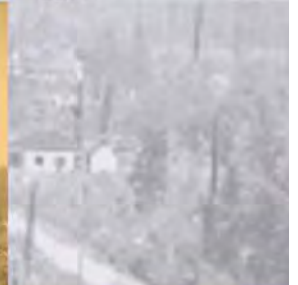
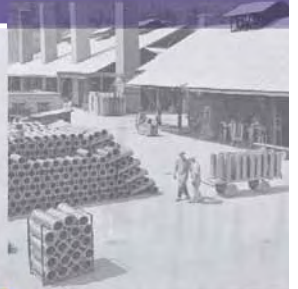


# City of Abbotsford

## HERITAGE STRATEGIC PLAN



Arlington Group Planning + Architecture Inc.

January 2005

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Financial assistance for this project was provided by the Government of British Columbia through the Community Heritage Planning Program. Additional funding was provided by the City of Abbotsford.

# EXECUTIVE SUMMARY

Heritage conservation has many potential cultural, social and economic benefits. The purpose of this Heritage Strategic Plan is to provide a focus for the management of heritage issues in the City of Abbotsford. Included is a synthesis of information gathered from individuals, community groups and City staff, who are involved in civic heritage issues, and a shared vision for conservation efforts in Abbotsford. This plan to manage heritage issues will require a commitment of scarce resources, but it offers many potential benefits to the community.

The recommendations of this Plan grow out of the City of Abbotsford Arts and Heritage Master Plan, which was approved by City Council on June 21, 2004. Key recommendations of the Arts and Heritage Master Plan are documented in Section 2.2 and Appendix D.

The Heritage Strategic Plan includes a thorough review of the existing situation, assesses the heritage initiatives that Abbotsford has undertaken to date, and a prioritization of actions that should be taken in the future. Through a community consultation process, including a Steering Committee comprised of representatives of a broad range of community organizations, consensus was reached on the key features of the plan. A five year Action Plan was developed for the implementation of the recommendations.

The key recommendations of the plan include:

- Create a Community Heritage Commission for the entire City by revising and expanding the mandate of the Clayburn Village Heritage Commission
- Prepare a City-wide inventory of buildings and sites with heritage value
- Implement a Community Heritage Register
- Implement a half-time heritage planning position in the Development Services Department
- Support the revitalization of Downtown Abbotsford
- Support increased opportunities for cultural tourism

The additional projected budget for this improved heritage program would not exceed a per capita annual cost of \$0.50.

# I. BACKGROUND TO THE PLAN

The term “heritage” is used to describe a wide range of aspects, from physical to social and cultural elements. Common physical aspects of heritage can include aboriginal artifacts, community collections, historic buildings and archival information. Heritage resources are the physical elements that make each community what it is. They are the tangible embodiments of historical, cultural and social values that give Abbotsford its particular sense of time and place, and they are cultural expressions of what that place is. Historic structures such as Trethewey House and the 1911 Sikh Temple are important examples of built heritage. The community may value many other historically significant features such as farms, industrial sites, natural landscapes and vegetation. Intangible elements of heritage are also diverse, ranging from cultural ancestry to social identity, community relationships and traditions. They are also worthy of celebration and respect.

Our heritage resources are important for a number of reasons. Each community’s heritage is distinctive, and therefore can help instill a sense of community identity and resident pride. It promotes a sense of stability and continuity for residents, an understanding of where we have been and how we got to where we are today. As such, key resources should be preserved for the enjoyment and benefit of future generations. The conservation of heritage is also important economically; it can increase property values and provide opportunities for business, property owners and tourism.

Heritage conservation has many potential cultural, social and economic benefits. The preservation of cultural heritage is by far the most frequently given reason for the conservation of structures and sites. Conserving heritage allows a community to retain and convey a sense of its history. It provides aesthetic enrichment as well as educational opportunities. A community maintains a more interesting urban environment by retaining symbols of its past. These elements serve to moderate the impact of rapid change, currently so evident in the City of Abbotsford.

Direct economic benefits have also been proven to result from heritage conservation activities such as spin-offs associated with the movie and tourist industries. Conservation activities have also resulted in the provision of building restoration related construction jobs for communities. Also, the preservation of historical sites supports other public objectives such as tourism development and educational programs.

There is a broad range of issues that affect heritage conservation. A plan to manage heritage issues will require a commitment of scarce resources, but it offers many potential benefits to the community. For a community the size and age of Abbotsford, the management of significant heritage resources is a legitimate and desirable function that is becoming increasingly important. The City's heritage planning program is currently at a formative stage. However, important initiatives have taken place in Clayburn as a result of private initiatives, and heritage policies have been outlined in the Official Community Plan. During the public consultation for the *Arts and Heritage Master Plan*, undertaken in 2002-2004, broad community support was demonstrated for the further development of civic arts and heritage initiatives. This provides an excellent opportunity for the City of Abbotsford to embrace a broader mandate for heritage conservation.

## 1.1 THE HERITAGE STRATEGIC PLAN PROCESS

The purpose of this Heritage Strategic Plan is to provide a focus for the management of heritage issues in the City of Abbotsford. This strategy is a synthesis of information gathered from individuals, community groups and City staff, who are involved in civic heritage issues. It seeks to promote a shared vision for conservation efforts in Abbotsford. In order for this plan to be implemented, a consensus needs to be reached on what historic features *must be managed*, *should be managed*, and *might be managed* within the civic framework.

Key players in the City's heritage initiatives include City Council (setting overall direction and establishing budgets) and the Development Services Department (primary responsibility for planning initiatives). Other City departments involved in the management of heritage resources include the Parks & Recreation Department. The M.S.A. Museum Society, the Clayburn Village Community Society and other local organizations also have a strong mandate in the preservation and interpretation of local historic resources.

This Plan grows out of the *City of Abbotsford Arts and Heritage Master Plan*, which was approved by City Council on June 21, 2004. Key recommendations of the *Arts and Heritage Master Plan* are documented in **Section 2.2** and **Appendix D**. This plan commenced with an initial workshop with the Arts and Heritage Master Plan Steering Committee, an analysis of the existing situation, and two subsequent workshops with representatives of community organizations.

*The Heritage Strategic Plan asks five key questions:*

*‘Where is Abbotsford now?’*

This section identifies the strengths and weaknesses of the current management of heritage issues, and defines future opportunities.

*‘Where does Abbotsford want to get to?’*

This provides **the vision** for the future direction of heritage resource management.

*‘How can Abbotsford get there?’*

This identifies possible means of **achieving this vision** for heritage resource management.

*‘What does Abbotsford need to get there?’*

This determines the **information and resources required** to implement the Heritage Strategic Plan.

*‘How will Abbotsford know that it got there?’*

This identifies methods for **evaluating and monitoring** the effective implementation of the Heritage Strategic Plan over time.

This plan outlines a prioritized strategy for the development of the City’s heritage conservation policies for the next five years. It answers key questions about the existing situation, defines a community vision for heritage conservation, and recommends an Action Plan for implementation.

## **1.2 THE PUBLIC BENEFITS OF HERITAGE CONSERVATION**

Heritage conservation has many benefits, both tangible and intangible. It has been documented in other localities that there are economic benefits to the preservation of heritage sites and buildings. Preservation of key heritage features provides a focus for community identity and compatible new development, and fosters a connection with local history.

Potential public benefits include:

- A more varied and meaningful community with more arts, heritage, cultural and educational opportunities
- Social benefits through enhanced community livability and stability, fostered by a broad range of available activities



- Keeping more cultural activity benefits (including cultural dollars) within the city
- Taking advantage of partnership opportunities with senior levels of government
- Engagement of the private and volunteer sectors
- Economic benefits through growth of cultural tourism, the movie industry and cultural sector employment
- Education opportunities offered through the interpretation of local history

Perhaps the most valuable contribution of heritage conservation, however, may be the sense of permanence and stability that it provides to the community, through the preservation of individual buildings, landscapes, and other landmark features. The quality of life within the City will continue to be enhanced by the retention of key heritage characteristics, adding to the richness of local cultural life.

Heritage conservation is now inextricably linked with tourism; many regional examples show the success of this approach. Cultural and heritage-based tourism is now the fastest growing segment of the burgeoning tourism industry. The development of tourist destinations and attractions provides direct economic spin-offs. Other benefits include job creation, through the promotion of labour-intensive and highly skilled restoration expertise, and the promotion of specific businesses that benefit from an association with historic character, such as bed-and-breakfast inns, off-farm sales and some retail firms. The preservation of historic sites can support other public needs, such as educational programs and the provision of recreational opportunities within an historic context.

The arts, heritage and cultural sector provides a large contribution to the Canadian economy. A 1995 study by Statistics Canada estimated that 670,000 people are employed in the arts and cultural industries, representing an economic contribution of nearly \$22 billion. Closer to home, a 1995 study by the GVRD concluded that arts and culture generated \$2.4 billion in direct wages and salaries, attracted over \$500 million in government revenues contributed, and \$3.45 billion to the GDP. This represented a total regional employment of 107,000.

The cultural sector of the economy also represents substantial opportunity for growth. It is estimated that approximately 79% of the Lower Mainland population participates in cultural activities annually. Visits to municipally operated venues in the GVRD including theatres, galleries and museums exceed three million annually. Locally, in a 2002 telephone survey by C.V Marketing Research Inc. for the *Arts and Heritage Master Plan*, 64% of Abbotsford residents indicated they had visited the MSA Museum or other historical site in Abbotsford within the previous 12 months.

There is a growing body of research indicating that arts, heritage and culture initiatives have a strong positive impact on developing complete communities and creating a vibrant culture of

creativity and innovation. A 2002 study of Western Canadian cities suggests that in addition to contributing to economic growth, cultural initiatives also enhance community identity and social cohesion, promote citizen health and well-being and contribute to community revitalization. Numerous studies indicate that a strong cultural sector is integral to the new economy and the ability to attract skilled workers to a particular region or place. Concentrations of human capital or skilled labour can contribute to increased efficiencies in service provision, higher levels of productivity, as well as an ability to attract capital investment and new business.

Other commonly cited benefits of strong arts, heritage and culture policies include creating distinctive neighbourhoods, preserving cultural heritage, providing community identity and pride and combating social problems by engaging youth in the history and identity of their community.

### **1.3 FEDERAL HISTORIC PLACES INITIATIVE**

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to preserve and celebrate Canada's historic places. Out of the consultations has arisen a broad based strategy, the Historic Places Initiative, which is the most important federal heritage conservation proposal in Canada's history. As of May 2, 2001, the Federal Government made the financial commitment to fund the development of these initiatives. These rapidly-evolving initiatives have significant implications for a number of the heritage resources in Abbotsford.

The Historic Places Initiatives (HPI) is a national partnership consisting of a number of interrelated elements. A significant opportunity for local heritage conservation is being presented through the development of this broad new federal framework for a national system of heritage resource management. The Federal government has a number of recent initiatives including a national heritage register called the Canadian Register of Historic Places, comprehensive conservation standards and guidelines for historic places, and a certification process for project approval.

Financial incentives are available to corporately-owned revenue-generating properties on the Canadian Register of Historic Places, which will document a potential 15,000 formally recognized sites across Canada. The Register will include a searchable on-line web site. This year in B.C., it is anticipated over 600 municipal heritage sites will be included on the Canadian Register of Historic Places.

Another integral part of HPI is the development of *Standards and Guidelines for the Conservation of Historic Places in Canada*. This recently completed document, prepared by Parks Canada to serve as the federal standard for the treatment of heritage resources, will also be adopted as the standard by the Province of B.C. and also a number of local governments. A Project Certification

Process has been designed to ensure that the incentives are awarded to eligible historic places and that the work that is undertaken complies with approved standards. Federal financial incentives have also been provided. These are limited to taxable, revenue generating Canadian businesses. Funding for this program consists of \$10,000,000/year for three years. Approved applications will require a certified historic place agreement. Sites in the City of Abbotsford with a potential to benefit from this incentives program include the Clayburn General Store and a number of commercial buildings in the historic part of downtown Abbotsford.

These federal initiatives are evolving at a rapid pace, and Abbotsford has the opportunity to position its heritage program to take maximum advantage of potential program benefits.

## **1.4 PROVINCIAL ENABLING LEGISLATION**

In 1994, changes to the *Municipal Act* (now the *Local Government Act*) enabled local governments to better integrate heritage conservation activities into the mainstream of development and community planning, defining new procedures for more powerful regulations (Heritage Conservation Areas, Community Heritage Commissions, heritage site maintenance standards, tree protection, etc.) and heritage incentives (tax exemptions, an expanded legal protection toolkit, consolidated approvals for heritage rehabilitation work, etc.).

The following provincial legislation is pertinent to heritage planning at the municipal level:

### **1.4.1 Local Government Act**

Under the *Local Government Act*, a legal framework and foundation is provided for the establishment and continuation of local governments to represent the interests and respond to the needs of their communities. Local governments are enabled with the powers, duties and functions necessary for fulfilling their purposes, including stewardship of its public assets, and the flexibility to respond to the different needs and changing circumstances of their communities. The City is empowered to regulate zoning, control subdivisions, building by-laws, maintenance and occupancy by-laws, and a number of other regulatory controls, based on an Official Community Plan.

The majority of the legislative tools the City is liable to use in the conservation of heritage resources are enabled under the Local Government Act. The tools available to the City are summarized in ***Appendix B: Heritage Conservation Toolkit***. Further information on the 1994 legislation is available in a provincial publication, *Heritage Conservation: A Community Guide*.

#### **1.4.2 Heritage Conservation Act**

The purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in British Columbia. This Act is most relevant when dealing with archaeological issues, the management of which remains under provincial jurisdiction. The Province may enter into a formal agreement with a First Nation with respect to the conservation and protection of heritage sites and heritage objects that represent the cultural heritage of the aboriginal people who are represented by that First Nation. Owners of identified archaeological sites are required to conform to provincial requirements (See *Section 4.2.4 Archaeological Information*).

#### **1.4.3 Agricultural Land Commission Act and Farm Practices Protection (Right to Farm) Act**

The *Agricultural Land Commission Act* sets the legislative framework for the establishment and administration of the agricultural land preservation program. The provincial Agricultural Land Commission (ALC) is an independent Crown agency dedicated to protecting the scarce supply of agricultural land that is important to the current and future needs of British Columbia. The ALC encourages the establishment and maintenance of farms, to provide a basis for a sustainable economy and a secure source of food. The Commission also conducts land use planning with local communities and government agencies, and adjudicates applications for the use of land in the Agricultural Land Reserve (ALR). It is responsible for administering the *Agricultural Land Commission Act* and the *Soil Conservation Act*.

