

TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

DATE: 2021 September 1

FROM: DIRECTOR PLANNING AND BUILDING
DIRECTOR, PARKS, RECREATION AND
CULTURAL SERVICES

FILE: 77000 05

SUBJECT: HERITAGE POLICY AND PROGRAMS REVIEW

PURPOSE: To provide an update on work underway to review the City's heritage programs and policies to inform the Official Community Plan update.

RECOMMENDATIONS:

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

REPORT**1.0 BACKGROUND**

On 2019 June 24, Council requested information on the feasibility and advisability of developing a strategic plan to recognize the histories and contributions of diverse settlement communities and Indigenous communities in Burnaby. On 2020 June 18, the Community Heritage Commission (CHC) received a staff report in response to Council's request which was subsequently advanced to Council at its 2020 July 06 meeting.

The report noted that in preparation for the Official Community Plan (OCP) update, a heritage program review will take place that will include recommendations for developing a strategy for research, commemoration, and engagement with Burnaby's history and heritage. The heritage program review and subsequent OCP update were identified in the report as opportunities to advance corporate strategic goals through the City's heritage programs, including goals related to building an inclusive community.

A review of the City's heritage program is also included in the Community Heritage Commission's 2-year work plan. At its 2019 November 28 meeting, the CHC adopted a 2-year work plan, which was received by Council for information on 16 December 2019. The work plan includes a review of the City's heritage program, to include recommendations to inform the update of the OCP.

This report outlines a process and timeline for a Heritage Policy and Programs Review.

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2.0 POLICY FRAMEWORK

The Heritage Policy and Programs Review outlined in this report aligns with the following Council-adopted plans and strategies: *Official Community Plan* (1998) and *Corporate Strategic Plan* (2017). This policy work also aligns with the *Burnaby Social Sustainability Strategy* (2011), particularly *Strategic Priority 2: Celebrating Diversity and Culture*, and *Strategic Priority 5: Enhancing Neighbourhoods*.

Staff will further ensure that the policy work is developed and implemented in alignment with the Truth and Reconciliation Commission's Calls to Action, the United Nations Declaration on the Rights of Indigenous Peoples, and the *BC Declaration on the Rights of Indigenous Peoples Act* (DRIPA).

3.0 HERITAGE POLICY AND PROGRAMS REVIEW

Burnaby's existing *Official Community Plan* (OCP) was adopted in 1998. It establishes a long term vision for how the City will grow, while integrating and achieving environmental, social, economic, and community development goals.

Municipalities have the authority to produce an OCP under the *BC Local Government Act* (LGA). Under the *LGA*, an OCP must include certain plan statements and map designations for specific types of land uses, infrastructure, public facilities, resources, hazards, and environmentally sensitive areas. It must also have housing policies and greenhouse gas reduction targets. Many OCPs expand upon these requirements with policy statements on other areas of municipal responsibility, such as heritage. The current OCP includes a single heritage goal: "to provide opportunities for increased awareness and the conservation of the City's unique natural, cultural, archaeological and built heritage."

A Heritage Policy and Programs Review is proposed to evaluate our current programs and policies related to the management of heritage resources, and recommend new policy directions. The review will provide a final report and discussion paper that will be used to guide policy development and community consultation for related policy areas of the updated OCP.

3.1 Proposed Scope of Heritage Policy and Programs Review

The Heritage Policy and Programs Review will build on the broad definition of heritage expressed in the current OCP, and encompass management of heritage resources for which the City has legislative responsibilities (including archaeological resources as defined by the *Heritage Conservation Act*, and heritage properties defined by the *Local Government Act*), as well as the recognition and interpretation of community history and heritage by the City.

