

HERITAGE PRESERVATION:  
THE CASE OF DOWNTOWN NEW WESTMINSTER

By

ELEANOR CATHERINE SLEATH

B.A., Simon Fraser University, 1978

A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF  
THE REQUIREMENTS FOR THE DEGREE OF  
MASTER OF ARTS

in

THE FACULTY OF GRADUATE STUDIES  
(School of Community and Regional Planning)

We accept this thesis as conforming  
to the required standard

THE UNIVERSITY OF BRITISH COLUMBIA

April 1984

© Eleanor Catherine Sleath, 1984

In presenting this thesis in partial fulfilment of the requirements for an advanced degree at the University of British Columbia, I agree that the Library shall make it freely available for reference and study. I further agree that permission for extensive copying of this thesis for scholarly purposes may be granted by the head of my department or by his or her representatives. It is understood that copying or publication of this thesis for financial gain shall not be allowed without my written permission.

Department of Community and Regional Planning

The University of British Columbia  
1956 Main Mall  
Vancouver, Canada  
V6T 1Y3

Date April 25, 1984

## Abstract

### Heritage Preservation: The Case of Downtown New Westminster

Planning, by its nature, involves the management of change, but often that change occurs so rapidly or in such a way that people begin to fear that their community is losing its sense of place, that everything familiar or characteristic is disappearing. Preservation of a community's heritage offers a way to maintain continuity of the past into the future.

This thesis focuses on planning for preservation at the local level using the case of Downtown New Westminster.

The City of New Westminster is currently undergoing a massive redevelopment of its downtown area which will place tremendous pressure on the existing character of the City.

New Westminster has a history of 125 years which traces back to its beginnings as the first incorporated city north of San Francisco and west of the Great Lakes.

The Downtown's urban pattern was deliberately planned by Colonel Moody and has remained almost intact.

The Downtown still contains many turn of the century buildings and its historic sense of place is highly valued by its citizens; however, the core has experienced a decline in its regional importance as a commercial centre and its built space is deteriorating. The redevelopment proposed for the area is a result of its designation as a Regional Town Centre to be serviced by the ALRT line.

Because of the plans for redevelopment, it is important that New Westminster act quickly to ensure that its historic sense of place is preserved and helps in the revitalization of the area.

The Downtown is identifiable as a district within the larger city due to its concentration of commercial uses, unique geography, and historic buildings, but within this district are nodes or concentrations of particular uses which possess a distinctive physical and historic character. These nodes provide the basis for heritage areas or precincts within the district.

The heritage precincts establish a framework for effective planning due to their consistency and limited size.

The case study of planning for preservation in Downtown New Westminster is approached by first identifying the area's historic significance and the unique elements which make up its sense of place.

A Plan for Preservation is then presented. Heritage precincts are identified to act as planning units. A variety of strategies are proposed to carry out preservation activity as it relates to the goals and objectives of the Downtown's Plan for Preservation.

Finally, the basic principles and strategies revealed by the case study are discussed in relation to their application in comparable situations.



The Plan for Preservation has three basic objectives:

- 1) planning for preservation manages change so that the Downtown's essential character and function remain intact;
- 2) the total setting or environment is more significant than individual buildings; and
- 3) buildings must remain functional and economic to be a positive component in the Downtown.

The case study reveals that history and sense of place are important reasons to preserve a community's heritage, but also that planning for preservation offers a way to manage change that is economically more efficient and socially less disruptive.

<u>Table of Contents</u>	Page
I. Planning for Preservation -- The Concept and its Evolution	
Purpose of Thesis	1
Reasons for Heritage Preservation	4
Evolution of Preservation Activity in Canada	10
Study Approach	16
II. The Case of Downtown New Westminster	
Historical Background	20
The Community Plan	32
The Downtown Plan	35
Related Planning Documents	38
Heritage Organizations	42
The Downtown and its Sense of Place	43
Natural Setting	44
River Frontage	45
Topography	47
Views	51
Built Environment	61
Buildings	62
Building Groups	74
Street Pattern and Historic Plan	76
Open Spaces and Landscaping	79
Landmarks	82
III. A Plan for Preservation	
Heritage Precincts	85
Goals	121
Objectives	121
Strategies	122
Funding	136
Organizations	138
Implementation	139
Evaluation	140
Conclusions	141
References	148

<u>List of Figures</u>	Page
1. Victorian Symbolism in Moody's Plan of New Westminster	24
2. ALRT Route and Locations of Proposed Regional Town Centres	31
3. Proposed Land Use for Downtown New Westminster	33
4. Main Elements of the Downtown Plan	36
5. Character Areas in the Downtown Plan	39
6. Topography and Street Pattern	48
7. Height Regulation in the Downtown	50
8. View Considerations in the Downtown Plan	52
9. Key Viewpoints	54
10. Potential Heritage Buildings	66
11. An Early Plan of New Westminster by Colonel Moody	77
12. Landmarks in the Downtown	84
13. Heritage Precincts	89

<u>List of Photographs</u>	Page
1. The first ocean-going vessel to enter the Fraser River, c. 1860	23
2. The first treasury, assay office and mint in New Westminster	23
3. Columbia Street after the fire in 1898	28
4. The first bridge to cross the Fraser River was built in 1904	28
5. The Fraser River, north from New Westminster	46
6. Viewpoint 1	53
7. Viewpoint 2	55
8. Downriver view from Viewpoint 3	56
9. Upriver view from Viewpoint 3	56
10. View north from Viewpoint 3	57
11. Eighth Street vista	58
12. Sixth Street vista	58
13. Incidental view from Carnarvon Street	59
14. View framed by Wosk's windows	60
15. Begbie Square	60
16. Mosaics, 439 Columbia Street	61
17. Westminster Trust Building	69
18. Westminster Trust Building	69
19. The Burr Block	72
20. The Guichon Block	72
21. Burr and Guichon Blocks, c. 1906	73
22. Burr and Guichon Blocks in 1984	73
23. 705 and 681 Columbia Street	75
24. Begbie Square	78
25. Tipperary Park	80
26. Friendship Gardens	80
27. Begbie Square	81
28. Landscaping along Columbia Street	82
29. Courthouse, after the fire, September 1898	90
30. Courthouse, January 1901	91
31. Link between Douglas College and Carnarvon Street	93
32. Link between Douglas College and Carnarvon Street	93
33. Top of Begbie Square	94
34. Begbie Square	94
35. View downriver from Douglas College	95
36. St. Paul's Church	95
37. Side view of the Old Courthouse	96
38. Old Courthouse, Carnarvon Street facade	97
39. Old Land Registry Office	97
40. 628 Carnarvon Street	98
41. College Place Hotel on Carnarvon Street	99
42. Adjacent building fronting on Begbie Street	99
43. Royal City Glass as it stands today at Carnarvon Street and Lorne Street	100

44. Royal City Glass as it looked in 1954	100
45. Bench and Gavel Restaurant	101
46. Douglas College	102
47. Queen's Court	102
48. The Law Courts and Begbie Square	103
49. Carnarvon Place	104
50. The Law Courts facing Carnarvon Street	104
51. Columbia Street, c. 1903	106
52. CPR Station at Eighth and Columbia	107
53. Holy Trinity Cathedral	108
54. South side of Columbia at Sixth Street	108
55. Landscaping along Columbia Street	109
56. Burr and Guichon Blocks just after 1898 fire	110
57. Westminster Trust Building	110
58. Bank of Commerce at Sixth and Columbia	111
59. 632 Columbia Street	111
60. 652 and 660 Columbia Street	112
61. The Trapp Block	112
62. 716 Columbia Street	113
63. 681 Columbia Street	113
64. Spencers building, 1940	114
65. Spencers building, 1984	114
66. Pre-fire City Market	116
67. City Market, c. 1905	117
68. Fraser River Market	117
69. Access to the riverfront	118
70. Entrance to the Market	119

Acknowledgements

I would like to gratefully acknowledge the following for their help:

- Dr. Michael Y. Seelig and Dr. H. Peter Oberlander for their advice and guidance in preparing this thesis;
- my family and friends for their patience and support through the various manifestations of my 'thesis neuroses';
- Jim Wilson for his friendly smile, warm hug, and kind words that helped me to pick myself up and keep going.

Special thanks go to my mother, Marilyn Sleath, for her skill and perseverance in preparing the typescript.

Section I:

Planning for Preservation -- The Concept  
and its Evolution

## Purpose of Thesis

The purpose of this thesis is to study planning for preservation at the local level using the case of Downtown New Westminster. The emphases of the study are:

- 1) planning for preservation manages change (rather than stopping it) so that the community's essential character and function remain intact;
- 2) the total setting or environment is more significant than individual buildings; and
- 3) buildings must remain functional and economic to be a positive component in the community.

Planning, by its nature, involves the management of change, but often that change occurs so rapidly or in such a way that people begin to fear that their community is losing its sense of place, that everything familiar or characteristic is disappearing (Lynch, 1972). Preservation of a community's heritage offers a way to maintain continuity of the past into the future.

In the broad sense, heritage refers to something which is inherited from the past (Oxford American Dictionary). In the urban context, however, heritage refers to 'those sites and neighbourhoods which by their architectural, historic or "folk" value, represent the achievements of the past or simply alleviate the monotony of current urbanization' (Denhez, 1976). Heritage can include sites, structures, buildings, areas, environments, and views.



For the purpose of this thesis, the following definition of heritage will be used:

A community's heritage is that which is inherited from its past. Heritage thus encompasses a broad range of concerns. A basic element is the historic built environment, those buildings and works of man affecting the landscape which remain from the past. This portion of heritage includes designed landscapes, sites of historic events without any structures, structures and engineering works that are not designed for habitation, buildings, and groups of individual elements and their environments. It also includes artifacts, historic skills, behaviours and patterns of life. More broadly, a community's heritage thus encompasses its entire environmental inheritance.

(City of Ottawa, 1978)

The use of the term 'historic', while referring to an inheritance, infers value, importance, or fame due to an object's association with some significant event or person from the past; but heritage can refer to objects inherited from the recent past which may not have had time to develop such associations. 'There is a fundamental human need for a visible sense of the past; of the past, not necessarily an ancient past' (Coopersmith, 1976).

On many city blocks and village streets in Canada it is possible to find groups of buildings that may span one hundred years of construction methods and styles. Yet they visually support and enhance each other, and in addition they provide examples of our culture and our development. They may be as young as thirty or forty years (or even less), but if they 'fit', if they are good structures, if they have any possible contemporary use, they are also parts of the past that we should be striving to retain.

(Falkner, 1977)

The protection of heritage, particularly in the built environment, generally involves some degree of intervention

and the terms used to identify these levels of intervention must be clarified.

The Heritage Canada Foundation has compiled a glossary of terms related to heritage preservation of which the following will be used.

Rehabilitation: Is often used interchangeably with renovation to describe the modification of an existing building. This process extends the structure's useful life through alterations and repairs while preserving its important architectural, historical, and cultural attributes.

Remodelling: A process which involves the upgrading or replacing of interior components.

Renovation: Is a generic term used to describe various levels of intervention including remodelling, recycling, and rehabilitation. It refers to the improvement of existing buildings or neighbourhoods.

Restoration: The process of returning a building or site to a particular period in time. The degree of intervention and the removal or replacement of parts may be determined by an historical event associated with the building or by aesthetic integrity.

Revitalization: Describes the process of economic, social, and cultural redevelopment of an area or street. Often the buildings in these areas are of heritage merit despite their state of neglect prior to revitalization.

Adaptive Re-Use: The recycling of an older structure often for a new function. Extensive restoration or rehabilitation of both the interior and exterior is usually involved.

Architectural Conservation: Refers to the physical intervention in a building to counteract deterioration or to ensure its structural stability. Treatments often used in this process include the cleaning of wallpaper, reattachment of loose plaster, masonry repointing, and consolidation of an existing foundation.

Heritage Area: A synonym for a designated historic district or conservation area which denotes a neighbourhood unified by a similar use, architectural style and/or historical development.

Preservation: A generic term for the broad range of processes associated with the restoration, rehabilitation, and adaptive re-use of historic structures. Other activities including the identification, evaluation, interpretation, maintenance, and administration of historic resources form an integral part of the movement to retain elements from the past.

(Oberlander, 1984)

Some approaches to the preservation of heritage try to reverse change or to stop it altogether, viewing any change as a threat to the history, order, and stability of the community (New Orleans, Bureau of Governmental Research, 1968).