The Agricultural Land Reserve (ALR) is a provincial designation in which agriculture is recognized as the priority use. Farming is encouraged and non-agricultural uses are controlled. The ALR in British Columbia covers approximately 4.7 million hectares. It includes private and public lands that may be farmed, forested or vacant land. In total, the ALR comprises those lands within B.C. that have the potential for agricultural production. The Agricultural Land Reserve takes precedence over, but does not replace other legislation and bylaws that may apply to the land. Local and regional government bylaws must be consistent with this Act and its regulations.

The *Farm Practices Protection (Right to Farm) Act* is complimentary to the ALR farm land preservation program. This Act, which was enacted in 1995, gave local government better tools for managing growth, and moved land use planning for agriculture into the mainstream. Farmers were given additional protection to farm in the ALR and on land zoned for farm use. The Act was also intended to protect farmers that are using normal farm practices from nuisance claims and lawsuits as well as from local government

bylaws designed to restrict normal farm practices. The Act includes a process to resolve concerns and complaints.

The Agricultural Land Commission has demonstrated an increased willingness to negotiate over heritage issues. This is a positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production. Implications for heritage sites in the ALR are discussed in *Appendix C*.

## **1.5 PROVINCIAL HERITAGE INITIATIVES**

The BC Heritage Branch has responsibilities that flow from the general statement contained in Section 2 of the *Heritage Conservation Act*. “The purpose of this Act is to encourage and facilitate the protection and conservation of heritage property in British Columbia.” The B.C. Heritage Branch is now a part of the Local Government Branch.

### **1.5.1 Community Heritage Planning Program**

There are four programs eligible for provincial assistance through the B.C. Heritage Branch. Available provincial funding ranges from \$7,500 to \$15,000 per project based on 50/50 cost sharing with local governments. See *Appendix A* for further details. These programs consist of:

- Strategic Plans (including this Heritage Strategic Plan for the City of Abbotsford)
- Implementation Plans
- Community Heritage Registers
- Conservation/Feasibility Plans

### **1.5.2 Heritage Society of British Columbia**

The objective of the Heritage Society of B.C. is to promote the conservation of heritage buildings, sites and landscapes. To this end the Society sponsors workshops, a newsletter and various promotional activities including the Heritage Awards Program. Some of these activities, such as community and technical workshops, are funded through the B.C. Heritage Branch.

### **1.5.3 Heritage Legacy Fund**

This fund was initially set up through a \$5,000,000 endowment in March 2003 and has since grown to \$5,300,000. It is administered through a non-profit society called the “Heritage Legacy Fund of British Columbia Society.” It is anticipated that as fundraising occurs, heritage conservation grants will be offered from the interest on the endowment.



**Clayburn Co. Ltd. BCARS I-27270**



**Clayburn Co. Ltd. BCARS I-27264**



**Float in May Day Parade. BCARS D-08511**

## 2. WHERE IS ABBOTSFORD NOW?

The City of Abbotsford has a rich history starting with the Sto:lo First Nation overlain with successive waves of settlement by gold-miners, loggers and farmers. European immigration was the basis of early post-Contact settlement patterns. In more recent decades, Abbotsford has become a much more varied community due to immigration from throughout Asia. Today, Abbotsford is one of the most diverse multi-cultural communities in Canada.

Heritage in Abbotsford consists of many different elements, including cultures, homes, commercial buildings, bridges, farms and natural features. The special features of the City's heritage include:

- ❑ A fascinating history, ranging from aboriginal settlement to agricultural initiatives, that tells many diverse stories.
- ❑ A unique heritage that demonstrates the interaction of humans with the natural landscape. This heritage is defined by people ("intangible heritage" such as memories and stories) and physical remains ("tangible heritage" such as artifacts, heritage sites, and structures).
- ❑ An historic infrastructure (water and rail transportation, early road patterns, etc.), an extensive natural heritage (Fraser River, farmlands, hills and mountains), and a broad range of heritage sites and buildings (residential, commercial and industrial).

Strong links to an industrial past are seen in the Clayburn Heritage Conservation Area, and there are also many sites and structures that show evidence of early settlement, agriculture, and the multicultural development of the area. Three buildings have received municipal heritage site designation, and one outstanding structure, the 1911 Sikh Temple, has been declared a National Historic Site.

## 2.1 CIVIC GOVERNANCE

The background of civic governance is covered in detail in the *Arts and Heritage Master Plan, 2004*. The City of Abbotsford has seven departments that report to City Council through the City Manager. These are:

1. Administrative & Corporate Planning
2. Corporate Services
3. Development Services
4. Economic Development
5. Engineering
6. Fire/Rescue Services
7. Parks & Recreation

The Official Community Plan (OCP) is Council's primary strategic and policy document with respect to land use planning. The current OCP was adopted in 1996 following the amalgamation of the Districts of Abbotsford and Matsqui on January 1, 1995. Council's current direction with respect to heritage conservation is reflected in two sections of the OCP. Section 8, subsection 6 of the OCP contains seven policies which support a broad range of heritage initiatives within the City. Included are policies which support a detailed inventory of Abbotsford's heritage resources, recognition of historic resources as tourism opportunities, enhanced public awareness of heritage programs and evaluation of the need for new facilities for the Abbotsford Museum Society.

Section 19 of the OCP consists of a series of detailed guidelines and objectives for the Clayburn Village Conservation Area. The purpose of this heritage conservation designation is to regulate subdivision and ensure that all building restoration, renovation and redevelopment respects the history and enhances the heritage character of Clayburn Village, which dates from 1905. Two sets of guidelines apply to Clayburn Village. Schedule "A" refers to a series of specifically listed properties within the Clayburn Village Conservation Area that are of special historical or architectural importance. A separate set of guidelines applies to supporting buildings also located within the Clayburn Village Conservation Area.

The Development Services Department is responsible for the consultative process and updates to the OCP. Responsibility for the Clayburn Village Heritage Conservation Area, which is managed by the Development Services Department, stems from the OCP. However, no civic department has a direct mandate to address the management of the City's other heritage resources.



## 2.2 CITY OF ABBOTSFORD ARTS AND HERITAGE MASTER PLAN 2004

Through extensive community and stakeholder consultation, this comprehensive Plan was developed to determine the most appropriate and cost-effective civic response to a long-range development of arts and heritage policies and initiatives. Abbotsford currently has one of the lowest per capita allocations of any local government in British Columbia to these initiatives, and it will take time to build public support and capacity in these sectors. Despite this, the rich variety of community arts and heritage groups in Abbotsford provides a substantial base of support, and a solid foundation for future endeavors.

The Plan recommends a community-driven, incremental approach with modest actions in the first few years that will build on partnership opportunities and an expanding population base in the future. A flexible and realistic twenty year Action Plan for the implementation of these recommendations has been developed. These recommendations were broadly supported throughout the course of the public consultation process.

The *Arts and Heritage Master Plan* was adopted on June 21, 2004 by Abbotsford City Council. Key recommendations of the Plan are described in *Appendix D*.

## 2.3 CITY HERITAGE INITIATIVES

The City's heritage program is in a formative stage. Existing heritage tools used by the City are the Clayburn Village Conservation Area (Section 19 of the Official Community Plan including the properties in Clayburn listed in Schedule "A" and the Heritage Alteration Permit guidelines for the Clayburn Heritage Conservation Area), the Heritage Commission Bylaw, three heritage site designations (as noted below) and part-time use of one planner. Current staff involvement is limited to a review of building permits (including older structures) under the existing OCP designation and heritage bylaws.

Current City of Abbotsford heritage expenditures consist of a grant to the M.S.A Museum Society to assist in the operation of Trethewey House.

Three buildings currently have been designated as heritage sites under separate bylaws prior to amalgamation. They are:

- Trethewey House, 2313 Ware Road (HCA Bylaw 2113) Adopted May 4, 1981
- Clayburn School, 4315 Wright Road (HCA Bylaw 1700) Adopted October 11, 1978
- Clayburn Church., 4280 Wright Road (HCA Bylaw 1535) Adopted October 4, 1978

One very positive event was the recent National Heritage Site designation of the 1911 Sikh Temple. Although this designation does not confer legal protection, the commemorative value is considerable, and Parks Canada has announced a substantial financial contribution over the next three years to protect and restore the Sikh Temple.

However, the use of heritage planning tools to preserve other potential heritage sites has been very limited, especially in the protection of privately-owned sites. Previous Councils have not identified heritage as a priority concern. As a result, the City has never undertaken a comprehensive heritage inventory, negotiated a Heritage Revitalization Agreement, adopted conservation standards and guidelines or established a City-wide Community Heritage Commission.

### **2.3.1 Clayburn Heritage Conservation Area**

The Clayburn Heritage Area Revitalization Bylaw was passed in 1995, one of the first such heritage area protections under the new provisions of the 1994 Legislation (OCP By-Law 1996, Amendment By-Law No.1; By-Law No. 214-96). The adoption of the bylaw was a struggle. The M.S.A. Museum Society had previously prepared a partial inventory of past and existing heritage buildings including Clayburn. The Schedule “A” inventory and guidelines in Section 19 of the OCP represent an important start towards comprehensive heritage management. The City provides staff liaison to assist the Clayburn Community Heritage Commission, but the CHC advises on buildings only, and is not called to meet regularly. The mandate of the CHC is limited to Clayburn only, and in practice tends to be reactive to issues. Initiatives such as the redesign of Clayburn Road are not within the current CHC’s mandate.

### **2.3.2 Heritage Inventory Information**

The City has not yet conducted a comprehensive inventory of heritage resources. The situation, extent and condition of potential heritage sites are therefore not clearly understood.

Heritage inventory work was undertaken prior to Amalgamation in 1995 for some areas of Matsqui, Sumas and Abbotsford. This work was started on an informal basis in 1979, and it is not considered comprehensive and has not been updated. Further inventory work was conducted in recent years by UCFV students, but this work was very limited in scope. Lists of approximately 240 identified heritage resources are currently held by the M.S.A. Museum Society.

Potential heritage properties other than those scheduled as part of the Clayburn Heritage Conservation Area are not flagged on the civic database. Some significant sites are known (an example being the landmark BCER Sumas Substation, 39623 Old Yale



**BCER Sumas Substation, Henry B. Watson, Architect, 1909-1910**

Road), but the lack of an automatic “red flag” is a serious weakness in the management of heritage information.

### **2.3.3 City Records Management**

The City has in place a comprehensive Records Management program. Prior to Amalgamation, the two Districts of Matsqui and Abbotsford had undertaken a Records Amalgamation Report that identified issues of how to combine existing municipal records. At the time, both jurisdictions supported the implementation of the MOA Classification System. The report also recommended that a City Archives be established for the long-term preservation of historic material in cooperation with the Museum and Library, starting in 1996.

A review of the records currently held by the City indicates that very little material of archival interest was ever absorbed when the two Districts amalgamated. All known early civic records that have survived are in the collection of the M.S.A. Museum Society. The M.S.A. Museum Society has now established an archives facility in the ground floor of

the Clearbrook Library, that is the starting point for what is hoped to be a permanent facility that will act as a community collections repository as well as part of the City's Records Management policies.

## **2.4 COMMUNITY HERITAGE ORGANIZATIONS**

The following is a description of some of the existing heritage organizations that are representative of the broad range of community activity established to date.

### **2.4.1 M.S.A. Museum Society**

The mission of the M.S.A. Museum Society is to be the memory of the community by preserving and interpreting its history. Functions of this mandate are to collect, preserve, study and exhibit artifacts and archival material, and to educate and entertain the public. The Museum is a registered non-profit society that relies on a combination of government grants, private donations and fund-raising efforts to provide its services to the people of Abbotsford.

The M.S.A. Museum Society operates Trethewey House, a fully restored heritage house at 2313 Ware Street. Built in 1919-1920 as a residence for Joseph Trethewey, a local timber baron, it was constructed from lumber produced at the Abbotsford Lumber Company and bricks from the Clayburn brick factory. Trethewey House has been restored by the M.S.A. Museum Society with furnishings from the 1920s, and was designated as a heritage site in 1983. The site is city-owned, and includes four old growth Douglas Fir trees, the Sylvia Pinott Heritage/Habitat Garden, a covered gazebo, a rose garden, two new outbuildings built to complement Trethewey House, one of two remaining Interurban Stations (on a trailer), and an historic outhouse. Trethewey House is adjacent to John Mahoney Park and Mill Lake.

The Society's major event is the Heritage Fair, held in May on the Exhibition Grounds. Special attention has been given to attracting youth as the Fair includes 50-60 youth volunteers between 12 and 18 years of age. The M.S.A. Museum Society also operates travelling exhibits. Staffing at Trethewey House consists of four full time employees plus 300 volunteers, 200 of which are involved in specific projects. The Society maintains a well-designed and professional website.

Public funding for the M.S.A. Museum Society comes from the Province of B.C., Government of Canada and City of Abbotsford. The City's 2004 grant to the MSA Museum Society was \$89,000. Private funding sources include donations and bingo.

The new outbuilding on the Trethewey House site was one-third funded by a government grant and two-thirds funded by the Society.

The closest that the community has to an archives exists in the collection of M.S.A. Museum Society. The archival collection consists of:

- approximately 28 linear metres of original documents pertaining to the history, growth and development of the City of Abbotsford
- a collection of interviews with Abbotsford pioneers
- a complete set of *The Abbotsford News* from 1923 to the present
- a complete set of *The Abbotsford Post* from 1910-1924
- over 14,000 locally relevant historical photos
- an ephemera collection, arranged by subject

About 30% of inquiries to Trethewey House concern archival issues. The archives are currently located on the ground floor of the Clearbrook Library, in space leased for a ten year period, but are only available to the public at limited times and on a fee-for-service basis. Current staffing is three half-days per week based on volunteer resources. The records management component of the archives is generally up to date. Most records are stored in metal cases in order to provide some fire protection. A concern was expressed that other archival resources may be lost if a preservation program is not in place and suitable storage space is not provided.

#### **2.4.2 Clayburn Village Community Society**

Clayburn is a unique village located on the west side of Sumas Mountain. The village and brick plant were founded in 1905 by Charles Maclure, son of John Maclure, a former Royal Engineer who settled on a government land grant two kilometers west of Clayburn. Reminiscent of a quaint English village, with neat gardens, surrounded by white picket fences, Clayburn was the first company town in B.C. At its height, it supported three stores, a bank, a school, and a church. Clayburn will celebrate its centenary in 2005.

The Clayburn Village Community Society is the successor to the Clayburn Society which was originally established in 1917 to promote community spirit with recreational, cultural and athletic endeavors. These objectives have expanded to include promoting the educational value of local history and encouraging the preservation of heritage sites.