The Heritage Policy and Programs Review will make recommendations for management of real property and objects, and encompass both conservation and interpretation. It will include review and analysis of:

- The City's use of tools available under the *Local Government Act* for conservation of private heritage properties and retention of character homes and landscapes;
- Engagement of Burnaby's diverse community with Burnaby history and heritage, and public awareness of Burnaby's heritage resources and unique historical character;

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- Inclusion of First Nations and Indigenous heritage and cultural resources in the City's heritage policy framework;
- Management of civic heritage resources, including buildings and landscape features, artifacts, and documentary heritage; and
- Communication and interpretation of community history and heritage resources.

Policy recommendations will align with other key City strategies and plans, including the Corporate Strategic Plan (2017), the Social Sustainability Strategy (2011), HOME: Burnaby's Housing + Homelessness Strategy (2021), and the Climate Emergency Framework and Archaeological Policy Framework currently under development. The review will also align with the approved framework for implementation of the Truth and Reconciliation Commission's actions for local government (2019) and with the goals and actions of the BC Government's forthcoming DRIPA Action Plan, which outlines specific actions to address Indigenous Cultural Heritage.

3.2 Thematic Framework

Development of a "thematic framework" will be pursued as a preliminary step in undertaking the Heritage Policy and Programs Review. A thematic framework is a heritage management tool that identifies historical themes that are significant to the history and character of a community. These frameworks are used to help assess the significance of resources, identify gaps and help prioritize under-represented stories, and to align conservation and interpretation activities.

Developing a thematic framework as the first step in the Heritage Policy and Programs Review process will help guide decisions such as shaping stakeholder involvement and establishing priorities for review and analysis. A draft thematic framework will be created in November and December 2021 with input from the Community Heritage Commission and staff.

The draft framework will be reviewed as part of the Heritage Policy and Programs Review, and will be further reviewed as part of the community consultation process for the development of Burnaby's new OCP.

3.3 Project Team and Consultation

A consultant with expertise in heritage policy development will be retained to implement the Heritage Policy and Programs Review. Funding support for this work is included in the Planning and Building Department Operating Budget.

The consultant will be guided by a cross-department project team, to include internal stakeholders representing several work units, including Planning (Heritage and Indigenous Relations), Archives, and Cultural Services (Museum), and secondary reviewers from the departments most involved in heritage conservation and interpretation.

The consultant will design and implement a consultation process to engage First Nations stakeholders whose traditional territories include Burnaby, as well as consider approaches to engagement and consultation with urban Indigenous community members.

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3.4 Timeline

Following authorization from Council, a consultant will be retained and work will begin in fall 2021, and be completed by summer 2022.

Description	Timeline
Part I: Development of a thematic framework	November and December 2021
Part II: Scoping review, assembling staff and consultant team for Heritage Policy and Programs Review, and developing a consultation process for First Nations' participation in the work	November and December 2021
Part III: Research, analysis, and stakeholder consultation	November 2021 to March 2022
Part IV: Preparation of draft content for stakeholder review	April to June 2022
Part V: Preparation of final report and discussion guide	July and August 2022

Reports to the Community Heritage Commission (CHC) will follow parts IV and V, to be advanced to Council upon the CHC's recommendation. Members of the Community Heritage Commission, the Parks, Recreation and Culture Commission, and Council will have opportunities to participate in the consultation process in Part III. A small number of external stakeholders will also be consulted in Part III, to be determined by the project team.


Once completed, the Heritage Policy and Programs Review will provide an analysis of the City's heritage programs and advance recommendations for policy development. The work will produce a discussion guide that will inform community consultation on heritage policies during the OCP review. It is also anticipated that the review will also identify actions that can be implemented through departmental and/or Community Heritage Commission work programs.

4.0 CONCLUSION

This report outlines work planned for a Heritage Policy and Programs Review for the information of the Community Heritage Commission. The review will inform policy development and public consultation for development of a new Official Community Plan. It is recommended that the Community Heritage Commission forward the report to Council for its information, and that Council forward the report to the Parks, Recreation and Culture Commission for its information.



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LC:sa/sla

cc: Chief Administrative Officer Director Engineering
Director Corporate Services Director Finance
City Clerk