But change is inevitable and history is continuous and irreversible. The purpose of planning for preservation should therefore be to provide a way to allow change to occur while maintaining the continuity in the environment of the past into the future.

The most viable way of accomplishing preservation is through retaining old buildings as a functioning component of the city (Fitch, 1982).

It is also important to consider the whole effect created by the way buildings relate to each other and their environment (New Orleans, Bureau of Governmental Research, 1968).

The case of New Westminster was chosen for this study for a variety of reasons.

The City of New Westminster is currently undergoing a massive redevelopment of the downtown area which will place

tremendous pressure on the existing character of the City. This type of large-scale development should not occur at the expense of the integrity of the Downtown's unique and historic character.

New Westminster is the oldest incorporated city north of San Francisco and west of the Great Lakes. It began its history in 1858 as the new capital of the mainland colony of British Columbia on the site which the present downtown still occupies.

Its urban pattern was deliberately planned by Colonel Moody and has remained almost intact. The plan contains monumental cross axes, with the capital buildings in the centre, surrounded by a grid pattern of long, slim blocks. Although the capital was moved to Victoria in 1868 and the government buildings were never constructed in New Westminster, the City developed within Moody's plan.

The Downtown still contains many turn of the century buildings and its historic sense of place is highly valued by its citizens; however, the core has experienced a decline in its regional importance as a commercial centre and its built space is deteriorating. The redevelopment which is proposed for the area is a result of its designation as a Regional Town Centre on the ALRT line.

Because of the plans for redevelopment, it is important that New Westminster act quickly to ensure that its historic sense of place is preserved and helps in the revitalization of the area.

The Downtown is identifiable as a district within the larger city due to its concentration of commercial uses, unique geography, and historic buildings, but within this district are nodes or concentrations of particular uses which possess a distinctive physical and historic character. These nodes provide the basis for heritage areas or precincts within the district.

The heritage precincts establish a framework for effective planning due to their consistency and limited size.

The preservation of heritage in the form of precincts provides a method of preservation which preserves the sense of place and the continuity of the environment from the past into the present and future, rather than merely preserving individual features as isolated remembrances of some past era.

### Reasons for Heritage Preservation

A variety of reasons or motivating factors exist for the preservation of heritage resources.

- 1) Sense of place: This term refers to '. . . the agglomeration of structures which permit residents to distinguish their environs from others, and thereby identify "home"' (Denhez, 1978A). The 'sense of place' or character of each community is a result of historical evolution and the evidence of this is embodied in its environment. It is important to preserve this evidence so that the City can retain its unique 'sense of place'.

- 2) Continuity with the Past: History is vital for understanding the present and evaluating directions for the future (Dobby, 1978). By conserving heritage elements in the environment, a living link is formed with past history and with previous styles of development and living. In the rapidly changing urban environment, older buildings and other constant elements add a sense of permanence and perspective to our lives; the environment can help to deepen a person's perception of change, allowing him to connect the past with his present and future (Lynch, 1972).

Elements in the environment which remain unchanged provide a sense of security and stability which adds to the psychological well-being of the community (Seelig, 1974). 'It's when local time, local place, and our own selves are secure that we are ready to face challenge, complexity, vast space, and the enormous future' (Lynch, 1972).

- 3) Variety: The presence of elements of the past adds character and visual diversity to the streetscape, making the urban environment more variegated and interesting (Lynch, 1981). Older buildings provide diversity in style, character, texture, and scale which contributes to the city's vitality. The human scale and richness of architectural detail possessed by heritage structures is not often repeated in new developments (San Francisco Department of City Planning, 1971).

- 4) Landmarks: Heritage elements in both the natural and built environment often act as landmarks or focal points to provide orientation and make the city more distinctive and 'readable' (Fenton, 1977).
- 5) Education: Heritage elements preserved in their setting can serve an educational role by making history more easily understood and appreciated. Often, experiencing actual environments and functioning buildings can be a more rewarding educational experience than simply looking at pictures in textbooks or artifacts behind glass in museums. Heritage structures in their setting can teach 'something fundamental about the society which erected the structure in question and thus about the dynamics of our own society and of civilization itself' (Denhez, 1978A).
- 6) Energy Conservation:

Another case for preservation is energy: important in the decision to recycle instead of rebuild. The residual value of energy built into old cities is enormous, packed into streets, utilities, and buildings:

- 1) time energy -- manifold individual decisions over a period of development and use;
- 2) natural and human energy invested in materials and artisanship;
- 3) kinetic energy of construction and fuel required.

This is the energy content of a city. Energy is wasted when any old building is pulled down.

(Weese, 1976).

It is wasteful to demolish structures which can still be put to good economic use and to demolish beautiful or unique structures when an abundant supply of vacant lots is available. New buildings are being constructed with

the expectation of demolition within a generation, discouraging proper construction and maintenance; thus, 'waste multiplies waste' (Denhez, 1978A).

- 7) Project Costs: It has become apparent, especially in the United States, that retaining older structures by adapting them to a new use has real economic benefits, including potential cost savings during the construction period (Urban Land Institute, 1978). Adaptive re-use projects can be somewhat unpredictable in costing but they can also prove to be exceptionally profitable (Galt, 1976B):

Adaptive re-use is the term which refers to finding new uses for old buildings. These buildings are often structurally sound and because their main heritage value is in their aesthetic role in the streetscape, their interior can often be altered extensively (Fitch, 1982).

According to a study of the relative costs of old and new built space (Advisory Council on Historic Preservation, 1976), adaptive re-use offers several advantages over new construction:

- a) adaptive re-use projects generally take less capital to start and less time to complete, thus a smaller investment is tied up for a shorter period of time before returns start to come in on the investment;
- b) adaptive re-use projects are labour-intensive (using less heavy machinery and expensive structural materials), often reducing costs to the



developer and producing social benefits through resource conservation and employment of a proportionately higher number of workers;

- c) older buildings are often very well built and offer amenities (such as thick walls, windows which open, high ceilings, careful construction, and lavish decoration) which cannot usually be offered by new development.

The study shows that while the adaptive re-use projects are not always less costly than new construction, the average costs of both types of project fall into the same range.

8) Benefits to Private Owners: The benefits to the owner of a heritage property are found in:

- a) the increased property values which result from the property being improved;
- b) the tax concessions which the municipality may grant when the property is designated; and
- c) the prestige which may come from contributing to the preservation of the city's heritage.

Adjacent owners also benefit from raised property values and may be encouraged to improve their own property (Fenton, 1977).

9) Municipal Revenues and Expenses: Renovation of older buildings, rather than demolition and new construction often requires the provision of fewer services and facilities by the municipality (Fenton, 1977).

In addition, the rise in real estate values for renovated property will result in an increase in revenues from property taxes (City of New Westminster Planning Department, 1973). For example, 'tax revenue from Vancouver's Gastown, on the south side of Water Street where extensive renovation was completed between 1965 and 1971, saw a boost of 81% in those six years' (Galt, 1976B).

By making some fundamental changes in tax laws, the United States government has succeeded in making renovation more economically attractive and has precipitated a significant upsurge in the building industry. 'Studies suggest that renovation may potentially create 66% more jobs than new construction' and that long-term economic growth will result from and offset the short-term concessions to renovators (Denhez, 1983). The Canadian government has been studying proposals for creating similar changes for over five years but has not yet introduced tax incentives for renovation.

- 10) Tourism: The presence of heritage sites or structures in a community attracts visitors, which may stimulate new business opportunities and employment. In New Orleans, for example, the Vieux Carre, the city's historic French quarter, generates annual tourist revenues estimated at over \$200 million.

According to the 1971 Canadian Travel Survey,

29% of Canadian tourist spending is attributable to tourists whose main activity is visiting historical and cultural sites.

This is by far the highest of the nine specific

categories listed in the survey. . . Rough estimates of the spin-off effect of tourist dollars are usually made with multipliers ranging from about 1.5 to 2.5. Thus, \$100,000 injected into a local economy in the tourist season can mean a total of between \$150,000 and \$250,000 in related sales, wages and taxes.

(Galt, 1976A)

### Evolution of Preservation Activity in Canada

Heritage preservation can trace its roots back to ancient Europe. For example, in the fifth century, the Roman Emperor Majorian protected the monuments of pagan Rome. A thousand years later, the Pope gave a decree to prevent the destruction of the great Roman temples and baths (Fenton, 1977).

Preservation legislation began to appear more commonly in Europe in the first half of the nineteenth century and in the United States in the second half. American preservation activity focused on protecting buildings associated with great people or events in the country's history, such as the Mount Vernon restoration begun in 1859 (Fitch, 1982).

Historic preservation activity in Canada began in the early twentieth century. Preservation activity at this time followed the American example by concentrating on objects of outstanding historical value and placing them in museum-like settings (Seelig, 1983).

In 1919, the Historic Sites and Monuments board was established to advise on people, places, and events of national historic significance (Lazear, 1981).

After the second world war, interest in heritage preservation experienced an increase. This increase was greatest during the 1960's.

In the mid-1960's, the United States Congress passed statutes relating to heritage and the natural environment. The environmental movement was provided with a legal vehicle for its activities and gained popular support across both the United States and Canada. Their success encouraged heritage fans who began to come together in the early 1970's with the common concern for protection of the built environment (Denhez, 1978A).

The energy crisis in 1973 made apparent the need to change Canadians' consumption habits and encourage recycling activities, in addition to the continued and rising concern with conservation and environmental issues (Coopersmith, 1976).

The Heritage Canada Foundation was established in 1973 for the purpose of:

. . . holding and preserving buildings, national areas, and scenic landscapes that are part of the Canadian heritage. Under the Canada Corporations Act, part 2, Heritage Canada has the authority to acquire through purchase, donation, exchange, or lease heritage buildings, structures, artifacts, and lands.

(Falkner, 1977)

At the time of Heritage Canada's incorporation,

Only one province (Quebec) had heritage legislation which corresponded to basic international practice; since then, the nine other provinces have passed at least some kind of heritage legislation. Some provinces, such as Saskatchewan and Alberta, conferred protective powers upon provincial

ministers; others (such as Newfoundland, P.E.I., Quebec, Ontario, Manitoba, and B.C.) gave new protective powers to some of their municipalities.

(Denhez, 1978B)

In British Columbia, not all of the heritage preservation-related powers were delegated to the municipalities. For example, the province has retained the right to waive building and fire code requirements in the rehabilitation of heritage buildings. The province also requires that municipalities pay some form of compensation to property owners who suffer a potential loss due to heritage designation (Lazear, 1981).

The delegation of these powers to the municipal level represents recognition of the strength of local concern for the preservation of its heritage.

Local concern and activity have grown tremendously over the past decade. Concern for neighbourhood preservation grew as a response against massive urban renewal projects and the dislocation of residents (Carlson, 1978). Preservation activity was often initiated by local communities as a protest of the intrusion of roadways or highrise development into their neighbourhoods. Examples of this type of action are provided by Toronto, where the Annex neighbourhood was saved from an expressway by citizen action (Coopersmith, 1976) and by Vancouver, where the Gastown and Chinatown areas were saved as heritage districts when threatened by a massive redevelopment project (Denhez, 1978A).

The 1970's brought the recognition that heritage is more meaningful when preserved in its natural setting rather than in a museum.

This realization has carried into the 1980's and taken a step further to focus preservation activity on the continued utility of heritage resources so that they can function as an integral part of the environment (Heritage Conservation Branch, 1980).

As the preservation movement has become more sophisticated, the belief that everything old is good and so should be saved is being gradually replaced with the concept that it is necessary to make an informed choice as to what should be saved (Barnett, 1982).

The past few years have also brought out the realization that the future of an individual site or monument cannot be isolated from its environmental context. It is equally important to preserve the integrity of the setting which frames the site (Fitch, 1982). Thus, the preservation of areas or districts has become a major aspect of many local heritage plans.

To illustrate the potential of creating heritage areas in urban cores, examples will be used from San Francisco, New Orleans, and Vancouver.

San Francisco's Urban Design Plan (San Francisco Department of City Planning, 1971) is part of the City's comprehensive plan and outlines ways to apply principles of urban design to produce logic and cohesion in the physical form of San Francisco.

