with each issue. This summary is designed to provide a starting point for a discussion of the priorities of our community, and the tools we can best use to address our heritage conservation goals.

Recognition

Heritage Information Base

A comprehensive inventory of the built, natural and cultural landscape heritage resources within the District has not been compiled. Evaluation criteria are also necessary in order to determine whether or not a property, feature, activity, building or landscape can be considered a heritage resource.

An information database on all types of heritage resources within the District should be prepared, including evaluation criteria for each type. This inventory would be updated on an ongoing basis as a document that evolves and responds to theoretical and practical changes in the heritage arena.

First Nations Heritage

Involvement of the local First Nations' in heritage conservation activities has been limited. The identification of culturally important sites or landscapes is necessary in order to have a full understanding and appreciation of all the heritage resources within the District.

First Nations' involvement should be sought in the identification and conservation of significant First Nations' heritage resources.

Management

Heritage Management

A comprehensive heritage management framework, that addresses a broad range of heritage resources, does not exist for the municipality. The *Maple Ridge Heritage*

Management Plan (1998) primarily address built heritage resources and does not consider other resources, such as natural heritage features.

The *Maple Ridge Heritage Plan* (1998) should be enhanced, in consultation with the Community Heritage Commission. The expanded framework should incorporate categories that address information and resource requirements, incentive, education, and awareness programs and incorporate a wide range of planning tools enabled by provincial legislation.

Development Review

Currently, a clearly defined process for evaluating development applications that have heritage-related issues does not exist. In addition, the District does not have a set of conservation guidelines or standards to be applied when reviewing a development application. As a result, past development practices have often had negative impacts on heritage resources.

The development application process should include an evaluation of the overall impact of proposed development on the heritage characteristics of each historic community. Conservation guidelines and standards should be prepared to aid in this evaluation and provide a basis from which recommendations can be made to Council.

Heritage Incentives

The District does not have a formal heritage incentive program in place to aid heritage conservation initiatives. A well-defined incentive program may encourage increased heritage conservation by offsetting restoration and rehabilitation costs for heritage resource owners.

A municipal Heritage Incentives Program, incorporating financial and non-financial components, should be developed to aid in the long-term conservation of the District's heritage resources.

Heritage Planning Tools

The tools available under provincial legislation could be used more effectively by the District to help conserve its heritage resources. The legislative review section provides an overview of the heritage planning tools available to the District. These include heritage revitalisation agreements, heritage conservation areas, heritage impact assessments, and heritage inspections. The tools available under provincial legislation should be used more effectively to strengthen heritage conservation in the District. Other planning tools, such as the establishment of development permit areas, Heritage Districts, and identification of development permit areas should also be utilised to

establish a comprehensive approach to heritage conservation activities.

Human and Capital Resources

Limited human and capital resources have made it increasingly difficult to support heritage conservation activities within the municipality. Planning staff time allotted to heritage related planning is less than other municipalities. For example, the Cities of New Westminster, Port Moody and Richmond have staff dedicated to heritage planning issues.

Recognising the growing complexity of heritage planning, Planning Department staff time should be incorporated as an individual component of the Department's organisation and annual business plan. Current funding levels to the Community Heritage Commission should be maintained, with additional financial requirements and requests evaluated by Council on a program or project basis.

Education

Heritage Awareness

Public awareness of heritage resources within the District could be improved. Both the Maple Ridge Heritage Management Plan (1998) and the Maple Ridge Heritage Strategy (1995) identify public awareness as a key component to increasing heritage conservation activities. Specific programs should be developed in collaboration with the Community Heritage Commission, other local organisations, and the general public in order to raise the profile of the District's heritage resources, and increase public interest and support.

Next Steps

What are the issues that are most important to the community? What do we need to do first? Are there important issues that were not included in this discussion, and need to be added? It is now up to the community to let the Planning Department and Community Heritage Commission know what aspects of Maple Ridge's heritage are most valued, and what approaches are most desired to make Maple Ridge's heritage a source of pride for the entire community.

Footnotes:

¹ Official Community Plan, District of Maple Ridge, Bylaw No. 5434-1996, Schedule A, 1996, pg. 43

² The project was initiated by the United Way of the Lower Mainland and the District of Maple Ridge's Social Planning Advisory Committee. Community Snapshot: Profile 2002 is available for download from the United Way of the Lower Mainland web site, www.uwlm.bc.ca

PROJECT OVERVIEW

The Maple Ridge Community Heritage Commission Business Plan 2002-2004 identified a review of the current Official Community Plan heritage policies as the principle project for 2002. To accomplish this goal and as part of a larger Official Community Plan Review process, the Community Heritage Commission has partnered with the Maple Ridge Planning Department in the preparation of this Heritage Discussion Paper. The paramount goal of this Paper is to provide background research to assist in the development of new heritage policy for the Official Community Plan. The objectives of the Paper are to identify heritage conservation issues and provide policy recommendations to help enhance the heritage conservation framework within the District.

The Discussion Paper is organised into four main sections that will address the project goals and incorporate the following components:

- review provincial legislation applicable to municipal heritage;
- review previous heritage-focused reports and plans;
- identify the context of the District's historic communities;
- outline current municipal policy and practices concerning heritage conservation; and
- outline heritage management and conservation issues within the District;

Section One - Legislation and Literature Review will provide an overview of the current *Local Government Act*, RSBC 1996 legislation that is relevant to heritage conservation initiatives at the municipal level. This review will establish the foundation for understanding current and past heritage conservation plans and reports, as well as providing clues to opportunities for new Official Community Plan policies.

This Section will also include a review of previous heritage planning documents to identify information and lessons that could assist with the creation and implementation of future heritage conservation programs and/or projects that could be undertaken by the Planning Department or the Community Heritage Commission. It is anticipated that

through this review, ongoing issues regarding heritage conservation planning will be discovered.

Key Objective

To identify some of the key issues within the reviewed documents that are still pertinent to heritage conservation in Maple Ridge. Additionally, this review should uncover areas of heritage management that have not been adequately addressed by past reviews.

The purpose of **Section Two - Municipal Context**, is to provide an overview of the context of each historic community and uncover heritage resources that identify the character of each. Issues related to the identification or lack of identification of heritage resources will also be highlighted.

Key Objective

To identify the character-defining elements of each historic community and uncover built, cultural and rural heritage conservation issues that may exist.

Section Three - Heritage Conservation will provide an overview of the current heritage management framework of the District and highlight issues related to heritage conservation activities.

The second objective will be to highlight programs, projects and initiatives from other Lower Mainland and British Columbia municipalities that may provide clues for increased heritage resource management in Maple Ridge. Identification of appropriate examples may also provide 'lessons to be learned' which will assist in the development of heritage conservation planning and policy development.

Key Objective

To outline the components of the current heritage management structure within the District and to highlight programs, projects and initiatives in the Lower Mainland that may provide additional ways to enhance heritage resource management in Maple Ridge.

Section Four – Issues, Lessons & Recommendations aims to draw together the information presented in the preceding Sections by identifying issues and items that will assist in the policy development process. Included in this concluding Section are general recommendations to which further heritage planning projects, programs and policies can be directed to enhance heritage-planning initiatives. It is intended that the proposed recommendations will help foster discussion of the various issues through the public participation component of the Official Community Plan Review process and guide the Planning Department and Community Heritage Commission in the development of new heritage policy.

Key Objective

To highlight issues surrounding heritage conservation within the various historical communities and to propose recommendation options to generate increased awareness and to help establish an effective management approach.

SECTION ONE – LEGISLATION AND LITERATURE REVIEW

The discussion of heritage conservation efforts within the District of Maple Ridge would be incomplete without an understanding of the legislative framework under which municipalities have been granted the authority to undertake certain projects and activities as well as identify certain heritage resources within their community as being important to their history and culture.

The discussion would also be incomplete without understanding the ways in which previous reports, plans and strategies have suggested to ensure the long-term protection and enhancement of the District's heritage resources. The second component of this Section, entitled Previous Heritage Conservation Efforts, will review a number of studies and plans that have attempted to incorporate a wide range of conservation efforts and initiatives into the land use planning framework of the District. A brief summary of the effectiveness of each will be included at the end of this Section, in an effort to provide a 'benchmark' for assessing the current heritage management structure of the District. This will also aid in the comparison of programs and policies implemented in other municipalities in the Lower Mainland, included in Section Three of this report.

Heritage Legislation

In British Columbia, several pieces of legislation exist that address, either directly or indirectly, heritage conservation activities. In order to provide a focused review of the tools available to the Municipality, the review will be focused at the municipal level and outline the tools provided under the *Local Government Act, RSBC 1996*.

Heritage Conservation Act, RSBC 1996

The *Heritage Conservation Act* addresses the conservation and management of provincially significant heritage resources. Generally, these resources have been determined to have a role in the growth and evolution of the Province, and their protection has been deemed important to our historic and cultural identity. To date, there have not been any provincially significant heritage resources identified in Maple Ridge.

Local Government Act, RSBC 1996

The *Local Government Act* provides a municipality with the authority to undertake and manage a range of activities that benefit the residents of that community, including heritage conservation. Understanding the legislation will help to provide a better understanding of the options available to a municipality and the framework within which conservation activities can occur. It will also help to enable a focused discussion with regard to past conservation efforts, the lessons they offer and the ways in which they can be built upon within the current legislation. Finally, an overview of the powers available to the Municipality could provide clues for additional activities and programs that have not yet been attempted within the District.

Part 5 – Corporate Powers and Their Uses

Part 5 of the *Local Government Act* outlines the general corporate powers of a local government, including the provision of *assistance* to individuals or initiatives within the community. *Assistance* is defined as meaning the provision of a grant, benefit, advantage or other form of assistance, including an exemption for a tax, fee or charge.

Exception for heritage conservation purposes (Section 183.1)

This Section enables a local government to provide assistance for the following heritage purposes:

- (a) acquiring, conserving and developing heritage property and other heritage resources;
- (b) gaining knowledge about the community's history and heritage;
- (c) increasing public awareness, understanding and appreciation of the community's history and heritage; and
- (d) any other activities the local government considers necessary or desirable with respect to the conservation of heritage property and other heritage resources.

The authority granted to a municipality under this Section establishes the opportunity for financial assistance to be provided for many of the specific heritage conservation tools and initiatives included in Part 27 of the *Act* (see below).

Part 22 Miscellaneous Powers

Part 22 of the *Local Government Act* enables the protection of significant trees under the following section:

Significant Trees (Section 710)

A municipal council may, by bylaw, identify trees that they consider significant, based on their importance to the community for heritage or landmark value or as wildlife habitat.

Part 27 – Heritage Conservation

Part 27 of the *Local Government Act* outlines the tools available to a municipality for heritage conservation activities, which enable:

- the integration of heritage conservation into land use planning;
- procedures for developers and heritage property owners;
- incentives for conservation activities;
- penalties to deter offences against heritage resources;
- the authority to work with local groups and organisations, including First Nations groups; and
- heritage stewardship activities in association with provincial agencies.

The following list provides an overview of some of the tools available under this Part of the *Act*.

Community Heritage Register (Section 954)

A Community Heritage Register may be established by a local government through resolution and must include the reasons why the resource has heritage value. A

community heritage register acts as an official list of the recognised municipal heritage resources, although it does not provide any long-term protection.

In 1999, Maple Ridge Council passed a resolution establishing the Maple Ridge Community Heritage Register. Since that time, two properties have been added to this list for a total of 24 registered resources.

Heritage Inspection (Section 956)

This tool establishes the authority of a municipality to require an inspection of private or publicly owned property that is believed to have heritage value. The inspection determines the heritage value and appropriate conservation options for the property.

Temporary Protection (Section 962)

The municipal government may order the temporary protection of a property if the property possesses potential heritage value or if protection of the property is needed to conserve other heritage resources. The temporary protection lasts for 60 days unless the owner agrees to a longer term. Section 965 indicates that no alterations to a property can occur while under temporary protection.

Heritage Revitalisation Agreements (Section 966)

Heritage Revitalisation Agreements enable the negotiation of agreements between a heritage property owner and the local government, for the conservation of a heritage resource. The agreement is considered a form of legal protection and outlines the obligations and requirements of the property owner and municipality. It may also vary zoning bylaw and building permit conditions that may otherwise not be possible. Heritage Revitalization Agreements are a strong method of heritage conservation as they are registered on the title of the property.

Heritage Designation (Section 968)

Heritage Designation ensures the long-term protection of a heritage resource. The designation is required to be approved by the municipal council through bylaw and must outline what is being designated (a portion of the property, the entire property or more than one property) and the reasons for the designation. Any changes to a designated heritage property requires a Heritage Alteration Permit, as outlined under Section 972 (see below) with the exception of those circumstances outlined in the designating bylaw. This is the strongest form of protection available under the *Local Government Act* as the designation is registered on the title of the property.

Heritage Site Maintenance Standards (Section 970)

These standards are applied to any property that is designated by bylaw under Section 968 or within a heritage conservation area established under Section 970.1 (see below). The standards maintain the integrity of a specific heritage resource or the characteristics of an identified area.

Heritage Conservation Area (Section 970.1)

A Heritage Conservation Area may be defined by the local government within its Official Community Plan to provide long-term protection for a distinctive heritage area. These areas may require a heritage alteration permit for subdivision, additions, new construction and alterations. In order to define a heritage conservation area, the local

government must include a justification why designation is needed and state the objectives of the designation within its Official Community Plan. The Official Community Plan must also set guidelines respecting the manner in which the objectives are to be achieved.

Heritage Alteration Permit (Section 972)

As outlined above, a Heritage Alteration Permit is required for any changes to a designated heritage property or to any properties within a heritage conservation area, that are otherwise not specifically excluded within the approving bylaw. This permit cannot vary the use or density of the property, including floodplain specifications.

Heritage Impact Assessment (Section 958)

A Heritage Impact Assessment may be required of owners or developers to provide information regarding the impact of proposed development on a protected heritage resource. The Impact Assessment would be required prior to Council's review of the development application.

Summary

The legislation outlined above provides the District and Community Heritage Commission with a wide range of opportunities and tools to undertake heritage conservation programs and projects and to help encourage the effective stewardship of privately-owned heritage resources. It should also provide the reader with a more thorough understanding of the additional heritage conservation options available, when reviewing the current programs and policies of the District in Section Three of this report.

Previous Heritage Conservation Efforts

The intent of this component is to provide an overview of previous heritage plans and strategies that have attempted to incorporate a wide range of conservation efforts and initiatives into the land use planning framework of the District, and to identify any issues that may still exist. As part of this review, the following municipal documents were studied:

- *Port Haney Redevelopment Plan* (1986);
- *Maple Ridge Heritage Strategy* (1995);
- *Vision Maple Ridge Discussion Paper #9* (1996) and *Summary of Public Response on Community Services and Heritage Conservation* (1996);
- *Maple Ridge Heritage Management Plan* (1998); and
- *Maple Ridge Official Community Plan Heritage Policy Reviews* 1981, 1989 and 1996.

Many of these documents highlight a number of similar issues regarding heritage conservation planning. While a number of heritage resources have been identified within the *Community Heritage Register* and the *Heritage Resources of Maple Ridge* (the heritage inventory), they are not considered to be comprehensive lists in that certain types of heritage resources are under-represented (cultural, transportation, First Nations, landscape and natural heritage resources). All documents within this Section call for the development of a comprehensive list of heritage resources that represent the heritage character of Maple Ridge.

A synopsis of each of the reviewed documents will be provided and the main recommendations identified. A brief assessment of the recommendations will be included as a concluding segment for each review, as a means of identifying potential lessons that could be incorporated as part of the issue identification component of this report.

Port Haney Redevelopment Plan (1986)

Port Haney Redevelopment Plan Synopsis:

In 1986, the District commissioned the FG Foundation Group Ltd. to prepare a report to direct revitalisation plans for Port Haney. The goal of this report was twofold:

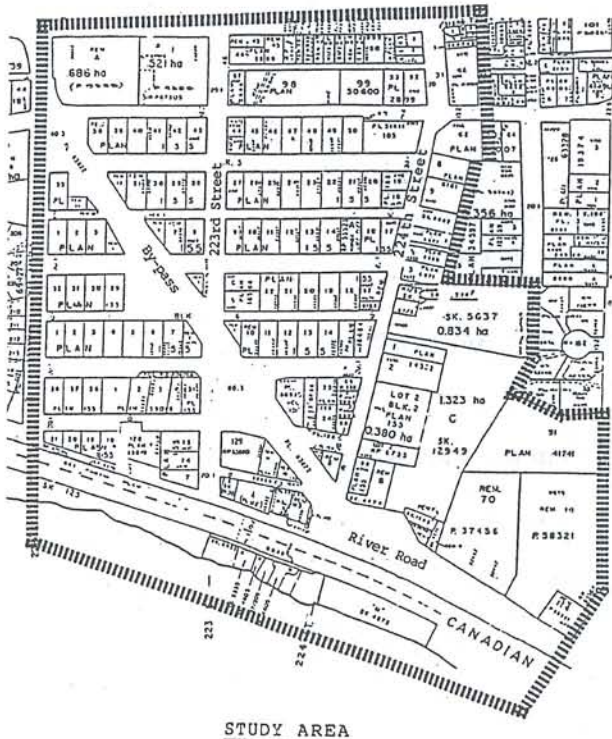
- to preserve heritage structures, streetscapes and significant landscapes within the area; and
- to address the economic restructuring of the commercial area to make it viable and attractive

In conjunction with this report, two other documents were prepared - the *Port Haney Heritage Resource Inventory* and the *Port Haney Redevelopment Guidelines*. The goal of these reports was to recognise the special needs of heritage buildings and their property owners within the Port Haney area through the establishment of a historic district. The report provides a detailed outline of the recommended physical changes and alterations that were necessary with regard to infrastructure, servicing, architectural style and the transportation network.

The report begins with the identification of remaining built and natural heritage resources. It was anticipated that these remaining resources would act as an anchor for future development. The process used to identify built heritage resources was:

1. Local Area Historical Study: existing historical information was researched for relevant data regarding settlement patterns and information on specific persons and buildings. Once the historical research was completed (identification of settlement patterns and transportation routes), a team entered the field to seek out any surviving historic structures.
2. For surveying purposes, boundaries were defined for the Port Haney area (Map 1). Buildings chosen were photographed and a description of the structure was included in a preliminary inventory. In total 38 buildings were chosen for further study.

The structures were then evaluated for their historical importance to the community (the evaluation process was not explained within the report). This process was facilitated through the use of various municipal records including tax assessment records, tax collector's rolls, school assessment records, school collector's records, tax arrears records and subdivision maps. The resources were then assessed for their architectural, historical and contextual importance in



Map 1: Port Haney Redevelopment Plan Study Area

relation to Port Haney and placed into the categories of Primary, Secondary and Support structures.

Throughout the inventory process, it was determined that many historic landscape features (identified as trees, plant groups, landscapes and vistas) remained. These landscape heritage resources were catalogued, but the evaluation criteria were not clearly identified.

The landscape inventory concluded that most vegetation in this area was originally cleared for early farming practices and that existing vegetation was second generation.

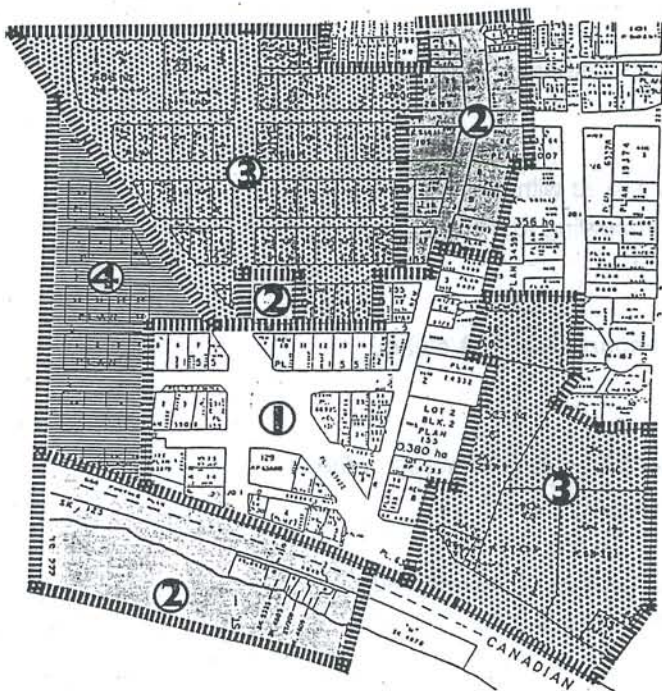
The Port Haney Redevelopment Plan also included *Redevelopment Guidelines* that were intended to be a manual for addressing the physical restoration of properties in the study area. It was believed that restoring the original integrity of buildings through the use of original materials, the replacement of lost details and the elimination of unsympathetic additions, would help restore the built heritage of Port Haney. The *Guidelines* were organised to enable individual property revitalisation by providing information on architectural details, building form and scale, facades, rooflines and windows. It also outlined restoration techniques for the preservation of original materials including brick, stucco, metal, wood and stone. The *Guidelines* also extended to include storefront restoration in an effort to increase business activity in the area. Restoration techniques for commercial properties were also identified to address issues such as materials, display windows, signage and canopies. A number of neighbourhood issues that impact the built heritage were also identified including satellite dish antennas, streetscape considerations, signage and lighting and exterior colour. Finally, the *Guidelines* outlined considerations to be reviewed so that new construction and/or infill development would respect the character of the neighbourhood.