Time brought change to the area, particularly on the hills to the east and south of the village. By 1990, concern about the impact of development on the historic village led to

the formation of a sub-committee of the society, the Clayburn Village Heritage Committee. A group of concerned residents banded together to purchase the old school in order to preserve its heritage value. To promote the heritage aspect of Clayburn and to draw attention to its unique atmosphere, a special day was proposed. Heritage Day is an annual non-profit event hosted by the Clayburn community. Work goes on throughout the year to organize the day's events and coordinate the many volunteers needed to make the day a success. All proceeds from this day go towards funding the next Heritage Day. The Society operates a website that promotes Heritage Day and their preservation efforts.

### **2.4.3 Abbotsford Genealogical Society**

The Abbotsford Genealogical Society is a non-profit organization founded in 1977. The Society enjoys a strong and diverse membership of approximately 150 members from all areas of the Lower Mainland as well as some from around the world. The Society holds its meetings at the Clearbrook Library in Abbotsford, where it has also established its own library, including dedicated computer terminals. Their meetings are generally on the third Tuesday of each month except July and August, and includes an active speakers program. The Society also publishes a quarterly newsletter which has achieved some international acclaim. The members have been very active in cemetery headstone transcriptions, and have completed transcriptions of the Mt. Lehman Cemetery and are currently transcribing Aberdeen Cemetery.

### **2.4.4 Mennonite Archives**

The Conference of Mennonites in British Columbia Archives is operated by the Mennonite Historical Society of B.C., formed in 1972 as a non-profit society to:

- Collect and preserve valuable historical records
- Foster awareness of Mennonite history and culture
- Fund research projects related to Mennonite history
- Sponsor programs and events which communicate their history and culture
- Assist in publishing writings and books related to the above

The Mennonite Archival Centre exists to collect and preserve archival materials which illustrate the activities of Mennonite people in British Columbia, including their arrival and early settlement, the growth of communities and the development of institutions and businesses during the 20th century. The Society has a comprehensive website that describes their holdings (total volume: approximately 250 linear feet, inclusive dates: 1900-1995, policies, etc.). The Archives collection contains many genealogical resources, including family histories and census lists.

### **2.4.5 Mount Lehman Community Association**

The Mount Lehman Community Association was formed in 1990. It operates the Mount Lehman Community Hall located at 6418 Mount Lehman Road in the rural community of Mount Lehman, six kilometres northwest of downtown Abbotsford. The Hall was built in 1904 (originally by the Loyal Orange Lodge) and celebrated its centenary this year. It is the centre for many activities such as the Annual Fall Fair, the Halloween Haunted House, the Country Market and the Canada Day parade. There is an adjacent sports field with a baseball diamond and tennis courts. The Hall is maintained by the Mount Lehman Community Association, a volunteer group who raise the money to maintain the Hall. In the last two years the hall has had a new roof, a new furnace, a paved parking lot and has been totally renovated inside. There are now some concerns about vandalism and security that need to be addressed, however Mount Lehman Community Hall remains as a well-used historic landmark in the area.

## **2.5 COMMUNITY PARTNERSHIPS**

There are a number of community groups, which although their mandates are not specifically focused on heritage, have a complementary vision and could partner in heritage initiatives. In some cases these groups have heritage-related initiatives currently underway.

### **2.5.1 Abbotsford Community Foundation and Land Trust**

The Abbotsford Community Foundation is a non-profit charitable organization established in 1981. The mission of the Foundation is to enhance the quality of life in the City of Abbotsford by soliciting, holding, administering and investing gifts, bequests and designated funds in trust for present and future projects to meet the diverse needs of the community. The Abbotsford Community Foundation's capital fund is currently approaching five million dollars. Annual grants exceed \$250,000 for a variety of worthy purposes.

In 1997, the Abbotsford Land Trust Society was established as a non-profit charitable organization by the Abbotsford Community Foundation. The Land Trust's mission is "to forever protect important natural areas, historical and cultural sites, and other lands of community importance for the benefit of Abbotsford residents." This includes:

- aid in conservation and careful stewardship of productive agricultural, forest, and recreational land;
- provide lands of vital importance to water supplies and water quality;
- protect lands of regional significance for recreation, scenic beauty, or historic preservation;

- cooperate with local governments, citizens and organizations in meeting land use needs in the vicinity of the City of Abbotsford and in meeting the public, collective and long-term needs of Abbotsford residents; and
- promote land stewardship through public education and technical assistance.

### **2.5.2 Abbotsford Downtown Business Association**

The Abbotsford Downtown Business Association (ADBA) was formed in 1989 to administer a Business Improvement Area for downtown Abbotsford. Its members work to foster development, reconstruct history and rekindle the traditional heritage of Historic Downtown Abbotsford. The mission of the Society is to work co-operatively to encourage an environment in the downtown which fosters economic prosperity and a sense of community. The ADBA staff, Board and task forces are focused on vital projects that advance, beautify, enhance and promote the Downtown. The Society promotes Historic Downtown Abbotsford as “A Traditional Village in the Heart of the City.” Activities of the Society include:

- street banners and hanging baskets;
- Heritage Plaques program on older buildings (approximately 13 to date);
- An attractive Gateway Markers project for Historic Downtown;
- Facade Improvement and Lighting Improvement Grants;
- A Development Resource & Expectations Manual
- Professional sessions with merchants on marketing ideas that will stimulate business in the Downtown;
- Working with the City on aspects of the Gladys/Cyril St. realignment, a proposed Traffic Calming & Public Space Enhancement project for Essendene; parking and graffiti issues; and a potential public transit exchange in the Downtown.

In 2002, the ADBA worked with the City to create a new C-7 Zoning for the Downtown core, and in 2003, they launched the Abbotsford Downtown Branding & Vision Plan, which is currently being implemented.

### **2.5.3 Tourism Abbotsford Society**

The Tourism Abbotsford Society was formed in 2003 in recognition of the vital role that tourism plays as an economic cornerstone for the City of Abbotsford. A five member Board of Directors, appointed annually by the Chamber of Commerce (one director), the City of Abbotsford (one director) and the Abbotsford Hotel/Motel Industry (three directors), governs Tourism Abbotsford and strives to create a strategic vision for the future of tourism in the community.



Tourism Abbotsford has three primary business functions. The first, to provide visitor information services, the second, to undertake destination marketing activities on behalf of and in collaboration with their marketing partners and tourism stakeholders, the third, to operate the Fraser Valley Trade & Exhibition Centre—Tradex. The primary goal is to assist local tourism operators to “build their bottom line” by creating a positive connection between them and their potential customers. Marketing partners consist of all tourism and tourism related businesses currently residing or doing business in Abbotsford. There is no cost to become a Tourism Abbotsford marketing partner.

Tourism Abbotsford, in consultation with their marketing partners and tourism stakeholders, develops an annual Sales, Marketing and Strategic Plan. The plan outlines overall objectives, specific strategies and operational tactics, and most importantly describes the specific programs and projects, which the marketing partners have the opportunity to participate in.

The Society’s website currently has a page on Art, Culture and Heritage. Content is currently limited but could be expanded with more information and links.

#### **2.5.4 Abbotsford Chamber of Commerce**

The Abbotsford Chamber of Commerce has historical roots, which go back to 1913 with the establishment of the Abbotsford and District Board of Trade. In 1946 the Abbotsford Chamber of Commerce was formed with the objective of serving a population “not less than 10,000.” Today the vision of the Chamber is to be “The Voice of Business.” The Chamber’s mission is “To represent, connect & serve our members to build and sustain a thriving business community.” Although the Chamber does not specifically reference heritage issues, it has a number of committees, including a Tourism Committee which meets every month.

#### **2.5.5 School District No. 34 (Abbotsford)**

In Canada, education is a provincial responsibility and is governed by the appropriate provincial *School Act*. Under that Act, much of the responsibility for the operation of public schools is placed in the hands of local Boards of School Trustees who are locally elected.

School District No.34 is potentially a strong partner in future community heritage initiatives, including the development of school curricula. Different classes from throughout the District already participate in visits to historic sites, especially at the Grade 4 and 5 levels. Although the M.S.A. Museum is now limited by its current budget and facilities from increasing the amount of community programming, there may be

future opportunities to integrate school and museum coordination. These are issues that can be explored over time.

School District No.34 has also undertaken an initiative to restore an early school building at the South Poplar site, at the corner of Huntingdon and Gladwin Roads. The school is currently vacant and boarded up. The School Board also operates a number of other school sites that contain early school buildings that have heritage merit; an example is Mount Lehman Elementary School (at the corner of Mount Lehman Road and Taylor Road), where an early school structure remains relatively intact within a later complex of buildings.



South Poplar School

### **2.5.6 University College of the Fraser Valley**

University College of the Fraser Valley was established in 1974 after over a decade of active campaigning by Valley citizens. In the early stages, classes were held in church basements, former schools, and storefronts. University-college status was granted in 1991, after another round of community support. The first permanent campus of the college opened in 1983 on King Road in Abbotsford. New facilities opened in Chilliwack in 1995, after two decades of “temporary” quarters. A new Mission campus was officially opened in the Fall of 1996 as part of the Heritage Park Centre, a joint project with UCFV, the Mission School District, the District of Mission, and the community. UCFV also has a regional centre in Hope and an information centre in Agassiz.

The first four-year bachelor’s degree programs, in Arts, Business Administration, and Criminal Justice, started in September 1992. In all, UCFV now offers eleven degrees, and over 60 diploma and certificate programs. In 2003, 7,662 individual students were enrolled at UCFV, and another 1,756 people signed up for one or more Continuing Studies courses. UCFV also sponsors lecture series and community forums, produces theatrical presentations, provides space for community events and offers library services. In 2004, the UCFV established a certificate programme for Indo-Canadian studies.

### **2.5.7 Community Service Groups**

There may be local service groups that could become more directly involved in community heritage initiatives. In many municipalities, groups such as the Rotary and the Kiwanis have participated in fundraising for heritage projects that have demonstrable community benefits. Service groups have leadership and organizational skills including the ability to spearhead fundraising campaigns. These groups should be cultivated as potential partners for specific projects.

### **2.5.8 Other Potential Partners**

There are a number of other potential community groups and organizations that have mandates that could support a community heritage program. Some of these were identified during the Heritage Strategic plan process, while some others may develop in the future. An example of an existing facility which is available for genealogical research is the Church of the Latter Day Saints Family History Centre. Other intact early community halls (such as Peardonville Community Hall, 29450 Huntingdon Road) may wish to participate in heritage activities. There are a number of churches that retain early landmark heritage structures, such as the Mount Lehman United Church, 6256 Mount Lehman Road. Corporate Partners such as Clayburn Brick and Sumas Clay Products have a long history in the community. The Fraser Valley Regional Library is already

involved in shared activities with the Abbotsford Genealogical Society. Other community associations such as the Bradner Community Club can also be involved. Over time, partnerships could be cultivated with a broad a range of community groups and organizations.

### **2.5.9 Bequests, Donations and Sponsors**

There are also significant opportunities for private contributions toward heritage conservation. This could come in the form of a bequest or a donation. A private donation or bequest to a civic initiative could take many forms ranging from historic properties and buildings to museum artifacts. Donations could also involve the use of tax deductible receipts. It should be noted that the conveyance of a “gift” will require the approval of both the giving and the receiving party. The initiative for “gifting” often comes from civic pioneers or their descendants.

An excellent example of giving back to the community is the pioneering Trethewey family, who donated the first monetary gift to the Parks and Recreation Commission in 1978. They requested that the funds be used to maintain and upgrade the Mill Lake Centennial Park area—land which had been donated to Abbotsford in the 1930s by the Trethewey family for all to enjoy. The family was also sympathetic towards Abbotsford’s youth and seniors. More than twenty-five years later, the initial donation remains intact, with only the income on the funds being spent annually, according to the Trethewey’s request.

Another opportunity is the private sponsorship of heritage initiatives. At one end of the scale, this could include the sponsorship of brochures identifying the location of heritage features in the City, underwriting the cost of heritage building plaques or financial assistance for educational conferences concerning heritage initiatives. At the other end of the scale, it could involve major funding for a City museum including naming rights. This is a field that has become increasingly creative and innovative in order to match the needs of sponsors and recipients.

## **2.6 STRENGTHS AND WEAKNESSES OF THE CURRENT SITUATION**

The City of Abbotsford is at a crucial point in the development of its response to heritage issues. Following amalgamation in 1995, Abbotsford has experienced strong and sustained growth. Abbotsford is now the fifth largest city in B.C.

Abbotsford contains many important early heritage buildings and sites that have not been formally identified and evaluated, but these resources are at risk if they are not managed over time. Foreknowledge of what is considered historically significant will enable incentives to be considered and processes to be developed well in advance of building permit or demolition applications. The interests of the individual, the community and the City of Abbotsford are best served if properties with heritage significance are well documented and processes are developed that include incentives for heritage conservation.

During the community consultation, it was acknowledged that Abbotsford has made progress in heritage conservation planning initiatives. There remain, however, threats to local heritage resources, both publicly and privately owned, and decisions about heritage conservation will need to be based on competing priorities for limited City staff and financial resources. The comments gathered during the consultation process may be summarized as follows:

### **STRENGTHS**

- M.S.A. Museum Society including its building (Trethewey House and conservation program)
- Clayburn Village including education, conservation program and high public visibility
- Strong identifiable groups associated with heritage (multi-cultural, Sikh Temple, Mennonite Archives, First Nations)
- Historical features including topography, unique landforms (Sumas Lake and Mill Lake) and natural history
- Early settlements and distinctive communities such as Clayburn, Bradner, Mt. Lehman, Peardonville, Matsqui Village and Sumas
- Aviation history
- Written and oral histories
- Connections with pioneers
- Three designated buildings to date (two in Clayburn Village and Trethewey House at Mill Lake)
- Excellent local genealogical resources at the LDS (Mormon) Family History Centre
- Arts and Heritage Plan adopted by Council in June 2004

## **WEAKNESSES**

- No agreed upon plan of action
- Old heritage inventories are not approved or updated, and do not cover the entire City
- Lack of resources or spread out too thinly
- Burn out of volunteers and low morale
- Lack of City museum facility
- Minimal staff resources to address heritage issues
- Limited mandate within Development Services Department
- Lack of public recognition through information or commemoration
- Tourist InfoCentre has a weak location and lack of presence
- Limited access to civic records for researchers
- No Senior's Centre that could act as a focus for information gathering and catalyst for activities related to history and heritage preservation

## **OPPORTUNITIES**

- Kilns from Clayburn Village from original brick factory could provide the focus for a possible interpretive centre
- Beehive kilns on Sumas Reserve
- Art Deco building (Clayburn Company Office Manager's Residence, 3065-3087 Sumas Mountain Road)
- Potential large donor base
- Tapping into the economic and other benefits of cultural tourism
- Growing population base and access to large potential market in the Lower Mainland
- Potential tourist partners for heritage promotion
- Potential of historic downtown Abbotsford as a heritage destination
- Working with local youth at the Heritage Fair
- Promotion of local aviation and military history
- Creation of a First Nations interpretive centre
- Interpreting the unique history of Sumas Lake and proposed engineering schemes that resulted in the drainage on Sumas Lake in the 1920s
- Abbotsford Foundation as a catalyst for donations

## **THREATS**

- Growth swallowing up historical features and buildings
- Historical sites not being looked after (decay and lack of attention)
- Threat to natural environmental features (e.g. creeks) resulting from rapid urbanization
- Competition for scarce dollars
- Physical threats to heritage buildings through vandalism, fire and earthquakes
- Heritage sites may not be preserved and rehabilitated if they have not been identified

## **3. WHERE DOES ABBOTSFORD WANT TO GO?**

Since Amalgamation in 1995, the City has taken preliminary steps towards developing a civic heritage program. The City's heritage program may therefore be seen as being at a formative stage. An incremental approach to heritage planning is therefore recommended. A "one-step-at-a-time" approach will help the City acquire more experience before undertaking large projects, giving confidence and experience to establish new and larger initiatives. Whatever future projects or activities the City undertakes should build on these initial successes.