The Urban Design Plan emphasizes the importance of respect for the salient features which contribute to the unique character of the City and its districts. The elements which make up San Francisco's character are similar to those of Greater

Vancouver, including water, hills and ridges, open spaces and landscaped areas, streets and roadways, and buildings and structures.

San Francisco emphasizes the need to combine preservation with development so that the City can continue to change and evolve. To this end, outstanding and unique areas require special planning.

Some areas may be more fortunately endowed than others, however, with unique characteristics for which the City is famous in the world at large. Where areas are so outstanding, they ought to be specially recognized in urban design planning and protected, if the need arises, from inconsistent new development that might upset their unique character.

These areas do not have buildings of uniform age and distinction, or individual features that can be readily singled out for preservation. It is the combination and eloquent interplay of buildings, landscaping, topography and other attributes that makes them outstanding. For that reason, special review of building proposals may be required to assure consistency with the basic character and scale of the area.

(San Francisco Department of City Planning, 1971)

The Vieux Carre is the historic core of New Orleans. It originally formed the whole of the City laid out in 1717 and is now located in the heart of the City, immediately adjoining the Central Business District.

The Vieux Carre has been protected since 1937 as an historic district, but until the 1960's no plan existed for preserving the old French Quarter.

In 1968, a plan was designed in response to some serious disruption by the forces of change. The plan proposes 'a

system of analysis and a process of historic preservation to accommodate the Vieux Carre to change while insuring the continuation of the historic district's identity, diversity, and authenticity' (New Orleans, Bureau of Governmental Research, 1968).

Because 'the genius of the Vieux Carre is to be found in its environmental unity', the concept of 'tout ensemble' was adopted to direct preservation efforts at the sum total effect (buildings plus environment).

The interrelation of buildings has more significance to the concept of the tout ensemble than the individual buildings themselves. The Vieux Carre possesses relatively few structures of outstanding architectural quality. But architectural combinations . . . create a series of strong visual images that contribute quality to the Quarter's vivid sense of place. (New Orleans, Bureau of Governmental Research, 1968).

The Vieux Carre plan also emphasizes the importance of using preservation planning to channel change, so that history can be seen to be continuous, the past continuing into the future.

In Vancouver, the Gastown historic district is located next to the downtown area of the City. It is the location of the original site of a community formed in 1867 around a saloon owned by 'Gassy Jack' Deighton. The townsite was surveyed in 1870 and officially named Granville by the government but the community persisted in calling it Gastown.

As the City expanded, the business community concentrated in what is presently the Central Business District and Gastown began to deteriorate, gaining a reputation for housing Vancouver's 'skid-rovers'.



When Project 200 was proposed in 1967 and threatened Gastown's replacement by a major commercial development (Lazear, 1981), the public reacted strongly against the proposal. This reaction eventually convinced City Council to request the Province to designate Gastown as an historic district in 1971.

Gastown represents the pioneer beginnings of Vancouver and its environment provides visual interest and variety in old buildings.

Today, Gastown is a thriving commercial area, attracting both tourists and local shoppers. The improvements carried out on the buildings, landscaping, and street and sidewalk design have also increased property values in the area (Denhez, 1978A).

### Study Approach

The case study of planning for preservation in Downtown New Westminster is approached by first identifying the area's historic significance and the unique elements which make up its sense of place.

It is important to establish what elements are 'fixed' and what can be changed without threatening the essential character of the area. The extent and magnitude of possible future changes should also be examined to determine the best way to accommodate change while maintaining the area's essential character.

Heritage precincts are identified to act as the framework for managing change through preservation.

A variety of strategies are proposed to carry out preservation activity as it relates to the goals and objectives of the Downtown Plan for Preservation.

Finally, the basic principles and solutions revealed by the case study are discussed in relation to their application in comparable situations.

Section II:

The Case of Downtown New Westminster

## Historical Background

In 1858, the mainland colony of British Columbia was founded and its capital established at New Westminster.

This date also marked the beginning of the gold rush which resulted in a large influx of miners into the colony from San Francisco.

Governor James Douglas was understandably concerned when thousands of miners descended on Victoria on their way to the Fraser River. He immediately gave directions for the laying out of towns at Fort Hope and Fort Yale in an attempt to prevent squatting and establish a permanent white population.

The Governor also sent a dispatch to the Colonial Office requesting military protection to counterbalance the Americans and their 'Manifest Destiny' (Wiesman, 1969).

In response to this request, the Colonial Office sent a detachment of carefully selected Royal Engineers, headed by Colonel R.C. Moody, to assist in the establishment of the colony.

It was a picked body -- selected out of a large number of volunteers for this service; and chosen with the view of having included in their ranks every trade, profession, and calling which might be useful in the circumstances of a colony springing so suddenly into existence as B.C. had done.

(Howay, 1910).

The detachment included surveyors, engineers, draughtsmen, architects, accountants, carpenters, masons, and members of a variety of other professions (Wiesman, 1969).

The intention of Moody and the Royal Engineers was to

clearly establish the British presence in the colonies and to establish a new capital, seaport, and military headquarters on the mainland colony.

Prior to Moody's arrival, Douglas had unofficially selected Langley to be the capital but was obliged by the Colonial Office to await Moody's advice. Moody felt that Langley's position on the south side of the Fraser River left it in an exposed position in relation to the Americans (who were the enemy at that time). He advised that the new capital be located on the high ground farther down the river on its north bank for military reasons and for its suitability to act as a seaport and seat of government (Ireland, 1960).

Colonel Moody chose the site to set up his military headquarters and to serve as the new capital. His reasons are summarized in his report to Douglas:

The site which appears to be best adapted for the capital of British Columbia is about ten miles below the new town of Langley, and on the north bank of the Fraser. It is the first high ground on the north side after entering the river, and is about twenty miles above the Sand Heads. There is abundance of room and convenience for every requisite in a seaport and the capital of a great country. There are great facilities for communication by water, as well as by future great trunk railways into the interior. There is good land for garden ground, if one may judge by the forest and rich meadow lands surrounding it. It is raised above the periodical floods, and yet the low lands are close adjoining and easily made available. (These will be most coveted as commercial sites, docks, quays, etc.) As a military position it is rare to find one so singularly strong by nature, in connection with its adaptation as the capital of a country. In reference to the adaptation of the actual spot itself for a city of magnitude, I might add, that there is deep water

close along an extended line of shore; ocean-going vessels of any burden can moor close to the bank, plenty of water for supply of household purposes, and good drainage.

(Woodland, 1973)

Douglas grudgingly agreed to accept Moody's advice but when the new capital was named, Queen Victoria was called upon to settle a dispute between Douglas and Moody (Queensborough versus Queenborough). In May 1859, the Queen proclaimed that the new capital would be called New Westminster (Smith, 1958).

Colonel Moody planned the layout of the new capital with a latin cross as the central focus (see Figure 1). This use of monumental axes was common in the design of capital cities as an expression of power. As New Westminster was laid out, the major axis cuts the topography, thus emphasizing the symbol and reinforcing the sense of order, stability, and awe. The axes and regular grid pattern of streets dates back to urban settlements as early as 450 A.D., such a Teotihuacan in Mesoamerica (Lynch, 1981).

In many colonial towns, the intent was to provide a small space of familiar order in an alien environment. The towns were deliberately planned, quickly built, and sharply defined from their surroundings; the layout provided a simple order and was often full of conservative symbols of home. The common pattern was long, slim blocks, separated by narrow feeder streets which joined wider main streets at right angles. This simple pattern also facilitated rapid land development. Many North American cities built during the nineteenth century exhibit these features (Lynch, 1981).



(1) The first ocean-going vessel to enter the Fraser River, c. 1860.  
(New Westminster Public Library)



(2) The first treasury, assay office and mint in New Westminster, 1862; these institutions lasted only until the capital moved to Victoria in 1868.  
(New Westminster Public Library)





Moody's plan for New Westminster is consistent with the colonial town pattern described above, particularly in the way that the repetitive grid pattern was applied without regard for the topography.

In Moody's original plan for the capital, as one approached the city from the river, the Anglican Church was central with gardens and offices behind leading up the hill to the capital buildings. Thus, the topography would act to emphasize the dominance of the seat of government and Anglo-Saxon home church.

The section of the plan in the lower right corner of the cross (shown in Figure 1) was intended for 'upper class' housing, leaving the west end of the waterfront past Ellice Street (now Tenth Street) for the 'lower class' and Chinese inhabitants. The central section was intended for commercial uses and the original docks and Customs House focused activity in front of the Merchant Square (now the foot of Eighth Street).

The task of clearing the land and surveying and laying out the grid on the steep topography was carried out by Moody and the Sappers, assisted by civilian surveyors.

Of the severity of that labour, no one unacquainted with the difficulty of clearing bush as it exists in British Columbia can form any accurate conception. Felling the trees forms but a small part of it. When they are down they are too large to be removed, and they have to be sawn and cut up into blocks handy for removal or burning. That done, the hardest work remains. In forests such as these the roots of the giant trees have been spreading underground for ages, forming a close and perfect network some eight or ten feet beneath the surface.

(Woodland, 1973)

The New Westminster Municipal Act of 1860 proclaimed the City's incorporation, the first in the British territory west of the Great Lakes (Ireland, 1960).

With the boom caused by the gold rush, New Westminster gradually became a 'bustling little town' but when the boom began to wane, the mainland colony was forced to unite with Vancouver Island in 1866 to reduce governmental expenses (Ireland, 1960). The united colony was called British Columbia and New Westminster was declared its first capital.

After two years of bitter dispute, the capital was transferred to Victoria in 1868 with the main argument being that 'the Fraser River was full of sandbars and snags and not suitable for oceangoing ships, whereas Victoria had a fine open harbour' (Woodland, 1973).

Even though the capital was moved in 1868 and no major capital buildings were ever constructed in New Westminster, the pattern of streets laid out by Colonel Moody has remained almost intact. The pattern of uses also remained as the City developed and the commercial area is now commonly referred to as the City's downtown.

In 1868, with its population of 500, New Westminster did not give up and after 1871, Confederation brought the hope of a trans-continental railroad; however, in 1887, the Canadian Pacific Railway decided to bypass New Westminster and located its terminus on the Burrard Inlet at Vancouver (Woodland, 1973).

But New Westminster continued to grow and by the 1890's it had established a firm industrial base. It opened its first

public market in 1892 to serve as a marketing centre for farms throughout the Fraser Valley. Its growth was fostered in 1891 by the entry of the Great Northern Railway and in 1892 by the opening of the interurban electric railway link with Vancouver (Ireland, 1960). By the turn of the century, the City also had a penitentiary and an insane asylum, both marks of national dis-inction at that time.

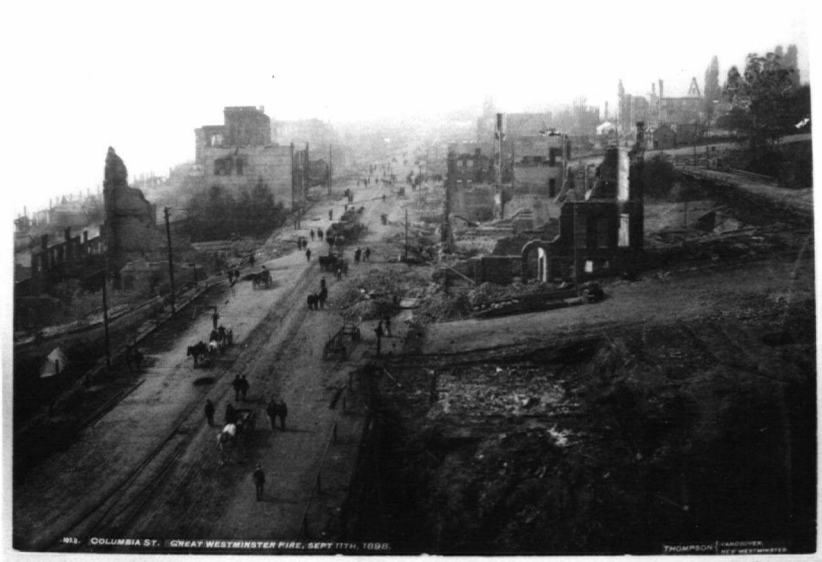
In 1898, however, tragedy struck as fire destroyed almost one-third of the City, including the entire business district and considerable residential area (Woodland, 1973). Offers of assistance came from many areas of the country and the City began to rebuild immediately and with amazing rapidity.