Port Haney Redevelopment Plan Recommendations

The *Port Haney Redevelopment Plan* broadly called for a 'management policy' to develop the area into a Historic District. The goal of this 'management policy' was to:

- preserve heritage structures, streetscapes and significant landscapes within the area; and
- to address the economic restructuring of the commercial area to make it viable and attractive.
- To meet the above two objectives the *Port Haney Redevelopment Plan* recommended the implementation of a number of mechanisms, which were as follows:
- Re-designate three areas to Historic Commercial;

- Designate the entire Historic Commercial Area and property adjacent as a Development Permit Area requiring the issuance of development permits prior to construction or addition to any building;
- Adoption of the *Redevelopment Guidelines* for all new development, infill, renovation, restoration and rehabilitation projects;
- Protect heritage structures through:
 - (a) heritage designation;
 - (b) municipal grants;
 - (c) acquisition of properties; and
 - (d) development bonuses
- Establish a Port Haney Heritage Advisory Committee to review development issues.



STUDY SUB-AREAS

Map 2: Port Haney Redevelopment Plan Sub Areas

The *Port Haney Redevelopment Plan (1986)* called for the 'Historic District' to be divided into separate sub areas to best utilize the above mechanisms for the preservation of heritage structures and character. Sub areas 1 and 2 (Map 2) were recommended to be included as a heritage commercial designation. Additionally it was recommended that that these sub areas be designated as development permit areas (requiring the issuance of development permits prior to construction or additions). Sub area 3, which includes property adjacent to sub areas 1 and 2, was also recommended for designation as a development permit area. Sub area 4 was recommended to remain in the greenbelt as it provides a natural buffer to the historic district.

This report also recommended the incorporation of the following policies to preserve landscape heritage within the area:

- a landscape and garden plan be developed for the Haney House grounds;
- restrictive tree covenants be placed on mature trees;
- creation and adoption of a comprehensive plan to manage and maintain historic landscapes;
- preparation of a Landscape Plan for Callighan Park as the focal point of the community;
- lots adjacent to the Haney by-pass should be planted with fast growing vegetation to act as a buffer; and

- street trees should be planted along major streets.

Current Assessment

The following lessons can be learned from the *Port Haney Redevelopment Plan*:

- It is important to recognise that this report outlined a detailed development project specifically for Port Haney and may not be applicable to other communities in Maple Ridge.
- The information provided in the *Port Haney Redevelopment Plan Master Inventory (1986)* could be a useful resource for the identification of built and landscapes heritage resources in Port Haney.

The *Redevelopment Guidelines* represent the first recognition of the need for design and development guidelines.

- The *Redevelopment Guidelines (1986)* could be used as a model or reference for future heritage guidelines.
- It should be recognised that heritage conservation was linked with economic viability, which may make heritage conservation more appealing to those unsure of the economic benefits heritage resources may represent.
- The evaluation criteria for built or landscape heritage resource was not clearly explained.
- The heritage landscape recommendations may be applicable for most areas of the District, but further study of landscape resources is necessary.

The *Port Haney Redevelopment Plan (1986)* resulted in the creation of Development Permit Area XXV for the form and character of the Port Haney area and the establishment of the H-1 Heritage Commercial zone.

Maple Ridge Heritage Strategy (1995)

Maple Ridge Heritage Strategy Synopsis:

In 1995, FG Consultants prepared the *Maple Ridge Heritage Strategy* for the District. This strategy recognises the need to manage heritage resources and suggests a management framework for the District, organised into four sections:

'Where is Maple Ridge Now?

This section identifies the current management of heritage resources and issues highlighting strengths and weaknesses.

'Where does Maple Ridge want to get to?'

This section provides a vision for the future direction of heritage management.

'How can Maple Ridge get there?

This section suggests possible means of achieving this vision.

'What does Maple Ridge need to know in order to get there?'

This section determines what information is required to implement the Heritage Strategy.

'Where is Maple Ridge Now?'

While there had been a number of successes through previous conservation efforts, at the time of this report, an overall heritage management policy or comprehensive definition of the community's heritage characteristics did not exist. The *Strategy* lists a number of concerns that emerged with regard to heritage resources in Maple Ridge. The special features of Maple Ridge were identified through a public consultation process and included:

- the seven original settlements;
- rural traditions and urban lifestyle features;
- special landscapes;
- transportation heritage and country roads;
- individual historic buildings and sites; and
- natural features (rivers and mountains).

The public consultation process also identified the following initiatives that were considered to be successful:

- the establishment of the Heritage Advisory Committee;
- the operation of the Maple Ridge Museum and Haney House, by the District and its staff's active involvement in raising public awareness;
- the heritage designation of five municipal buildings and the preparation of a preliminary heritage inventory; and

- the recognition that several communities had been active and were working towards the promotion of their own heritage awareness.

The *Strategy* also outlined a number of weaknesses in heritage management at that time:

- It was suggested that the District's approach to heritage issues was reactive rather than proactive.
- Political support had been inconsistent, as past Councils did not supported broader conservation efforts.
- The Heritage Advisory Committee was not involved in the review process for permits and rezoning applications.
- An adequate inventory of heritage resources did not exist, nor did Council adopt a heritage registry.
- The District did not have the resources to identify historic trees or other landscape features;
- Heritage awareness initiatives were limited.
- Limited financial resources hindered the management of heritage resources.
- It was believed that owners of potential heritage buildings had the perception that heritage designation was a negative attribute to have associated with their property.
- Land use and planning pressures within the District were leading to conflict, as new developments in areas such as Albion and Silver Valley were at odds with heritage qualities that had been identified by the public.

'Where does Maple Ridge want to go?'

The *Maple Ridge Heritage Strategy* (1995) suggested that consensus had not been reached on what was considered a heritage resource. As the definition of heritage resources broadens to include natural and cultural landscapes, rural and agricultural heritage, more resources will be identified, requiring an additional financial commitment for conservation initiatives. Again, public consultation in conjunction with this report identified three types of heritage resources to be included within the vision for heritage conservation in Maple Ridge:

- *Community Heritage*: The community had strongly suggested that the original seven town centres were the most significant aspects of heritage and identity in Maple Ridge.
- *Transportation Heritage*: Many historic transportation features were identified as significant such as railways, trails, roads and dykes.
- *Natural Heritage*: Consists of two important components, first the natural topography of the region and second, features that had been created through interaction between humans and the environment.

The *Strategy* suggested that the vision for heritage programming in Maple Ridge should recognise and celebrate its historic past and the accomplishments of pioneers through

the conservation and interpretation of significant heritage resources. It recommended that in order to realise that vision, there was a need to preserve Maple Ridge's community heritage, transportation heritage and natural heritage.

'How can Maple Ridge get there?'

Achieving the 'Vision' required the development of a management system for heritage resources that would be integrated into the delivery of municipal services. Four key components were suggested to develop a successful heritage management program:

Education and awareness programs

Although the Heritage Advisory Committee, the Maple Ridge Museum and the Historical Society raise heritage awareness, other efforts by different community organisations have not been co-ordinated. Furthermore, it was discussed within the Strategy that the heritage management program should take a broad look at different aspects of the community's historical development through native settlement, industry, commercial and agricultural development highlighting something from each period of past development.

Administrative and Stewardship Policies

A heritage management program needs to be attainable and sustainable. Public consultation should be implemented to help prioritise what heritage resources should be preserved with the limited resources available to the District. The following items were identified as issues relating to the successful implementation of a heritage management program:

- municipal staff generally found out about permit or rezoning applications affecting heritage resources through word-of-mouth (no procedures were in place).
- municipal staff were unable to focus on heritage issues until the Official Community Plan empowered them to do so;
- there was no 'register' of heritage resources and no prioritisation of the most significant resources;
- no policies had been adopted to manage the three municipally owned heritage sites.

Planning Initiatives

To effectively manage the District's heritage resources the *Strategy* called for a balance between regulations and incentives. Heritage incentives could incorporate financial, development or administrative means such as direct grants, tax incentives, density bonuses, special variances or an expedient application process. Regulatory controls were vague and could be strengthened by inclusion of policy in the Official Community Plan.

Heritage Inventory information

The *Strategy* identified that the District did not have a well-represented heritage inventory to capture its heritage character.

'What Maple Ridge needs to know?'

As mentioned in earlier sections of this review, certain information needed to be gathered to effectively implement a heritage program. Inventory information was required on a community by community basis to help uncover the characteristics of each. Additional studies were also needed to determine what transportation heritage existed and to identify the mechanisms to be used for their conservation. Further investigation of sites where heritage resources interact with natural features also needed to be completed. Finally, it was suggested that the municipality obtain a list of known archaeological sites from the Provincial Archaeology Branch and investigate whether other sites may exist to include First Nations' heritage.

Maple Ridge Heritage Strategy Recommendations:

The *Strategy* outlined the following list of recommendations for the formulation of a comprehensive heritage management plan.

Education and Awareness

- Continue the existing heritage awareness programs and increase their effectiveness;
- Develop a consistent logo to identify the heritage program; and
- Establish formal partnerships with community heritage groups by emphasising volunteer programs, facilitating community group activities and defining opportunities for non-profit groups.

Administrative and Stewardship

- Integrate heritage management procedures within the broader spectrum of planning;
- Reference the communities' expectations regarding the management of heritage resources within the Official Community Plan; and
- Develop administrative procedures for the management of heritage sites and stewardship policy for municipally owned heritage resources.

Planning Initiatives

- Explore further incentives for heritage preservation;
- Review the extent of the District's heritage policy including the Official Community Plan;
- Review existing regulatory controls, including flagging and permit and rezoning application procedures; and
- Review existing and proposed initiatives within the framework of Bill 21.

Heritage Inventory information

- A consensus of what constitutes the heritage resources of Maple Ridge should be established;
- Identify the characteristics of each historic community;
- Identify significant transportation and natural heritage features and prepare guidelines for their preservation; and
- Initiate a study to identify all archaeological sites and map them from highest to lowest potential.

Current Assessment

A summary of the *Maple Ridge Heritage Strategy (1995)* indicates that despite the significant public consultation process and efforts made by many individuals, the District and various organisations, a comprehensive heritage management framework was not accomplished at that time. However, the recommendation to establish a heritage inventory and heritage management plan were begun in 1997, and presented to Maple Ridge Council for consideration in 1998.

It is important to point out that while there has been valuable heritage resource identification within the community, considerable work is still required. Investigation of potential transportation heritage, natural heritage, and First Nations' heritage, that have been declared significant through the public consultation process within the *Maple Ridge Heritage Strategy (1995)*, should be re-evaluated to determine if they are still categories of significance.

Identification of the District's *heritage characteristics* may help to uncover other important heritage resources. The *Maple Ridge Heritage Strategy (1995)* also provides some insight into this question by asking a number of key questions:

- a) What defined each early community?
- b) How was it settled?

- c) Who played a role in the community's development?
- d) What role did individuals play?

As there are limited human and capital resources available for the development of heritage programs, public input should be sought to help determine which known heritage resources are of the highest priority for conservation efforts. This would help the Community Heritage Commission and Planning Department make more informed decisions with regard to establishing new programs and undertaking conservation projects. In this regard, it may be helpful to keep a record of all heritage awareness programs, to determine what has and has not worked in the past.

Due to annual budget constraints, the Community Heritage Commission should actively investigate other opportunities from private, provincial, national or other funding sources. Management and program implementation could be partnered with other organisations to share costs and other resources.

The *Strategy* suggested that there was a negative perception associated with owning a designated heritage property. Creating a positive environment for the ownership of heritage properties might include highlighting the benefits of owning a heritage property. A study by Robert Shipley, PhD, MCIP, RPP and Shannon Bernstein of the University of Waterloo School of Planning in 1998, entitled *Report of Research Concerning Trends in Property Values of Designated Heritage Properties in Several Ontario Communities*, indicated that property values are not negatively impacted by heritage designation, but instead experience appreciation. Another study by the City of Fredericton has compiled an extensive list of incentives for private property owners to access and which may be a useful resource for the development of a Municipal heritage incentives program.

The *Maple Ridge Heritage Strategy (1995)* pointed out that commercial heritage businesses find it hard to compete with new commercial trends (big box stores and larger retail centres). Most commercial heritage buildings are small business operations, which means that it is increasingly difficult for these businesses to survive. It may not be within the mandate of the Community Heritage Commission to help small businesses that utilise heritage resources, although there could be an opportunity to partner with the Economic Advisory Commission to increase support (and ultimately preserve heritage resources through business support). Further research should be conducted to determine if this is an issue within the context of Maple Ridge.

Efforts to support responsible development practices towards heritage resources may be provided through the use of municipal incentives. The creation of policies to encourage development permit areas or heritage conservation areas would require developers to address heritage issues. Without established policies, developers are not required to consider heritage resources in the initial application phase of development.

Vision Maple Ridge Discussion Paper #9 (1996)

Vision Maple Ridge Discussion Paper #9 Synopsis:

This paper was prepared as part of the 1996 Official Community Plan Review process and examined heritage policy research up to and including;

- 1989 Official Community Plan;
- *Maple Ridge Heritage Strategy* (1995); and
- *Vision Maple Ridge* and Angus Reid Survey (1995).

The intent of this paper was to outline the choices facing the District with regard to heritage conservation. This review was undertaken to generate more responsive and consistent heritage policy within the 1996 Official Community Plan.

The report began by providing a background summary of heritage conservation initiatives and weaknesses of the District's past and current heritage conservation efforts. It pointed out the following key issues through its review of past heritage planning initiatives:

- The District's approach was reactive rather than proactive.
- There was little reference to heritage management policy in the *1989 Official Community Plan*. The only policy found within the *Plan* was the 'Historic Commercial' designation.
- There was no municipal management plan in place to define administrative policies and procedures.
- Conservation guidelines had not been adopted for the review of heritage-related projects.
- A comprehensive inventory of heritage resources that included habitats, views, vistas, trees and other potential resources did not exist
- The Heritage Advisory Committee was not involved in the review process of development permits or rezoning applications.
- The District was only able to respond to heritage issues through rezoning or development permit applications, which was often too late to request redesigns.

The *Vision Maple Ridge Discussion Paper #9 (1996)* suggested that if the District wished to further develop a municipal heritage management plan there were a number of questions that need to be addressed:

- a) What are the major heritage resources of Maple Ridge? What information is needed to identify these resources?

- b) What efforts would the community be willing to take to preserve these resources?
- c) What administrative policies, regulations, incentives and awareness programs could the District develop to encourage conservation?

The *Vision Discussion Paper #9 (1996)* also provided some insight into heritage conservation techniques through their connection to other community concerns such as environment and natural resources, economy and employment, agriculture and the Agricultural Land Reserve, neighbourhood character and design and transportation. In essence, the report recommended tools to conserve heritage resources through existing non-heritage policy. Examples of non-heritage policies at that time included:

- Environmental and natural resources relate to heritage conservation in a number of ways within the District. Natural watercourses are conserved and protected by the District and the Ministry of Environment. Some of these watercourses are significant heritage resources such as Kanaka Creek. It may be effective to use environmental policy in order to conserve natural heritage resources. Heritage trees are protected under the tree bylaw.
- Little information is known about First Nations' archaeological sites, which are scattered throughout the District. The Provincial Government has policy to deal with these sites but the Municipality does not. Potentially conflicts could arise between new development and First Nations' archaeological sites. The protection of First Nations' sites could be initiated via the conservation of heritage landscape features.
- Employment opportunities are related to heritage conservation. The development of heritage resources can increase tourism-related activities and promote businesses, which often rely on the historic character of an area.
- Agricultural land and activities are important aspects of the rural heritage character that helps define Maple Ridge. These agricultural lands are under pressure from urban expansion that is jeopardising the rural character in outlying areas of the District.
- Early transportation links should be incorporated, when possible, to recreational development. To date heritage awareness has been limited with regard to heritage roads and trails. Significant historic transportation routes could also be conserved through the District's transportation plan.

Public Responses Community Services and Heritage Conservation (1996)

Public Responses Summary

As a precursor to the *Visions Maple Ridge Discussion Paper #9* (1996) the *Summary of Public Response on Community Services and Heritage Conservation* (1996) report was compiled after a public consultation in February of 1996. The public consultation process was initiated to help determine what heritage-related issues should be reviewed as part of the Official Community Plan (1996). The following findings were identified:

- There was support for moving beyond an ad-hoc process of heritage management rather than focusing efforts on the adoption of a comprehensive heritage management plan and the creation of a community heritage register. Limited support was expressed for the creation of Heritage Conservation Areas (in areas such as Hammond or Webster's Corners) and acquisition of new heritage properties by the District.
- There was a strong desire to create incentives for heritage conservation such as financial aid, tax relief, administrative assistance and development incentives.
- Relatively strong support for the designation of heritage resources on a voluntary basis also existed.
- There was strong support to co-ordinate heritage resource management efforts with First Nations groups including local Metis.
- Strong support for increased public awareness programs was identified.

Other suggestions offered through the process are summarised as follows:

- a) The creation of a heritage trust;
- b) Implementation of a heritage tree protection bylaw;
- c) Incorporation of a Heritage Management Plan into the Official Community Plan; and
- d) Co-operation with the local Chamber of Commerce to increase local tourism efforts with regard to heritage resources.

Public Responses Recommendations

The *Vision Maple Ridge Discussion Paper # 9* (1996) did not include any formal recommendations. However, the review did indicate the need for a Heritage Management Plan and outlined what should be considered in order to establish such a plan. Four key points were suggested to be included in the revised Official Community Plan:

- education and public awareness;
- administrative and stewardship policies;

- planning initiatives; and
- heritage inventory information.

It was also suggested that the heritage management plan be based on legislation from the *Heritage Conservation Statutes Amendment Act 1994* and list the legislative powers the District could incorporate.

Current Assessment

The *Vision Maple Ridge Discussion Paper #9(1996)* indicated a need to comprehensively define the heritage character of Maple Ridge. In an attempt to address this concern the *Vision Maple Ridge Discussion Paper #9 (1996)* referred to the public consultation held in conjunction with the *Maple Ridge Heritage Strategy (1995)* which uncovered community heritage, transportation heritage and natural heritage as three areas of focus.

The *Paper* suggested that linking heritage conservation efforts through existing non-heritage policy (environmental, agricultural and transportation policy) and regulations could be an effective option. However, heritage resources should be identified and protected in the event that other policies cannot continue to protect the resource.

The *Summary of Public Response on Community Services and Heritage Conservation (1996)* report did not indicate how to obtain the interests and goals ascertained from the public consultation but it did provide some informative insight about public opinion from the recent past.

The findings outlined in the *Vision Maple Ridge Discussion Paper #9 (1996)* and *Summary of Public Response on Community Services and Heritage Conservation (1996)* contributed to a new set of heritage conservation policies in the 1996 Official Community Plan. It is felt that the information and several the issues identified within those reports may provide additional insight into the organization of the public consultation process component of this current Official Community Plan Review.

Maple Ridge Heritage Management Plan (1998)

Maple Ridge Heritage Management Plan Synopsis:

The District, through the consultation of Donald Luxton and Associates, produced the *Maple Ridge Heritage Management Plan (1998)* based in part on findings and recommendations from the *Maple Ridge Strategy Plan (1995)*. A heritage inventory was completed in conjunction with the *Plan*, entitled *The Heritage Resources of Maple Ridge*.

The purpose of the *Maple Ridge Heritage Management Plan (1998)* was in part to build upon previous heritage planning initiatives and successes. The *Plan* states that future heritage planning initiatives should be attained through 'small, incremental steps within the municipal process' and should address a broad range of historically significant resources such as buildings, sites and landscapes. The *Plan* attempted to address awareness and regulatory issues surrounding heritage resources through incentives and tools enabled under the then Municipal Act (1996).

The *Plan* focused on providing three major components in an attempt to direct heritage resource management in Maple Ridge.

- a) a list of heritage resources in the District as a basis for a register
- b) a proposed management framework for privately owned resources
- c) a proposed management framework for municipally owned assets

The purpose of developing a number of management frameworks was to facilitate the revitalisation and rehabilitation of heritage resources. The *Heritage Management Plan* made a number of key suggestions to direct the management of heritage resources for the District of Maple Ridge. The plan broadly sought to:

- promote the conservation of heritage resources;
- enable heritage resources to contribute effectively to the District's prosperity and quality of life for its citizens;
- facilitate the development process by removing elements of uncertainty; and
- take advantage of the new tools in the 1994 *Heritage Conservation Legislation* to promote flexibility in the District's response to applications.

The fundamental purpose of the *Heritage Management Plan* was to provide a framework for municipal staff, the Heritage Advisory Committee, property owners and the public to better manage situations involving potential heritage sites.