### **3.1 VISION FOR HERITAGE CONSERVATION IN ABBOTSFORD**

In conjunction with the Steering Committee for the *Arts and Heritage Management Plan*, the following vision was proposed for a revitalized City of Abbotsford heritage program. This represents the starting point for the development of a new mandate for the City's involvement in heritage initiatives.

*The City of Abbotsford, in recognition of the public benefits of preserving tangible links to its historical development, will establish a heritage conservation program that will strive to protect, through a balance of incentives and regulations, significant examples of our heritage.*

### **3.2 REVISED CIVIC GOVERNANCE**

At this point in time, the City of Abbotsford has not fully embraced a mandate for heritage conservation. Planning for heritage conservation falls naturally within a community's land use planning. Most local governments in B.C. include heritage planning as one component of their planning functions. Necessary approvals for heritage rehabilitation work can then be expedited and consolidated. Staff can work with owners to identify and resolve technical conservation problems and regulatory conflicts. Policies and procedures related to heritage conservation may be included in the City's planning public information and on the City's website.

The City of Abbotsford, in order to establish an effective civic heritage program, should establish a mandate for heritage planning and management within the Development Services Department and ensure that there are adequate staff resources to undertake this function, as recommended in the *Arts and Heritage Master Plan*. The heritage planning function would require an allocation of staff time and resources. At this stage in the City's development, this would be approximately equivalent to a half-time planning position, which could be assigned either to existing staff or added as part of a new position. This is further discussed in the sections on Implementation and Resource Allocation.

### **3.3 ADDITIONAL HERITAGE INFORMATION**

The basis of any sound conservation program is accurate technical and historical information, which ensures authenticity is achieved both in the physical rehabilitation of sites and in the promotion of historic material. The provision of heritage information is a crucial part of the City's heritage initiatives. This information can range from broadly-based general requirements (updated inventory information) to site-specific issues ("how old is my house?") to technical advice ("how do I restore my wooden windows?"). The need for heritage information will grow over time as heritage initiatives develop.

The need for more heritage information will need to be addressed incrementally, to build a sound basis for the expanded heritage program.

### **3.4 IMPROVED HERITAGE COMMUNICATION AND AWARENESS**

A campaign of "heritage marketing" and public awareness initiatives should be more fully developed in order to publicize and make visible the City heritage goals and achievements. Heritage awareness can start in a modest fashion with historical plaques or markers, such as those in downtown Abbotsford, followed by later expansion to private dwellings and community trails. Walking and driving tours can also be developed, both in downtown and other neighbourhoods. In addition, heritage information can be posted on the City's website.

Over time, coordination of community heritage groups and their individual events will be a key factor. The City can play a role in nurturing these groups either through the proposed heritage planning function or through a Community Heritage Commission with an expanded mandate.



### 3.5 INCREASED PARTNERSHIP OPPORTUNITIES

Effective initiatives are not built in isolation; they often require the involvement of many groups and individuals to achieve success. For all anticipated programs and initiatives, ways should be explored to develop partnerships with community groups with similar mandates and goals.

As the heritage program develops, the broader community can become involved in heritage initiatives. As listed in this Plan, there are many community groups that have a mandate of heritage conservation, awareness and education. There are many examples of projects throughout the Lower Mainland that were achieved through the support of service groups such as the Lions, Rotary and Kiwanis.

There will also be ongoing opportunities to apply for funding under programs offered by senior levels of government, including heritage planning initiatives (such as the heritage inventory, Community Heritage Register and conservation plans), capital improvements (such as infrastructure grants) and shared incentives (Commercial Heritage Properties Incentive Fund).

### 3.6 WHAT ARE THE PRIORITIES?

Based on a consultative process, the Steering Committee identified the following array of priorities for the Heritage Strategic Plan within a five-year time frame, and how their achievement would be measured:

- **Create a Community Heritage Commission (CHC) for the entire City by revising and expanding the mandate of the Clayburn Village Heritage Commission.** This should be done for the City as a whole and build on the successes achieved in Clayburn, and would involve the creation of a bylaw to create an advisory body under the Local Government Act. Such an advisory body would be volunteer based and could be established and maintained at minimal cost.  
**Measurement indicator:** Preparation of a bylaw in 2005 under Sections 176(1) (g) or 953 of the *Local Government Act* and its adoption by Council.
- **Preparation of a City-wide Inventory of Buildings and Sites with Heritage Value.** This would represent the building block to creating a Community Heritage Register (CHR). It would require a field survey supplemented by appropriate records documentation provisionally managed. This work could be undertaken as early as 2005 through temporary staffing by the City of Abbotsford or a consultant. The estimated cost is approximately \$30,000, and would be eligible for 50/50 cost sharing

from the Province of B.C. if it was part of the implementation for an adopted Heritage Strategic Plan.

**Measurement indicator:** Approval of application by Council to B.C. Heritage Branch for an Implementation Grant and undertaking of project in the 2005-6 fiscal year.

- **Establish a Community Heritage Register (CHR).** A CHR could start with the three existing sites that have already been designated by Council: Clayburn Church, Clayburn Village and Trethewey House. The 1911 Sikh Temple is also a logical candidate for addition. Based on the results of a City-wide inventory, a CHR for Abbotsford could ultimately contain 150-200 entries, mainly of local significance.

**Measurement indicators:** Creation of a CHR and the number of properties/sites on the CHR.

- **Minimum staffing of a half-time equivalent employee as a heritage planner in the Development Services Department.** This would provide a base level for heritage-related activities and facilitation of heritage applications. Implementation would follow the creation of a half-time equivalent position proposed for an Arts and Culture coordinator in 2005.

**Measurement indicator:** Council funding a half-time equivalent heritage planner in the 2006 budget.

- **Continued Revitalization of Downtown Abbotsford.** Currently several buildings are undergoing this revitalization process each year. This process should be encouraged with the objective of giving historic Downtown Abbotsford a vibrant, pedestrian friendly core.

**Measurement indicators:** Building façade guidelines appropriate for the conservation of existing heritage buildings, measurable economic growth, continued applications and incentives.

- **Increased Cultural Tourism.** This fast growing but often overlooked component of the tourism industry has enormous potential. The development of this sector should be an integral part of the City's Tourism and Marketing Strategy. This could include enhancements to Clayburn Village or other historic areas of Abbotsford.

**Measurement indicators:** Development of directional and interpretive signage for historic sites and trails, guided tours, development of gateway entrances to historic areas, development of partnerships between heritage organizations and other economic sectors and publications that celebrate Abbotsford's heritage.

## ***OTHER KEY ISSUES***

Other issues worthy of reference in the Heritage Strategic Plan were also discussed by the Steering Committee:

- Stories with great interpretive potential need to be developed, such as information about the brickworks at the base of Sumas Mountain and the engineering that led to the draining of Sumas Lake (including resulting flood control, environmental and First Nation impacts).
- Increased involvement of First Nations in heritage planning and interpretation. The potential for an interpretive centre on the Sumas Reserve, which straddles Highway #1 at the base of Sumas Mountain, was noted as particularly important. This concept has been explored in the past and needs to be resurrected.
- The relation of heritage to ecotourism and environmental sustainability (e.g. historic trails, heritage houses adapted to B&B uses)
- Connections with the Abbotsford Airport, its military history and existing buildings on-site which could be retained for adaptive reuse.
- Review of potential heritage conservation areas in historic neighbourhoods such as Mt. Lehman and Matsqui.
- Development of interpretive centres which can include the production and distribution of local crafts.
- Establishment of a proper museum facility where the history of the City is told. An alternate suggestion to address the same need was to create several community-based facilities, rather than one centralized facility.
- Ensure that community archival resources are collected, preserved and made available to the public.

## 4. HOW CAN ABBOTSFORD GET THERE?

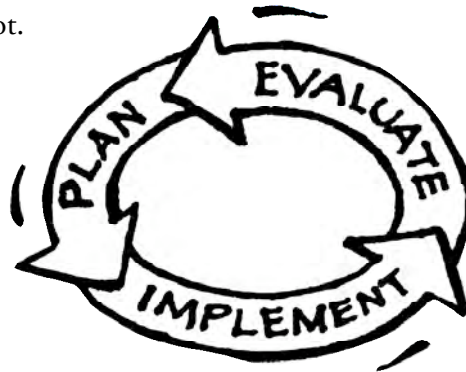
Given the ever-increasing pressure on heritage resources, and the limited scope of existing policies, Abbotsford does not want to defer its response to heritage issues any longer. Despite limited financial resources, Abbotsford is committed, in conjunction with the unfolding national Historic Places Initiative, to developing a comprehensive heritage program.

### 4.1 KEY FOCUS AREA: HERITAGE PLANNING

While the planning process is by definition linear, the management system within which it operates is not.

It is a cyclical system that involves the interaction of three key processes. An effective heritage management strategy is open-ended and it is responsive to new challenges and opportunities. These three key processes are:

- Planning
- Implementation
- Evaluation



Because communities are not static, heritage management is not a finite activity. Rather, you plan, you implement, you evaluate, then you plan and implement again based on the outcome of your ongoing evaluations. This is the circular flow of the management cycle.

Within this circular flow, the linear process of planning is never finished. It is an open-ended activity that is continually adjusting in response to changing circumstances and opportunities. The challenge of management is to coordinate the circular flow of planning, implementation and evaluation to ensure that the actions and strategies it defines are always as relevant and efficient as possible.

The proposed heritage program needs to be attainable, achievable and sustainable. There needs to be a prioritization of the limited resources available, so that the most significant resources can be preserved. The City's vision for heritage conservation should be negotiated through coordination of the planning process (e.g., integration with O.C.P., zoning by-laws, etc.). There should be clarity to the heritage process, and a consistent approach to conservation initiatives. Regulations to protect heritage sites should be carefully balanced with heritage conservation incentives. Everyone will want to know "what the rules are."

There are a number of ways in which the City could establish more focused heritage policies. The following opportunities for the integration of heritage planning within the City's overall planning framework should be considered:

#### **4.1.1 Official Community Plan**

A community vision for conservation should be based on the positive aspects of community heritage, and foster community partnerships.

As part of any future update of the OCP, it should be expanded to include the City's vision for heritage conservation, and integrate heritage conservation policies within the broader scope of the civic planning process, including tourism and economic development objectives. The OCP should reference identified heritage resources and define heritage conservation objectives, policies, and implementation. This process would also present an opportunity to foster community dialogue on heritage issues. The City, possibly through a Community Heritage Commission with an expanded mandate, may wish to be proactive in its development of a discussion paper or backgrounder on heritage policies for Council's consideration.

Within the *Arts and Heritage Master Plan*, detailed recommendations were made for additional policy statements regarding heritage management that could be included in the OCP. Please refer to the Plan for further information and specific wording of recommendations.

#### **4.1.2 Zoning**

One of the greatest threats to heritage sites is zoning that creates significant theoretical development potential on a site that becomes an incentive for demolition. As heritage sites are identified, their existing zoning may need to be reviewed to ensure that there is an appropriate fit between zoning and the potential conservation of the site. There are also many flexible new tools allowed under the Local Government Act that can be used to mitigate these disparities and assist the conservation process through appropriate incentives (see *Appendix B*).

### 4.1.3 Community Heritage Commission

A Community Heritage Commission (CHC) is a body created or authorized by local government, established under the *Local Government Act*. A CHC may exercise a broad range of powers, including the ability to undertake support activities and/or to take on other non-regulatory activities delegated to it by a Council. A CHC can be established or appointed by local government to advise on a range of heritage matters, or to undertake a specific task, project, or program. A community heritage commission may:

- advise local government on matters included in the commission's terms of reference;
- advise local government on matters referred to it by local government; and/or
- undertake or support heritage activities authorized by local government, such as fundraising and coordinating a conservation program.

Such an advisory body can be established and maintained at minimal cost, and enables the involvement of community leaders and residents as volunteers. The City can create or authorize a community heritage commission by adopting a bylaw, which must include the commission's:

- name;
- terms of reference;
- composition and appointment procedure; and
- operating procedures.

The City has already established a CHC specifically for Clayburn. If Council chooses to create a CHC with a City-wide mandate, a logical approach would be to amend and expand the mandate of the current CHC and appoint representatives from other areas as well as persons with a City wide perspective (e.g. M.S.A. Society). Modest staff support and liaison would be required. The CHC would undertake its business activities and report to Council according to its terms of reference. The commission could also be constituted as a foundation that would also have fundraising capacities, could hold real property, and could have charitable status.

Council considered the appointment of a Heritage Commission on October 28, 2002 but deferred any decision until it considers the recommendations of the *Arts and Heritage Master Plan*.

It is highly recommended that the City of Abbotsford create a Community Heritage Commission with a City-wide mandate.

#### **4.1.4 Civic Stewardship Policies**

It is important that The City establishes a stewardship role in the management of heritage resources. *The City of Abbotsford, in co-operation with key stakeholders such as the M.S.A. Museum Society and the Clayburn Village Community Society should set, by example, the standard for other owners of heritage properties.*

There is a need to promote heritage awareness within all City departments to ensure that the value of civic-owned heritage resources is fully recognized. The City also has direct control over a broad range of other heritage resources, such as landscape features and parks. This involves developing comprehensive policies and administrative mechanisms for all publicly-owned heritage resources under direct City control.