The first decade of the twentieth century marked a feverish boom in construction and business activity and New Westminster continued to grow as a major centre of trade, serving the interior and Fraser Valley (New Westminster Planning Department, 1982).

As Vancouver grew it gradually took over the dominant position in the 1920's, but even into the 1940's New Westminster's Columbia Street was known as the 'Golden Mile' (Chaster, 1984).

During the 1950's, the Downtown began to experience a decline in its regional importance. Several factors contributed to its decline:

- 1) regional shopping malls such as Middlegate, Brentwood, and later Guildford, began to draw shoppers away from Columbia Street;



(3) Columbia Street after the fire in 1898.  
(New Westminster Public Library)



(4) The first bridge to cross the Fraser River  
was built in 1904.  
(New Westminster Public Library)

- 2) after 1955, Woodward's located its new store uptown (Sixth and Sixth) and other investment began to concentrate in this area;
- 3) freeway access routes bypassed New Westminster completely; and
- 4) accessible land became available in other areas, such as North Burnaby, Port Moody, Coquitlam, Port Coquitlam, and Surrey, and these areas began to take up the region's population growth (Hardwick, 1974).

The decline of the Downtown has continued and is reflected by the existence of a major proportion of vacant, underdeveloped, and derelict property.

In 1976, the Greater Vancouver Regional District (GVRD) proposed its Liveable Region Plan in an attempt to rationalize the development in the Greater Vancouver area. The Liveable Region Plan emphasizes the development of several Regional Town Centres, the purpose being to:

. . . bring jobs, shopping and cultural opportunities closer to where people live. Decentralization to these centres of some of the office growth that otherwise will locate in downtown Vancouver will greatly reduce transportation problems. The aim, therefore, is to create lively and diverse urban places which are attractive alternatives to downtown.

(Greater Vancouver Regional District, 1976)

Downtown New Westminster was designated by the GVRD as having the highest priority for development as a Regional Town Centre (New Westminster City Planning Department, 1978) and the City Council has endorsed the concept.

New Westminster's downtown was selected because it is

already close to the size of a Regional Town Centre as defined by the GVRD -- that is, it is close to the size of self-sufficiency (GVRD, 1976). Since it is the second largest commercial centre in the Greater Vancouver region, the necessary infrastructure is already in place. The City also has a well-developed sense of community and possesses a wide range of community services and amenities.

The location of the City was also a critical factor in its selection as a Regional Town Centre. It is located at the intersection of major regional highways and is the focal point for the ALRT lines from Surrey, Burnaby, and Vancouver. The Downtown's location is, therefore, potentially strategic to regain some of its past importance as a major activity centre to the region (see Figure 2). The route through New Westminster will run along the Columbia/Front Street axis with stations at Eighth and Carnarvon and at Fourth and Clarkson.

A 1977 study, entitled A Regional Town Centre for New Westminster, revealed that the Downtown's unique waterfront location provided the opportunity for something different to happen in the area. The introduction of major residential development along the waterfront, along with the transit link, could expand the potential market for the traditional downtown uses (retail, service, office).

It is hoped that the recently completed Law Courts and Douglas College complex will act as strong attractive forces to stimulate the revitalization of New Westminster's downtown core and to reestablish it as an important regional centre.

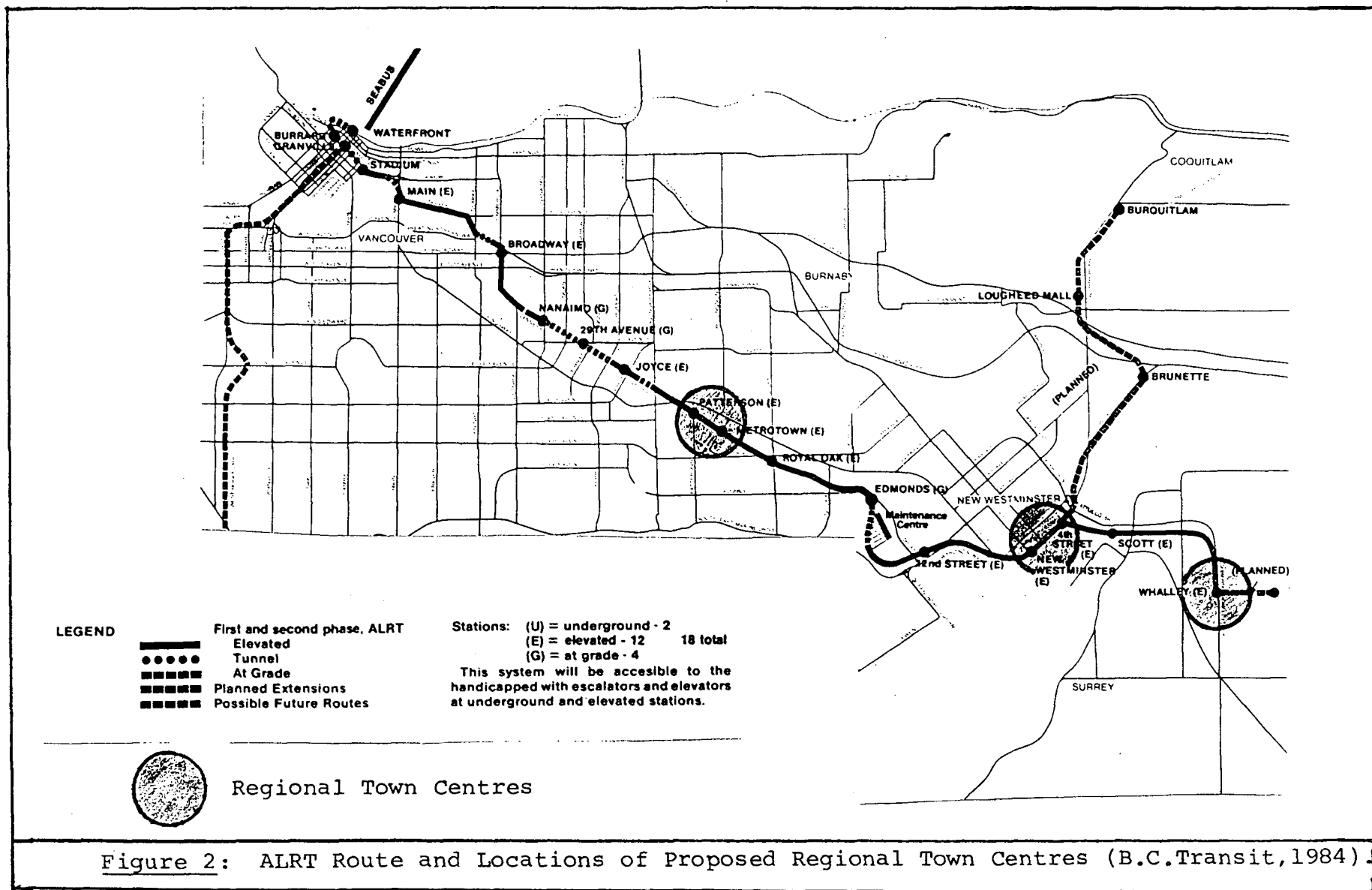


Figure 2: ALRT Route and Locations of Proposed Regional Town Centres (B.C.Transit,1984).

The downtown area is rich in historical background and unique geography. Its steep hills, waterfront views, and heritage buildings make it an interesting and unique place. The downtown fronts on the Fraser River, providing views up and down, as well as across the river. The land rises steeply from Columbia Street and is overlaid by a grid pattern of streets, creating a visually exciting, 'San Francisco-like' environment. Many buildings in the downtown date from the turn of the century, such as the old Courthouse and Land Registry Office, and two pre-fire buildings still stand at Fourth Street and Columbia.

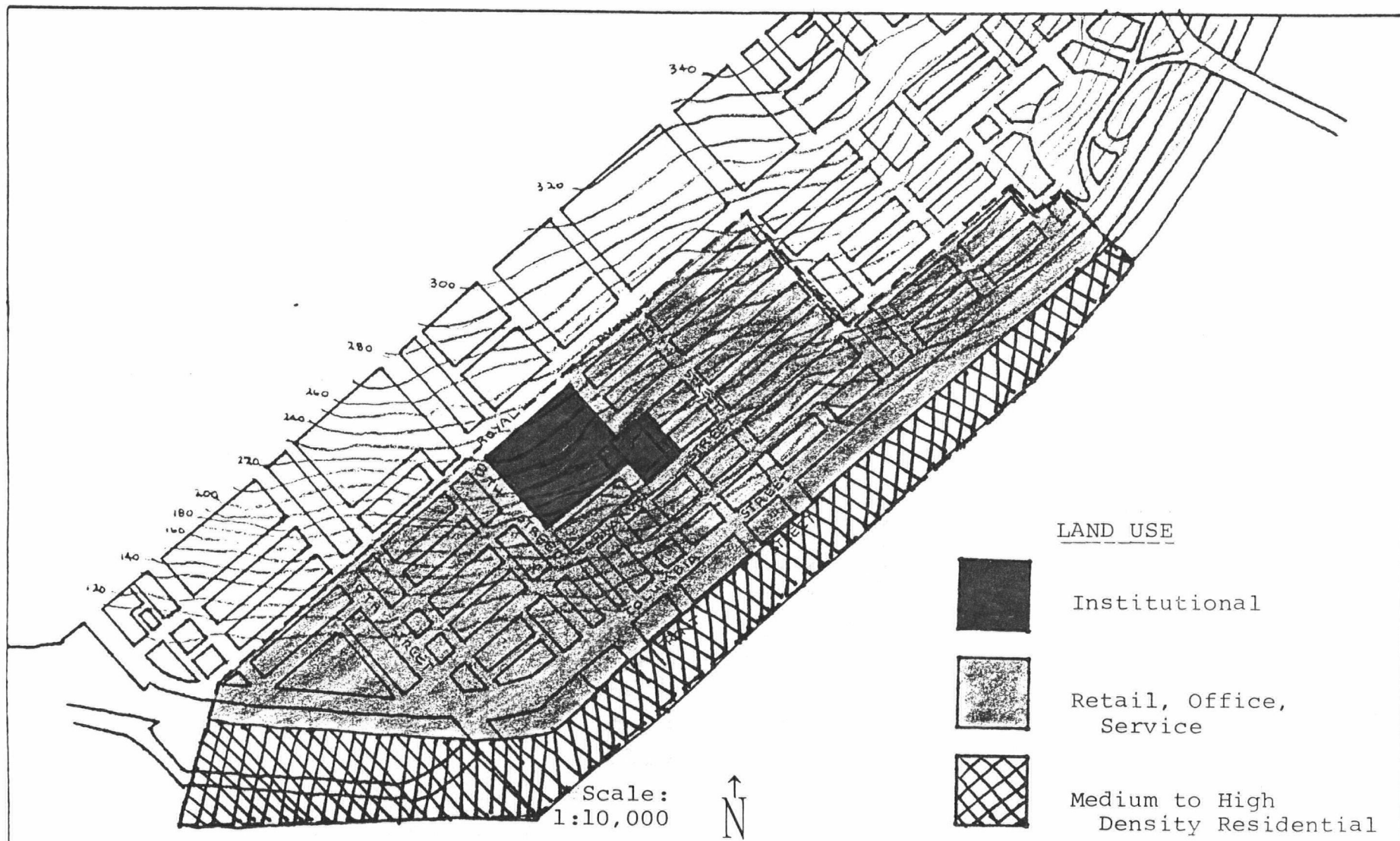
### The Community Plan

The City of New Westminster adopted a Community Plan in 1982 to establish a strategy for future development (see Figure 3). In the goals of the plan, the community's concern for the City's character, identity, and liveability is made clear. These goals form the basis for the development strategy:

- improve and enhance the physical environment, the economic base, and the liveability of the City; and at the same time
- maintain and preserve the overall character and identity of the City (City of New Westminster, 1982).

Many of the objectives of the Community Plan emphasize the City's desire to maintain its unique character and to conserve elements of its heritage, in the built environment, as well as in view corridors, topography, and the natural environment. The





DOWNTOWN NEW WESTMINSTER Figure 3: Proposed Land Use

following objectives are set out by the City of New Westminster (1982) and reflect the community's concern with this issue:

- develop the community as a unique city by fuller utilization of its locational, physical and historical resources;
- sustain and preserve the basic character of the City and its neighbourhoods;
- protect and safeguard significant historic and heritage buildings and sites;
- encourage new and alternative uses of vacant, underdeveloped and derelict properties;
- protect views, encourage creative innovative architecture and provide extensive landscaping and imaginative street, plaza and open space treatments; and
- encourage the conservation and preservation of tree cover within the community.