The *Maple Ridge Heritage Management Plan (1998)* suggested that the best way to conserve heritage resources not owned by the Municipality was to through the following tools:

- Develop a community heritage register.
- Create a heritage procedure bylaw.
- Develop a consolidated list of principles, standards and guidelines based on provincial technical papers.
- List incentives of conservation to actively promote conservation efforts.
- Balance regulatory mechanisms with the use of incentives. These regulations, in the form of bylaws and policies, will clarify expectations regarding the treatment of heritage sites.
- Develop a Municipal policy framework that includes cemetery and landscape preservation policies, documentation policy, District salvage policy and heritage program maintenance and monitoring.
- Actively seek to designate and restore resources owned by other levels of government.
- Institutionally owned heritage resources should be candidates for long-term protection efforts.

The plan also suggested that a Municipal heritage resource management plan should be developed to manage new and existing Municipally owned heritage resources. The management plan pointed out that 'there is no formally expressed internal municipal process to guide how resources are selected for public ownership nor how they are to be conserved, maintained and managed once they are acquired'. The *Plan* included a list of objectives required to develop a municipal heritage resource management plan.

The *Maple Ridge Heritage Management Plan* further suggested that the following four specific policies would address the important components of municipal stewardship:

Inventory

Create and maintain a comprehensive list of Municipally-owned heritage resources (built, archaeological and landscape). An inventory should be created accompanied by individual plans for the management and maintenance of each heritage resource.

Acquisition and Protection

Acquire and protect new and existing municipally owned resources. This would require the review of heritage resources to identify those that have the potential to be acquired and managed by the District. This would require a review of a heritage resource for its potential social, economic and heritage value and consideration for a recommended plan of action for the heritage resource.

Conservation of Heritage Resources

Adopt standard conservation principles outlined in *British Columbia Heritage Trust Technical Paper # 9 (1989)*. These standards will clarify the means by which the conservation of resources is achieved.

Interpretation and Access

Ensure public understanding and access to Municipally-managed heritage resources.

Maple Ridge Heritage Management Plan Recommendations

The *Maple Ridge Heritage Management Plan (1998)* called for a number of general recommendations to develop a management framework for both public and private heritage resources. These recommendations were organised into the following three categories:

A. Support Building: Addressing public awareness incentives

- The *Heritage Resources of Maple Ridge* should be published on a cost recovery basis with complementary copies supplied to heritage resource owners, libraries and various District departments.
- Ongoing dialogue should be initiated between all groups and individuals involved in the local heritage preservation process including various Municipal departments, the Heritage Advisory Committee and the Parks and Leisure Services Commission.
- One person at the District should be contacted for heritage related issues and should take a lead role in heritage related issues.
- There is a need to produce a pamphlet describing the heritage permit application and review process for applicants.
- The Heritage Advisory Committee could be reconstituted as a Community Heritage Commission enabling it to operate with increased authority.
- Members of Council should be sensitised to heritage issues and their benefit to the community as a whole.
- A Municipal stewardship program or management plan for specific public heritage resources, should be formally introduced to provide positive examples for privately owned heritage resources. Furthermore, the care of municipally-owned heritage sites should be standardized including the development of individual conservation plans for each site.

B. Formalising Heritage Regulations

- All heritage resources should be flagged on the GIS Property Information System. It is recommended that archaeological sites also be included on this database but should not be available to the general public. This would enable easy access to all those involved in heritage preservation or for the development of potential heritage resources.
- A District of Maple Ridge *Community Heritage Register* should be developed and adopted. This would identify the most significant resources of the District thus enabling them eligibility for development incentives and B.C. Building Code relaxations. The Heritage register should be reviewed regularly to reflect public nomination, local area reviews, voluntary inclusion, inclusion in exchange for incentives and demolitions or inappropriate alterations.
- A '*heritage procedures bylaw*' should be developed to define an integrated planning approach to heritage applications and to identify the process for permit review involving heritage sites. This by-law would 'act as a definition for procedures to be followed for sites identified as having heritage significance, including delegation of authority'. Creation of a '*heritage procedures bylaw*' could include the following items:
 - (a) heritage revitalisation agreements and heritage alteration permits;
 - (b) heritage inspections;
 - (c) delegation of authority and reconsideration; and
 - (d) reconsideration or a procedure to be followed when an applicant is not satisfied.
- Incentives for the conservation of heritage resources could come in many forms. This plan suggests that if conservation incentives are granted the heritage resource must in turn be tied to the *Heritage Register*. Incentives could include one or a combination of the following: grants, tax incentives, development incentives, development variance permits, building code equivalencies or priority permit application reviews.
- A '*heritage site maintenance standards bylaw*' should be developed to establish requirements for the care and maintenance of heritage resources.

C. Ongoing and Long-term Initiatives

- Further study of historic landscapes such as country roads and view corridors should be conducted.
- A program implementing guidelines for the maintenance and security of cemeteries should be developed. Generate public awareness initiatives and continue to identify historic burial grounds.

- Public access to archival records should be provided.

Current Assessment

In July 1998, Maple Ridge Council passed a resolution directing that six of the recommendations outlined in the *Maple Ridge Heritage Management Plan* be implemented. As a result, the Community Heritage Commission and Community Heritage Register were established.

It is important to remember that the goal of the *Maple Ridge Heritage Management Plan* (1998) was 'to develop a list of key heritage resources and propose management frameworks for both private and public heritage resources'. With this context in mind, it is easier to determine what is still relevant with regard to heritage conservation initiatives in Maple Ridge.

Conservation principles, conservation standards and development guidelines should be implemented (possibly from *British Columbia Heritage Trust Technical Papers 1989*) to direct future applications and to act consistently with regard to heritage resources. This may help create uniformity within the conservation process and clarify any uncertainties in the development process.

The development of a comprehensive management program for Municipality owned heritage resources would help communicate the significance the District places on local heritage. The potential benefits of a management program for publicly owned heritage resources would be twofold. First, the Municipality would be taking a proactive, rather than reactive approach to heritage conservation. Second, once a plan was adopted it would provide a framework for the Municipality to encourage private property owners and community organisations to work collaboratively to conserve other heritage resources. There are 14 other publicly owned heritage resources on the Heritage Register that could benefit from long-term conservation initiatives provided from a heritage management plan.

Natural heritage resources are not well represented in the current heritage inventory. Although the *Historic Landscapes Project* (available online) is not referred to with the *Maple Ridge Heritage Management Plan* (1998) it could identify potential historic landscape resources for further investigation.

Creating a list of incentives for heritage resource owners may help promote conservation activities. There are a number of incentives that could be used such as grants, tax incentives, development incentives, development variance permits, building code equivalencies and priority permit application reviews. The Municipality should develop a formal heritage incentive program, which could then be made available to heritage resource owners to promote additional conservation efforts.

The Community Heritage Commission has begun to play a significant role in the conservation of heritage resources, and should continue to work with municipal staff to undertake additional heritage conservation activities.

The *Management Plan* also indicated the difficulty of funding heritage related programs would continue to increase. In order to limit financial burdens of heritage resource management it may be beneficial to:

- Promote a positive economic overview of heritage resources to Council, developers, the business community and private owners through existing examples in other communities.
- Embrace heritage tourism efforts.
- Pool resources between all organisations involved with local heritage activities through the development of partnerships between these various organisations.
- Better utilize the Commission's status to raise funds for the conservation of heritage resources.
- Effectively market heritage resources to potentially interested businesses. For example, promote the adaptive re-use of heritage buildings such as the Port Haney Bank of Montreal, now the Billy Miner Pub.

Successful co-operation between various heritage-oriented community groups may encourage future partnerships and could create a network of organizations involved in heritage conservation and awareness. Efforts should be initiated to generate effective tools for increasing partnerships amongst local organisations.

There is a need to find innovative ways to successfully raise the awareness of local heritage in all demographic groups within the community.

Official Community Plan Heritage Policy Reviews 1981, 1989 and 1996

Official Community Plan Heritage Policy Reviews Synopsis:

A review of past and present Official Community Plan heritage policy indicates that heritage policy was recognised within all Official Community Plans. Increased heritage policy in the present Official Community Plan (1996) may indicate an increased awareness of heritage conservation issues and pressures within Maple Ridge.

1981 Official Community Plan Policies: Official Community Plan By-law No. 2967 – 1981.

27. Policy: The historic commercial designation is intended to recognise and reinforce the identity of older commercial areas through a variety of techniques such as development permit control and special design of such things as sidewalks and street lighting.

1989 Official Community Plan Policies: Official Community Plan By-law No. 4167 – 1989.

26. Policy: The historic commercial designation is intended to recognise and reinforce the identity of older commercial areas through a variety of techniques such as development permit control and special design of such things as sidewalks and street lighting. The areas designated are delineated on Schedule "C".

1996 Official Community Plan Policies: Official Community Plan By-law No. 5434 – 1996.

40. Policy: Maple Ridge will encourage the expansion of the tourism industry, particularly to take advantage of the community's natural assets and heritage values.

47. Policy: To encourage the tourism potential, Maple Ridge will promote the use and development of the Port Haney waterfront for recreational uses on the south side of the CPR train tracks. Transportation connections will be encouraged to the downtown core for pedestrians along 224th Street, and to other communities utilizing our water and rail access.

50b. Policy: Maple Ridge will support the development of rural commercial areas as designated on the Official Community Plan to encourage community identity in historic core areas and to provide for the commercial needs of the adjacent population. These areas should develop in a manner sensitive to the rural character of the surrounding area.

91. Policy: Maple Ridge will encourage the conservation and designation of significant heritage structures and landscape features in each neighbourhood.

92. Policy: Maple Ridge will prepare a Community Heritage Register and Heritage Management Plan to ensure management of heritage resources in the community.

93. Policy: Maple Ridge will recognise significant heritage areas and will consider designation of these areas as Historic Commercial of Heritage Conservation Areas to ensure development which respects their heritage character, subject to the outcome of the Zoning review.

94. Policy: Maple Ridge recognizes and supports the use of public advisory committees of volunteers to assist in advising Council on issues of the day.

Current Assessment

From 1981 to 1989, heritage policy within the Official Community Plan did not change. In both plans, policy was limited to the *Historic Commercial* designation. This policy recognised the significance of heritage value to the community and provided a start point for continued heritage policy. The policies also recognised a link to employment and the local economy for the first time.

Policies within the current 1996 Official Community Plan could accommodate the establishment of specific bylaws listed under the *Local Government Act, 1996* (see Legislative Review section). Policy 93 of the Official Community Plan could enable heritage conservation areas to be established in a number of locations throughout the District. Both the *Maple Ridge Community Register* and the *Maple Ridge Heritage Management Plan* have been established to encourage protective measures.

Summary

Heritage conservation in Maple Ridge came to the forefront of planning with the preparation of the *Port Haney Redevelopment Plan* (1986). In 1995 the *Maple Ridge Heritage Strategy* (1995) evolved to focus on a broader District-wide approach to heritage conservation with a recommendation to develop a plan to manage heritage resources throughout the entire community. The *Vision Maple Ridge Discussion Paper #9* (1996) and the *Summary of Public Response on Community Services and Heritage Conservation* (1996), both part of the 1996 Official Community Plan review process, evaluated the *Maple Ridge Heritage Strategy* (1995) and reiterated the need for a comprehensive management plan for heritage resources through defined administrative procedures and policies. Lastly, the *Maple Ridge Heritage Management Plan* (1998) stressed the need to develop a specific management plan appropriate for the conservation of heritage resources in Maple Ridge and recommended programs and implementation guidelines.

Today, we have the opportunity to either reiterate what should be done OR to put in place policies and regulations appropriate for the management of heritage resources in Maple Ridge.

SECTION TWO – MUNICIPAL CONTEXT

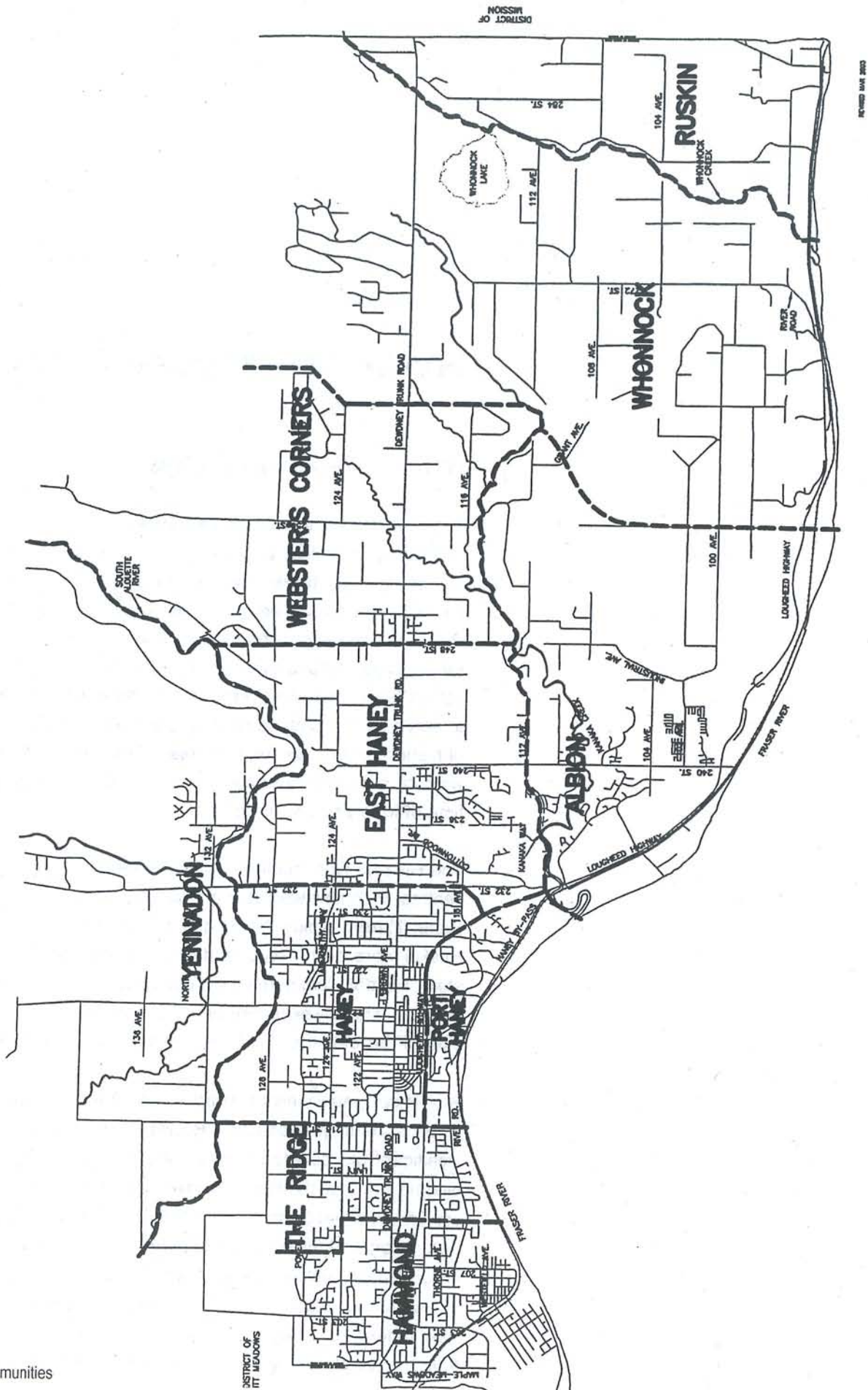
Historic Community Profiles

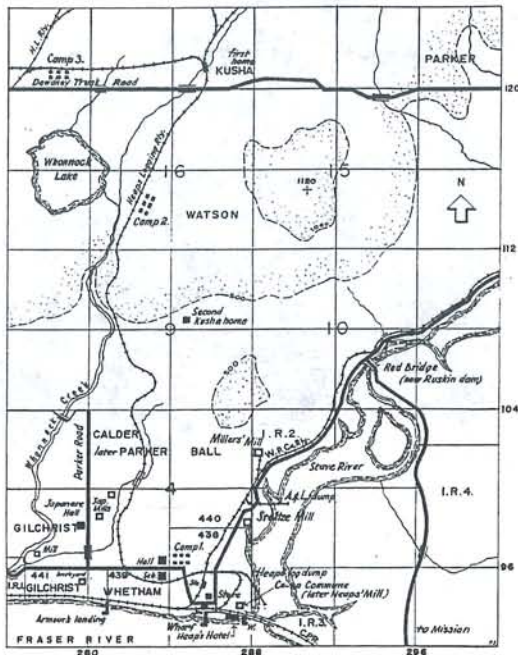
The District of Maple Ridge developed as a series of distinctive historic communities, beginning in the 1860s and 1870s. For the purposes of this paper, the contributions of First Nations heritage was not included, but will be given future study. The geography of Maple Ridge, full of watercourses and ravines along the north shore of the Fraser River, helped make these semi-isolated communities grow as self sufficient places with unique characteristics. Earliest settlers had to arrive by riverboat, landing where they could. The impressive ridge of higher land paralleling the Fraser River with its stand of huge western broad leafed maple trees gave Maple Ridge its name at the time of incorporation in 1874.

The Historic Communities map indicates the various community centres, with less well defined borders. Hammond, the Ridge, Port Haney/Haney, Albion, Yennadon, Webster's Corners, Whonnock and Ruskin were each associated with their own post-office, general store, school, community hall, churches, and all but three with railway stations. The development of more road transportation links has blurred the earlier distinctions, but distinctive characteristics remain.

A brief community history follows, with a listing of some identified and possible heritage resources. Residents of each community will find significant places and physical features, such as special trees, landmarks, and cherished buildings that they may wish to add to the list. The Historic Community Profiles provide starting places for more discussion and further input from residents. Information sources include such publications as *Maple Ridge: A History of Settlement*, *The Heritage Resources of Maple Ridge* by Donald Luxton and Associates and *Scattered Leaves*. Personal interviews and records from the Maple Ridge Archives provided additional information.

Map 3: Historic Communities





Map 4: Historic Ruskin

Ruskin's Historic Community Profile

Before 1900 the pioneer settlers in the Stave area including those living between Whonnock Creek and Stave River relied heavily on Whonnock's general store, post office, and railway station. The start of a community core at the mouth of the Stave River coincides with the establishment (1896) of the short-lived co-operative "Ruskin Mills." The number of its workers and their families warranted the creation in 1897 of a school—the Stave River School—and a post office (1898). The post office continued to carry the name Ruskin after the demise of the "Ruskin Mill" in 1900, imprinting the name in memories and records. Large-scale lumbering operations in the area attracted new residents to the region and commercial enterprises to the mouth of Stave River. The construction of the power stations at Stave Falls added even more vitality to the area. Around 1910, the time of final construction and completion of the work at Stave Falls, a railway station with the name Ruskin was established. That was also the time when the school was renamed "Ruskin School," reflecting the consolidation of Ruskin as a community.

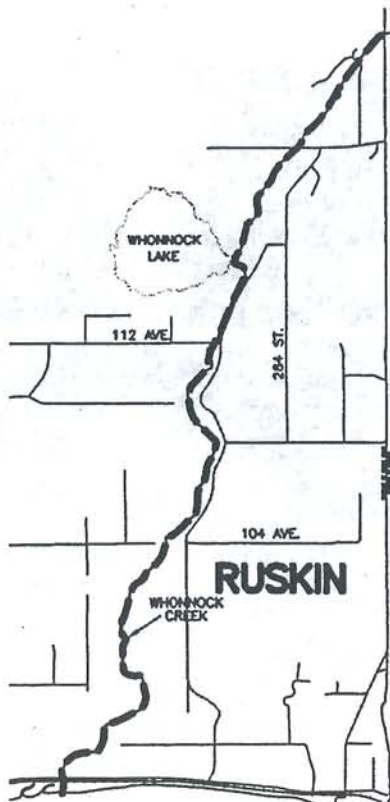
What Characterizes Ruskin?

Residents perceive the whole area between Whonnock Creek and the Stave River as "Ruskin," regardless of municipal borders. Today Ruskin remains predominantly rural and it still has noticeable ties to the logging industry. Ruskin Hall was built by volunteers in 1922 and continues to serve the residents of the Ruskin area thanks the dedication of volunteers and their love for their community.

Inventoried Heritage Resources

Buildings

- Ball (Miller) Residence 28594-104 Avenue
- Log Residence 9449-285 Street
- Residence 28306 Dewdney Trunk Road
- Ruskin Community Hall 28395-96 Avenue
- Ruskin Elementary School 28348-96 Avenue —*Designated Heritage Site*
- Wildwood (Smith) Residence 10412-280 Street



Map 5: Ruskin

Landscapes

- "Twin Maples" 10350-280 Street (trees and property)

Municipal Parks of suggested heritage significance

- Ruskin Park (Community Park)

Suggested Heritage Resources

- Stave River, Stave River mouth area;
- Ruskin Ridge;
- Buildings on Watkins Cedar Mill site. One is known as "the office.";
- Japanese home & barn (1930s)—9935 280th Street
- Three oak trees at 28485 104th Avenue, reportedly planted by a Japanese family;
- Presenting lumbering as a main lifeline for Ruskin (and Maple Ridge as whole) starting from the Hudson's Bay days when white pine was harvested for "staves" for barrels, the days of the "Ruskin Mills", via the major lumber activities of Heaps and its successors to the present. For the largest part 280th street follows a Heaps logging railway trail; and
- Ruskin's historical relationship with the Stave and Ruskin Dams and the railway trail along Stave Lake should be recognised and presented. Ruskin at the mouth of the Stave River was the main junction in the development of the Stave Lake Dam and later the Ruskin Dam. 280th street played an important part in those historic projects.