The conservation of heritage contributes to the quality of life and the environment, and is worthy of higher public profile and commitment. It is thus important that the City should adhere to recognized conservation principles in the treatment of its own resources, in order to best promote a shared stewardship of heritage resources. The City therefore needs guidelines for the treatment of these sites, and their maintenance should be standardized through individual conservation plans. Future initiatives could include the development of annual maintenance programs for these sites and an internal monitoring process for heritage resources under direct City control. This should include an awareness of, and sensitization to, heritage issues for all City departments.

A civic heritage stewardship plan should include the following:

- A clear definition of the responsibilities of different civic departments
- A system of internal information sharing that will allow for the consistent treatment of recognized heritage properties, and for advance notification of internal issues
- Preservation and maintenance guidelines for City-owned heritage buildings
- Clarification of the operations requirements for City-owned heritage buildings, and a policy of shared responsibility with the users of these buildings
- Policies and guidelines for other areas of civic responsibility, such as historic landscape features

The City should also work to identify other heritage sites that are in public ownership, and work with other levels of government and institutional owners to promote public heritage conservation.

#### 4.1.5 Community Heritage Register

A Community Heritage Register (CHR) is an official listing of properties having heritage value, passed by resolution of Council. A CHR may be established by communities that are interested in integrating heritage conservation activities into other local government land use planning processes (e.g., OCP, local area plan). Inclusion on a CHR does not constitute heritage designation or any other form of permanent heritage protection, is not listed on the Land Title and does not create any financial liability for the local government. The register may, however, be used to “flag” properties for possible future protection, and does enable a local government to withhold an approval, withhold a demolition permit or require an impact assessment.

A CHR is a different tool than a heritage inventory. The CHR is an official identification of sites determined to have community heritage value, and may or may not include the City’s entire inventory. A heritage inventory has no status under the *Local Government Act*, and does not enable the incentives or regulations that can be offered under a Register listing.

A Community Heritage Register:

- officially lists significant heritage resources in the community;
- gives notice to property owners and potential buyers of heritage factors (historical, architectural, aesthetic, etc.) which may affect development options for a listed property; and
- enables monitoring of proposed changes to properties through the local government licensing and permit application processes.

In addition to the tracking and regulatory powers implied by a CHR listing, there are also important incentives that can be offered to assist owners with conservation. Properties on a CHR are eligible for special provisions, including equivalencies, in the B.C. Building Code Heritage Building Supplement. For revenue-generating properties made available for a commercial use, inclusion on a CHR can also act as a gateway to the new conservation incentives now being offered through the Federal Government, through the Commercial Heritage Properties Incentive Fund. The City can also use the Register as an eligibility requirement for negotiated conservation incentives.

The City of Abbotsford should consider establishing a Community Heritage Register as the basis of its heritage program, starting with the three sites that have already been designated plus the 1911 Sikh Temple. By establishing a CHR, new sites can then easily be added as they are identified. An incremental approach has the added benefit of reinforcing the importance of heritage issues by bringing them before the public on a periodic basis.



#### 4.1.6 Heritage Application Review Procedures

The value of conserving a community's heritage is not always immediately recognized, especially if there are other perceived financial benefits to eliminating heritage assets through redevelopment or replacement. In cases where there are other external pressures threatening heritage assets, it has been recognized that more effective conservation will be achieved through incentives rather than by stringent regulation. Heritage property owners will benefit more from the "carrots" being offered than by "sticks." The result of effective heritage management is satisfaction and benefits on all sides, plus renewed investment in heritage properties.

With the important exception of Clayburn, there is no process in place to address heritage issues as part of the development process. In order to effectively assess heritage projects, the City will need to establish procedures concerning heritage applications, including the expectations for how sites will be treated, what incentives, if any, will be offered and what regulations are applicable. There is currently no mechanism for community review and comment (such as would be offered by a City-wide Heritage Commission). Without a heritage inventory and preferably, a Community Heritage Register, there will be uncertainty about which sites actually have community heritage value. If there is no flagging on the City's database, permit applications involving potential heritage sites may not even be known about until it is too late to negotiate with an applicant.

The City of Abbotsford can benefit from the experience of other municipalities. Throughout the province, there are successful examples of heritage permit review processes that effectively address these issues. In addition, comprehensive new national standards and guidelines have been introduced by the Federal Government (*Standards and Guidelines for the Treatment of Historic Places in Canada, 2004*). These can be adopted by the City as the basis for the treatment of heritage sites and as the basis for the review of heritage applications.

New heritage application review procedures could be implemented concurrent with further study of which sites should be managed under this process.

#### 4.1.7 Heritage Incentives

There is a need to expand the range of conservation incentives offered by the City. Incentives for conservation can be provided through financial, development, and administrative means.

- ❑ **Financial Incentives** can include direct grants, or the establishment of a civic heritage foundation. Financial assistance could also be provided through a

system of tax rebates. The City could help fund professional feasibility studies for restoration projects.

- ❑ **Development Incentives** could include density transfers and bonuses, special zoning provisions, and relaxations as allowed under the B.C. Building Code.
- ❑ **Administrative Incentives** could include expedition of permit or rezoning applications, partial waiving of permit application fees, and provision of technical assistance.

The experience of many other jurisdictions has proven that, if applied properly, financial incentives for the rehabilitation and restoration of heritage buildings are a sound investment for all parties. Financial incentives can be provided in several ways, including direct grants or tax relief. There are many examples of jurisdictions that use tax incentives and financial grants to achieve heritage conservation objectives. The City could consider establishing a modest annual budget for restoration grants, offered through a civic heritage foundation, in exchange for legal protection. There may be additional funding assistance available through other government and private programs, including the Federal Residential Rehabilitation Assistance Program (RRAP), the Bronfman Foundation, the Abbotsford and Vancouver Foundations, and others. This range of incentives should be more fully explored by the City.

#### **4.1.7.1 Civic Heritage Foundation**

As a number of the potential heritage buildings in the City are single family houses, the most effective model for financial incentives could be the granting programs operated by a number of municipal heritage foundations throughout B.C. Examples of such grant programs include the Vancouver Heritage Foundation's True Colours program, established in 1999, and the restoration grant program offered by the Victoria Heritage Foundation since 1983. The City may wish to establish a heritage foundation, which in addition to administering grant programs could also serve an education and awareness function. A foundation would also be able to actively fundraise to fulfill its mandate. Matching funding could be sought for potential grant programs, through corporate sponsorship, private foundations and other sources.

If a heritage grants program was to be established, an initial contribution of \$5,000 should be considered, with an annual granting budget of approximately \$7,500 from the City. Additional funds may be necessary to pay for administration.

#### 4.1.8 Enhanced Protection of Heritage Landscapes

Significant trees have been well identified in *Our Sylvan Heritage* (see **Section 4.2.3**). Wherever possible, these identified trees should be protected and commemorated. Over time, further pressure will be placed on other historic landscape features, and there will be a need for greater protection of these valuable resources. There may also be other significant landscape features that may not yet have been identified. Further attention will need to be paid to:

- The adequacy of inventory information;
- The extent of protection provided by current City policies;
- Protection needed for resources other than significant trees;
- Recognition of significant landscapes features within the civic planning context; and
- Interpretation of heritage landscape features.

Current City policies should be reviewed to determine ways to strengthen the protection of the City's natural heritage resources.

#### 4.1.9 Recommended Heritage Planning Actions

**PRIORITY #1:** *Establish a renewed Community Heritage Commission.*

- Council to pass a bylaw to amend and broaden the mandate of the existing Community Heritage Commission, and appoint new members [Council]
- Provide training and orientation for CHC members [in conjunction with staff]

**PRIORITY #2:** *Integrate heritage issues within the broader spectrum of community planning.*

- Develop a discussion paper or backgrounder on heritage policies in preparation for the updating of the OCP [CHC with staff assistance]
- As part of any future update of the Official Community Plan, include a vision of community heritage conservation, and a framework for heritage conservation policies [Council, staff and public consultation]

**PRIORITY #3:** *Develop civic heritage stewardship policies.*

- Prepare conservation master plans, through cost-shared funding, for City-owned heritage properties [staff and consultants; input from CHC]

**PRIORITY #4:** *Public awareness raises expectations, and there needs to be a heritage management process which manages the critical issues for the identified*

*heritage of Abbotsford, is proactive through appropriate planning, incentives and controls, and is reactive through flagging, and appropriate permit routing.*

- Commence development of an overall heritage program, through cost-shared funding [staff and/or consultant; input from CHC]
- Review and improve civic flagging procedures for identified heritage resources [staff]

***PRIORITY #5: Develop a program of improved heritage incentives that will assist private property owners in the restoration of their properties.***

- Ensure that a range of conservation incentives can be offered through the civic planning process [staff and/or consultant]
- The City should study the feasibility of establishing a civic heritage foundation for providing grants for heritage restoration projects [staff, CHC and/or consultant]

***RECOMMENDATION #6: Develop guidelines for the preservation of significant natural heritage features. A clear set of evaluation criteria needs to be detailed, based on standard criteria such as age, species, character, and landmark status. Further study is required of larger land conservation issues, such as roadside vistas, view sheds, and the preservation of agricultural lands.***

- Review the City's current policies to determine ways to strengthen the protection of the City's natural heritage resources [staff]
- Develop guidelines for the maintenance and preservation of natural heritage features, including significant trees, culturally-modified landscapes, etc. [staff and/or consultants]

#### **MEASURES OF SUCCESS**

- Increased public participation in the heritage conservation process
- Carefully defined approach to heritage management, integrated within community planning
- Public satisfaction with community planning
- Improved local government process for processing heritage permit applications
- Removal of uncertainty about heritage applications
- Better conservation of both public and private sector heritage resources
- Improved tax base through restored heritage sites
- Increased legal protection for more heritage resources
- Improved environmental protection for significant natural heritage features
- Community pride in restored heritage landmarks

## 4.2 KEY FOCUS AREA: HERITAGE INFORMATION

Good heritage conservation work is based on accurate information, which ensures authenticity. The provision of heritage information is a crucial part of the City's heritage initiatives. This information can range from broadly-based general requirements (updated inventory information) to site-specific issues ("how old is my house?") to technical advice ("how do I restore my wooden windows?"). The need for heritage information will grow over time as heritage initiatives develop.

Once updated heritage inventory information is available, the City should consider publishing an inventory document in a book format, similar to those undertaken by the City of Port Moody, the Township of Langley, the Corporation of Delta, and other municipalities, or in an online format. Additional funds would have to be allocated for graphic production and printing of a book, but the majority of these costs are potentially recoverable through grants and book sales.

### 4.2.1 Heritage Inventory

As noted in *Section 2.3.2*, City has not undertaken a broad-based inventory of its heritage resources. This will be a crucial step in developing a credible basis for the future development of heritage initiatives. The M.S.A. Museum Society has collected information that will be a sound basis to start this process, but the information has not been consistently collected, confirmed or researched. There is little information readily available on First Nations, transportation or natural heritage sites. In addition, there are no procedures in place for monitoring the condition of any individual site.

There should be a consistent review of what sites have heritage value and could be managed as part of the heritage program. The determination of community heritage value could be facilitated through the appointment of a Community Heritage Commission with a City-wide mandate, that could oversee this process. Once an inventory has been assembled, decisions can be made about which sites are eligible for the Heritage Register. This inventory information would also act as a foundation for the promotion of public heritage awareness.

The City should initiate further study of Abbotsford's historic resources through a comprehensive City-wide heritage inventory. Once complete, and when City heritage planning initiatives are in place, owners of identified heritage sites can be more fully engaged in the process of long-term conservation. It is essential that those resources that are identified are flagged on the civic database and can be managed under the auspices of the anticipated heritage program.



**Clayburn Office and Manager's  
Residence at Kilgard, McCarter &  
Nairne Architects, 1930-1931.**

### **4.2.2 Public Archives**

Currently, the City does not have a dedicated civic archives facility. This function is being fulfilled by the M.S.A. Museum Society, although their effectiveness is limited by available resources. There remain concerns that valuable heritage records may be lost, and that there is insufficient public access to research material.

In order to support the emerging heritage program, there needs to be an expanded facility that preserves community historical records, protects them in perpetuity and also makes them readily available to the public. There are many innovative ways that scarce resources can be utilized for maximum effectiveness. New developments in technology have allowed community archives to make effective use of web-based services. This has the advantage of allowing for the broad dissemination of archival information even when staff resources are limited.

The M.S.A. Museum Society has proven their ability to undertake this archival function. In order to assist in the preservation of Abbotsford's historical records and public access, the City should further examine the potential to assist the M.S.A. Museum Society, possibly through a fee-for-service agreement, that will ensure the establishment of a more permanent and accessible community archives

### **4.2.3 Natural Heritage Information**

Through the efforts of the now dormant Fraser Valley Heritage Tree Society, a great deal of work was undertaken to identify the significant trees and landscapes throughout the Fraser valley. This culminated in a well organized and illustrated book by Susan Murray, a certified arbourist and an instructor at Kwantlen University College. *Our Sylvan Heritage: A Guide to the Heritage Trees of the South Fraser Valley* was published in April 2004 by Fitzhenry & Whiteside. This book documents numerous trees with heritage value. Most of the book consists of a description and picture for each different species of tree organized alphabetically. The main features and key identifying characteristics of each tree are included as well as one or more locations where a good specimen can be located. Wherever possible, trees chosen for inclusion are mature, large and in good condition with growth typical of the species. Trees located on public lands were favoured for inclusion although trees on private lands that can be easily seen from the public sidewalk or street were also included. This is an excellent starting point for the dissemination of information about heritage trees, and the promotion of public awareness of the significance of historic landscapes. The City's heritage program could also include initiatives to preserve the character of rural roads, as has been undertaken by the Township of Langley.

#### **4.2.4 Archaeological Information**

The pre-European history of Abbotsford is an important part of its historical context. Protection for archaeological resources is a provincial responsibility, defined under the *Heritage Conservation Act*, which outlines procedures for impact assessment for sites found to contain archaeological material. The Archaeology Branch of the Ministry of Community, Aboriginal and Women's Services maintains information on any previously identified sites.