The development strategies include reference to view protection by retaining views to the river and mountains and by developing view corridors within large projects. Preservation programmes are seen to enhance the environmental quality of the City and thus are encouraged. The removal of trees and topsoil is not allowed without City permission and the use of covenants is urged to regulate the removal and cutting of tree cover. The preservation, in all developments, of natural features, such as creeks, streams, rock outcrops, topsoil, trees, and shrubs is encouraged. The strategies also include reference to heritage buildings and sites:

- no development, redevelopment or alteration of sites with known historical significance should be allowed without the approval of City Council on advice from the Heritage Advisory Committee. In special cases, or unusual circumstances, identified heritage sites should be designated as development permit areas in order to insure the protection and preservation of those areas.
- the renovation and preservation of designated heritage buildings for innovative and imaginative uses should be encouraged (City of New Westminster, 1982).

### The Downtown Plan

The Downtown Community Plan (see Figure 4) was prepared jointly by the City of New Westminster and the First Capital City Development Company, a subsidiary of the British Columbia Development Corporation. The Plan is intended to establish broad social, economic, and environmental goals to direct the development of the City's downtown area. Like the Community Plan for the whole City, the Community Plan for Downtown emphasizes the importance of the Downtown's character and heritage resources. Elements such as location, history, geography, architecture, scale, waterfront access, views, and natural environment are identified as valuable components in the overall objectives for the Downtown's development.

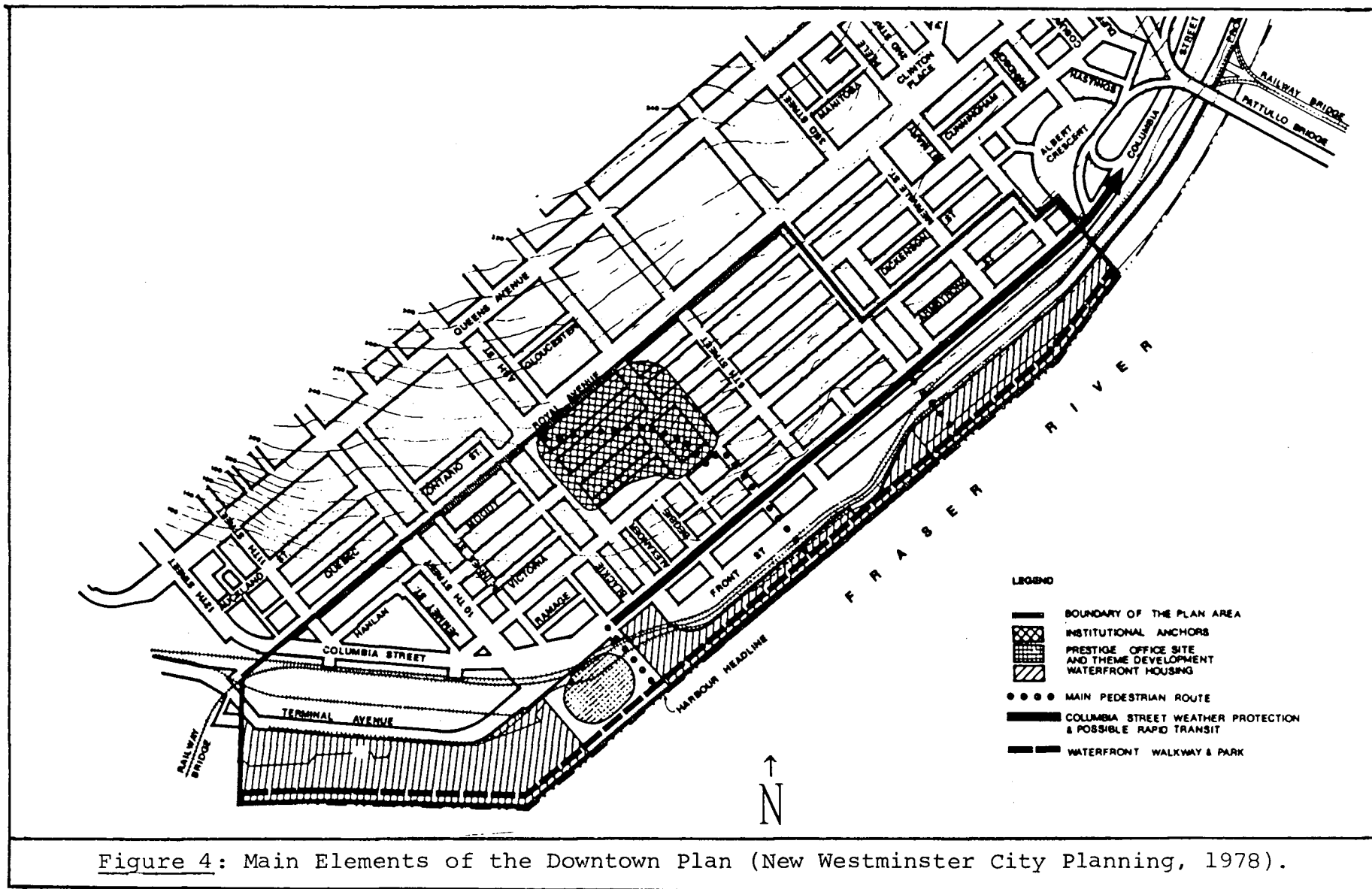


Figure 4: Main Elements of the Downtown Plan (New Westminster City Planning, 1978).

The social objectives include:

- develop the area as a unique Regional City Centre by fuller utilization of its locational, physical and historical resources;
- provide development on a human scale; and
- develop public access to the Fraser River waterfront at various points and construct and maintain a public esplanade along the full length of the waterfront within the area (New Westminster City Planning Department, 1978).

The economic objectives include:

- create an environment which encourages new development and the renewal and restoration of existing facilities; and
- promote viable and positive alternative uses for vacant, underdeveloped and derelict property (Ibid.)

The environmental objectives include:

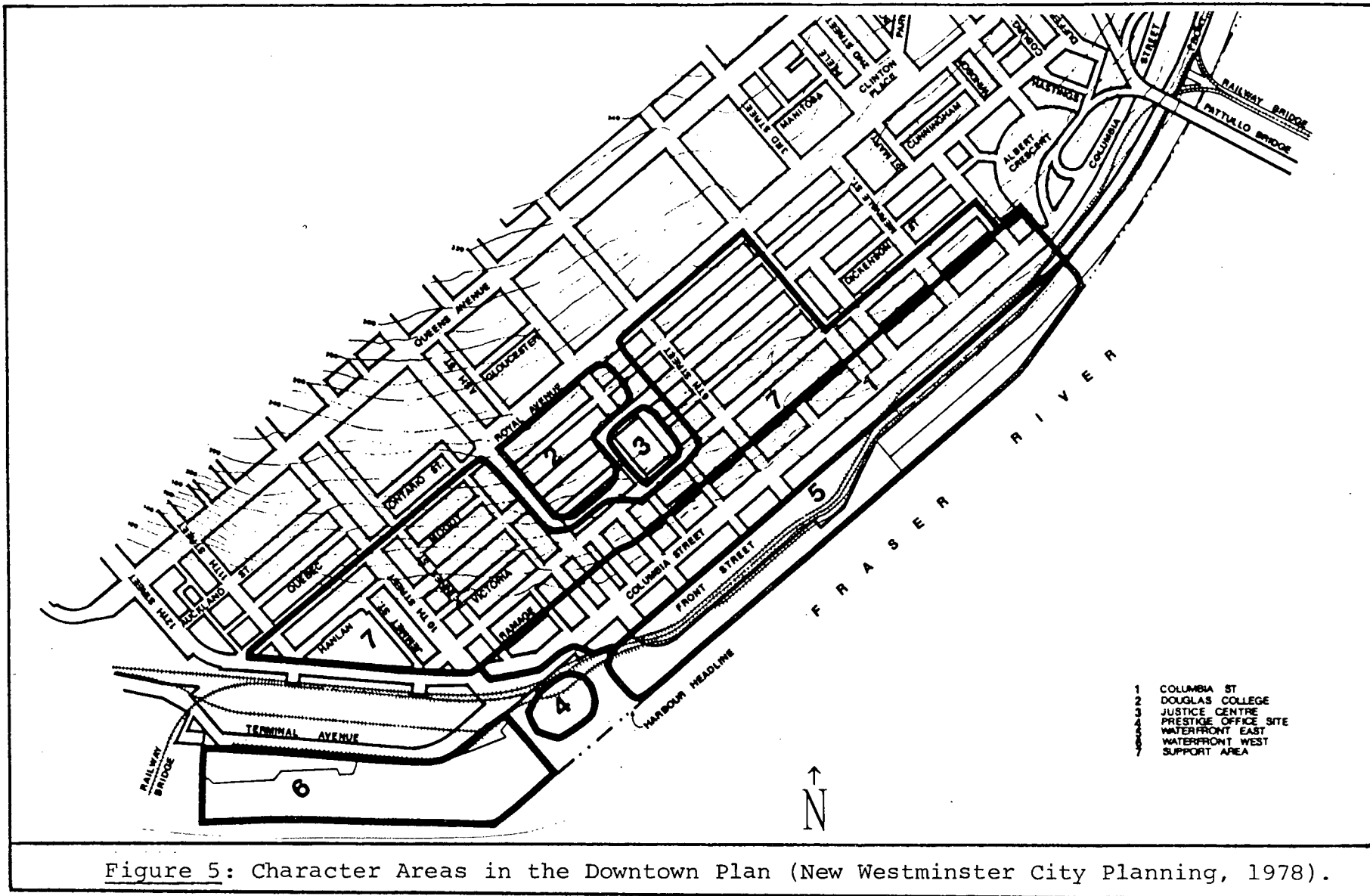
- reinforce and preserve the City's heritage buildings and areas;
- preserve, restore and improve on the use of the unique geography of the area's waterfront location, its southern exposure and panoramic views, and encourage the development of the character areas described in this plan; and
- enhance the natural environment by protecting views . . . encouraging creative, innovative and unique architecture (Ibid.).

Several character areas (concentrations of particular uses) are identified by the Downtown Plan (see Figure 5). The identified Columbia Street area is currently established as a retail street with some office, personal service, and entertainment uses. It is stressed that redevelopment in this area, as well as any alterations or additions, must be accomplished so that it is sympathetic to the character of the more attractive older buildings. The character areas along the waterfront emphasize the importance of preserving both visual and physical access to the waterfront.

Use and design guidelines are set out to give direction to Downtown development. The use guidelines recognize the importance of maintaining the diversity of uses which has been a traditional characteristic of the Downtown area. The design guidelines reinforce the City's desire to protect views, maintain human scale, conserve heritage buildings and places, and retain elements of the natural environment in the Downtown, such as landscaping, waterfront, and topography. Through development of the City's unique character and heritage, an image or theme is provided to give unity to both the downtown area and the rest of the City.

#### Related Planning Documents

The New Westminster City Planning Department published The Preservation of Historic Sites in 1973. This document



outlines the arguments for the importance of heritage, reasons for preservation, and motivating factors for the preservation and revitalization of historic areas. A review is presented of European, United States', and Canadian historic preservation experience. The document does not deal with New Westminster specifically, but is meant to introduce the concept of preservation so that it can be discussed at a general level in the community.

In April of 1977, in a Joint Action Planning Process, representatives of the Greater Vancouver Regional District and the City of New Westminster met to discuss the City's potential and direction for future changes. Important consideration was given to view preservation to the river, hills, and mountains, heritage preservation in the form of historic sites and adaptive uses of older buildings, and waterfront access preservation both in visual and physical terms (City of New Westminster, 1977). Recommendations regarding a heritage programme for New Westminster were as follows:

- 1) appoint a heritage committee to make an inventory and policy recommendations on historic sites;
- 2) have the planning department or a consultant prepare drawings and preservation guidelines for each selected historic site;
- 3) develop a programme of economic incentives and a legal framework to ensure the preservation and enhancement of selected sites; and
- 4) write and enact appropriate legislation to conserve



designated sites (City of New Westminster, 1977).