Issue Identification

Ruskin seems to be very identifiable due to adequate use of the name Ruskin on commercial and other signage along 280th Street and Lougheed Highway.

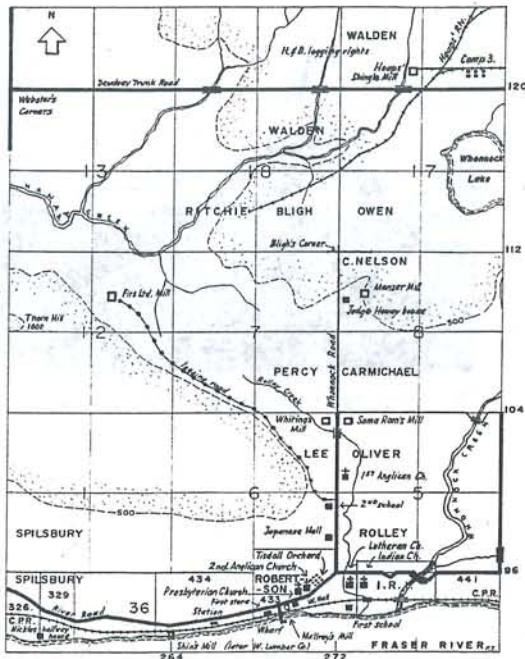
- No heritage resources represent the agricultural efforts of the Japanese settlers (berry farms, orchards);
- Few heritage resources identify the natural heritage resources of this community;
- No heritage resources identify the industrial heritage of this community;
- No heritage resources identify significant roadways in the community.



Photo 1: Ruskin Community Hall



Photo 2: 280th Street



Map 6: Historic Whonnock

Whonnock's Historic Community Profile

Robert Robertson, a Scot who settled in Whonnock in 1861, was the first landowner in Whonnock. When, in the mid-1880s, the railroad came and the population grew the community took the name of the resident First Nations and called their settlement Whonnock in a variety of contested spellings echoing its original sounds.

Around the end of the nineteenth century, Whonnock was a well-defined centre for settlers and communities in the eastern part of Maple Ridge and Glen Valley across the river. What made the place important for the region was that Whonnock had a railway station, a school, a general store and a number of churches. Most pioneer families of Whonnock were of British descent complemented with a notable contingency of Norwegians.

Lumbering and fishing remained prominent occupations from the first western settlement onward. Aside from subsistence farming the Whonnock settlers developed small-scale commercial fruit growing and poultry farming not unlike what happened everywhere else in Maple Ridge. After the First World War and until their expulsion in 1942, the Japanese settlers made good use of the soil for berry farming. On the waterfront lumber yards and mills remain active today although on a smaller scale than before. Women shaped community life, while churches and other organizations flourished. In 1912 the Ladies Club built the community hall that for many decades was the focus of social activities. Its spirit lives on in the modern Whonnock Centre at Whonnock Lake.

What Characterises Whonnock?

Whonnock is a rural area and its residents have a sense of place and community derived partly from long standing community organisations, their post office dating back to the 1850s, and their shared needs often different from those of residents of the urban areas of the district. In its history of settlement agriculture played a smaller part than lumbering and fishing. Whonnock still counts four churches today as it did through most of the last century.



Map 7: Whonnock

Inventoried Heritage Resources

Buildings

- Armes Residence 10016-272 Street
- Former St. Paul's 10184-272nd Street
- Lee Residence 10225-272 Street
- Residence 26887 River Road—*Designated*
- Residence 26903 River Road—*Designated*
- Robert Davidson Studio 26914-112 Avenue
- 'Skyarces' 26011 Loughheed Highway (Boulanger/Spilsbury house)
- St. John The Evangelist Anglican 27123 River Road
- St. Paul's Anglican Church 10184-272 Street
- Stahl Residence 26744-96 Avenue
- Watson Residence 9860-272 Street
- Whonnock General Store 26927 River Road —*Heritage Register*
- Whonnock Post Office 26915 River Road —*Heritage Register*
- Whonnock United Church 27091 River Road
- Whonnock United Manse 27091

Cemeteries

- Langley First Nations Cemetery 96 Avenue
- Robertson Family Cemetery 269 Street
- Whonnock Cemetery 96 Avenue —*Heritage Register*

Landscapes

- Sugar Maple Trees 26721-100 Avenue —*Heritage Register*

Municipal Parks of suggested heritage significance

- Thornhill Park (Community Park)
- Whonnock Lake (Municipal Park)

Suggested Heritage Resources

- Lehegaret / Nelson house on 272nd immediately beside Delco.
- The Front, Whonnock's "downtown," the business and social core of Whonnock established near alongside River Road near the river and the railroad. Steamers and trains were the main ways of transportation prior to the establishment of the Loughheed Highway.
- Stands of mature trees are scarce in Whonnock. East of 269th Street is a beautiful stand of mature trees that gives a backdrop to the old "downtown" area. The age of these trees may be around 75 years. (This area and the residences 26887 26903 River Road have recently been designated). A similar area exists east of 272nd Street and north of 96th avenue. Other stands may be identified and added to the heritage resources.



Photo 3: St. John the Evangelist Anglican Church



Photo 4: Lehegaret / Nelson House



Photo 5: Mature Trees East of 269th Street



Photo 6: Whonnock Lake

- Old Whonnock Road (272nd) rolls down to the Fraser River highlighting the rural character of the community. Identification of this roadway as a heritage resource may be appropriate.
- A Monkey-puzzle tree planted before the First World War is located in the front yard of the Armes Residence on 272nd.
- The old plank road leading from 272nd to Firs Ltd. may become part of a trail system.
- Whonnock Lake is an important landscape already identified in the *Maple Ridge Heritage Strategy 1995*. Interpretative panels outlining the natural history of the lake may be appropriate.

Issue Identification

- First Nations presence in Whonnock needs recognition.
- Women were instrumental in creating Whonnock's social life. Their hard work in societies and organizations and their individual sacrifices need to be recognised.
- The Norwegian pioneers and the Japanese berry farmers are not well represented through the existing heritage resources in Whonnock.
- Many mills operated in the area including the Shin's Mill and Soma Ram's Hindu Shingle Mill, highlight the involvement of many cultures (Japanese, British, Norwegian and East Indian) in the development of Whonnock. Further investigation of mills could be identified to highlight this ethnic diversity involved in the industry of Whonnock.

Webster's Corners Historic Community Profile

In 1882, James Murray Webster was the first pioneer to settle at what was to become Webster's Corners. In 1891, he opened the Webster's Corners Post Office in his home, which gave him the opportunity to name the neighbourhood after himself.

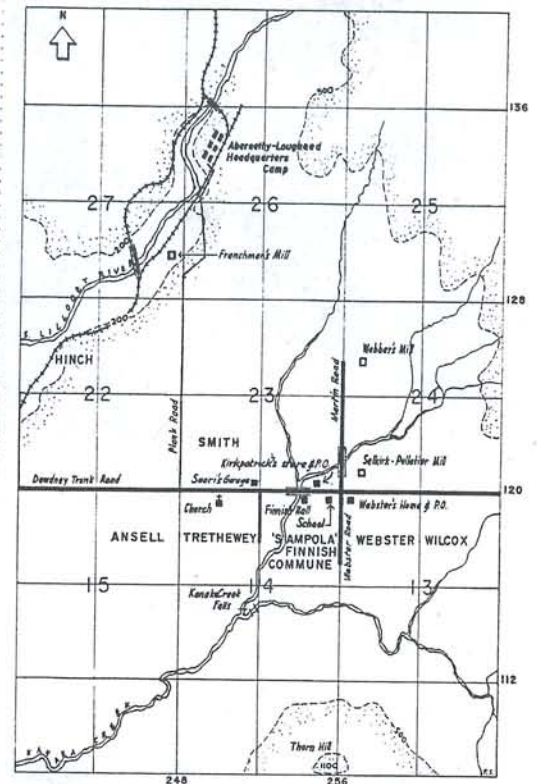
Good farmland along the Dewdney Trunk Road – really little more than a trail – attracted settlers along with small scale logging and milling operations to produce shingle bolts. The Dewdney Trunk itself was a source of income as constant maintenance was required to keep it passable and later to erect and maintain the power transmission lines from the powerhouse at Ruskin. The hauling and spreading of gravel has been an issue since earliest days.

A contract to cut shingle bolts drew the first Finnish settlers, headed by Matti Kurikka, in 1905. As that community grew, it caused expansion of the school and the construction of the Sampo Hall for community gatherings. Commercial enterprises related to the Finns included two co-ops and a frozen food locker. Today we can still find remnants of the Finnish culture all over Webster's Corners.

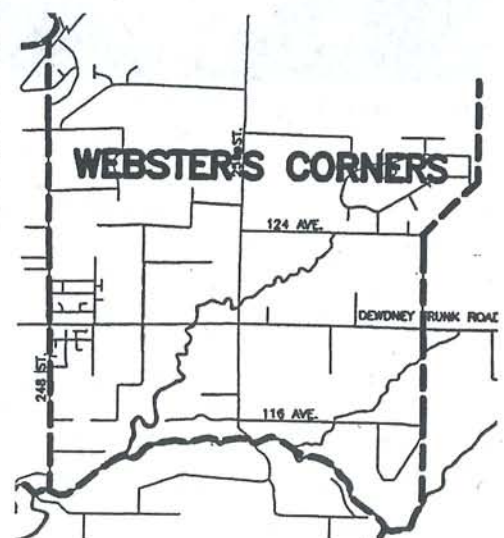
The 1920's brought improved transportation and significant developments in industry for Webster's Corners. First came the Abernethy & Loughheed Logging Company, with its state-of-the-art railway logging operation, which set up its base camp on the Alouette River at the north end of the Plank Road (248th Street). As road access improved and logging trucks appeared on the scene, the Webber Mill opened on Martin's Road (now 256th). These large employers attracted the world's attention to Webster's Corners with their innovative approaches and top quality products. Both 248th and 256th were entirely planked north of the Dewdney Trunk to allow truck traffic.

What Characterises Webster's Corners?

Webster's Corners has largely retained its rural character, including large lots and an absence of sidewalks, and its focus on the Dewdney Trunk. The Sampo Hall and occasional Finnish saunas recall the Finnish heritage. The big logging operations are gone, though Hart & Sons have a substantial operation near the north end of 256th. The magnificent falls on Kanaka Creek are the recreational



Map 8: Historic Webster's Corners



Map 9: Webster's Corners



Photo 7: Webster's Corners United Church



Photo 8: House on 256th Street



Photo 9: Webster's Corners Commercial Buildings

heart of the area along with Allco Park. The new (1996) elementary school stands on the same piece of ground occupied by the first school in 1896.

Inventoried Heritage Resources

Buildings

- Myntti Residence 25458-125 Avenue
- Katainen Residence 25575-125 Avenue
- Log Residence 12263-256 Street
- Webster's Corners United Church 25102 Dewdney Trunk Road
- Sampo Hall 25470 Dewdney Trunk Road
- Webster's Corners Commercial Building 25569 and 25579 Dewdney Trunk Road

Landscapes

- Trilliums 26048-116 Avenue

Municipal Parks of suggested heritage significance

- Allco Park (Municipal Park)
- Cliff Falls (Community Park)
- Louise Poole Trail (Municipal Park)

Suggested Heritage Resources

- 25141 Dewdney Trunk
- 12628-256th Street
- House west of Dewdney Trunk between 255th and 256th Streets.
- There are a series of possibly significant roadways such as 256th Street (originally Martin's Road) and 248th St. The location of the old Kanaka Creek Bridge (also known as "The Long Bridge") on Dewdney just west of the Sampo Hall is also a historic feature (*Webster's Corners Community Crier*, Fall 1998).
- Webster's Corners (where Dewdney Trunk and 256th Street intersect) is possibly a historic roadway as it identifies the origin of Webster's Corners. In fact, it was due to being one of the rare intersections in the district that gave the name its final "s" in the first place.
- An inventory of Kanaka Creek Park may indicate landscape and other natural heritage resources as well as prehistoric native sites and historic trails.
- The Abernethy-Lougheed rail line that was located near the South Alouette River may be a possible heritage trail to commemorate past logging activities.
- Allco Park was identified as historically significant in the *Webster's Corners Community Crier*, summer 1999 and

recognised with a Maple Ridge Heritage Advisory Committee Heritage Plaque in 1994.

- Separate sauna buildings could be identified to represent the Finnish culture within Webster's Corners.
- Cliff Falls at Kanaka Creek Park has historically been a central spot for recreational activities.

Issue Identification

- Few natural heritage resources have been identified within the community.
- Significant historic roadways in the community have not been recognised.
- Few heritage resources represent the Finnish influence in Webster's Corners.
- No heritage resources identify the past logging practices within the community.

Inventoried Heritage Resources

Buildings

- Hill House 10036-240 Street – *Heritage Register*
- Jackson Farm 24554-24572-102 Avenue
- Kimola Residence 10104-248 Street
- Log Cabin 24871-108 Avenue
- Log Cabin 25807-100 Avenue
- Residence 23283-23289 McKay Street
- Residence 23423 Lougheed Highway
- Spencer Farm Milk House 23448-98-105 Avenue – *Heritage Register*

Cemeteries

- Langley Indian Band Cemetery on Lougheed Highway

Municipal Parks of suggested heritage significance

- Albion Park (Community Park)
- Belle Morse Park (Neighbourhood Park)
- Rieboldt Park (Municipal Park)

Suggested Heritage Resources

- The Albion Hall constructed in 1923 has a rich history of community events and social gatherings
- The Ritchie Home constructed in 1882 was still standing at the time *Maple Ridge - A History of Settlement* (Nickols, 1972) as published. This property should be further investigated.
- Some of the fruit trees planted by Samuel Robertson in Kanaka Creek Park near the mouth of Kanaka Creek may still be standing.
- Baker Road (240th Street) and River Road were the first roads constructed in the area.
- Thornhill is a prominent landscape feature in the area and offers beautiful views of the region
- Fishing was an important activity along the Fraser River.
- Bruce's Market.

Issue Identification

- No heritage resources identify the fishing industry.
- The historic roadways in the community have not been formally recognised



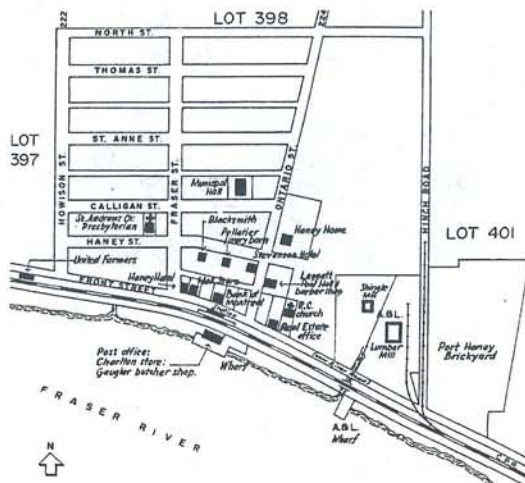
Photo 10: Albion Community Hall



Photo 11: View east from Thornhill



Photo 12: View west from Thornhill



Map 12: Historic Port Haney

Haney Historic Community Profile

Haney had its beginning as a small cluster of homesteads along the bank of the Fraser River known as Port Haney. The settlers' needs were served by the paddlewheelers that travelled the river so most homesteads included "Landing" in their name. When Thomas Haney arrived in 1876, he surveyed both the north and south banks of the Fraser River for good brick making sites and decided to purchase the 160 acre Wickwire Landing.

Thomas Haney acted with great foresight in seeing the coming of the CPR as a way to grow his little community. He had the Port Haney townsite surveyed and subdivided and laid out streets and lots. He was responsible for the development of early services such as water works and provided land for churches. The growth of Port Haney proceeded quickly after the construction of the railroad. The Haney Hall on Callaghan Street became the seat of government for all of Maple Ridge at a time when the ward system of voting emphasized the importance of the various communities in the district.

River Road was constructed in segments as a kind of frontage road to provide access to services, industry and the shopping district that grew up around the CPR station in Port Haney. Local industry included several large brickworks and sawmills as well as the home base for the world-renowned Abernethy & Lougheed Logging Company.

Port Haney's pre-eminence as a commercial/industrial centre continued until the construction of the Lougheed Highway in 1931. By that time, the community had outgrown the narrow strip of land along the Fraser and looked to the greater growth and development opportunities of the land between the Lougheed and Dewdney Trunk.

In 1928, Nelson Lougheed turned over the reins of his successful Abernethy & Lougheed Logging Company to his brother and entered provincial politics as a Conservative MLA. As Minister of Public Works, his priority was the construction of a highway connecting the district of Maple Ridge with points east and west.

The construction of the highway coincided with a terrible fire in Port Haney which saw the loss of several commercial buildings, including the original Fuller-Watson store. Seeing the opportunity afforded by the new highway, Fuller-Watson rebuilt "uptown" and the commercial



Map 13: Port Haney & Haney

development of Central Haney began. Still concentrated on the land of Thomas Haney and his family, the commercial core developed around the property bounded by Ontario Street (224th), the Dewdney Trunk, Hinch Road (225th), and Lougheed Highway. This “core” territory already included two elementary schools, one high school, and the Aggie Hall that was so central to community life.

In addition to ongoing commercial activity, the “core” has also become home to all of the major municipal services including the municipal hall (1951) and library and recreation services. In 1959, the Agricultural Fair Grounds were relocated to Albion, making way for the Haney Place Mall and Municipal Hall developments, along with the Cenotaph and Memorial Peace Park.

What Characterizes Haney?

Port Haney was an early transportation nexus where river traffic, railway and roadway met. This advantage led to its success despite the shortage of level land near the river. The vast clay deposits underlying Port Haney combined with its transportation assets to make it a prime location for heavy industry.

Haney Centre is the communal heart of Maple Ridge. It is a heritage commercial district with its earliest buildings dated to the 1920's. It was the primary location of community celebrations and festivals from 1909 to 1959 at the Aggie Hall and its grounds – a role which continues to this day with the majority of large gathering spaces still located in this core territory and its surrounding blocks. It was the educational centre which held the district's only high schools from 1921 to 1954. Many people still living in the district did their entire education in the elementary and high schools of the “core”.

Inventoried Heritage Resources

Buildings - Port Haney

- Abernethy and Lougheed Company Office 22350 Callaghan Ave.
- Bank of Montreal 22355 River Road (Billy Miner Pub) —*Heritage Register*
- Beckett Residence 22335 Callaghan Avenue
- Fuller Watson Store 22390 Lougheed Highway
- Haney House 11612-224 Street —*Heritage Register & Designated Heritage Site*
- Haney Post Office 22375 Callaghan Avenue —*Heritage Register*
- Japanese Kindergarten 11739-223 Street – moved from original location at 232nd and Dewdney Trunk.
- Masonic Temple 22272-116 Avenue



Photo 13: Bank of Montreal (now Billy Miner Pub)



Photo 14: Haney House



Photo 15: Masonic Temple



Photo 16: Haney Brick & Tile Manager's House



Photo 17: St. Andrew's Heritage Church



Photo 18: The Cenotaph

- Port Haney Brick Company Manager's House 22520-116 Avenue - *Heritage Register & Designated Heritage Site*
- Port Haney Post Office 22371 River Road
- Ridd Residence 22323 Callaghan Avenue
- Saint Andrew's Manse 22289-22291-116 Avenue
- Saint Andrew's Presbyterian Church 22279-116 Avenue - *Heritage Register & Designated Heritage Site*
- Storey Residence 22345 Callaghan Avenue
- Turnock Residence 22309 St. Anne Avenue
- Wharf Office 22300 Block River Road -*Heritage Register*

Haney Centre

- Gardner Residence 11502-240 Street
- McDougall Residence 23259 Dewdney Trunk Road
- Post Office 11841-224 Street —*Heritage Register*
- Residence 22987 Dewdney Trunk Road
- Baynes Residence 12032-216 Street
- Beeton Residence 22031 Dewdney Trunk Road
- Carter Residence 21694 River Road

Landscapes - Port Haney

- Maple Tree 11813-222 Street
- The trees and gardens at Haney House, many planted by Thomas Haney & his descendants over a period of 100 years.