As the treatment of archaeological sites falls under provincial jurisdiction, the City only needs to be familiar with the correct procedures for handling this issue, as defined in the *British Columbia Archaeological Resource Management Handbook*. New or existing archaeological sites should be carefully examined, and situations which threaten each site should be handled in conformance with the *British Columbia Archaeological Impact Assessment Guidelines*. The Minister may order the owner of a heritage site to carry out a site investigation to record, remove or salvage a heritage object; or undertake a site survey to assess the heritage significance of the site. In order to assist property owners in assessing potential significant archaeological areas, the City could develop and provide referral information regarding archaeological resources and history, and communicate the owner's responsibilities under Provincial jurisdiction.

The protection, interpretation, and educational potential of these sites should be further studied. Further discussion with the Matsqui and Sumas First Nations would determine ways in which archaeological resources could be more fully protected and interpreted.

#### **4.2.5 Genealogical Information**

Genealogy and family history research are the fastest growing hobbies in North America. The explosive availability of genealogical research material on the internet has spurred new public interest. Given the interest in this field, local societies and libraries are responding by providing access to genealogical information, including public classes on how to conduct research. The Abbotsford Genealogical Society has been a driving force in this activity, and the LDS Family History Centre is also an important source of research information. The older cemeteries (such as Mount Lehman, Aberdeen, Musselwhite and First Nations) are also a rich source of information on community history and present excellent opportunities for interpretation. The Clearbrook Library is already a centre for this research, and is a natural fit with the new Archives. An effective heritage program and local genealogical groups can be mutually supportive, and partnerships will develop naturally, based on similar mandates. Wherever possible, these partnerships should be encouraged.



## 4.2.6 Recommended Heritage Information Actions

**PRIORITY #1:** *There is an urgent need for an inventory of significant heritage resources, which can then be incrementally added to the Heritage Register. This is a key element in the effective administration of the heritage program. In addition to buildings and sites, this should include significant landscape features. See Section 1.6.1 concerning provincial cost sharing.*

- Undertake a comprehensive inventory of significant heritage resources

**PRIORITY #2:** *Further study should be initiated of the First Nations, transportation, industrial and natural heritage of Abbotsford. Significant surviving features should be identified, and assessed for their interpretive and recreational potential.*

- Ongoing consultation with the Sumas and Matsqui First Nations to determine an appropriate approach to common heritage issues at archaeological sites
- Continue to gather and assess information on local transportation history and surviving features
- Continue to gather and assess information on heritage landscapes [staff and consultants]

**PRIORITY #3:** *Support, on an ongoing basis, the M.S.A. Museum Society's efforts to establish a community archives.*

- Explore ways to support the Society, possibly through a fee-for-service agreement [City and M.S.A. Museum Society]

**PRIORITY #4:** *Support public interest in genealogy and the study of local history.*

- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society and Fraser Valley Regional Library]

## MEASURES OF SUCCESS

- Better understanding of local heritage resources
- More information available about local history and heritage
- Better coordination among groups with an educational mandate
- Increased public volunteerism

## 4.3 KEY FOCUS AREA: HERITAGE COMMUNICATION

### 4.3.1 Education and Awareness Initiatives

The City and the M.S.A. Museum Society have raised the awareness of heritage issues within the community. With the rapid growth experienced by the City, there is a need to reach out to new residents, by making historical information more readily available.

A heritage program should take a broad look at many different aspects of the community's historical development, from native settlement through to later industrial, commercial and agricultural development. Something from each period of development could be highlighted, depending on the needs of the program (e.g., focusing on commercial history by commemorating early business leaders of the community).

*The crucial aspects of heritage awareness could be defined as follows:*

- What defined the community?
- What were its settlement patterns?
- Who played a role in the community's development?
- What tangible legacy did they leave (sites, structures, culturally-modified landscapes and buildings?)

A campaign of "heritage marketing" and public awareness initiatives should be more fully developed in order to publicize and make visible the City's heritage goals and achievements. At this time it is not known which initiatives should be undertaken, but the following projects would all be worthwhile to explore:

- A public relations program and media information package (a "media kit"), including articles about heritage concerns, and promotion of heritage events. The local media should be targeted at every opportunity.
- Driving tours, and other interpretive pamphlets and brochures that would disseminate heritage information.
- A "Talking House" program, pioneered by the real estate industry, whereby information can be broadcast on a radio frequency listed at a particular site; the visitor can then hear a prepared segment on the site without even leaving their car.
- School programs, including the preparation of heritage-related curricula, within the broader spectrum of general education. The City, through the volunteers of the Community Heritage Commission, could work with the School District in the development of teaching packages, beginning with the grade school level.

- ❑ Development of technical resources, such as a restoration “How-To” pamphlet, which could be made available to property owners, designers and contractors.
- ❑ Methods of promoting the prestige of ownership of a heritage resource should be explored, including interpretive signs, awards etc. In the experience of other cities the pride of ownership helps ensure long-term conservation by keeping the market value of the buildings at a premium.

The City’s web site could be a powerful tool for the communication of heritage information. Further attention should be paid to making information about the City’s heritage program readily accessible on the web.

### **4.3.2 Recommended Heritage Communication Actions**

***PRIORITY #1: Forge links between the various partners in the heritage community, to avoid gaps and duplication of efforts. Establish a formal partnership of community groups, which could be facilitated through the Community Heritage Committee and the M.S.A. Museum Society. Volunteer resources are limited, and should be managed for maximum effect. Develop a consistent logo or identifying image to be used for all interpretive and published material.***

- ❑ Identify community groups and potential partners who can become involved in community heritage initiatives [CHC and M.S.A. Museum Society]
- ❑ Identify a coordination role that will assist community partners who are involved in heritage initiatives [CHC and M.S.A. Museum Society]

***PRIORITY #2: Initiate a comprehensive heritage awareness program, especially one that will involve and engage new residents. Continuing efforts should be made to reach out to the public, and market a viable heritage program.***

- ❑ Continue education and awareness initiatives, including the development of web-based information [Lead Role: City, CHC and M.S.A. Museum Society, with community partners]
- ❑ Development of web-based information and heritage pages on the City’s web site [City with community assistance]
- ❑ Explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]
- ❑ Develop a public relations program and media information package (“media kit”). [CHC and M.S.A. Museum Society]
- ❑ Develop communication, interpretation, and education strategies for archaeological resources, heritage landscape features, and the general

history of Abbotsford. [School District #34, CHC and M.S.A. Museum Society]

- ❑ Consider publishing updated heritage information as an inventory document in book format. [City, CHC and M.S.A. Museum Society]

### ***MEASURES OF SUCCESS***

- ❑ More heritage information readily available
- ❑ Heritage information provided in different formats
- ❑ Local media engaged in heritage issues
- ❑ Better coordination among community groups with similar mandates

## **4.4 KEY FOCUS AREA: CULTURAL TOURISM**

### **4.4.1 The Benefits of Cultural Tourism**

Statistics show that trend that cultural and heritage-based tourism (including visits to historic sites) is the fastest growing segment of the tourism industry. Second only to the “heritage enthusiasts” is the growing segment of the market focussed on “soft outdoor adventure tourist,” including those interested in wildlife viewing, hiking, backpacking and fishing. Although the two groups may need a different marketing focus, Abbotsford offers superb opportunities for both groups of tourists.

Statistics from the Travel Industry of America indicate that in the United States:

- ❑ Cultural heritage travel is increasing—volume up 10% in the period from 1996-2000
- ❑ Cultural heritage travellers extend their stays—4.7 nights away from home vs. 3.4 nights away from home for others
- ❑ Cultural heritage travellers spend more money than other travellers—\$631 vs. \$457
- ❑ Cultural heritage travellers are more likely to shop compared to other travellers (44% vs. 33%)
- ❑ Cultural heritage travellers like variety—17% likely to participate in four or more activities compare to 5% of other travelers, and are more likely to use commercial accommodation (campground, hotel, B&B)
- ❑ Cultural tourists are older (45-64, on average) and tend to have a higher level of education and income

The promotion of cultural tourism can provide many benefits to the community, including:

- Cultural heritage tourism has the ability to put small communities on the map - Stratford, Ontario, Taos, New Mexico, Kimberly, B.C.
- Surveys indicate that residents of communities with a strong cultural heritage tourism based are more likely to be especially proud of their community.
- Cultural heritage tourism can provide incentives for residents and businesses to participate in architectural and landscape restoration.

#### **4.4.2 Recommended Heritage Tourism Actions**

***PRIORITY #1:** Work towards the development of an improved cultural tourism strategy based on the significant aspects of local history and heritage.*

- Coordinate community efforts that will promote local history and heritage [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]
- Develop a coordinated Cultural Tourism Strategy [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

#### **MEASURES OF SUCCESS**

- Improved information for tourist about local history and heritage sites
- Increased cultural tourism
- Increased private sector investment in tourism development
- Increased employment and economic opportunities
- Increased community pride

## 5. WHAT DOES ABBOTSFORD NEED TO GET THERE?

### 5.1 RESOURCE ALLOCATION

Recognizing that many of the proposed actions in this Heritage Strategic Plan will require further study, the resources implications can only be considered a rough estimate of the budgetary impact of the initiatives outlined in the Action Plan. This does not take into account either the cost of City staff time (which may need to be increased to undertake many of these initiatives), any increases to the budget of other societies, further fee-for-service agreements towards a community archives or the establishment of a civic heritage foundation.

The following is a rough estimate of the budgetary resources available for the City's existing heritage initiatives. This does not take into account either the cost of staff time, any potential increases to the Museum Society budget, maintenance, restoration or interpretation of City-owned resources or the cost of establishing an archives facility.

CURRENT	2001	2002	2003	2004	2005
MSA Museum Society	\$89,000	\$89,000	\$89,000	\$89,000	\$89,000
Arts & Heritage Plan	\$30,000	\$30,000			
<b>TOTAL</b>	<b>\$119,000</b>	<b>\$119,000</b>	<b>\$89,000</b>	<b>\$89,000</b>	<b>\$89,000</b>

The following budget figures provide an order-of-magnitude estimate of the additional resources that would be required to implement the recommended five year Action Plan. The additional projected budget for this improved heritage program would not exceed a per capita cost of \$0.50 per City resident.

	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
<b>CHC Operational Budget</b>	\$2,000	\$3,000	\$3,500	\$4,000	\$5,000
<b>Heritage Inventory</b>	\$15,000*	\$0	\$0	\$0	\$0
<b>Register Documentation</b>	\$5,000*	\$7,500*	\$10,000*	\$0	\$0
<b>Restoration Grants</b>	\$0	\$5,000	\$7,500	\$7,500**	\$10,000**
<b>Implementation Plan</b>	\$0	\$7,500*	\$7,500*	\$0	\$0
<b>Conservation Plans</b>	\$0	\$0	\$8,000*	\$0	\$0
<b>Heritage Awareness Program</b>	\$0	\$4,000*	\$6,000*	\$8,000*	\$10,000*
<b>Cultural Tourism Strategy</b>	\$0	\$5,000	\$10,000	\$10,000	\$12,000
<b>TOTAL MUNICIPAL COSTS</b>	<b><u>\$22,000</u></b>	<b><u>\$32,000</u></b>	<b><u>\$52,500</u></b>	<b><u>\$29,500</u></b>	<b><u>\$37,000</u></b>

\* City Contribution, Cost Recovery for project through Cost-Shared Grants

\*\* Federal financial incentives may be available by 2008. The potential is significant but the scope is currently unknown.

There are a number of outside resources that may be available to help undertake some of these initiatives, including provincial grant programs (available through the B.C. Community Heritage Planning Program) and private and corporate sponsors; securing these resources would require support time and resources from the City and its volunteers. The federal Historic Places Initiative now provides financial incentives for revenue-generating properties.

## **5.2 RECOMMENDED BUDGET ACTIONS**

- Formulate an annual budget for heritage initiatives [staff with CHC input]

## **6. HOW WILL ABBOTSFORD KNOW THAT IT GOT THERE?**

### **6.1 ANNUAL AND ONGOING REVIEW**

In order to ensure the most efficient possible work plan for the City's heritage initiatives, progress, effectiveness and costs should be monitored on an ongoing basis. At the end of the calendar year, each heritage initiative should be monitored and assessed. This could be undertaken as part of a year-end report by the Community Heritage Commission. A set of performance measures could be developed to evaluate outcomes. Progress would be measured against recommendations of the five year Action Plan, and adjustments made to the following year's work plan. It is recommended that at the end of each year, a facilitated review of achievements and progress be conducted, including confirmation of next year's actions.

At the end of 2009, the goals and the priorities of the heritage program should again be thoroughly re-assessed, and a new five year Action Plan prepared.

#### **6.1.1 Recommended Evaluation Actions**

- At the end of the calendar year, each heritage initiative should be monitored and assessed. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan. This should be prepared as a year-end report by staff and the CHC, and could also be developed as an annual Heritage Week report to Council [CHC and staff]
- Heritage Inventory information should be updated every five years. [staff, CHC and consultants]
- At the end of 2009, the City's heritage goals, priorities and initiatives should again be thoroughly re-assessed, and a new five year Action Plan prepared. [staff, CHC and consultants]



## **7. HOW TO GET THERE IN FIVE YEARS: THE ACTION PLAN**

### **2005**

#### **HERITAGE PLANNING**

- Council to pass a bylaw to establish an expanded mandate for the Community Heritage Commission, and appoint members [Council]
- Training and orientation of CHC members [in conjunction with staff]
- Develop a discussion paper or backgrounder on heritage policies in preparation for the updating of the OCP [CHC with staff assistance]
- Review and improve flagging procedures for identified heritage resources [staff]
- Prepare grant application for matching funding for a Heritage Implementation Plan grant for a heritage inventory/register to be undertaken starting in 2005 [staff and CHC]
- Establish a Community Heritage Register with a minimum of four sites [Council]

#### **HERITAGE INFORMATION**

- Undertake a comprehensive inventory of significant heritage resources
- Ongoing consultation with the Matsqui and Sumas First Nations to determine appropriate approach to common heritage issues and archaeological sites
- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society, Abbotsford Genealogical Society and Fraser Valley Regional Library]

#### **HERITAGE COMMUNICATION**

- Celebrate the Centenary of Clayburn [Everybody!]
- Identify community groups and potential partners who can become involved in community heritage initiatives [CHC and M.S.A. Museum Society]
- Identify a coordination role that will assist community partners who are involved in heritage initiatives [CHC and M.S.A. Museum Society]

- Initiate education and awareness initiatives, including the development of web-based information [Lead Role: City, CHC and M.S.A. Museum Society, community partners]
- Continue to develop web-based information and heritage pages on the City's web site [City with community assistance]
- Explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]

### **CULTURAL TOURISM**

- Coordinate community efforts that will promote local history and heritage [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

### **BUDGET**

- Prepare finalized budget for the heritage program for the following year [staff and CHC]

### **EVALUATION**

- At the end of the calendar year, each heritage initiative should be monitored and assessed in a facilitated workshop. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan. This should be prepared as a year-end Committee Report, and can be developed as an annual Heritage Week report to Council [staff and CHC]

## **2006**

### **HERITAGE PLANNING**

- Ensure that a range of conservation incentives can be offered through the municipal planning process [staff and/or consultant]
- Prepare grant application for matching funding for Heritage Register documentation [staff]
- As part of any update of the Official Community Plan, include a vision of community heritage conservation, and a framework for heritage conservation policies [Council, staff and public consultation]
- The City should study the feasibility of establishing a municipal heritage foundation for providing grants for heritage restoration projects [staff, CHC and/or consultant]
- The City could commence a modest grant program for restoration projects, either through a heritage foundation or directly through the CHC
- Update the Heritage Register and add more sites as required [Council]

## **HERITAGE INFORMATION**

- Continue existing heritage information initiatives [staff, CHC and community partners]
- Ongoing consultation with the Matsqui and Sumas First Nations to determine appropriate approaches to common heritage issues and archaeological sites
- Gather and assess information on local transportation history and surviving features
- Gather and assess information on heritage landscapes [staff and consultants]
- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society, Abbotsford Genealogical Society and Fraser Valley Regional Library]

## **HERITAGE COMMUNICATION**

- Consider publishing updated heritage information as an inventory document in book format or web-based format [City, CHC and M.S.A. Museum Society]
- Continue education and awareness initiatives [Lead Role: City, CHC and M.S.A. Museum Society, with community partners]
- Continue to provide web-based information and heritage pages on the City's web site [City with community assistance]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]
- Develop a public relations program and media information package ("media kit"). [CHC and M.S.A. Museum Society]
- Develop communication, interpretation, and education strategies for archaeological resources, heritage landscape features, and the general history of Abbotsford. [School District #34, CHC and M.S.A. Museum Society]

## **CULTURAL TOURISM**

- Continue community tourism development efforts [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

## **BUDGET**

- Prepare finalized budget for the heritage program for the following year [staff and CHC]

## **EVALUATION**

- At the end of the calendar year, each heritage initiative should be monitored and assessed in a facilitated workshop. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan.