In 1980, the City published The B.C. Penitentiary Site Proposal which presents some of the concepts and issues regarding the aims for the development of the Penitentiary site. The report identifies the historical aspects of both the site and its buildings. The site was the original campground for the Royal Engineers, led by Colonel Moody, when they were surveying the townsite and exploring the new frontier. The Penitentiary buildings were constructed in 1878 and gave the area local, provincial and national importance. The Heritage Advisory Committee has designated this site to be a high priority area and has submitted a non-prioritized list of structures which should be saved. It is hoped that the heritage buildings will form the nucleus of a future 'cultural-historical-commercial complex' (New Westminster City Planning Department, 1980).

The importance of heritage for the community is also mentioned in a 1982 report, A Non-Residential Development Strategy for New Westminster. The report includes in its goals that each area in the City has a certain character which must be retained and this character is created by the width of streets, building facades and height, type of landscaping, and renovation of older buildings which provide links with the past. Reference is also made to the City's heritage of an established urban form, unlike its suburban neighbours. The compactness of the non-residential area, the mixture of business types, the hierarchy of areas, and the scale of buildings all contribute to New Westminster's urban character (New Westminster City Planning Department, 1982).

## Heritage Organizations

After the adoption of the Downtown Plan, the New Westminster City Council appointed a Heritage Advisory Committee in 1979 to advise Council on heritage matters. The Committee is composed of nine members: one Chairman, who is an alderman on Council; three staff, including the Director of the Planning Department, the City Librarian, and the Curator of Irving House Historic Centre; five citizens from the community.

In 1981, the Committee presented to Council a descriptive history of twenty-four of the 'most historically significant buildings and places' in New Westminster. These heritage elements were selected from the entire City and concentrated on the period from 1890 to 1930. The Committee also consulted on the B.C. Penitentiary site proposals, recommending that many of the buildings be preserved. A study of potential heritage buildings in the City has recently been completed. It provides a visual appraisal of the City's heritage potential and is intended to act as a resource for future decision-making by the Heritage Advisory Committee. Items in the study are listed by their street address and general appearance.

At a recent meeting, the Heritage Advisory Committee decided that its prime role (other than advising Council) was to encourage, not legislate, heritage preservation in New Westminster. Its main emphasis will be on building public awareness, and encouraging maintenance and re-use of old structures (Chaster, 1984).

No clear direction of what to save or how to save it has

been established. The Committee deals with situations as they arise, crisis by crisis.

Two private societies are involved in restoration work in New Westminster. The Heritage Preservation Society of New Westminster has completed restoration of the Grey House on Fourth Street and it is now up for resale. The Society publishes a small newsletter and offers the service of researching the history of any house in the community and making a plaque with the name of the original owner and the date when the house was built. The Hyack Festival Association has recently completed restoration of the Samson V steamboat which will be used as a 'floating museum'. The Association received a grant of \$48,000 from the B.C. Heritage Trust to restore and convert the boat. It is currently berthed near the new Fraser River Market in the downtown area.

The Irving House Historic Centre is the only designated heritage structure in New Westminster. It has been restored to the period of its original owner and is now run as a museum and archives. Two other structures -- the Grey House and St. Paul's Church (at Seventh and Royal) -- have requested designation and the bylaw is currently before Council.

### The Downtown and its Sense of Place

An area's 'sense of place' is found in its identity or 'the extent to which a person can recognize or recall a place as being distinct from other places -- as having a vivid, or

unique, or at least a particular, character of its own' (Lynch, 1981). Each community has unique features which set it apart from all others. It is important to establish what elements comprise the area's essential character so that change may occur without damaging the sense of place.

The elements which make up Downtown New Westminster's sense of place are identified within the basic divisions of natural setting and built environment.

### Natural Setting

Each city has its own unique geographic setting which differentiates it from other cities and provides it with an image all its own. In New Westminster, the natural setting is an important element in the City's image and its heritage, especially for the downtown area.

The predominant elements in the Downtown's natural setting are the Fraser River and its steep banks upon which the City was first established. Links with this natural or geographic setting are provided by three elements in the Downtown environment:

- 1) river frontage;
- 2) topography; and
- 3) views

Often the quality of the natural image is created by the interrelationships between these elements, but for the purpose

of identification they will be placed into the above categories as an orderly way to record their presence. The emphasis for heritage preservation is on the links to the City's natural setting provided by retaining visual, spatial, and physical contact to reinforce the Downtown's image and history.

### River Frontage

The City's location on the banks of the Fraser is very significant to the City's sense of place, not only of its natural setting but also of its history.

Historically, the Fraser River was the City's 'front door' to the world. New Westminster grew as the main trading centre on the west coast and the main water link to Victoria, until Vancouver took over that role in the 1920's.

Direct access to the River is presently limited due to railway and port facilities. The port facilities have become increasingly inadequate and the decision has been made for them to be moved (New Westminster City Planning Department, 1978).

Due to the presence of the industrial and rail uses, the historic physical linkage with the Fraser River has been destroyed, and the visual linkage disrupted. It is important that this linkage with the River be re-established and reinforced as the natural physical boundary of the City and as a dominant element in the Downtown's historic sense of place (Photo 5).



(5) The Fraser River, north from New Westminster

The Community Plan for Downtown New Westminster (1978) seeks to take advantage of the unique opportunities offered by the waterfront location.

The Downtown Plan estimates that nearly 20,000 new residential units will be built in the area by 1997. A large proportion of this housing will be developed on waterfront sites, bounded by the harbour headline up to Terminal Avenue in the western section and Front Street in the eastern section. The residences will face the River in a stepped configuration with some variation in heights. The higher buildings are not to exceed ten storeys and are to be few in number so that views from higher ground will not be obscured. The residential construction should be underway by 1986 (Chaster, 1984) and it is anticipated to attract other uses into the area, such as restaurants, hotels, personal service, retail, and cultural

facilities. The development concept also includes a series of small parks and a continuous waterfront esplanade.

The waterfront redevelopment, however, is a long-term proposition. If it proves to be successful, it will strongly re-establish the linkage between the River and the community by providing physical and visual access. The River will also become the major factor in the sense of place for the new waterfront housing. In the short-term, steps should be taken to re-establish the historic linkages.

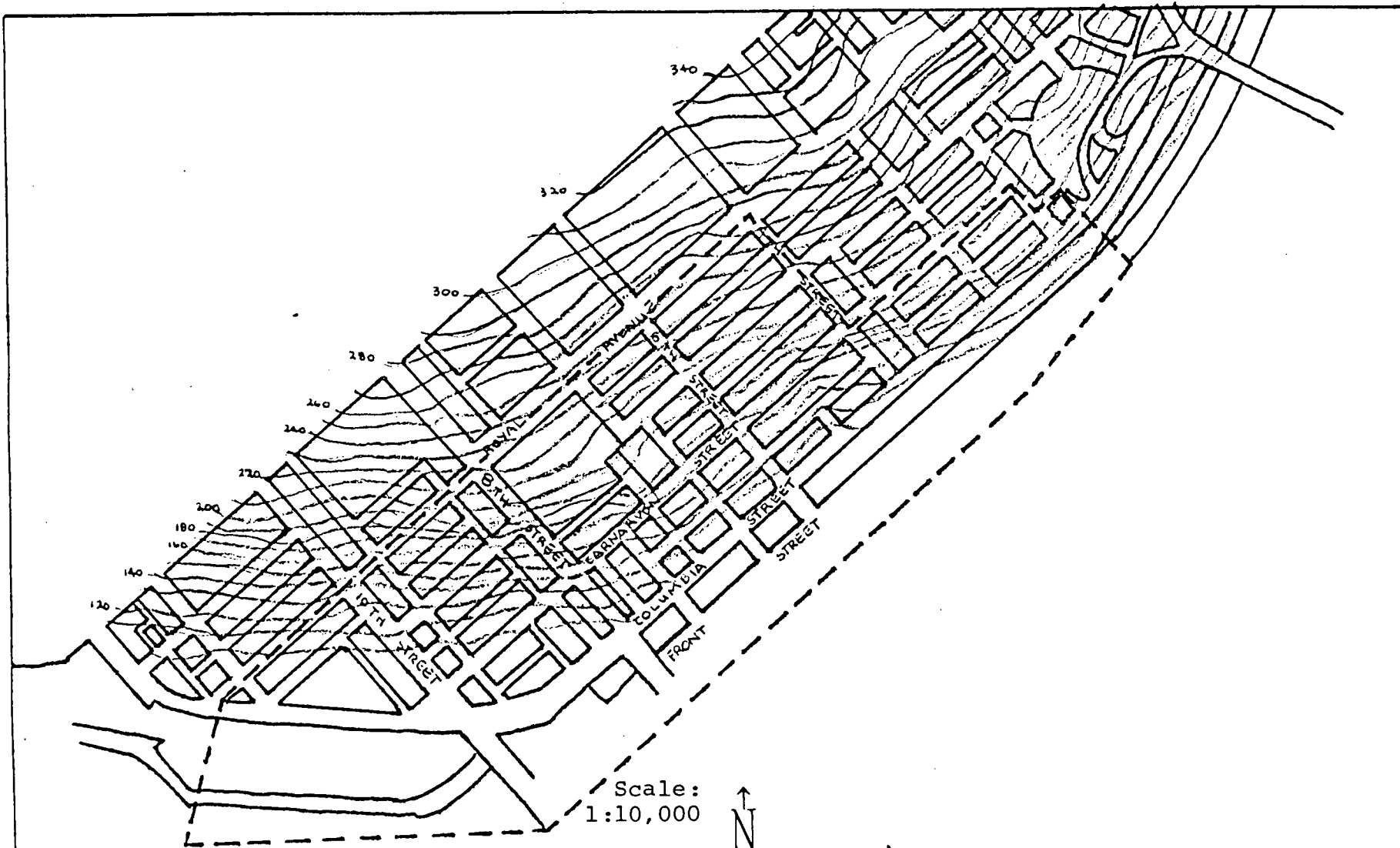
Industrial uses have already been phased out along the waterfront and the obsolete port facilities will be moved. The rail uses still present a problem because they run between Front Street and the River. Unrestricted public access could prove dangerous -- for example, to reach the new Fraser River Market people must cross the railway tracks, stepping on loose and rotting ties and over potentially slippery rails.

The Market is a positive step toward the re-establishment of linkages to the river. The area around the market will be considered in more depth as a 'heritage precinct'.

### Topography

One of the most distinctive qualities of the Downtown is its steep hills, superimposed by a rigid grid pattern of streets (see Figure 6).

Moody's original plan applied the regular rectangular grid pattern without regard for topography. The original town was



DOWNTOWN NEW WESTMINSTER

Figure 6: Topography and Street Pattern.



sharply defined from its surroundings.