Municipal Parks of suggested heritage significance - Port Haney

- Brickwood Park (Neighbourhood Park)
- Callaghan Park
- Jim Hadgkiss Park – former site of Port Haney Brick & Tile
- Storey Green (Neighbourhood Park)

Haney

- Alexander Robinson Park (Neighbourhood Park) — East Haney
- Allouette Park (Neighbourhood Park)
- Fletcher Park (Neighbourhood Park)
- Harry Hooze Park
- Copper Beach Tree 21780-124 Avenue —*Heritage Register*
- Memorial Gardens (Municipal Park)
- Merkley Park (Community Park)
- Pioneer Park (Neighbourhood Park)
- Telosky/Thomas Haney Centre (Community Park) — East Haney

Other Features - Port Haney

- CPR Caboose #437115 22520-116 Avenue - *Heritage Register*

Haney

- The Cenotaph, 224 Street
- Methodist Church Bell, 22165 Dewdney Trunk Road

Suggested Heritage Resources - Port Haney

- 22372 St Anne was the home of the first RCMP Officer in Maple Ridge, Kelly Irving
- 11630-224th Street: Douglas Fir at (identified in the *Port Haney Redevelopment Plan*)
- 11696- 224th Street: Three Red Cedars on the property (identified in the *Port Haney Redevelopment Plan*).
- Black Cottonwoods between the waterfront and River Road (identified in the *Port Haney Redevelopment Plan*).
- 11664-223rd Street: A Western Red Cedar and a Douglas Fir.
- 22300 Block of Callaghan Avenue: Two Big Leaf Maples and a large Horse Chestnut tree.
- 22289-22291 Callaghan: A Bitter Cherry tree

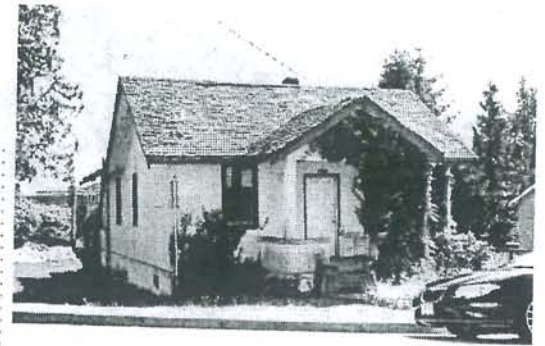


Photo 19: Irving House

Haney

- Harris Insurance Agency commercial signage on the Lougheed Highway
- First traffic light was installed in 1954 at Lougheed and 8th (present day 224th).
- The Gazette was located in the building immediately south of the Fuller-Watson Store. It was the first paper in Maple Ridge
- Clappison Residence 22114 Dewdney Trunk Road
- Clappison/Dickie Residence 22106 Dewdney Trunk Road
- Daykin/Hill Residence 22007 Dewdney Trunk Road
- Leslie Residence 21695 River Road —*Heritage Register & Designated Heritage Site*
- Post Office on 224th Street
- Bank of Montreal on 224th Street and Lougheed – current building replaced a brick building built in 1930.
- Historic commercial streetscape on 224th Street



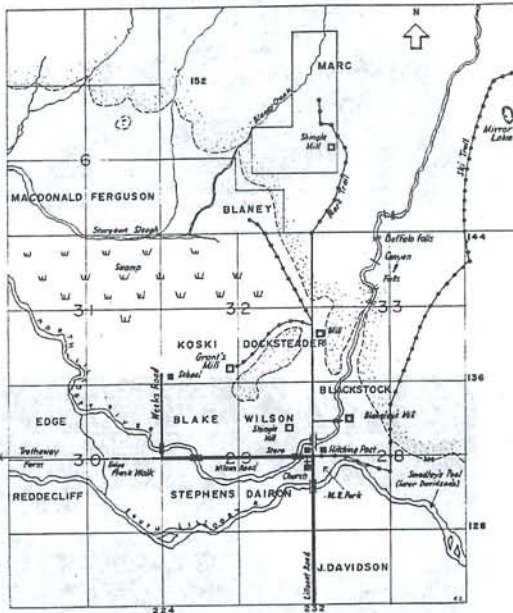
Photo 20: Harris Insurance Agency Sign

Issue Identification

- East Haney's heritage resources are not sufficiently identified.
- Few examples of commercial heritage resources have been identified. It may be possible to incorporate examples of more recent historic commercial properties and/or signage into heritage resources to capture the commercial character of the community through different eras.
- No natural heritage resources have been identified to help preserve existing mature trees within the community.
- No heritage resources have been identified to represent significant roadways in the community.
- The industrial heritage of the community is under-represented.
- The 1880 landslide on the Howison property (into the Fraser River).



Photo 21: Original Haney Gazette Building



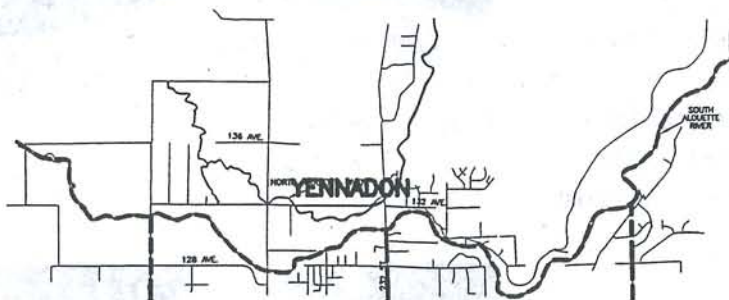
Map 14: Historic Yennadon

Yennadon's Historic Community Profile

Yennadon's first pioneers pursued a living through mixed farming, livestock, and shake mills. Samuel Edge was the first known settler of the area in about 1882 and was renowned for his interest in the outdoors. In 1876, he climbed the centre peak of the Golden Ears, which has since carried his name – Edge Peak. The landscape varies from steep slopes in the northeast to the marshy lands between the North and South Alouette. Wooden dykes were built to protect against flooding but routinely gave way, destroying crops and pastures.

Yennadon owes its name to Canada Post. Just prior to the establishment of a post office, the community that had been known as "South Lillooet" was told by Canada's mapmakers that it could no longer use "North and South Lillooet" for the rivers that passed through it, as a Lillooet River had already been gazetted. The names of the rivers were then changed to "North and South Alouette" – a decision based solely on the fact that the two words sound somewhat alike. However, when the post office was established in 1911, Postmaster E. W. Prowse was asked to provide a name other than Lillooet and he chose the name of the manor in the town where he had grown up in England – Yennadon.

What Characterises Yennadon?



Map 15: Yennadon

Historic Yennadon can be characterised as a small rural community set within an environment of great natural beauty. From the beginning of settlement in Maple Ridge, the land between the rivers that we now call Maple Ridge Park has attracted picnickers, swimmers, hikers and other recreational users. As time passed, an equestrian focus was added through the "Hitching Post" dude ranch, Margaret Trethewey's equestrian centre, and later still the Payton family.

The recently approved Silver Valley Plan will bring considerable new population pressure and may have significant impacts on the historic and recreational character of this community. Maintaining the historic name of Yennadon and the values it reflects in terms of the entire district – outdoor recreation and equestrian pursuits – should be a priority.

Inventoried Heritage Resources

Buildings

- Former Schoolhouse 22413-136 Avenue
- Koski Residence 22679-136 Avenue
- Marc Residence Marc Road.

Municipal Parks of suggested heritage significance

- Maple Ridge Park (Municipal Park) – purchased by the municipality from the Burrard Power Company in 1927.

Suggested Heritage Resources

- Yennadon Community Centre is located in the second Yennadon School (built 1952). This building was identified as being historically important by the *Picket Fences Project* as many activities and events have taken place at this location.
- Commercial enterprises of importance were identified in the *Picket Fences Project* including Fern Crescent Pizza (one of the few drive-in diners in the area) and Ping's Market.
- A large cedar tree is located on the edge of the new Balsam subdivision on Balsam Street.
- Maple Ridge Park has historically been a popular place for picnicking since the early 1900's. Hot Rocks and Davidson's Pool, located within the park, have historically been popular swimming destinations
- McAuley Rock hiking destination was identified in the *Picket Fences Project 'Heritage and History'* as a significant recreational trail.
- Samuel Edge was a pioneer outdoorsman who was the first settler to climb Golden Ears. Further investigation of the trails and routes he travelled may be warranted.
- Fern Crescent and 232nd Street (formerly South Lillooet Road) represent scenic and historic roads found within the area
- The 'Hitching Post' is a late 1930's building that is occupied by Southwell's Ornamental Iron Shop. It was once a dude ranch, horse rental shop, private hospital, Alouette Arts Centre, the Lost Unicorn, and the Magic Puddle Pre-school.

Issue Identification

- There have not been any natural heritage resources identified within Yennadon.
- No roadways have been identified as heritage resources.
- No heritage resources have been identified to represent neighbourhood businesses or the community's equestrian focus.



Photo 22: Ping's Market Sign



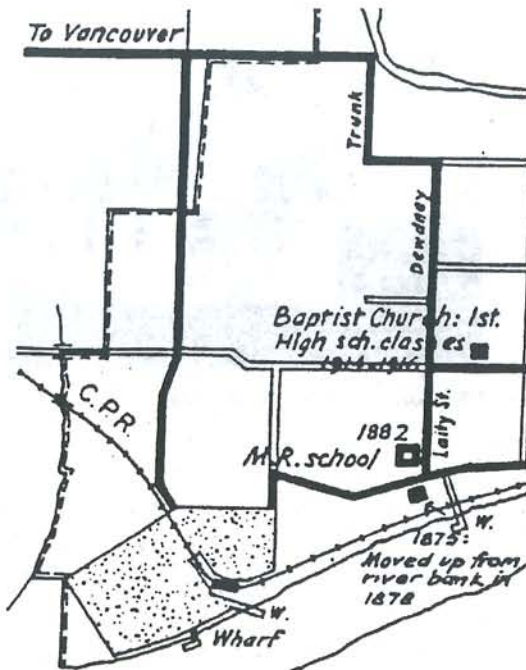
Photo 23: Hot Rocks



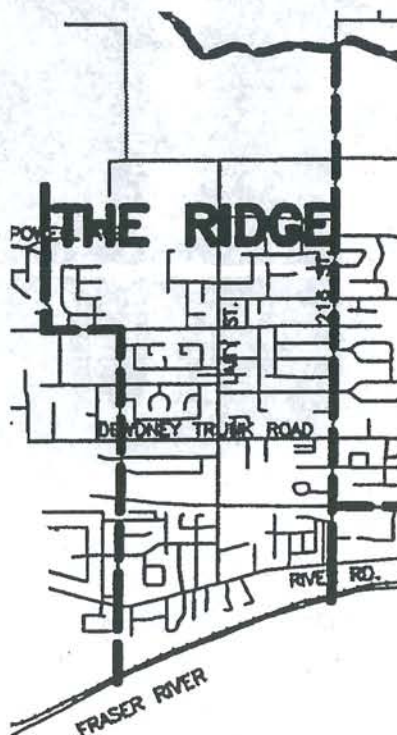
Photo 24: 232nd Street



Photo 25: The "Hitching Post"



Map 16: The Historic Ridge



Map 17: The Ridge

The Ridge's Historic Community Profile

Our oldest neighbourhood and the entire municipality are named after John McIvor's farm "Maple Ridge." The Ridge is the cradle of the District of Maple Ridge. Its pioneer farmers were the main instruments in the incorporation of the district in 1874. After the first municipal election in 1875, council meetings were held at "The Ridge" before local government moved to Port Haney. The community had the first store in the District and the first (Methodist) house of worship was built there 1872. The first school was opened in The Ridge in 1875 and the first post office in 1876. In 1878 a municipal cemetery was established here. It would take almost a decade before the establishment of the railroad that boosted the population in other parts of the District sufficiently to include similar civic amenities to their communities. In 1882 St. John The Divine Anglican church from Derby, across the river, found a permanent home in The Ridge. In 1883 a town plan for Port Hammond Junction was deposited in Victoria and Hammond came to its own over the next few years. The farming community of The Ridge found itself between the rapidly growing commercial and industrial town sites of Port Hammond and Port Haney. With its name it seemed to have lost some recognition by outsiders as a distinct community, but local residents proudly remember the distinct role their neighbourhood played in the history of the District.

What Characterises the Ridge?

The Ridge is a well-established older neighbourhood that blends with the areas of Hammond and Haney. The name of their community is remembered for instance in the name of the "Maple Ridge School" and, after almost a century, The Ridge hosts again a "Maple Ridge" post office.

Inventoried Heritage Resources

Buildings

- Anderson Residence 11777 Laity Street
- Burnett Residence 11640 Pine Street
- Cole Residence 12535-216 Street
- Gillespie Residence 12061 Laity Street
- Laity Farm and Barn 20981-20985 – 123 Avenue

- Mclvor Residence 20994 River Road
- Residence 11402 Riverwynd Street
- Roberts Residence 21336 Douglas Avenue
- Saint John The Divine Anglican Church 21299 River Road
- St. John's Rectory 11604 Laity Street

Landscapes

- Royal Oak of England 214 Street —*Heritage Register*
- Hampton Farm 12611-209 Street
- Row of Maple Trees 11601 Laity Street
- 'Shady Lane' 124 Avenue between 216 Street and Laity Street

Cemeteries

- Maple Ridge Cemetery 214 Street —*Heritage Register*

Municipal Parks of suggested heritage significance

- Camwood Park (Neighbourhood Park)
- Chilcotin Park (Neighbourhood Park)
- Cook Park (Neighbourhood Park)
- Hampton Park (Neighbourhood Park)
- Holly Park (Neighbourhood Park)
- Jerry Selina Park (Municipal Park)
- Jordan Park (Neighbourhood Park)
- Lion's Fun Park (Neighbourhood Park)
- Maple Ridge Golf Course (Municipal Park). Second Mclvor house at the end of Golf Lane
- Volker Park (Neighbourhood Park)
- Westview Park (Neighbourhood Park)

Suggested Heritage Resources

- 20785–208th Knight Farm (historically the Williams Farm) an old house and barn still standing (c. 1930s)
- Tretheway property on 132nd —the property has an old barn on the north side of the dyke (South Alouette River)
- River Road is reported to be British Columbia's first paved road and is significant as it connected all communities adjacent to the Fraser River from Mission to New Westminster
- Former berry farm area just north of the South Alouette may have some historical significance with respect to agricultural heritage characteristic of the community
- Trees on Laity near 124th
- River Road
- Two maple trees on cemetery
- Nelson's Landing at the foot of Fir Street.



Photo 26: St. John the Divine Church



Photo 27: 124th Avenue "Shady Lane"

Issue Identification

- Recognition and representation of The Ridge as oldest community and the cradle of the District of Maple Ridge.
- Agriculture played an important part in the history of The Ridge and should be identified.
- The significant numbers of mature trees within this community have not been clearly identified as natural heritage features.
- Significant historic roadways have not been identified within the community.



Photo 28: Westview Park



Photo 29: River Road

Hammond's Historic Community Profile

In 1880, the CPR's main line was projected to go straight through property pre-empted in 1864 by William Hammond. Construction of the railway in the area started in 1882 and in 1883 a townsite along the Fraser was registered under the name Port Hammond Junction. After the trains started in 1885 the postal services were relocated from "The Ridge" to Hammond. Over the next few years Port Hammond came into its own, became an important supply port and a port where steamers, carrying passengers, freight, and mail, connected the railroad to New Westminster and Victoria.

The steamer landing lasted only a few years when tracks were put through to New Westminster from New Westminster Junction (Port Coquitlam) and to Port Moody and Vancouver but a sawmill took its place and from early 1900s. The industry, economy and community of Hammond changed with the ups and downs of the lumber industry.

Hammond, in the early years, was a bigger and more important service and commercial centre than Haney.

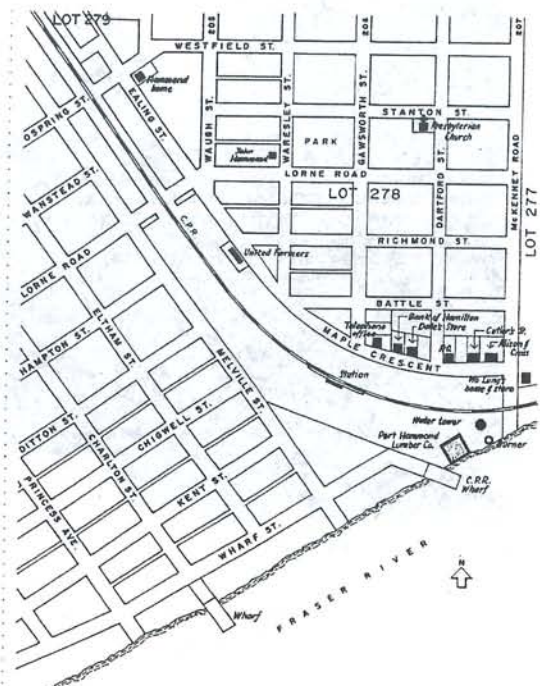
What Characterises Hammond?

A few themes come to mind when characterising Hammond, particularly its short-lived history as a railroad junction (the reason of its creation), the lumber mill and the various cultural groups that worked in it. A town site of predominantly small working class homes has recently been mixed with newer suburban development.

Inventoried Heritage Resources

Buildings

- BC Telephone Company Exchange 20605 Maple Crescent
- Bank of Hamilton 20617 Maple Crescent
- Dr. Broe Residence 11339 Dartford Street
- Hammond Elementary School 11520-203 Street (demolished)
- Harry Residence 20591-114 Avenue
- Hartnell Residence 11224 Maple Crescent
- Ito Residence 20285 Dewdney Trunk Road
- John Hammond House 20541 Lorne Avenue
- McFarlane Residence 11395-205 Street —*Heritage Register*



Map 18: Historic Hammond



Map 19: Hammond



Photo 30: John Hammond House



Photo 31: Hope House



Photo 32: Wharf Street

- Olson Residence 11406-205 Street
- Olson Residence 20340 Lorne Avenue
- Omura Residence 20233 Dewdney Trunk Road
- Renstrom Residence 20540 Lorne Avenue —*Heritage Register*
- Residence 11414-205 Street
- Smith Residence 11391-207 Street
- Thompson Residence 11329 Dartford Street

Cemeteries

- Katzie Cemetery 203 Street

Landscapes

- Original Stand of Maple Trees 20818 Golf Crescent —*Heritage Register*
- Latvalla Lane

Municipal Parks of suggested heritage significance

- Fairview Park (Neighbourhood Park)
- Hammond Park (Neighbourhood Park)
- Hammond Stadium (Community Park)
- Tolmie Park (Neighbourhood Park)

Suggested Heritage Resources

- The first water pumping station for Hammond still exists in an underground structure at the north-west corner of Westfield Avenue and 206th Street.
- The historic streetscapes, including the back lanes of Hammond.
- John McIvor's dairy farm was transformed into the Maple Ridge Golf & Country Club in 1925. This golf course has played a significant recreational role for many men and women within the community since the course was built. John McIvor's second house is at the end of Golf Lane.
- The baseball field in Hammond is presently a playground. Baseball was a well documented past-time for many people within Hammond. (Covered bleachers were a unique feature).
- Wharf Street is an old dyke from the 1920s. This could be a possible historic road as it represents interaction between early settlers and the environment
- Gouldie's Farm on the north side of Wharf Street may represent an opportunity to preserve the agricultural heritage characteristic of the Hammond's pioneer lifestyle. It was previously owned in succession by the Dyke brothers, Birches, and Buyers.
- The first apartment block in Maple Ridge was built in Hammond on the corner of 119th Ave and 207th street ("Proudfoot corner"). It could be further researched to identify significant apartment blocks for their possible heritage value, such as Mueller Block,

named after John Mueller.

- 11143 Princess - Rogers's Home
- 20267 Wanstead Avenue. (Frank Ratchie's)
- 20275 Ospring Street – this home has a plaque out front that states the construction date and what may be the original home owners family name.
- 20290 Wanstead Avenue
- 20505 Westfield – This possible heritage home backs onto Latvalla Lane.
- 20583 114 Avenue
- Old Hammond jeweller's location before they moved to the Loughheed – property represents the decline of Hammond commercial activity and its transition towards the Loughheed Highway.
- Powell's farm house on the south-east corner of Powell Street and 203rd Street.
- Sunnybrook Dairy Farm has old farmhouse. The property is located on the west side of 203rd after 123rd heading north. Known as "Hay Brothers"
- William Hope's Home (1st Magistrate in Maple Ridge) 11258 – Dartford
- Hammond Hotel, now called Maple Crescent Lodge, 20571 Maple Crescent.
- J.M. Dale's general store, 20621 Maple Crescent. ("Designs Alive Second Hand")

Issues Identification

- No heritage resources have been identified to represent the contributions of working people to the lumber industry. The Hammond Cedar Mill employed Chinese, Japanese and East Indian ethnic groups. The mill started employing women in the war years.
- No heritage resources have been identified to represent the early significance of agriculture to Hammond. Further investigation of properties in the northern portion of Hammond could be researched.
- No heritage resources have being identified to represent the social atmosphere of the community and the various community associations.
- Latvalla Lane (off Westfield) is the only heritage roadway that has been identified.



Photo 33: Home on 114th Avenue



Photo 34: Roger's House



Photo 35: Home on Wanstead Avenue

SECTION THREE – HERITAGE CONSERVATION

Heritage Conservation in Maple Ridge

The current heritage conservation framework in Maple Ridge includes a number of well-established programs and new initiatives that contribute to the protection of the municipality's heritage resources. Among the initiatives, the establishment of the Heritage Advisory Committee in the early 1990's marks the point where the conservation and protection of the District's heritage resources and sites was recognised by Maple Ridge Council as being important to the fabric and characteristics of the municipality. In 2000, Maple Ridge Council further expressed its support by approving the establishment of the Maple Ridge Community Heritage Commission.

The creation of the Community Heritage Commission exhibits a recognition by Maple Ridge Council of the importance of conserving our history. Council and District staff regularly seek the input and guidance of the Community Heritage Commission on matters relating to heritage conservation programs or the impact of changes or development on the historic fabric and/or character of a neighbourhood. The bylaw that outlines the activities of the Community Heritage Commission includes the opportunity for communication with Maple Ridge Council on matters relating to heritage conservation initiatives. This ability further demonstrates the recognition that Maple Ridge Council has for the expertise and commitment of local residents in the ongoing conservation of the municipality's heritage resources.