## **2007**

### **HERITAGE PLANNING**

- Prepare grant application for matching funding for Heritage Register documentation [staff]
- Prepare conservation master plans, through cost-shared funding, for City-owned heritage properties [staff and consultants; input from CHC]
- Review the City's current policies to determine ways to strengthen the protection of the City's natural heritage resources [staff]
- Update the Heritage Register as required [Council]

### **HERITAGE INFORMATION**

- Continue existing heritage information initiatives [staff, CHC and community partners]
- Ongoing consultation with the Matsqui and Sumas First Nations to determine appropriate approaches to common heritage issues and archaeological sites
- Continue to gather and assess information on local transportation history and surviving features
- Continue to gather and assess information on heritage landscapes [staff and consultants]
- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society, Abbotsford Genealogical Society and Fraser Valley Regional Library]

### **HERITAGE COMMUNICATION**

- Continue education and awareness initiatives [Lead Role: City, CHC and M.S.A. Museum Society, with community partners]
- Continue to provide web-based information and heritage pages on the City's web site [City with community assistance]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]

### **CULTURAL TOURISM**

- Continue community tourism development efforts [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

### **BUDGET**

- Prepare finalized budget for the heritage program for the following year [staff and CHC]

## **EVALUATION**

- At the end of the calendar year, each heritage initiative should be monitored and assessed in a facilitated workshop. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan.  
[staff and CHC]

## **2008**

### **HERITAGE PLANNING**

- Implement conservation master plans for City-owned heritage sites [staff]
- Develop guidelines for the maintenance and preservation of natural heritage features, including significant trees, culturally-modified landscapes, etc. [staff and/or consultants]
- Update the Heritage Register as required [Council]

### **HERITAGE INFORMATION**

- Continue existing heritage information initiatives [staff, CHC and community partners]
- Ongoing consultation with the Matsqui and Sumas First Nations to determine appropriate approaches to common heritage issues and archaeological sites
- Continue to gather and assess information on local transportation history and surviving features
- Continue to gather and assess information on heritage landscapes [staff and consultants]
- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society, Abbotsford Genealogical Society and Fraser Valley Regional Library]

### **HERITAGE COMMUNICATION**

- Continue education and awareness initiatives [Lead Role: City, CHC and M.S.A. Museum Society, with community partners]
- Continue to provide web-based information and heritage pages on the City's web site [City with community assistance]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]

### **CULTURAL TOURISM**

- Develop a coordinated Cultural Tourism Strategy [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

## **BUDGET**

- Prepare finalized budget for the heritage program for the following year [staff and CHC]

## **EVALUATION**

- At the end of the calendar year, each heritage initiative should be monitored and assessed in a facilitated workshop. Progress should be measured against the five year Action Plan, and adjustments made to the following year's work plan. This should be prepared as a year-end Committee Report, and can be developed as an annual Heritage Week report to Council [staff and CHC]

## **2009**

### **HERITAGE PLANNING**

- Update the Heritage Register as required [Council]

### **HERITAGE INFORMATION**

- Heritage inventory information should be updated every five years. [staff, CHC and consultants]
- Continue existing heritage information initiatives [staff, CHC and community partners]
- Ongoing consultation with the Matsqui and Sumas First Nations to determine appropriate approaches to common heritage issues and archaeological sites
- Continue to gather and assess information on local transportation history and surviving features
- Continue to gather and assess information on heritage landscapes [staff and consultants]
- Coordinate efforts to provide genealogical and historic information to the public [CHC, M.S.A. Museum Society, Abbotsford Genealogical Society and Fraser Valley Regional Library]

### **HERITAGE COMMUNICATION**

- Continue education and awareness initiatives [Lead Role: City, CHC and M.S.A. Museum Society, with community partners]
- Continue to provide web-based information and heritage pages on the City's web site [City with community assistance]
- Continue to explore opportunities to work with the local media to promote awareness of local history and heritage issues [CHC and M.S.A. Museum Society]

## **CULTURAL TOURISM**

- Continue community tourism development efforts [City, Tourism Abbotsford Society, M.S.A. Museum Society and community partners]

## **BUDGET**

- Prepare finalized budget for the heritage program for the following year [staff and CHC]
- Apply for matching funding for, and begin preparation of, a new Heritage Strategic Plan for 2010-2014 [staff and CHC]

## **EVALUATION**

- At the end of 2009, the City's heritage goals, priorities and initiatives should again be thoroughly re-assessed, and a new five year Action Plan prepared. [staff, CHC and consultants]

## **A C K N O W L E D G E M E N T S**

The City of Abbotsford Arts and Heritage Master Plan was undertaken by consultants Donald Luxton and Graham Farstad, principals of the Arlington Group Planning + Architecture Inc. for the City of Abbotsford in 2004. Graphic design was by Leon Phillips.

We would like to sincerely thank Mark Taylor, Director of the Parks & Recreation Department, who acted as client liaison throughout the duration of the project. Robert Brennan, Senior Planner, Development Approvals, City of Abbotsford, also participated in the workshops and review process. We would also like to thank the staff of the Parks and Recreation Department for their assistance with this project.

The Project Steering Committee provided much-appreciated guidance and advice throughout the course of the project, and their assistance was sincerely appreciated:

### **Project Steering Committee**

- Councillor Moe Gill, City of Abbotsford
- Cathy Goodfellow, Parks and Recreation Commission and School District No. 34 (Abbotsford)
- Gale Dowd; long time interested resident
- Ingrid Epp, Downtown Abbotsford Business Association
- Juanita Gosling, Tourism Abbotsford Society
- Fay Hicks, Abbotsford Genealogical Society
- John Holden, Mt. Lehman Community Association
- Lorene Lyle, Abbotsford Genealogical Society
- Dan Stefanson, Executive Director, Tourism Abbotsford Society
- Helene Sundberg, Clayburn Village Community Society
- Lynne Wright, Executive Director, M.S.A. Museum Society



Other individuals who provided assistance with the project included:

- Bob Parliament, Conservation Consultant, B.C. Heritage Branch, Ministry of Community, Aboriginal and Women's Services
- Alastair Kerr, Senior Preservation Consultant, B.C. Heritage Branch, Ministry of Community, Aboriginal and Women's Services
- Kris Foulds, Collections Manager, M.S.A. Museum Society
- Susan Murray, Kwantlen University College.
- Cathy Burrell, Abbotsford Arts Council
- Lee Murray, Abbotsford Arts Council

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# A P P E N D I X A :

## SENIOR GOVERNMENT HERITAGE INITIATIVES

### GOVERNMENT OF CANADA

#### HISTORIC PLACES INITIATIVE

[http://www.pch.gc.ca/progs/ieh-hpi/index\\_e.cfm](http://www.pch.gc.ca/progs/ieh-hpi/index_e.cfm)

Four years ago, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to preserve and celebrate Canada's historic places. There has been a tremendous sense of cooperation and good will from the provinces and territories, local governments, an Aboriginal Advisory Committee, Members of Parliament, other elected officials, heritage experts and volunteers, archaeologists, planners, government departments, Agencies, Crown Corporations, and a cross-section of other thoughtful and committed Canadians. Out of the consultations has arisen a broad-based strategy—the Historic Places Initiative—which is the most important federal heritage conservation proposal in Canada's history.

#### Canadian Register of Historic Places

<http://www.historicplaces.ca/>

The Canadian Register of Historic Places is a federal, provincial and territorial collaboration that will enhance our understanding of our cultural heritage by providing a comprehensive view of Canada's historic places.

This searchable database contains listings of historic places of local, provincial, territorial and national significance. An historic place may be a structure, building, group of buildings, district, landscape or other type of significant place in Canada. Canadian Register listings will eventually include grain elevators, theatres, churches, gardens, fortresses, archaeological sites and heritage districts, among many other places, representing the breadth of historic places found in Canada.

The purpose of the Canadian Register is to identify, promote and celebrate historic places in Canada. It also provides a valuable source of easily accessible and accurate information for government authorities, land-use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public. Listed historic places may be eligible for the Commercial Heritage Properties Incentive Fund, which provides revenue-generating properties with financial assistance to help cover costs associated with conservation work.

### **Commercial Heritage Properties Incentive Fund**

**[http://www.pc.gc.ca/progs/plp-hpp/plp-hpp2a\\_E.asp](http://www.pc.gc.ca/progs/plp-hpp/plp-hpp2a_E.asp)**

The objective of the Commercial Heritage Properties Incentive Fund is to engage a broad range of taxable Canadian corporations in preserving Canada's heritage properties, to the benefit of Canadians and communities throughout Canada.

The program is designed to award financial incentives to eligible commercial historic places listed on the Canadian Register of Historic Places (provided that conservation work complies with the Standards & Guidelines for the Conservation of Historic Places in Canada) in order to:

- save threatened historic properties from demolition or destruction;
- preserve historic properties for future generations through proper conservation; and
- develop new or enhance existing commercial purposes for historic properties within the community.

### **NATIONAL HISTORIC SITES (PARKS CANADA)**

**[http://www.pc.gc.ca/progs/lhn-nhs/index\\_E.asp](http://www.pc.gc.ca/progs/lhn-nhs/index_E.asp)**

The National Historic Sites and Monuments Board of Canada was created in 1919 to preserve and develop historic sites. The Historic Sites and Monuments Act was established in 1953. An amendment in 1955 allowed the Board to recommend national designation for buildings based on age or architectural design. Each year, the Board receives over 200 requests to declare people, places or events as having national historic significance. Between 50 and 70 of these will result in research papers. The Board has a large number of sub-committees to deal with the work. The Built Environment Committee deals with built heritage, historic districts and streetscapes and will recommend the type of commemoration awarded. This can include a plaque, cost-sharing with other interested parties, or acquisition (rare). Heritage resources may be designated if they have intrinsic heritage value and/or they are associated with a nationally

significant aspect of Canadian history (the association itself must be important). The Board has extended its definition of built heritage to include streetscapes, districts, gardens and cultural landscapes.

#### **NATURAL HERITAGE INITIATIVES**

[http://www.pc.gc.ca/nature/index\\_E.asp](http://www.pc.gc.ca/nature/index_E.asp)

## **PROVINCE OF BRITISH COLUMBIA**

### **BRITISH COLUMBIA GOVERNING LEGISLATION**

<http://www.qp.gov.bc.ca/statreg/>

Local Government Act

[http://www.qp.gov.bc.ca/statreg/stat/L/96323\\_00.htm](http://www.qp.gov.bc.ca/statreg/stat/L/96323_00.htm)

Heritage Conservation Act

[http://www.qp.gov.bc.ca/statreg/stat/H/96187\\_01.htm](http://www.qp.gov.bc.ca/statreg/stat/H/96187_01.htm)

Agricultural Land Reserve Act

<http://www.alc.gov.bc.ca/>

### **BRITISH COLUMBIA HERITAGE BRANCH**

<http://www.heritage.gov.bc.ca/>

[http://www.mcaaws.gov.bc.ca/heritage\\_branch/index.htm](http://www.mcaaws.gov.bc.ca/heritage_branch/index.htm)

**“Heritage Conservation: A Community Guide”**

[http://www.mcaaws.gov.bc.ca/heritage\\_branch/conserve/int.htm](http://www.mcaaws.gov.bc.ca/heritage_branch/conserve/int.htm)

### **Community Heritage Planning Program**

[http://www.mcaaws.gov.bc.ca/heritage\\_branch/planningprograms/planning.htm](http://www.mcaaws.gov.bc.ca/heritage_branch/planningprograms/planning.htm)

The Heritage Branch invests in a variety of community initiatives to encourage and facilitate the conservation of heritage in British Columbia. Community Heritage Planning Programs assist in the planning and development of self-sustaining and self-sufficient heritage conservation programs.

### **Strategic Planning Program**

Supports the preparation of a five to ten year strategy within which to plan, develop, implement and evaluate a community heritage program. The plan, based on a proactive participatory process, must be practical, easily understood and publicly acceptable. It presents the community consensus reached about heritage conservation priorities.

### **Implementation Planning Program**

Supports the preparation of detailed plans to achieve priorities identified in a strategic plan. An implementation plan provides detailed guidance on how selected elements of the heritage strategy will be achieved.

### **Community Heritage Registers Program**

Supports the development of community heritage registers by local governments, consistent with the documentation standards of the B.C. Register of Historic Places (BCRHP). Community heritage register records will be included in the B.C. Register of Historic Places and will be eligible for subsequent nomination to the Canadian Register of Historic Places (CRHP).