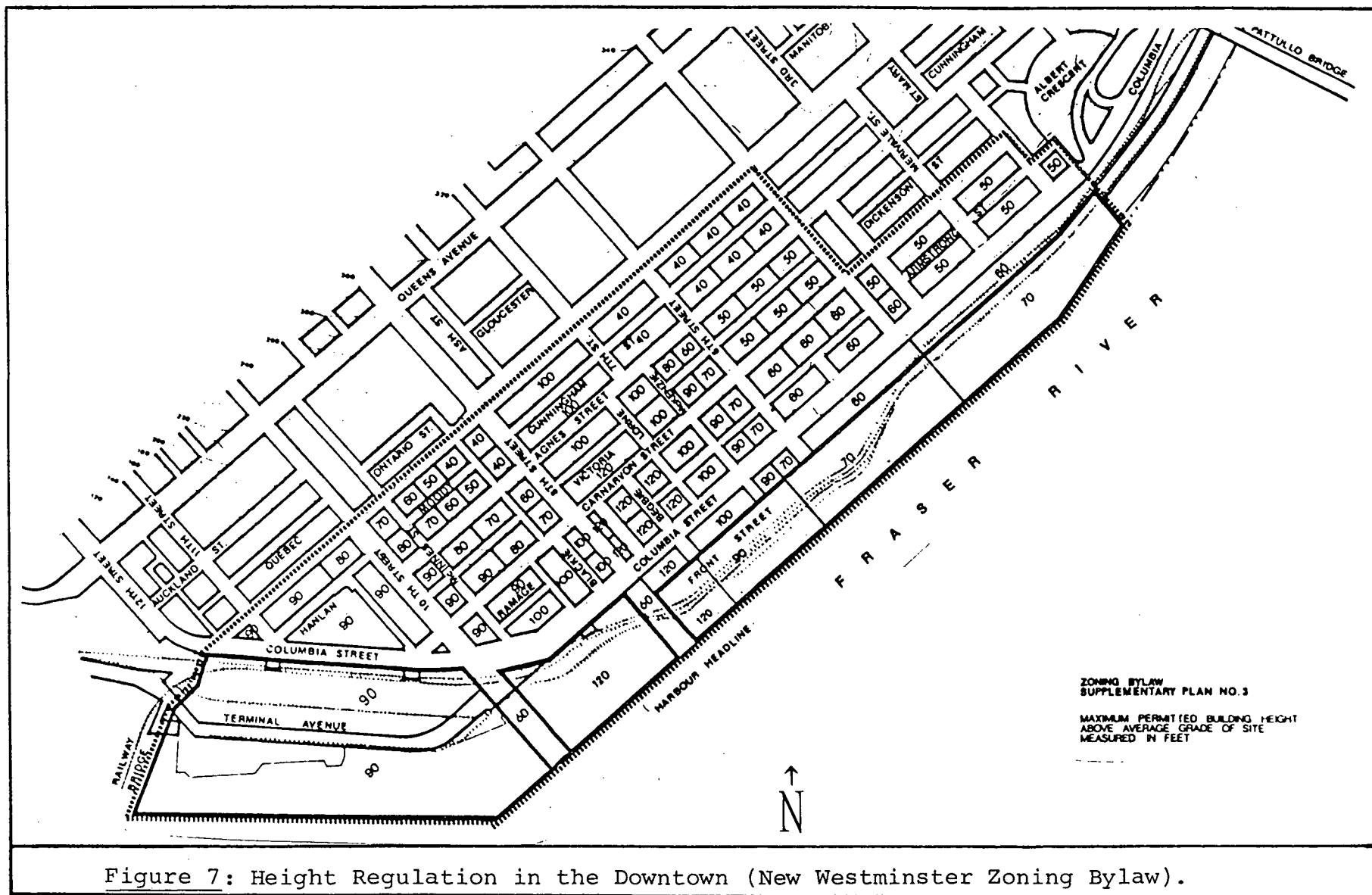
The extreme variation in elevation was also intended to emphasize the dominance of the capital buildings, and, although these were never built, the City Hall, with its gardens, has occupied this position since the 1950's.

The combination of steep topography and simple grid pattern of streets allows panoramic views from points on the hillside and incidental and corridor views down the streets to the Fraser River.

The distinctive topography contributes to the Downtown's sense of place by creating a visually exciting, San Francisco-like environment.

The current zoning bylaw for New Westminster's downtown area regulates building height as shown in Figure 7. The height regulations contradict the topography in placing the tallest buildings at the bottom of the slope and along the waterfront.

The visual impact of the topography is an important element in the Downtown, but, if the current zoning were to be implemented, this element would lose its visual distinctiveness. The built form could be used to accentuate the topography by decreasing building heights down the slope. This variation also increases the view potential for the entire slope.



## Views

The rigid grid pattern of the Downtown streets superimposed on the steeply rising topography creates the opportunity for viewpoints and vistas throughout the area.

The views identified as important in the Downtown Plan (New Westminster City Planning Department, 1978) are:

- 1) the foreground view of the Fraser River and shipping activity;
- 2) the middle distance view of the wooded bluff south of the river in Surrey and Delta;
- 3) the view up the river, including both flat valley land and Coast Range mountains;
- 4) the view down the river and across the delta to the Strait of Georgia and the island beyond; and
- 5) Mount Baker and related mountains.

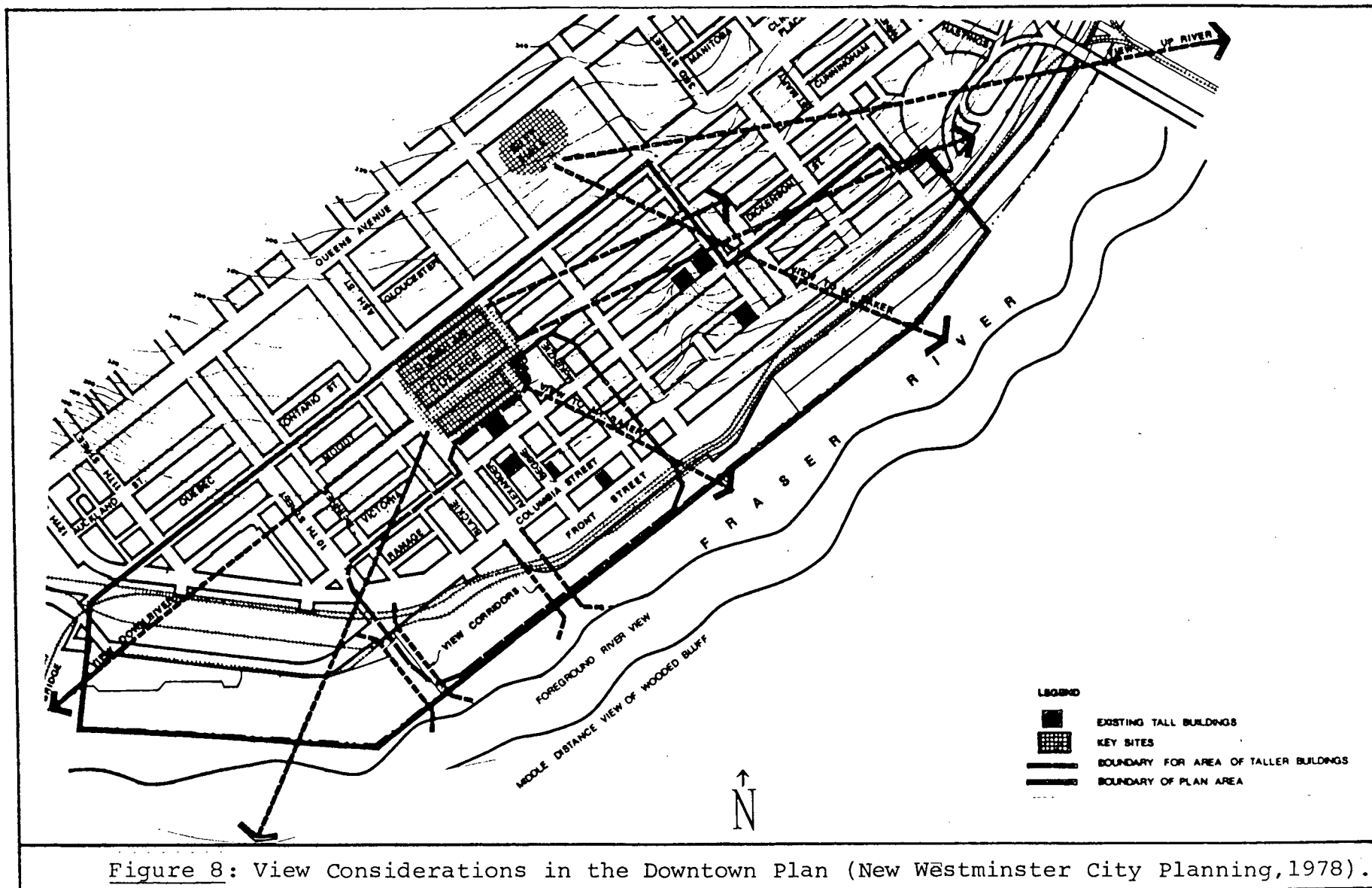
To protect these five major public views, the Downtown Plan identifies two viewpoints where these views will be protected:

- City Hall and the related park area; and
- Douglas College Campus.

Views will also be protected wherever possible from existing and proposed buildings.

A system of height control is set up in the zoning bylaw to optimize the view potential from the City Hall and Douglas College along the line shown in Figure 8.

In addition to these panoramic viewpoints, vistas occur to the River down the north-south streets and incidental views occur



where there are breaks between buildings.

Views in the Downtown can be identified in three basic categories.

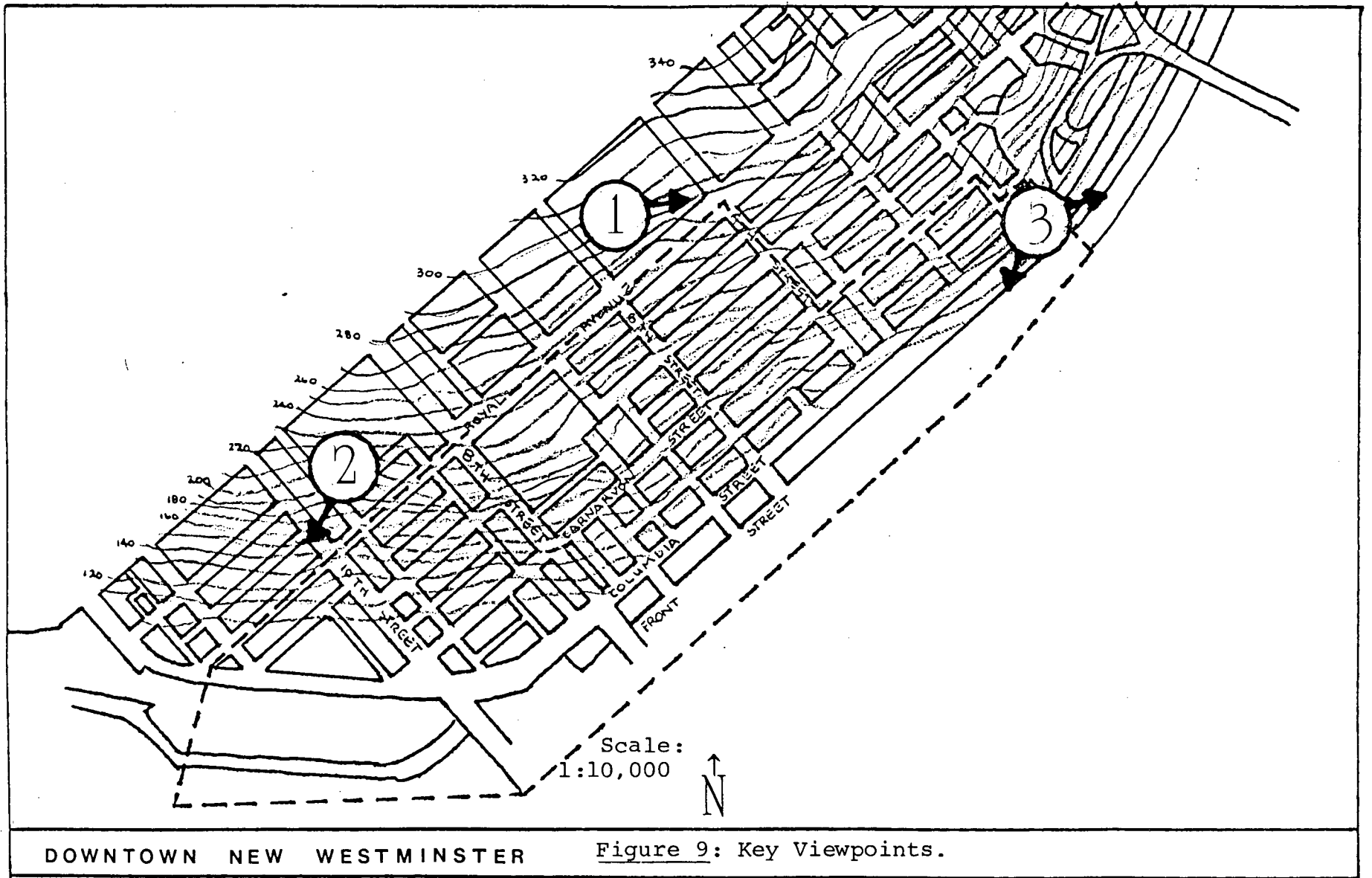
A) Major Public Viewpoints: A viewpoint is a wide or panoramic overall view of the area. This type of view is generally seen from hills, bridges, tall buildings, or across large open spaces or water courses.

Figure 9 shows the location of the viewpoints which are described below.

The views upriver from the City Hall (Viewpoint 1) have the gardens as their foreground, with the buildings along Royal Avenue framing the mountains (Photo 6). This view is not available from the entire City Hall site and in many places is barely visible above the buildings on Royal Avenue.



(6) Viewpoint 1.