Current Maple Ridge Heritage Conservation Initiatives

There are a number of well-established heritage programs that form the core of the heritage conservation initiatives within the municipality. In addition, Council adopted bylaws and policy exist, as well as a multi-year business plan for the Heritage Commission that support the programs and provide a general basis for conservation activities.

Maple Ridge Community Heritage Commission Bylaw

Maple Ridge Council approved the *Maple Ridge Community Heritage Commission Bylaw No. 5908-2000* on September 12, 2000. In approving the Bylaw pursuant to Part 27 of the *Local Government Act*, it was considered by Council that it was in the public interest to establish a community heritage commission to provide advice and undertake activities that support and promote in the conservation of the District's heritage.

The following excerpt from *Bylaw No. 5908-2000* outlines the terms of reference and duties of the Community Heritage Commission.

4. Terms of Reference

- 4.1 The Commission is appointed for the purpose of advising the Council on heritage conservation matters and undertaking and providing support for such activities as benefit and provide for the advancement of heritage conservation in the District.

5. Duties of Commission

5.1 The Commission will:

- a) advise Council on any matter referred to it by the Council;
- b) undertake and provide support for such heritage activities as directed by Council;
- c) present an annual report to Council, setting out its activities and accomplishments for the previous year, and include any financial statements which Council requires;
- d) meet not less than once per quarter, each calendar year, unless otherwise directed by Council.

5.2 The Commission may:

- a) develop and implement educational and public awareness programs related to heritage conservation in the District;

- b) support and raise funds for projects of local heritage significance;
- c) make recommendations on heritage policy and advise Council on policy issues relating to heritage property and neighbourhoods;
- d) provide information and advice to an individual or community group regarding heritage conservation and policy, upon receipt of a request from the individual or community group;
- e) establish and administer a grants in aid and financial assistance application process for organisations, institutions, or other groups requiring financial assistance to engage in activities:
 - (i) to conserve or relating to the conservation of heritage property or heritage resources;
 - (ii) to gain knowledge about the community's history and heritage;
 - (iii) to increase public awareness, understanding and appreciation of the community's history and heritage; and
 - (iv) necessary or desirable with respect to conservation of heritage property or heritage resources.

The *Maple Ridge Community Heritage Commission Bylaw No. 5908-2000* enables the Heritage Commission to be involved in a wide range of activities and programs, as well as permitting direct communication with Council. The relationship between the Community Heritage Commission and the Planning Department has resulted in a process whereby the Director of Planning and Manager of Community Planning are advised of any recommendations the Heritage Commission is making to Maple Ridge Council.

Council Policy 5.23 Tax Exemptions – Heritage Sites

Policy 5.23 Tax Exemptions – Heritage Sites was adopted in 2001, and indicates that Council will consider requests for tax exemptions under Section 359(1)(a) of the *Local Government Act*, from municipal property taxes for eligible heritage properties. In order to be eligible for the exemption, the property must:

- be designated, by bylaw, as a municipal heritage site under Section 967 of the *Local Government Act*; or
- be subject to a heritage revitalisation agreement under Section 966 of the *Local Government Act*; or

- be subject to a covenant that relates to the conservation of heritage property under Section 219 of the *Land Title Act*.

The exemptions can be approved for the following calendar year or for multiple years, with the latter requiring a significant public notification and counter-petition process to be followed.

Since adoption in 2001, Maple Ridge Council has approved one tax exemption for a heritage property under this policy. The opportunity exists to use this policy as an incentive for a number of significant heritage resources to be designated as municipal heritage sites by the owners, thereby providing legal protection to the heritage resource.

District of Maple Ridge Official Community Plan – Bylaw No. 5434-1996

The current Official Community Plan includes the following three policies that specifically target heritage conservation in the municipality:

91. Maple Ridge will encourage the conservation and designation of significant heritage structures and landscape features in each neighbourhood.
92. Maple Ridge will prepare a Community Heritage Register and Heritage Management Plan to ensure management of heritage resources in the community.
93. Maple Ridge will recognise significant heritage areas and will consider designation of these areas as Historic Commercial or Heritage Conservation Areas to ensure development that respects their heritage character, subject to the outcome of the Zoning review.

The OCP also includes the Historic Commercial designation on Schedule B – Land Use Designation and the H-1 Heritage Commercial zone has also been included in the *Maple Ridge Zoning Bylaw No. 3510 – 1985* as amended. The land use designation and zone exist in the historic centres of Hammond and Haney.

In addition, the Planning Department has also included references to both the Community Heritage Register and Heritage Inventory within the municipality's property database system. This system is used for all property information queries and to track all development applications as they move through the evaluation/approval process. Incorporating the Heritage Register and Heritage

Inventory information has enabled municipal staff to identify potential heritage issues or implications to a development proposal at the initial stage of the application process, thereby enabling sufficient time to fully evaluate and address any issues.

Community Heritage Commission 2003 – 2005 Business Plan Overview

During the 2001 business planning process, the Heritage Commission decided to adopt a three-year business plan cycle. The intent of the approach was to take a longer-term view to program and project management than offered by the standard yearly review. This also provides Maple Ridge Council and the Planning Department with a more complete picture of the projects the Heritage Commission intends to complete, thereby enabling special project funding or staff resource time to be considered well in advance of the annual corporate business planning cycle. The Plan is reviewed on an annual basis, with updates and minor amendments made accordingly. The following Vision and Mission statements are taken directly from the current Heritage Commission Business Plan which states:

Vision

To live in a community where all residents and organisations value, celebrate and support heritage conservation. Heritage is understood to include all natural, built and other cultural resources.

Mission

The Community Heritage Commission strives to provide leadership to the community through recognition, partnerships, resources and the sharing of information to preserve our valuable heritage.

The Plan also identifies four areas of activity that the Commission is dedicated to achieving.

Community Support

The Community Heritage Commission recognises that it has an important role to play in supporting local community initiatives, projects and issues. The Commission is committed to taking a leadership role regarding heritage issues and providing support to local organisations, residents and community associations with regard to the conservation, protection and maintenance of the built, cultural and natural heritage resources in Maple Ridge.

Community Projects

The Commission will undertake projects that contribute to the long-term protection, enhancement and maintenance of and access to the District's heritage and historical resources. We are committed to providing Council with ongoing advice on conservation issues and initiatives as well as providing specific comment on development applications that have a heritage component.

Advocacy

The Commission embraces its role as advocate for local and regional initiatives that help ensure the preservation and interpretation of the history and heritage resources of the District.

Natural & Cultural Heritage

The Commission will work toward ongoing preservation, conservation and interpretation of the District's natural and cultural heritage resources and provide advice to Council on ways of identifying and highlighting these resources.

The Heritage Commission is also committed to forming partnerships with local organisations involved or interested in heritage conservation activities. The strongest partnership is with the Maple Ridge Historical Society that has two members appointed to the Commission on an annual basis. The Heritage Commission has also formed working relationships with other local groups including the Maple Ridge Museum, the Whonnock Community Association, the Royal Canadian Legion and the Communities in Bloom Committee.

Current Programs & Projects

The Heritage Commission has a number of well-established programs that are aimed at recognising and raising the awareness of the heritage resources of the District. The Heritage Plaque Program is the longest running program, begun in 1992. Since that time, 26 buildings and locations have been recognised for their importance to the history and heritage of the community with commemorative plaques. In 2002, the Commission published *the Heritage Plaque Program Tenth Anniversary Book*, which highlights the plaques presented since its inception. The book was presented with an *Award of Recognition* in 2002 from the Heritage Society of British Columbia.

Each year, the Heritage Commission recognizes significant contributions to the conservation of the District's heritage resources

through the Heritage Awards Program. The three main categories are for *Heritage Achievement*, *Residential Heritage* and *Commercial/Institutional Heritage*, with past awards also granted for Youth Achievement. The Heritage Achievement category includes a number of subcategories, including History and Heritage research, Preservation of Documents and the above noted Youth Achievement Award. In 2003, Council approved the renaming of a fourth subcategory, now the *Sheila Nickols Award for Community History and Heritage Teaching*, in recognition of the significant contributions Ms. Nickols has made to the conservation of, and education about, the municipality's heritage resources. This year also saw the launch of the new Heritage Awards Partnership Program that provides services, gift certificates or materials to the Award winners. Local businesses and community organisations generously donated all the prizes.

The Community Heritage Commission is also working on establishing a number of public education programs, including walking tours, yearly workshops and possibly a quarterly newsletter. In addition, they sponsored the preparation of a Heritage Inventory in 1998 and assisted in the preparation of the *Maple Ridge Heritage Register* in 1999. One of the two main projects for the 2003 business plan year is to update the Heritage Register to bring it in line with the Federal Government's Historic Places Initiative and upcoming national heritage registry.

Summary

While Maple Ridge has a number of components that support heritage conservation efforts, there is still room for improvement and expansion into other 'interest areas'. Central to this, is the need for an overall heritage management strategy or plan that outlines the ways in which each of the components (bylaws, policies and programs) will support one another and identify areas where additional policies or programs would be beneficial. The members of the Community Heritage Commission acknowledge that some interest areas, namely natural and cultural heritage resources, are not well known or represented. Addressing this gap in our knowledge base would greatly improve the ability of the Community Heritage Commission and municipality to conserve our heritage resources.

Regional Research: Planning Tools, Heritage Conservation Incentives and Public Awareness Programs

The purpose of the regional research section is to identify the heritage conservation initiatives of other municipalities to provide clues to enhance the approach in Maple Ridge. Review of heritage conservation programs in other communities may help to highlight opportunities available to the District of Maple Ridge. An understanding of the programs and projects undertaken by other municipalities may also provide some insight into the development of policies and programs that are appropriate within the context of the communities within Maple Ridge.

The regional examples can be organised into three categories:

- heritage planning tools;
- heritage preservation incentives; and
- public awareness programs.

A balanced approach incorporating planning tools, heritage conservation incentives and public awareness programs will help to provide the District with a more defined framework to manage our heritage resources. It is anticipated that the programs reviewed will provide the District with some guidance to develop a more defined heritage management framework including the implementation of appropriate heritage planning tools, incentives and awareness programs.

It should be noted that many of the reviews provide insight into different aspects of the same planning tools. For instance, heritage conservation areas are reviewed for various communities to highlight different aspects that may be relevant to heritage conservation in Maple Ridge.

Heritage Planning Tools

City of Abbotsford, B.C.

Clayburn Village Heritage Conservation Area

The *Local Government Act* enables municipalities to designate specific areas within their official community plan for the purpose of heritage conservation. The *Abbotsford Official Community Plan* designates Clayburn Village as a Heritage Conservation Area. All property alterations of any type must be in accordance with specific guidelines proposed within Section 19 of the *Abbotsford Official Community Plan*.

Abbotsford's justification for the establishment of a Heritage Conservation Area included the following rationale with regard to the brick-faced houses on Clayburn Road:

- They are designed by the same renowned British Columbia architect Samuel Maclure;
- They are a noted example of the City Beautiful Movement;
- They are one of the largest concentrations of brick building from the first decade of the twentieth century in the province;
- As a group they reflect the unity of design in the use of brickwork, shingles, woodwork and window; and
- The exterior use of brick for first storey walls is unique to the province.

The Heritage Conservation Area also includes other buildings that are of historic importance. These buildings include:

- Wooden School House (1908)
- Presbyterian Church (1912)
- General Store (1912)
- Clayburn Brick Plant Site

The objectives of the Clayburn Village Heritage Conservation Area are as follows:

- To recognise and enhance the historic nature of Clayburn Village for the benefit of present and future generations;
- To ensure that all building restorations, rehabilitations, renovations and alterations and property development or redevelopment within the Clayburn Village Heritage Conservation Area respects the history and enhances the heritage character and heritage value of Clayburn Village;
- To ensure that any single family residential development or redevelopment is consistent with existing land uses and



Photo 36: Clayburn Presbyterian Church



Photo 37: Clayburn General Store

buildings, and does not detract from the heritage and rural character of Clayburn Village;

- To promote conservation, restoration and sensitive rehabilitation and renovation of the heritage buildings in the Clayburn Village Heritage Conservation Area;
- To regulate subdivision within the Clayburn Village Heritage Conservation Area.
- To accommodate infill development that is consistent with the existing heritage buildings and enhances the heritage character of Clayburn Village and
- To retain, where possible, land in the Agricultural Land Reserve for agricultural use and ensure that the City's general land use policies apply to the Clayburn Village properties located in the Agricultural Land Reserve. The by-law is not meant to unnecessarily interfere with or impede neighbouring farm operations or limit their ability to farm profitability.

Synopsis: Clayburn Village Heritage Conservation Area

The Clayburn Village Heritage Conservation Area designation and policy may serve as an appropriate example for heritage conservation in Maple Ridge. Areas in Maple Ridge have similar concentrations of heritage resources, most notably Hammond.

The Clayburn Village Heritage Conservation Area policy is organised in a straightforward manner providing a clear rationale for its establishment, outlining the purpose and objectives to be met and providing a list of guidelines to be followed. This format may be a good example for implementation in Maple Ridge. For instance, the Hammond neighbourhood includes a significant group of similarly constructed heritage homes and historic streetscapes, which represent the development of a turn-of-the-century industrial town.

Discussions with the Planning Department at the City of Abbotsford indicated that the greatest challenges associated with the establishment of the Clayburn Village Heritage Conservation Area was gaining the support of those property owners within the proposed area. Through a number of community meetings, the concerns of the property owners were addressed leading to their support for the establishment of a heritage conservation area.



Photo 38: Clayburn Historic Homes

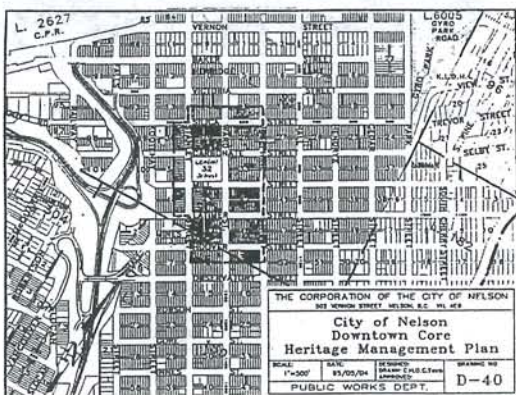
City of Nelson, B.C.
Downtown Development Permit Area

Nelson's Official Community Plan identifies a Downtown Development Permit Area whereby any alterations to the exterior of a building require approval, after review and consultation with the Heritage Advisory Committee and Planning Department. The success of the development permit application rests in the appropriateness of the proposal in relation to the 'Building Design Guidelines' outlined below. The Downtown Development Permit Area provides the municipality with the opportunity to control exterior changes to buildings to retain the historic character prior to the approval of a building permit or other development application.

Nelson's *Official Community Plan* (1993) includes Schedule "K" Building Design Guidelines with the objective to 'develop and maintain an attractive downtown core commercial area based on blending older restored historical structures with new, but compatibly designed buildings or facade alterations'. The guidelines focus on elements of design, building façade elements, building signage and overhangs.

The *City of Nelson Official Community Plan* designates the Downtown Development Permit area commercial, not as a heritage conservation area. While a development permit area is not normally considered a heritage planning tool, the implementation of the Building Design Guidelines provides effective protection for the heritage character and form of the area. They also encourage new development to incorporate the typical design features found in the Area. Discussions with the City of Nelson municipal staff indicated they believe that the Downtown Development Permit Area has contributed to the effective heritage conservation of the downtown.

A trial Heritage Conservation Area is also being considered by the City of Nelson (Map 19). Their 1998 *Heritage Management Plan* proposes this tool to help manage heritage preservation. There may be some lessons that can be learned with regard to how the boundaries of the area were determined. Most notably, the proposed heritage conservation area does not follow the established street grid, but rather identifies the area based on the heritage qualities of the buildings.



Map 19: Nelson Heritage Conservation Area

Synopsis: City of Nelson Downtown Development Permit Area

The use of development permit areas may be applicable in certain areas of Maple Ridge where commercial buildings of a historic

character exist. Often, new commercial development has not responded to the characteristics of neighbouring buildings therefore making it difficult to determine or recognise the historic character of a particular commercial area. However, the challenges posed by this situation should not result in the remaining resources being ignored. Therefore, it may still be appropriate to establish Development Permit Areas in those locations that have a mix of historic and recent development, based on the importance of the area to the community at large. Design guidelines would be appropriate in these instances, to clearly identify the character defining elements of the DP area including the styles, elements and features to be maintained and/or incorporated into the design of new buildings.

The boundary for the trial heritage conservation proposed by the *City of Nelson's Heritage Management Plan* may provide some clues for the establishment of conservation area boundaries for communities in Maple Ridge. Certain neighbourhoods in the municipality have new and heritage homes within the same block. Nelson's approach may provide an example of a way to conserve portions of a neighbourhood where significant heritage resources remain, without needing to identify a complete neighbourhood within an area boundary.

The City of Nelson encourages adaptive re-use and included the 1992 B.C. Building Code as part of its Building Bylaw. This enables the alternate means of compliance within the Code to be used for any building on their Heritage Registry. A similar review of the Code may be advantageous for Maple Ridge to identify opportunities and circumstances whereby the alternative means of compliance can be implemented. This approach, in concert with other initiatives, could establish a program to encourage the adaptive re-use of identified heritage properties within Maple Ridge. The Billy Miner Pub on River Road is one of the most successful examples of the adaptive re-use of a heritage building in Maple Ridge.

Port Moody, B.C. Heritage Conservation Initiatives

The City of Port Moody has undertaken a number of heritage planning initiatives to conserve its heritage resources. In 2000, they negotiated their first Heritage Revitalisation Agreement and in 2002, Port Moody Council adopted their first Heritage Conservation Area for the town site of loco. They are also considering a second Heritage Conservation Area for Moody Centre. They have also implemented an Adaptive Commercial Zone (C-6), which allows the conversion of residential buildings for specified commercial uses with



Photo 39: Billy Miner Pub (former Bank of Montreal)

the intention of conserving heritage character.

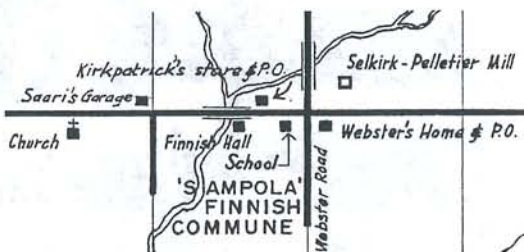
The *loco Heritage Conservation Area* process involved private property owners as well as a large corporate business (Imperial Oil). The process of negotiating the *loco Heritage Conservation Area* was not well received by Imperial Oil. A review of the process undertaken by the City of Port Moody may be advantageous for effectively establishing similar heritage conservation initiatives in Maple Ridge.

Appendix D of the City of Port Moody Heritage Strategic Plan (2001) includes a list of 16 adopted Official Community Plan policies. Many of these policies provide the foundation for the implementation of the above mentioned planning initiatives (i.e. *loco Heritage Conservation Area*). For instance, Port Moody Official Community Plan policy #5 directly enables the City to create bylaws for heritage conservation areas in Moody Centre and *loco Townsite*. The bylaw reads, "The *loco Townsite* and portions of Moody Centre are being considered as Heritage Conservation Areas."

Synopsis: City of Port Moody Heritage Conservation Initiatives

Review of Port Moody Official Community Plan heritage policies may provide some insight for the development of additional heritage policy in the Maple Ridge.

The establishment of the *loco Heritage Conservation Area* indicates that heritage conservation areas do not have to be large (geographically) or possess a significant number of built heritage structures. This may be an important point to refer to for the development of smaller heritage conservation areas in Maple Ridge such as Webster's Corners. (Map 20) The establishment of Port Moody's second heritage conservation area (Moody Centre) may also provide some lesson for consideration within the context of Maple Ridge. The size, scale and streetscape of the heritage district are similar to that of Hammond.



Map 20: Webster's Corners historic centre



Photo 40: Port Moody Centre residence

The City of New Westminster has established a variety of planning tools that enable the City to protect many of its heritage resources. These include:

- the establishment of a historic district;
- voluntary heritage designation process;
- development of a specific heritage residential zone; and
- the negotiation of a number of heritage revitalisation agreements.

New Westminster has established two historic districts - the Queen's Park Historic District and the Columbia Street Historic Commercial District. The intent of the Queen's Park Historic District is to provide voluntary guidelines for the 660 properties within the area. These guidelines can be utilised by property owners and planning staff in the design and approval of renovations, additions, and the construction of new homes. The guidelines focus on two main areas; siting and architectural character. Siting guidelines include components such as street character, open space and landscaping, setbacks and site layout while architectural character considers issues relating to massing, roofs, windows, entrances, porches, accessory buildings/additions, details, materials and colour.

Discussions with the City of New Westminster Planning Department indicated that although this process is voluntary, the use of the Queen's Park Historic District Guidelines is encouraged for all applications in the area. New Westminster Council felt that it would be too difficult to incorporate all the properties in the Historic District into a heritage conservation area at one time, as it would incorporate too many properties (600-700). Instead, they suggested that the community proceed with a smaller portion of the area as a heritage conservation area. To date the area still remains as an identified Historic District with no official bylaw establishing it as a heritage conservation area.