### **Conservation and Feasibility Planning Program**

Supports the preparation of conservation or feasibility plans for historic places included on an official community heritage register. Such plans must reflect use of the draft Standards and Guidelines for the Conservation of Historic Places in Canada.

**HERITAGE SOCIETY OF B.C.**

<http://www.heritagebc.ca/>

# A P P E N D I X B :

## HERITAGE CONSERVATION TOOLKIT

The Heritage Conservation Toolkit lists the legislative tools available before, during and after a permit application is made. For further information please refer directly to the relevant legislation (Revised Statutes and Consolidated Regulations of British Columbia).

*Web Site:* <<http://www.qp.gov.bc.ca/statreg/>>

### TOOLS AVAILABLE PRIOR TO NEGOTIATION:

- Official Community Plan (*Local Government Act*)**  
Sets out the local government's intent for development. States overall goals for heritage conservation and can also include heritage area designations.
- Zoning and Development Bylaws (*Local Government Act*)**  
Outline the existing general requirements for site development.
- Development Permit Controls (*Local Government Act*)**  
Give specific requirements for areas designated as Development Permit Areas.
- Heritage Conservation Areas (*Local Government Act*)**  
The local government can define special areas in the OCP to provide long-term protection to distinct heritage areas.
- Community Heritage Register (*Local Government Act*)**  
The local government can establish an official listing of properties defined as having heritage character or heritage value. This can act as the basis for the offering of incentives.

- ❑ **Heritage Zoning (*Local Government Act*)**  
A zoning schedule can be tailored to preserve the character of a heritage site or area.
- ❑ **Community Heritage Commission (*Local Government Act*)**  
Allows for an expanded terms of reference for the existing Commission, and the establishment of new commissions for other purposes.
- ❑ **Heritage Procedures Bylaw (*Local Government Act*)**  
The local government can enact a Bylaw that establishes municipal procedures and guidelines for heritage conservation. This bylaw may also delegate authority to an officer or authority for the negotiation of heritage issues.
- ❑ **Heritage Site Maintenance Standards (*Local Government Act*)**  
The local government can enact a ‘Heritage Site Maintenance Standards Bylaw,’ that establishes minimum requirements for the care and maintenance of legally protected heritage properties.
- ❑ **Reservation and Dedication of Municipal Property (*Local Government Act*)**  
The local government can commit to the long-term protection of public property. Although previously enabled, there is new scope added to this tool.
- ❑ **Administrative Procedures:**
  - **Priority Routing**  
The local government can institute a policy of expediting applications involving identified heritage resources.
  - **Heritage Awareness Programs**  
The local government can continue to make the public aware of the importance of heritage resources through education programs.
  - **Commemoration and Interpretation**  
The local government can provide for commemoration and/or interpretation of historic sites or buildings. This is not the equivalent of designation.
  - **Complementary Public Works**  
The local government may commit to public works that complement the character of heritage sites or areas.

## TOOLS AVAILABLE DURING NEGOTIATION:

### Financial Incentives

- **Financial Assistance (*Local Government Act*)**  
Direct monetary grants can be offered in exchange for heritage conservation.
- **Tax Incentives/Exemption (*Local Government Act*)**  
Full or partial tax exemptions for up to ten years can be offered.

### Development/Zoning Incentives

- **Heritage Revitalization Agreements (*Local Government Act*)**  
This is potentially the most useful new conservation tool, and has been widely used by other local governments. This allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of legal protection.
- **Heritage Conservation Covenants (*Land Titles Act*)**  
Allows for the negotiation of a contractual agreement with the owner, which is then registered on the Land Title. This may not vary siting, use or density. This is considered a form of legal protection.
- **Building Code Equivalencies**  
Buildings identified on an inventory or Heritage Register are eligible for building code equivalencies under the British Columbia Building Code.
- **Heritage Density Bonuses (*Local Government Act*)**  
Increases in density, although previously available, may now be achieved more easily through a Heritage Revitalization Agreement.
- **Transfer of Density (*Local Government Act*)**  
Although previously enabled, may now be expedited through negotiated agreements.
- **Development Variance Permits (*Local Government Act*)**  
Allow for development requirements to be varied or waived.



- **Heritage Designation (*Local Government Act*)**  
This tool is now enabled under the Local Government Act, and provides long-term protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of legal protection.
- **Heritage Alteration Permits (*Local Government Act*)**  
Once a Heritage Conservation Area is established, HAPs may be required for subdivision, additions, new construction or alteration of an existing building. May also be used to allow changes to legally protected heritage property.
- **Tree Protection (*Local Government Act*)**  
Although previously enabled, there are now new procedures that streamline the ways in which the local government can protect and maintain significant identified trees.

#### **TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN:**

- Temporary Heritage Protection (*Local Government Act*)**  
A resource can be temporarily protected through the withholding of permits and approvals, or protection orders and bylaws. The resource must be listed on a Heritage Register, and a Heritage Procedures Bylaw must be in place. Specific time periods apply, and this protection cannot be indefinitely extended.
- Heritage Designation (*Local Government Act*)**  
See above for details; if the resource is of sufficient community value, the local government may enact an involuntary designation. However, this will make the local government liable for compensation.
- Heritage Inspection (*Local Government Act*)**  
The local government can order heritage inspections to assess heritage value and conservation needs.
- Heritage Impact Assessment (*Local Government Act*)**  
The local government can order an assessment to be prepared at either the expense of the owner or the municipality in order to predict the impact of a proposed development on adjacent heritage resources.

**Relocation**

When it is not possible to save a structure on its original site, it may be desirable to move it to another location to ensure its preservation. Costs may be borne either by the developer or the local government.

**Documentation**

When it is not possible to save a structure, it may be desirable to document it before demolition. Costs may be borne either by the developer or the local government.

**Salvage**

When it is not possible to save a structure, it may be desirable to salvage artifacts or portions of the structure before demolition.

Further information on these tools may be found in *Heritage Conservation: A Community Heritage Guide*, or through reference to the appropriate legislation.

# A P P E N D I X C:

## HERITAGE IMPLICATIONS FOR AGRICULTURAL LAND RESERVE SITES

The Agricultural Land Commission (ALC) also assists local governments and regional districts in the preparation of land reserve plans and encourages all levels of government to support and accommodate farming within their respective bylaws, plans and policies. In its policy handbook titled “Acts, Regulations, General Orders, and Policies”, the ALC refers to heritage only once. Policy # 024/92 “Heritage Sites Within The ALR” states the following:

“When reviewing requests for subdivision and use where the protection of heritage sites is at issue, the policy of the Commission is as follows:

- Consideration of heritage and cultural values will have more credibility with the Commission if the land or property is listed on the registry of designated heritage sites pursuant to Section 3 of the Heritage Conservation Act.
- The Commission will only allow subdivision of the parcel or additional dwellings if, in the opinion of the Commission, there will be minimal negative impact on agriculture.”

As noted in the introduction, a prime concern of this study is concerned with ways to save an ALR situated heritage farm building from demolition. The ideal situation is to have a farmer who wishes to retain and renovate/rehabilitate an existing dwelling. When this is not the situation, if the farmer is amenable to negotiations to save the building, he realistically has two options to put to the ALC: 1) to subdivide the heritage building and a small portion of land with it, with the option of selling it; or 2) not to subdivide, but build a second house on the same property.

Subdivision of a property within the ALR for any reason, rarely receives approval from the ALC. (However, BC Regulation 7/81 does allow a local government to sub-divide ALR property if certain conditions apply.) If there is to be no subdivision of a property, the ALC Act does allow for an additional dwelling if a case can be made that the farm is large enough and busy enough to

require more on site farm workers, whether these extra workers are family or not. In the case where the above does not apply, but a permit is requested by the owners to build a second dwelling and at the same time preserve a heritage farm house, the ALC would likely view the request sympathetically, especially if no subdivision is requested. If the house is also designated, the chance of the request being approved increases significantly. The ALC regulations are not up to date on the differences between a house that is “listed” on a heritage register and a house that is “designated”. The more formal the designation, the more weight that designation status will carry with the ALC.

This is positive indication that the Commission will consider proposals to save heritage structures as long as there is only minor impact on agricultural production. A study of precedents indicates the following points that must be considered in order to effectively negotiate with the ALC for projects involving heritage retention:

- Determine if the proposed change is good for agriculture *in the eyes of the ALC* and support the argument. Show how the proposal enhances, rather than distracts from the property’s agricultural use and potential.
- Try to win full support of the local council. If they are unwilling to lend full documented support to the proposal, the chance of success is slim.
- If a heritage farm building is a *designated* heritage property, it will receive more consideration than if it is *listed* on a heritage register. In a case where the building is neither designated nor listed, the ALC will not attribute much weight to unofficial heritage status.
- In the case where a second house is built on the same property as the heritage farm house, the function of both houses must be clearly stated. For example, will there be economic gain for the owner and how will this be achieved?
- Determine if the proposal will cause any conflicts between local bylaws and overall heritage management. Determine how any proposed changes will affect local zoning bylaws. Will variances have to be enacted?
- Thoroughly investigate agricultural capability ratings, property size (existing and proposed), past and present use, existing landscape and topography, buildings (existing and proposed), and surrounding land use.

- Research and document the heritage and historic importance of the heritage structure in question, and the family that lives there (if relevant). Be especially diligent in emphasizing relevance to the past, present and future of agriculture.
- Include relevant photographs and site drawings/maps in the proposal.
- Have all of the necessary legal and technical information listed clearly, i.e.: legal description, tax assessment information, zoning classification, etc. All of these are listed on the application form (schedule B) available from the ALC offices.
- Any proposal should be reasonable in its requests.

One strategy for promoting the retention of built heritage is to develop new uses for heritage farm houses, thus making the maintenance of these houses economically viable to the owners. Some ideas proposed include getting allowances for bed and breakfasts, craft studios, or for simply renting out the buildings.

**A P P E N D I X D :**

**ARTS AND HERITAGE MASTER PLAN  
RECOMMENDATIONS**

The City of Abbotsford Arts and Heritage Master Plan was adopted by Council in June, 2004. The following 20 year Action Plan has been developed as a guide to the implementation of the recommendations of the Arts and Heritage Master Plan. Modest actions are proposed for the first few years, until the retirement of the civic debt and until community support has been allowed to grow over time. Implementation is also based on growth projections that show continuing rapid growth in the City, and the expanding need for new civic services.

Circumstances will change over time, and a flexible response to implementation will be required. This plan should be monitored and revised as required over the 20 year course of these recommendations.

**SHORT TERM ACTIONS (2004-2007)**

**City Arts Actions:**

- Expand the mandate of Parks & Recreation Department to include cultural initiatives. Start by changing the name of the Department to Parks, Recreation & Culture. Provide 0.5 FTE staff support through the establishment of an Arts and Culture Coordinator function.
- Create an Arts Advisory Committee as a subcommittee of the Parks, Recreation and Culture Department to advise Council on arts and cultural issues. Support through the establishment of a modest annual budget (approximately \$2-3,000).
- Continue to support the Abbotsford Arts Council as a community coordinating agency. Evaluate the longer term need and mandate of this service.

## **City Heritage Actions**

- Expand the mandate of Development Services Department to include an integrated approach to heritage resource management. Provide 0.5 FTE staff support through establishment of a Heritage Planner function.
- Revise and expand the scope of the Clayburn Community Heritage Commission to a city-wide mandate and rename the CCHC as the City of Abbotsford Community Heritage Commission. Support through the establishment of a modest annual budget (approximately \$2-3,000).
- Complete the Heritage Strategic Plan and through consultation with senior levels of government initiate a City-wide heritage inventory.

## **Facilities Development**

- Undertake a Capital Improvement Feasibility Study to determine the opportunities, capital and operating costs of establishing a temporary art gallery, community museum, archives, and programmable arts space. This could be linked with the development of a children's library in the vacant ground floor of the Clearbrook Library.
- Undertake a Capital Improvement Feasibility Study to determine the opportunities, capital and operating costs of renovating the Matsqui Centennial Auditorium for increased community use and providing new multi-purpose Council Chambers. Such a study could also explore the feasibility of establishing a 120 seat adaptable performing arts facility (often called a "Black Box" theatre) either in conjunction with the Civic complex or the Abbey Arts Theatre.
- If the results of the Feasibility Studies are positive and have community support, funding of appropriate capital improvements should be considered within the City's Capital Prioritization Plan. If funding cannot be secured, implementation will be deferred until the retirement of civic debt in 2007.

## **INTERMEDIATE ACTIONS (2008-2014)**

If improvements to the Clearbrook Library, the Matsqui Centennial Auditorium and Abbotsford City Hall have not been implemented, planning for construction should follow the retirement of major civic debt.

By this time it is anticipated that arts and heritage initiatives will have grown to an intermediate stage, and may require additional staff and financial resources to ensure their ongoing success. Subject to need and available funding, the part-time Arts Coordinator and Heritage Planner may need to increase to full time positions.

## **LONG TERM ACTIONS (2015-2024)**

Based on a slow, incremental approach, major stand-alone facilities such as a performance theatre, art gallery and museum and program initiatives can be phased in over time. It is essential that this phasing be properly coordinated, with full public support in order the 'build the audience.' The need for a large performing arts center is not anticipated until the long term horizon. Efforts to establish such a facility need to start early, and community support must be established in order to ensure success. The appropriate location for major capital improvements will also need to be re-assessed.



# A P P E N D I X E :

## C O M M U N I T Y W E B S I T E S

### **City of Abbotsford**

<http://www.city.abbotsford.bc.ca/>

### **Abbotsford Chamber of Commerce**

<http://www.abbotsfordchamber.com/>

### **Abbotsford Community Foundation**

<http://www.community-fdn.ca/abbotsford/index.htm>

### **Abbotsford Community Foundation Land Trust**

<http://www.community-fdn.ca/abbotsford/land.htm>

### **Abbotsford Downtown Association**

<http://www.abbotsforddowntownbia.bc.ca/>

### **Abbotsford Genealogical Society**

<http://www.rootsweb.com/~bcags/>

### **Abbotsford School District**

<http://www.sd34.bc.ca/>

### **Clayburn Village Community Society**

[www.clayburn.heritagebc.org](http://www.clayburn.heritagebc.org)

### **Mennonite Archives**

<http://www.mhsbc.com/>

### **Mount Lehman Community Hall Society**

<http://www.mtlehmanhall.org/>

### **M.S.A. Museum Society**

[www.abbotsford.net/msamuseum](http://www.abbotsford.net/msamuseum)

### **Tourism Abbotsford Society**

<http://tourismabbotsford.ca/>

### **University College of the Fraser Valley**

<http://www.ucfv.bc.ca/>