The City of New Westminster has also established a special heritage residential zone (*Single Detached Dwelling Districts (Heritage) (RS-6)*) which is intended to address two different situations. First, to accommodate the relocation of homes that are included on the Heritage Inventory that would otherwise be demolished. Second, to enable the restoration or alteration of existing houses on the Heritage Inventory that contribute to the heritage character of the neighbourhood but do not comply with the current zoning.

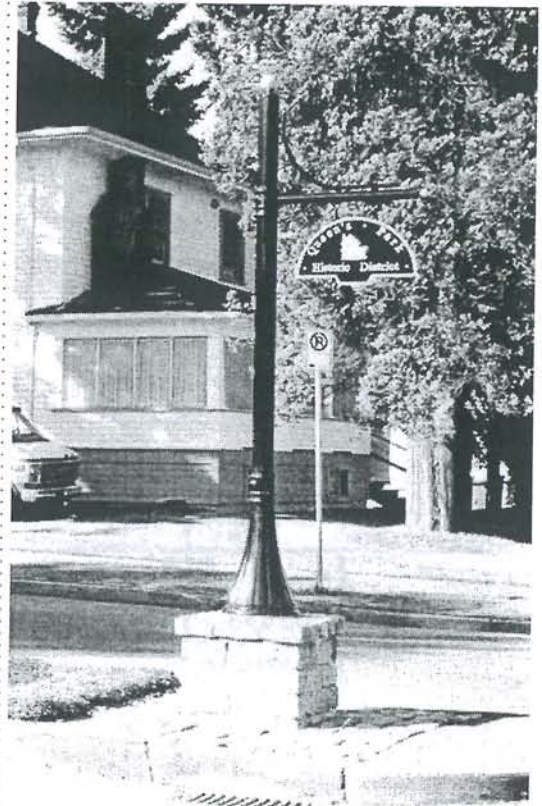


Photo 41: Queen's Park Historic District sign

Heritage revitalisation agreements are also used by New Westminster to negotiate an agreement between a property owner and the municipality with respect to new development on a particular property. Heritage revitalisation agreements include site specific guidelines and procedures to be followed by the property owner in addition to other municipal or provincial standards. Included in the Agreements are a *Heritage Conservation Plan* (produced by an architect with specific restoration techniques), the *Restoration Principles and Guidelines for Alterations* (produced by the City of New Westminster), *Rehabilitation Principles and Guidelines* - *British Columbia Heritage Trust Technical Series #11* paper, minimum maintenance standards and a project cost estimate.

Synopsis: City of New Westminster Heritage Planning Tools

The Queen's Park Historic District may provide some insight for practice in Maple Ridge. Although a historic district does not have a legislative basis (it is not established under Part 27 of the *Local Government Act*), it can define an area that is historically significant to the municipality and that possess elements that are felt to be important to conserve. In New Westminster, it provides both the planning department and property owners with guidelines that help to retain the character defining elements of the Queen's Park neighbourhood.

The benefit of a heritage revitalisation agreement enables the municipality and property owner the opportunity to find a creative solution for the conservation of a specific heritage resource that may not be possible through other heritage planning tools. The benefit of this tool lies in the opportunity to negotiate the most appropriate solution for all parties involved and to ensure the continued existence of the heritage resource.

Heritage Conservation Incentives

Heritage conservation incentive programming has been effective in many Canadian municipalities. Incentives can be in many forms including tax relief, density bonuses, grants, building code relaxation, development fee elimination/reduction and various development controls. A review of various incentive programs conducted by Ian Robertson in *Municipal Heritage Incentives: A Review of Some Canadian Programs* outlines a number of potential incentive programs for municipalities such as the District of Maple Ridge.

All incentive programs fall into one of two categories: financial or non-financial. Grants and tax relief are the most widely used examples of financial based incentive programs.

Financial Programs:

Grant Programs

- Grants are the most prevalent type of incentive used within Canada;
- Generally speaking, grants are modest in amount and are distributed for specific projects (painting, façade improvement);
- Most grants are given when the restoration work has been completed to approved standards; and
- Most grants are of a 'matching' type whereby the property owner must match the amount of the municipal grant.

Synopsis: Grant Programs

- Usually based on a first come, first served basis which may not protect the most vulnerable heritage resources;
- Annual funding of a program can be expensive and difficult to estimate;
- At times the typical size of grants is not large enough to warrant people to engage in conservation activities; and
- Standards and guidelines must be established for grants to be awarded.

The City of New Westminster has developed a Columbia Street Financial Incentives Program. This program provides grants for buildings within the Columbia Street Historic District, and enables

eligible property owners to apply for either a Building Improvement Grant or a Seismic Upgrade Grant. The first grant is based on a 50/50 cost sharing arrangement while the second grant will cover up to 25% of the overall costs of seismic upgrades.

Tax Relief Programs

- Property tax relief is popular within Canada and can take the form of tax credit, rebate or exemption.
- The municipality can waive the municipal portion of the property tax, for an identified period of time. The period can be for one year or for multiple years, each with its own approval process outlined in the *Local Government Act*.

Synopsis: Tax Relief Issues

- Up-front cash is not extended by the municipality, as is the case with grant programs.
- The municipality loses tax revenues. In municipalities with a large supply of heritage resources, this type of program may have financial implications to the municipality.
- In many cases, the increase in property value (derived from the heritage character of the property) will recover a portion of the lost taxes in the future.

Other types of financial incentives include building fee reductions or elimination and complimentary public works (i.e. streetscaping and landscaping).

The City of Kamloops has initiated a Tax Incentive Program (TIP) for property owners to assist in the cost of preservation, restoration and/or rehabilitation of heritage resources within the municipality. Eligible property owners may receive a certain percentage of tax exemption based on annual property taxes for an identified period of time not to exceed 10 years. The TIP incentives program includes the evaluation criteria for the exemption, standards and rehabilitation guidelines.

Non-financial Incentive Programs

Zoning Mechanisms/Development Controls

- These types of incentives involve the relaxation of requirements on a property in exchange for heritage conservation activities.
- Application fast tracking, density bonuses, density transfers, variances, zoning, subdivision, building code relaxation or other by-laws are all considered incentives to heritage conservation.

- These types of incentives usually involve a case-specific evaluation and negotiation. For example, a Heritage Revitalisation Agreement is often the way in which these provisions are granted to a property.

Synopsis: Non-financial Incentive Programs

- It may be perceived that the municipality is making a deal with a property owner that may be viewed as providing the same opportunities for all properties with similar conditions or characteristics.
- Negotiations can take considerable time, which may incur large costs with no guarantee that a mutual decision will be made.
- The opportunity to tailor a program towards a heritage property can be beneficial, as issues central to the property can be specifically addressed.

Discussion: Heritage Conservation Incentives

To determine which incentive programs are most appropriate for Maple Ridge, it should be understood what types of heritage resources are to be conserved. Categorising the types of heritage resources would also enable the most appropriate incentive program(s) to be matched to each category. A more diverse program should help to increase heritage conservation initiatives.

A preliminary review of the District's existing designated resources, the *Maple Ridge Heritage Register*, the *Maple Ridge Heritage Inventory* (1998) and the additional resources identified earlier in this report, indicate that a combination of financial and non-financial incentive programs would be appropriate for Maple Ridge. For example, density bonuses may encourage developers to conserve heritage resources while tax relief may encourage private property owners to do the same. A more thorough investigation of the implications and opportunities of these programs should be conducted to establish the most appropriate incentives for heritage conservation in Maple Ridge.

Essential to the success of any incentive program is to communicate the financial and non-financial incentives available to heritage property owners. In conjunction with the establishment of incentive programs is the need to establish eligibility criteria. As an example, the Corporation of Delta has produced a pamphlet entitled '*Heritage Policy and Programs*' which outlines heritage incentives that could be implemented on a site by site basis, for applicants with properties listed on Delta Heritage Rural or Urban Inventories.

Public Awareness Programs

Awareness plays an important role in the conservation of a community's heritage resources. Without drawing public awareness to heritage resources, it remains difficult to gain community support for heritage conservation. Many communities have taken appropriate direction in generating a greater amount of public awareness to benefit heritage conservation initiatives. Maple Ridge has also implemented public awareness programs such as the Heritage Plaque Program, Heritage Awards Program as well as providing the Heritage Register and Heritage Inventory on the municipal website. The following examples from Lower Mainland municipalities provide examples of public awareness programs that may be applicable to Maple Ridge.

New Westminster, B.C.

New Westminster produces a wide variety of literature regarding heritage conservation procedures, applications, incentives and programs for applicants involved with heritage related alterations. This information is available in print or online at the municipality's website:

- Voluntary Heritage Designation;
- Restoration Principles and Guidelines for Alterations;
- Columbia Street Financial Incentive Program: Grants for Heritage Buildings;
- The New Westminster Heritage Foundation Grant Program;
- Queen's Park Historic District: Residential Design Guidelines;
- Review of Applications for Heritage Buildings;
- Development Permits minor Additions and Façade Improvements;
- Heritage Revitalisation Agreements General Guide; and
- Mural Review Policy and Application Procedure.



Photo 42: New Westminster Quay educational sign

Other awareness programs in New Westminster include interpretative signage along the New Westminster Quay describing a variety of topics including local and regional heritage. The entrance to Queen's Park Historic District has incorporated signage and a

garden boulevard to identify the area. A number of heritage homes have wooden plaques identifying the architect and year of construction.

Port Moody, B.C.

Port Moody has a well-established heritage management framework and has taken significant steps to provide information on its heritage resources in an easily accessible manner. The City's heritage inventory, local history and information on the *loco Heritage Conservation Area* and proposed Moody Centre Heritage Conservation area are all available on their website. In addition to their written material, Port Moody has several programs that help to increase the general awareness of heritage conservation activities in the municipality and also provide geographically specific historical references and technical information.

- Stone Markers are located in the historic Moody Centre that function as roundabouts.
- The municipality publishes a 'Renovator's Guide' which is a pamphlet that provides individuals with guidelines and procedures for the conservation of heritage resources.
- A video was produced entitled "The loco Town Site Past and Present" by Rogers Community 4 Fraser. This video recounted the history of the *loco Heritage Conservation Area*.

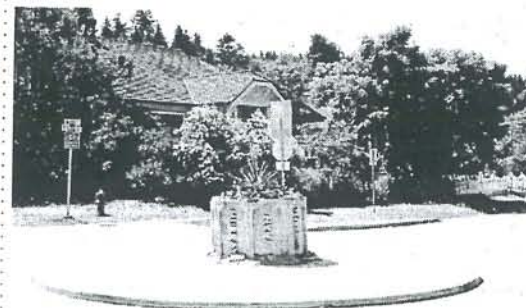


Photo 43: Port Moody Centre historic marker round-about

Delta, B.C. (including Ladner Village)

The *Walking Tour of Ladner Village* brochure identifies heritage resources within walking distance around the Village of Ladner. This brochure is filled with historic information and photos including a map of the walking tour. Walking tours have been developed in the past for Maple Ridge and could be incorporated into a similar approach.

A *Driving Tour of Delta's Rural Heritage* brochure is similar to the *Walking Tour of Ladner Village* brochure. This program has the potential to generate greater awareness of rural heritage within Delta. Many rural heritage features identified in Delta also exist in Maple Ridge. These resources include farmhouses, barns, dykes, roadways, views and vistas and other landscape features. The development of a rural heritage brochure for Maple Ridge is an option to generate greater public awareness of rural heritage resources.

Delta has published separate books illustrating their urban and rural heritage inventories. These books provide an overview of heritage resources, organised by historic area. The introductions of both books describe the process involved in the identification of rural and urban heritage resources including the final evaluation process for the inclusion of each on the Inventory. Photographs of existing rural or urban heritage resources are included under their historic community subsections and in many cases historic photos are included with present day photos.

Delta's Heritage Policy and Programs pamphlet highlights potential heritage conservation tools, other incentives and existing heritage initiatives. This pamphlet increases awareness towards the overall practice of heritage conservation in Delta.

Surrey, B.C.



Photo 44: Stewart Farm historic orchard

One of the most important rural heritage resources identified and managed by the City of Surrey is the Stewart Farmhouse. This site celebrates the agricultural heritage of Surrey and includes a restored farmhouse and barn, interpretative signs that explain past agricultural practices and an orchard with historic fruit trees. In addition, Surrey's Heritage Inventory includes a number of rural heritage resources in the Cloverdale and Clayton areas.

This example may be of importance to Maple Ridge in providing lessons for the identification of our own rural and agricultural history.

Richmond, B.C.



Photo 45: Richmond historic barn

The City of Richmond identifies rural and cultural landscape heritage as part of their Heritage Inventory. Information regarding these resources can be found online at the City's website. Many similar resources exist in Maple Ridge. For instance, dykes, barns and roadways identified by the City of Richmond could be identified in Maple Ridge.

Langley, B.C.



Photo 46: Langley historic road marker

Langley has identified historic roadways through the development of signage and the inclusion of historic roadways in the *Roads and Other Place Names in Langley, BC*. Maple Ridge may have similar historic roadways identified through the Local Research section of this discussion paper. These roadways could be highlighted through a program similar to the one implemented in Langley.

Vancouver, B.C.

Coopers Park and the History of False Creek monuments stand as reminders of the historic industrial activity along False Creek. Typically, industrial activities have not been viewed as being important heritage sites to mark or buildings to protect, unless they can be converted to a residential use. The City of Vancouver's approach of incorporating heritage elements into the public realm offers excellent examples of large-scale projects.

Local native heritage elements have also been incorporated into the public realm in the False Creek area through the placement of words and phrases, along with the English translation, onto the protective seawall railings.



Photo 47: Vancouver Coopers Park Industrial Heritage sign

Discussion: Public Awareness Programs

Delta's rural inventory process of identification and evaluation (found within *Delta's Rural Heritage*) may provide Maple Ridge with some insight into the process of creating a similar inventory of local rural heritage resources. Additionally, the Corporation of Delta's Rural Heritage Management Plan (1998) makes some key suggestions for the identification of rural heritage resources. Review of these suggestions may be appropriate for the identification of rural heritage resources in Maple Ridge.

Many of the public heritage awareness examples outlined could provide options for heritage conservation programs in Maple Ridge. The photographs indicate many different types of heritage resources that exist in other municipalities also exist in Maple Ridge.

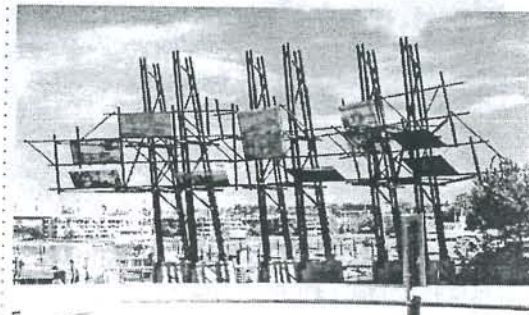


Photo 48: False Creek Industrial Heritage Monument

The projects also provide interesting examples of other heritage features that are not commonly addressed. Like Vancouver, Maple Ridge has an industrial heritage that could be highlighted through a number of ways, from a simple signage program to a larger riverfront development (similar to the Port Haney Wharf). The City of Vancouver utilised an interesting approach for including native history into public spaces as a unique educational element or program.



Photo 49: False Creek Native history educational sign

SECTION FOUR – ISSUES, LESSONS & RECOMMENDATIONS

The intent of this section is to identify the issues associated with heritage conservation activities in the municipality, to provide lessons for each from local and regional investigation, and to propose recommendations that address each. It is also intended to generate discussion within the public consultation component of the overall Official Community Plan Review process, which may include the preparation of new heritage policies.

Eight issues have been identified and organised into the categories of *Recognition*, *Management* and *Education*. These categories help to provide a framework for understanding the challenges of heritage conservation activities and a structure within which discussion of the issues and recommendations can occur.

The recommendations may help to identify projects that the Community Heritage Commission could incorporate into their annual business plan, and also identify opportunities for partnerships with other local organisations that could help strengthen the heritage conservation profile within the community.

Recognition

Issue: Heritage Information Base

A comprehensive inventory of the built, natural and cultural landscape heritage resources within the District has not been compiled. Evaluation criteria are also necessary in order to determine whether or not a property, feature, activity, building or landscape can be considered a heritage resource.

Lessons

- Previous heritage inventory reviews and evaluative criteria have been limited to built heritage resources.

- Other Lower Mainland municipalities have identified heritage resources within their heritage identification and awareness programs that are similar to features within Maple Ridge. For example, the City of Surrey has identified barns as rural heritage and the City of Richmond has identified a number of landforms as cultural landscapes.
- Research conducted as part of the Historic Community Profiles has uncovered numerous elements that have the potential of being identified as heritage resources.
- Past public consultation has provided valuable information on what local communities deem as historically significant. For instance, the *Picket Fences Project* (1999) in Yennadon identified the 'Hot Rocks' as a landscape heritage resource.

Recommendation

An information database on all types of heritage resources within the District should be prepared, including evaluation criteria for each type. This inventory would be updated on an ongoing basis as a document that evolves and responds to theoretical and practical changes in the heritage arena.

Issue: First Nations Heritage

Involvement of the local First Nations' in heritage conservation activities has been limited. The identification of culturally important sites or landscapes is necessary in order to have a full understanding and appreciation of all the heritage resources within the District.

Recommendation

First Nations' involvement should be sought in the identification and conservation of significant First Nations' heritage resources.



Photo 50: Webster's Corners potential agricultural heritage resource



Photo 51: Hot Rocks landscape heritage resource

Management

Issue: Heritage Management

A comprehensive heritage management framework, that addresses a broad range of heritage resources, does not exist for the municipality.

Lessons

- The *Maple Ridge Heritage Management Strategy* (1998) primarily address built heritage resources and does not consider other resources such as cultural resources or natural heritage features.
- In recent years, there has been an increasing recognition of significant heritage resources that are community gathering sites or important landscape features. For example, the City of Richmond has included landscapes as part of their online heritage inventory.

Recommendation

The *Maple Ridge Heritage Management Plan* (1998) should be enhanced, in consultation with the Community Heritage Commission. The expanded framework should incorporate categories that address information and resource requirements, incentive, education, and awareness programs and incorporate a wide range of planning tools enabled by provincial legislation.

Issue: Development Review

Currently, a clearly defined process for evaluating development applications that have heritage-related issues does not exist. In addition, the District does not have a set of conservation guidelines or standards to be applied when reviewing a development application. As a result, past development practices have often had negative impacts on heritage resources and heritage conservation efforts.

Lessons

- The *Maple Ridge Heritage Management Plan* (1998) called for the establishment of a 'heritage procedures bylaw' to define the District's procedures and guidelines for heritage preservation and a 'heritage site maintenance standards bylaw' to set minimum standards for the care of legally protected heritage resources.
- Other municipalities have established guidelines and standards to review heritage-related issues. These guidelines and standards have the potential to be adapted for use in Maple Ridge.

- The 'Redevelopment Guidelines' from the *Port Haney Redevelopment Plan (1986)* provide some insight into the development of conservation guidelines and standards for heritage resources in Maple Ridge.
- Many other municipalities have incorporated *British Columbia Heritage Trust Technical Papers #9, #10 and #11 (1989)* into either bylaws or policies for use as conservation guidelines and standards (or components of the papers).
- The Historic Community Profiles help to identify many of the unique characteristics of each community that should be retained.
- Infill development practices have impacted the overall heritage character of Hammond's streetscape and built form. Additionally, increased density in Port Haney has eliminated much of the built and natural heritage resources of this historic community.
- Increased development pressures have often had negative impacts on the conservation of heritage resources. For instance, increased residential development in Albion has altered the historic rural character of many roads and the historic site of Hill House. The preparation of several case studies would help identify and define the impacts of development on the heritage character of a site or neighbourhood.



Photo 52: Hammond
Neighbourhood character

Recommendation

The review process for development applications should include an evaluation of the overall impact of proposed development on the heritage characteristics of each historic community or neighbourhood. Conservation guidelines and standards should be prepared to aid in this evaluation and provide a basis from which recommendations can be made to Council.

Issue: Heritage Incentives

The District does not have a formal heritage incentive program in place to aid heritage conservation initiatives.

Lessons

- Only a single, one-year incentive has been approved by the District in the past to help conserve a heritage resource. In the winter of 2002, the former Ruskin Elementary School received an exemption on the municipal portion of property taxes in exchange for the formal designation of the building as a municipal heritage resource. This exemption was based on Council *Policy 5.23 Tax Exemption – Heritage Sites*.

- Other municipalities have established incentive programs that could be adapted for implementation in Maple Ridge. For example, the City of Kamloops is developing a formal tax incentive program for heritage properties.
- A well-defined incentive program may encourage increased heritage conservation by offsetting restoration and rehabilitation costs for heritage resource owners.

Recommendation

A municipal Heritage Incentives Program, incorporating financial and non-financial components, should be developed to aid in the long-term conservation of the District's natural, built and cultural heritage resources.

Issue: Heritage Planning Tools

The tools available under provincial legislation could be used more effectively by the District to help conserve its heritage resources.

Lessons

- The legislative review section provides an overview of the heritage planning tools available to the District. These include heritage revitalisation agreements, heritage conservation areas, heritage impact assessments, and heritage inspections. For example, the City of New Westminster has used heritage revitalisation agreements in the protection of residential heritage resources in the Queen's Park neighbourhood.
- The Historic Community Profiles section has outlined areas in the municipality that have concentrated heritage resources comparable to other municipalities which have established heritage conservation areas or identified historic districts. Hammond may be the best example as it contains many built heritage resources within a close geographic proximity.
- The City of Nelson has designated a Downtown Development Permit Area in its Official Community Plan, which provides the municipality with the opportunity to control changes to the exterior of buildings to help retain the historic character of the area.
- Heritage awareness programs have been implemented in other Lower Mainland municipalities as a way to educate existing heritage property owners of the range of heritage planning tools available. The City of New Westminster has produced literature aimed at informing heritage resource owners of guidelines, tools and programs concerning heritage-related activities.



Photo 53: John Hammond House - Potential heritage district resource

Recommendation

The tools available under provincial legislation should be used more effectively to strengthen heritage conservation in the District. Other planning tools, such as the establishment of Heritage Districts and the identification of development permit areas should also be utilised, to establish a comprehensive approach to heritage conservation activities.

Issue: Human and Capital Resources

Limited human and capital resources have made it increasingly difficult to support heritage conservation activities within the municipality.

Lessons

- Recognising that heritage conservation resources are limited suggests a need to prioritize programs and projects.
- Both the *Port Haney Redevelopment Plan (1986)* and the *Vision Maple Ridge Discussion Paper #9 (1996)* encourage heritage conservation activities through economic benefits such as heritage tourism.
- The Cities of New Westminster, Port Moody, Burnaby and Richmond have staff dedicated to addressing heritage planning issues.
- Annual budget limitations may impact the Community Heritage Commission's ability to undertake and complete projects that contribute to heritage management within the municipality.
- The *Maple Ridge Heritage Strategy (1995)* encouraged partnerships between different organisations and municipal departments in an effort to pool resources for heritage conservation activities.

Recommendation

Recognising the growing complexity of heritage planning, Planning Department staff time should be incorporated as a specific component of the Department's organization and annual business plan. Current funding levels to the Community Heritage Commission should be maintained, with additional financial requirements and requests from the Heritage Commission evaluated by Council on a program or project basis.

Education

Issue: Heritage Awareness

Public awareness of heritage resources within the District could be improved.

Lessons

- A number of other municipalities have developed programs to raise awareness of heritage resources. For instance, the Township of Langley has developed awareness programs to highlight historic roads. The City of New Westminster has generated awareness of Queen's Park Historic District through entrance signage and heritage plaques.
- Both the *Maple Ridge Heritage Management Plan (1998)* and the *Maple Ridge Heritage Strategy (1995)* identify public awareness as a key component to increasing heritage conservation activities.
- Identification of many of the heritage resources throughout the Historic Community Profiles research posed a significant challenge, as awareness of potential and existing heritage resources is not well documented.



Photo 54: River Road,
Whonnock - Potential historic
road

Recommendation

Specific programs should be developed in collaboration with the Community Heritage Commission, other local organisations, and the general public in order to raise the profile of the District's heritage resources, and increase public interest and support.

SECTION FIVE – HERITAGE FOCUS GROUP WORKSHOP

As part of the overall Official Community Plan Review, the District of Maple Ridge adopted a focus group approach for obtaining public input on proposed policy recommendations. The goal of this approach is to bring together members of the public, stakeholders and professionals to review and discuss each background policy document and provide the Municipality with comments and suggestions.

In November 2003, the Heritage Focus Group workshop was held to discuss the contents of the draft Heritage Discussion Paper (October 2003) and provide feedback on the eight policy recommendations contained within.

At the same time, participants were asked to take a few moments to complete a Heritage Questionnaire, aimed at obtaining comments and suggestions as to how the Community Heritage Commission could be effective in conserving the heritage resources of the municipality. An on-line version of the questionnaire is available on the municipal website at www.mapleridge.org, or in printed format in the Maple Ridge Planning Department.

Heritage Recommendations Questionnaire

The Recommendations Questionnaire focused on the eight recommendations outlined in the preceding Section Four. Participants were guided through discussion of each and asked to provide any additional comments or suggestions at the end of the Workshop. It was anticipated that the suggestions received would help the District develop new heritage policy options for the Official Community Plan. Each of the eight questions is listed below, along with a summary of comments and suggestions obtained during the discussion.

1. *The recommendations are grouped into the three categories of Recognition, Management and Education. Do you feel these are appropriate categories? If not, what categories would you suggest that would help to focus this discussion and guide future Heritage Commission projects?*

The participants at the Workshop felt that the three categories were appropriate, but that they might be in a better position to make comments or suggestions once the questions for each section of the Questionnaire had been discussed.

Upon conclusion of the discussion for questions 3 through 9, the participants felt that the three categories were appropriate.

2. *Please rate the following Recommendations from the Heritage Discussion Paper in order of importance, with 1 being the most important and 8 being the least important objectives for the Community Heritage Commission to accomplish.*

Develop a Heritage Information Database

Incorporate First Nations Heritage

Update the Heritage Management Strategy

Formalize the Heritage Development Application Review process

Develop a Heritage Incentives Program

Utilise a broader range of heritage planning tools

Dedicate capital and human resources to heritage conservation

Improve heritage awareness in the community

Do you agree with the above recommendations? Are there any other recommendations you think are important to include? If so, please explain.

The participants felt that the above recommendations could be encapsulated under the general description of Education. In addition, participants offered several ideas including promoting the economic viability of heritage resources, noting Webster's Corners as an example; establishing partnerships with the local First Nations and other ethnic groups; and using the Historic Community Profiles as a teaching resource in the local schools and as part of a package of information for new residents of the municipality.

Recognition Recommendations

3. *Is it necessary to develop a complete database of all heritage resources in the District (including cultural, natural and First Nations' sites)? Do you think the database would provide all the information necessary to enable well-informed heritage policy and project decisions to be made? Can you suggest other ways in which the Municipality could obtain the information it needs?*

A larger 'pool' of information was noted as the most important aspect of the above recommendation. In this regard, all potential heritage resources should be included or

added to the Heritage Inventory. As an example, a representative from the Haney Horsemen noted that there are a number of historic trails used as part of the municipal-wide horse trail system. The system is the only such one in the Lower Mainland and is part of the Trans Canada Trail which originated in Maple Ridge in 1984. The participants agreed that including and promoting a wider range of potential heritage resources may help broaden the interest in heritage conservation by providing linkages between and to other local organisations.

With the above in mind, suggestions were made to approach local ethnic groups such as the Finnish, Japanese and Scottish communities; providing an on-line suggestion or nomination form for potential heritage resources; placing a series of requests for historic information and stories in the local newspapers; establishing an 'outreach' program through information displays in the Haney Place Mall and Maple Ridge Library; highlighting the importance of linkages to other communities, most importantly to Fort Langley via the Albion Ferry; and ensuring that information is available in a variety of formats and in several locations throughout the municipality (e.g.. Municipal Hall, Library and Museum).

4. *The preparation of a heritage database would take considerable resources to accomplish. Should the Municipality allocate the funds necessary to have a heritage consultant prepare this type of list or should we look for other options to accomplish this task? Would you be willing to participate in the preparation of such a database?*

Funding was identified as an important component to establish a successful education program. However, the Workshop participants recognised that it may not be possible to obtain additional funding from Maple Ridge Council to hire a consultant to research additional resources, and it was therefore essential to investigate other ways of obtaining information.

Establishing or strengthening existing partnerships with other local organisations was felt to be the most effective way of increasing the amount and range of information in a heritage database. The Community Heritage Commission's Education subcommittee could also launch a special and targeted outreach program to community associations, sports groups, local businesses and industry, and other museums to obtain and share information.

Management Recommendations

5. *In your opinion, what is the value of having a heritage management framework?*

Education of the known and potential heritage resources that contribute to the sense of community and economic viability of the municipality. The participants also discussed the opportunity to expand the criteria of what might be considered a heritage resource from primarily aged-based evaluation to a list that included resources that were unique in a neighbourhood or in the municipality within the Lower Mainland.

6. *Do you think a well-defined heritage management framework would significantly improve the conservation of the District's built cultural and natural heritage resources? Are there certain characteristics of Maple Ridge, which a heritage management framework should try to ensure remain? Please list all those characteristics you feel are important.*

Participants felt that a certain level of regulation is necessary to help guide the process of heritage conservation in the municipality, but that a comprehensive education program was the real key to heritage conservation. They felt that a number of neighbourhoods (e.g., Hammond and Haney) in the District would benefit from a plan that identified the attributes and resources that were key to ensuring that the character of the area was maintained.

The suggestion was also made that neighbourhood plans would identify the built and natural heritage resources within each historic community and aid in their ongoing conservation. Establishing development or design guidelines and incentive programs were also felt to be an integral component of a neighbourhood plan or heritage management framework.

Education Recommendations

7. *Please list the programs or projects of the Community Heritage Commission with which you are familiar.*

The majority of participants were aware of the Heritage Plaque Program, with some (less than half) also aware of the annual Heritage Awards.

Discussion centred around the need for increased promotion of Heritage Commission programs and events, to families new to the community and in the public school system. It was also felt that a general education program would provide a means by which the Heritage Commission could promote heritage conservation in other venues and in collaboration with other groups. The annual Agricultural Fair was felt to be an excellent opportunity to promote heritage conservation and highlight the historic importance of farming in the community.

Many of the participants also felt it was very important to highlight the natural characteristics of Maple Ridge, by establishing partnerships with organisations such as the Kanaka Creek Education and Environmental Partnership Society (KEEPS) and Alouette River Management Society (ARMS).

It was suggested that the Maple Ridge Library would be an ideal location to host an event to bring together families new to the community and long-term residents to share information and help knit the generations together. The Library has had considerable success in hosting family-oriented events and already has a local history section that could be further developed.

8. *Should the Heritage Commission take a lead role in heritage conservation initiatives or look to establishing partnerships with other local organizations?*

The participants overwhelmingly agreed that establishing stronger partnerships was the key to a successful heritage program. The Community Heritage Commission should take a strong leadership role in co-ordinating the management of heritage resources of the District, but work to establish stronger relationships with local interest and community groups. A number of groups were identified including:

- Haney Horsemen;
- Maple Ridge Historical Society;
- Local Community Associations;
- KEEPS and ARMS;
- Business and Industry;
- Tourism association;
- Maple Ridge Library;
- Local sports groups;
- Local churches and other places of worship;
- Garden Club;
- UBC Malcolm Knapp Research Forest;
- Golden Ears Provincial Park;
- Welcome Wagon; and
- Local ethnic groups and organisations.

9. *Are you aware of any other programs or projects in other municipalities that you feel are successful? Could any of these be tailored to fit to Maple Ridge? Please list all that apply.*

The Workshop participants identified the following programs and projects:

- Community Archives - Mission BC;
- Development regulations and guidelines - Nelson BC;
- Heritage Registry - Oak Bay, BC;
- Industrial heritage and Mill site tour - Port Alberni BC; and
- Fort Langley National Historic Site - Fort Langley BC.

In addition, tourism promotion was identified as an additional way to highlight the heritage resources and features of the municipality. Focusing on the heritage character of downtown Maple Ridge (Haney & Port Haney) could draw visitors in and encourage additional economic benefits.

Participants also agreed that the Municipality must have a solid heritage management framework in place, including regulations and incentives to conserve heritage resources of all kinds. Planning was identified as the key component to identify the *look* of the community and legislation the key to preserving viewsapes, natural features and built heritage resources.

Recommendations Questionnaire Summary

The overwhelming result of the Heritage Recommendations Questionnaire was the message that the Community Heritage Commission should develop a comprehensive education program and establish strong working relationships with other heritage and non-heritage related groups and organisations in the municipality.

The Heritage Commission should also take a strong leadership role in co-ordinating heritage management throughout the District and take steps to promote its ongoing programs, in particular the Heritage Awards and Heritage Plaque Program. This role would enable the Heritage Commission to draw different groups together and establish a network of organisations and resources that could contribute to the conservation of all types of heritage resources (built, cultural, natural & social) throughout the District.

When combined with an education program that includes general issues and targets public schools and families new to the community, the various components would form a framework under which the conservation of the District's heritage resources could be managed.

Focus Group Workshop Summary

As a result of the Heritage Focus Group Workshop, two new recommendations have been devised in addition to those outlined in Section Four. The recommendations build on those previously identified in the Education and Management categories by further defining the role of the Community Heritage Commission.

Management

Issue: Community Partnerships

The Community Heritage Commission should work to enhance existing relationships with heritage-oriented organisations and build new relationships with other local organisations that have an interest in community facilities and activities.

Lessons

- Establishing strong community partnerships would enable the Heritage Commission to take a leadership role in co-ordinating heritage management throughout the District.
- There are many groups throughout the municipality that are concerned with components of what can be thought of as our *community identity*. Drawing these groups together would enable a more collaborative approach to conserving the various components and attributes of the municipality.

Recommendation

The Community Heritage Commission should work to establish a network of organisations and resources that could contribute to the conservation of all types of heritage resources (built, cultural, natural & social) throughout the District.

Education

Issue: Knowledge of Heritage Issues

Public knowledge of local heritage issues and Heritage Commission programs should be improved.

Lessons

- The participants in the Heritage Focus Group Workshop were not aware of most of the programs the Community Heritage Commission has in place or are currently undertaking.
- Participants had a greater knowledge of programs and projects from other municipalities in the Province than in Maple Ridge. In many cases, these programs coincided with tourism destinations and facilities.

Recommendation

Emphasis should be placed on developing a comprehensive public education program that highlights the role of the Community Heritage Commission and the range of known and potential heritage resources throughout the Municipality.

Final Heritage Policy Recommendations

As outlined in Section Four, the following recommendations are intended to provide a framework within which the challenges of heritage conservation activities can be understood and a structure under which management activities could occur.

The recommendations may also help the Community Heritage Commission to focus their efforts to programs and projects that contribute to the heritage management framework in a way that does not duplicate the efforts of other local organisations and that establishes them as the lead group for heritage management and conservation issues.

Recognition

Recommendation

An information database on all types of heritage resources within the District should be prepared, including evaluation criteria for each type. This inventory would be updated on an ongoing basis as a document that evolves and responds to theoretical and practical changes in the heritage arena.

Recommendation

First Nations' involvement should be sought in the identification and conservation of significant First Nations' heritage resources.

Management

Recommendation

The *Maple Ridge Heritage Management Plan* (1998) should be enhanced, in consultation with the Community Heritage Commission. The expanded framework should incorporate categories that address information and resource requirements, incentive, education, and awareness programs and incorporate a wide range of planning tools enabled by provincial legislation.

Recommendation

The review process for development applications should include an evaluation of the overall impact of proposed development on the heritage characteristics of each historic community or neighbourhood. Conservation guidelines and standards should be prepared to aid in this evaluation and provide a basis from which recommendations can be made to Council.

Recommendation

A municipal Heritage Incentives Program, incorporating financial and non-financial components, should be developed to aid in the long-term conservation of the District's natural, built and cultural heritage resources.

Recommendation

The tools available under provincial legislation should be used more effectively to strengthen heritage conservation in the District. Other planning tools, such as the establishment of Heritage Districts and the identification of development permit areas should also be utilised, to establish a comprehensive approach to heritage conservation activities.

Recommendation

Recognising the growing complexity of heritage planning, Planning Department staff time should be incorporated as a specific component of the Department's organization and annual business plan. Current funding levels to the Community Heritage Commission should be maintained, with additional financial requirements and requests from the Heritage Commission evaluated by Council on a program or project basis.

Recommendation

The Community Heritage Commission should work to establish a network of organisations and resources that could contribute to the conservation of all types of heritage resources (built, cultural, natural & social) throughout the District.

Education

Recommendation

Specific programs should be developed in collaboration with the Community Heritage Commission, other local organisations, and the general public in order to raise the profile of the District's heritage resources, and increase public interest and support.

Recommendation

Emphasis should be placed on developing a comprehensive public education program that highlights the role for the Community Heritage Commission and the range of known and potential heritage resources throughout the Municipality.

GLOSSARY

To provide a level of clarity to the terms and ideas utilised in this report, the following definitions have been selected. It is important to note that there are a number of interpretations of many of these terms, each having their own application and merit. The definitions have been provided by a number of sources including:

- *Standards and Guidelines for the Conservation of Historic Places in Canada* prepared by the Federal Department of Canadian Heritage (2001);
- *Technical Paper Series 9 - Principles of Heritage Conservation* prepared by the British Columbia Heritage Trust (1989);
- *Local Government Act, RSBC, 1996*;
- *Heritage Conservation Act, RSBC, 1996 Chapter 187*;
- United States National Parks Service - Technical Preservation Services;
- District of Maple Ridge staff; and
- Lower Mainland and British Columbia municipalities.

For the purposes of this report and throughout the policy formulation stage, the Community Heritage Commission and the Planning Department have accepted these definitions.

List of Terms

Adaptive Re-use

A building is converted to a new use when it has outlived its previous function. Some modifications to the building are often required in order to accommodate the new use and its spatial and circulation needs.

Character-defining elements

The materials, forms, spatial configurations, uses, and cultural associations or meanings that together comprise the *heritage value* of a *historic place*, and which must be retained in order to preserve its *heritage value*.

Community Park

These parks are our sports field facilities. They are often developed next to Secondary schools whenever possible. They may also be associated with community centres. Examples are Hammond Stadium, Telosky/Thomas Haney Sports fields, Merkley Park, and Pitt Meadows Athletic Park.

Conservation

All acts or processes that are aimed at safeguarding the *character-defining elements* of a cultural resource so as to retain its heritage value and extend its physical life. This may involve *Preservation, Rehabilitation, Restoration* or a combination of these acts or processes.

Cultural Landscape

A geographic area, including both cultural and natural resources associated with a historic event, activity, person or group of people or exhibiting other cultural or aesthetic values.

First Nation

Means, as the context requires, an aboriginal people sharing a common traditional territory and having a common traditional language, culture and laws, or the duly mandated governing body of one or more such people. (*Heritage Conservation Act, 1996 Chapter 187*)

Heritage

The historical, cultural, aesthetic, scientific, natural or educational worth or usefulness of a property or an area associated with the evolution of the municipality.

Heritage Character

The overall effect produced by traits or features which give property or an area a distinctive quality or appearance.

Heritage Designation

Protection of a property by a local government through a bylaw, for property considered to have heritage value or heritage character (*Local Government Act, RSBC 1996, Part 27, Section 967*)

Heritage Inventory

A list of heritage resources considered to be important to the history, character and evolution of the municipality.

Heritage Object

Personal property, whether designated or not, that has heritage value to a community or an aboriginal people.

Heritage Register

A list, established by resolution of a local government, that identifies real property that is considered to have heritage value or heritage character.

Heritage Site

Land, whether designated or not, including land covered by water, that has heritage value to a community or an aboriginal people.

Heritage Value

The aesthetic, historic, scientific, social or spiritual importance or significance for past, present or future generations. The *heritage value* of a *historic place* is embodied in all the materials, forms, spatial configurations, uses and cultural associations or meanings that together comprise its *character-defining elements*.

Historic Landscape

A place that is composed of a number of character-defining features which, individually or collectively contribute to the landscape's physical appearance as it has evolved over time. Historic landscapes include residential gardens, community parks, rural communities, institutional grounds and cemeteries.

Historic Place

A place that has been designated for its *heritage value* by a competent authority such as a government. A *historic place* may include a structure, building, group of buildings, district, landscape and/or archaeological site(s).

Intervention

Any act or process, or deliberate inaction, that has a physical effect on the tangible elements of a *historic place*, including its materials, features, fixtures, finishes and spatial configurations.

Lost Heritage

Buildings, structures or natural objects, considered to have important heritage value or heritage character to the community, that have been destroyed or altered so as to eliminate the character-defining elements.

Municipal Park

These parks service the entire municipality. They may have a special feature or be one of a kind in the municipality. Some examples are Whonnock Lake, Maple Ridge Park, Maple Ridge Camp Ground, Memorial Peace Park (Core Park) and Albion Fairgrounds.

Neighbourhood Park

These parks are to service a neighbourhood within a quarter mile radius. The children should be able to walk to the park, and not have to cross any major roads. They are located next to elementary schools whenever possible. Examples are Alouette Park/School site, Alexander Robinson Park/School site, Harry Hooge Park/School site, Westview Park and Tolmie Park.

Period Restoration

The act or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, while protecting its *character-defining elements*.

Preservation

The act or process of protecting, maintaining, and/or stabilising the existing materials, form and integrity of a *historic place*, or of an individual component while protecting its *character-defining elements*.

Rehabilitation

The act or process of making possible a continuing or compatible contemporary use for a *historic place*, or of an individual component, through repair, alterations and/or additions, while preserving its *character-defining elements*.

Restoration

The act or process of accurately revealing, recovering or representing the state of a historic place or of an individual component.

Streetscape

The term used to describe the form and characteristics of buildings, open spaces and other built or natural objects located along an identified portion of a municipal street or road.