Douglas College (Viewpoint 2) provides its best view down the Fraser River in the southerly direction. The viewpoint is much higher up the slope than the buildings in the foreground (some of which are three to four storeys tall) resulting in a long, uninterrupted panorama of the Fraser River in the midground and the Surrey hills beyond (Photo 7).



(7) Viewpoint 2.

Viewpoint 3 at the northwestern end of Columbia provides excellent views up and down the river, as well as to the mountains to the north.

The downriver view is long and uninterrupted, with the river extending from the foreground to the horizon (Photo 8). From here, one can watch the boats running up and down the river.





(8) Downriver view from Viewpoint 3.



(9) Upriver view from Viewpoint 3.

The upriver view (Photo 9) is composed of docking facilities in the foreground, with the Patullo Bridge in the middle and mountains at the horizon. From this point, one



can enjoy both a passive view of the natural setting and an active view of boats on the river and motor vehicles on the bridge.

The mountains to the north can also be seen from Viewpoint 3 (Photo 10). The foreground of this view is obstructed by the Patullo Bridge on-ramp and by the widening of Columbia Street at this point. The tall trees on either side of the roadway act to frame the view, focusing attention on the highest peak.



(10) View north from Viewpoint 3.

B. Vistas: A vista is a narrow, directed view, sometimes called a view corridor. These views generally occur down streets lined with buildings, providing a framed view of some element in the City's setting.

Eighth Street provides a fairly wide vista, framed by the buildings and posts on either side (Photo 11). The view is characteristic of the downtown area, with the foreground

composed of the river and its barges filled with sawdust, and the horizon of the Surrey hills. The vista is relatively uninterrupted, with only the intrusion of the overhead wires crossing the street.



(11) Eighth Street vista.



(12) Sixth Street Vista.



Sixth Street frames its vista more narrowly than Eighth Street (Photo 12). The buildings are more massive and, because of their height and setback, they sharply direct the view to the river. The foreground of this vista is partially obstructed by buildings on Columbia Street.

- C. Incidental or Unusual Views: Incidental views occur 'accidentally' when a break occurs between buildings or within a development, providing a glimpse of scenery.

This break between two buildings on Carnarvon Street provides an example of an incidental view (Photo 13). The characteristic view to the river and Surrey hills is narrowly framed by the buildings. In this case, the foreground is obstructed by a parking ramp.



(13) Incidental view from Carnarvon Street

The second example of an incidental view is more unique. The large windows of Wosk's on Columbia Street provide a

view through the store to the river (Photo 14). This view is strongly framed by the store windows.



(14) View framed by Wosk's windows.

Unusual views are short range, sharply defined views of limited scale which reveal a unique or unusual scene.

Begbie Square offers such a view (Photo 15) with its stepped plaza, waterfall, and statue of Judge Begbie. This view provides visual and historic interest and the Square offers



(15) Begbie Square



a place to sit and rest.

Some unusual views may be very small and very unusual. This Columbia Street building is decorated with colourful mosaics (Photo 16). Unfortunately, the lower mosaic on the right side has been covered by a canopy, but this situation could be easily remedied and the shopkeeper would have the benefit of a very unique feature for his storefront.



(16) Mosaics, 439 Columbia Street.

### Built Environment

The Downtown's built environment or built form is the other major component of the area's image. The features which contribute to the significance of the built environment are:

- 1) historic or architecturally significant buildings;

- 2) historic or architecturally significant building groups;
- 3) street pattern and historic plan;
- 4) open spaces and landscaping; and
- 5) landmarks.

These features are all the result of the growth of the City through human initiative. They represent the directions which that growth has taken from the early decades of the City's past up to its recent developments and future expectations. The inventory of the urban environment of the Downtown should identify the resources or positive features of the area which contribute to the quality and uniqueness of its image.

### Buildings

Downtown New Westminster has one of the highest concentrations of turn of the century buildings in British Columbia. These older buildings add a sense of permanence and contrast to the urban environment; they provide diversity in style, character, texture, and scale.

The human scale and richness of architectural detail which many older buildings possess is not often repeated in new developments. Amenities, such as thick walls, windows which open, high ceilings, careful construction, and lavish decoration, can be prohibitively expensive in new construction.

Certain buildings may be associated with people or events which are important in the local history.

An inventory of buildings can be much more precise than some of the other elements worthy of preservation because buildings have many tangible features which can be recorded in a reasonably consistent manner.

Kalman (1980) has developed a list of criteria based on building features which should be considered to determine heritage potential. The list is fairly comprehensive and allows local considerations to be dominant. The majority of what is determined to be heritage will be primarily of local interest or character (Falkner, 1977).

Kalman's list includes the following features:

A. Architecture:

- 1) style -- notable, rare, unique, or early example of a particular architectural style, type, or convention;
- 2) construction -- notable, rare, unique, or early example of a particular material or method of construction;
- 3) age -- comparatively old in the context of its region;
- 4) architect -- designed or built by an architect or builder who has made a significant contribution to the community, province, or nation;
- 5) design -- a particularly attractive or unique building because of the excellence, artistic merit, or uniqueness of its design, composition, craftsmanship, or details;
- 6) interior -- interior arrangement, finish, craftsmanship, and/or detail is/are particularly attractive or unique.

B. History:

- 7) person -- associated with the life or activities of a person, group, organization, or institution that has made a significant contribution to the community, province, or nation;

- 8) event -- associated with an event that has made a significant contribution to the community, province, or nation;
- 9) context -- associated with, and effectively illustrative of, broad patterns of cultural, social, political, military, economic, or industrial history.

C. Environment:

- 10) continuity -- contributes to the continuity or character of the street, neighbourhood, or area;
- 11) setting -- setting and/or landscaping contributes to the continuity or character of the street, neighbourhood, or area;
- 12) landmark -- a particularly important visual landmark.

D. Usability:

- 13) compatibility -- present use is compatible with the current land use or zoning of the site, street, or neighbourhood;
- 14) adaptability -- potentially adaptable to compatible re-use without harm to the architectural elements which contribute to its significance;
- 15) public -- capacity for needed public, educational, or museum use;
- 16) services -- adequately serviced and protected for contemporary use;
- 17) cost -- cost of preservation, restoration, maintenance, and/or interpretation is reasonable.

E. Integrity:

- 18) site -- occupies its original site;
- 19) alterations -- has suffered little alteration, and retains most of its original materials and design features;
- 20) condition -- building is in good structural condition.  
(Kalman, 1980)

These criteria can be used to evaluate the features of a building being considered for its heritage value. Numerical scores or verbal grades (excellent, very good, good, fair/poor)



are used to assign judgements of quality to features relative to the criteria.

The results of the building evaluation are used to place each building into a category of significance. By categorizing the inventory, individual buildings can also be judged in relation to other buildings. For example, the City of Vancouver uses three categories:

Category A -- buildings which have outstanding heritage value, considered to make a larger contribution to the City than any alternative use of the site;

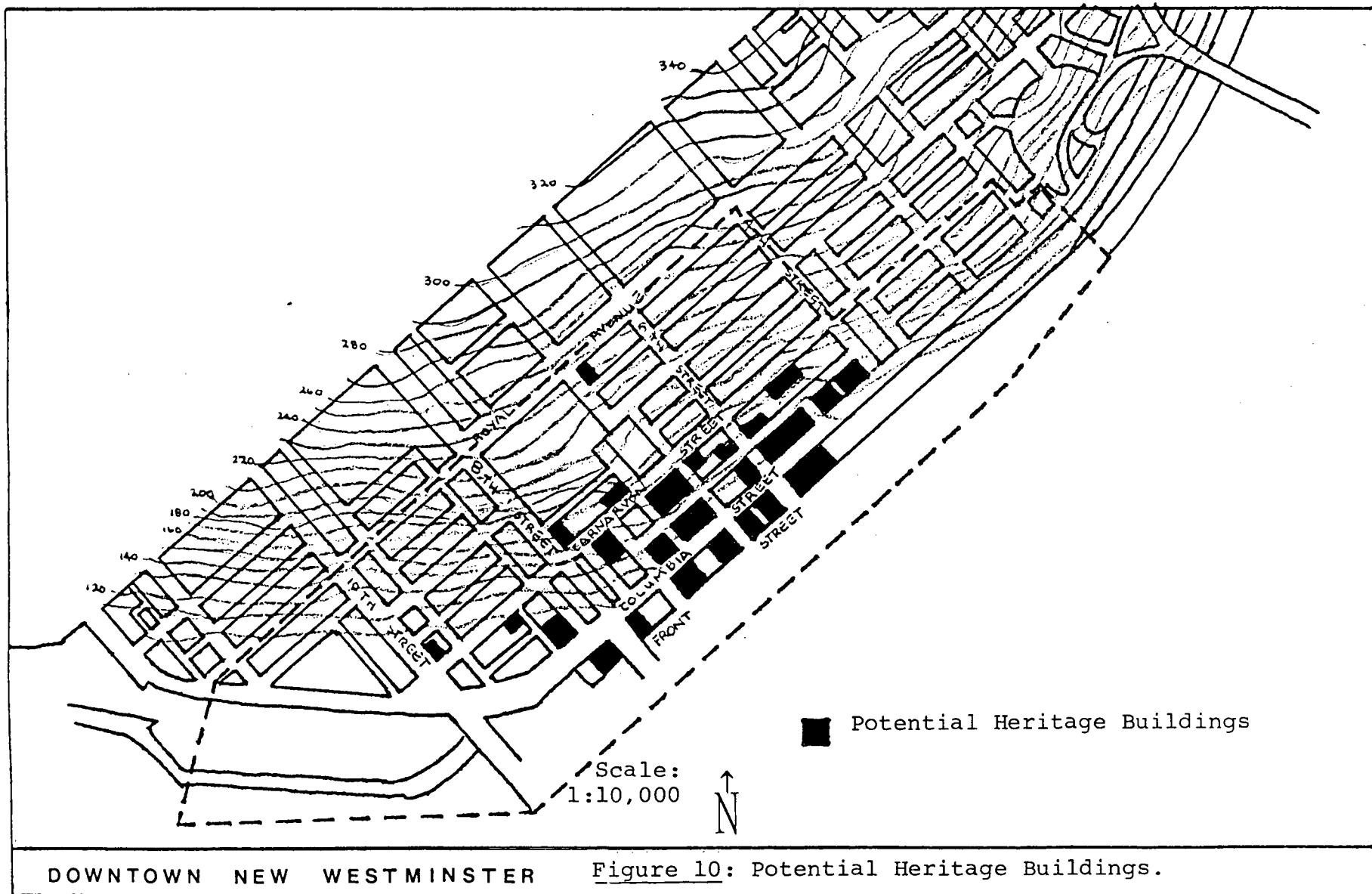
Category B -- buildings which have considerable heritage value, but proposals for alterations or demolition would be entertained;

Category C -- buildings which have some heritage value, and where marked concentrations of these buildings occur, the Heritage Advisory Committee may suggest area designation.  
(Vancouver City Planning Department, 1975)

Buildings in Downtown New Westminster should be evaluated with emphasis on the local and regional context and particular weight should be given to their continuing utility.

A categorized inventory provides the basis for decision-making in areas such as heritage policy, designation, demolition and alterations, and so on.

Figure 10 shows the distribution of potential heritage structures in the Downtown. Potential structures were visually appraised but a more in-depth study will probably reveal that some structures have been covered over; for example, the old tram station may still be under the Wosk's exterior



DOWNTOWN NEW WESTMINSTER

Figure 10: Potential Heritage Buildings.

(Miller, 1984), and more extensive research is required to verify.

Three individual buildings in the Downtown are presented as examples of significant heritage value -- the Westminster Trust Building, and the Burr and Guichon Blocks. The evaluation method is demonstrated using both verbal grades and numerical scores. (For an in-depth description of the evaluation method for assigning verbal grades and numerical scores see Kalman, Harold, 1980, The Evaluation of Historic Buildings.)

## Building Evaluation Sheet

Name WESTMINSTER TRUST BUILDINGLocation 713 COLUMBIA STREETNEW WESTMINSTER, B.C.

Reference Number \_\_\_\_\_

## A Architecture

1 Style	<u>EARLY SKYSCRAPER</u>	(E)	VG	G	F/P
2 Construction	<u>BRICK, MASONRY</u>	E	(VG)	G	F/P
3 Age	<u>1911</u>	(E)	VG	G	F/P
4 Architect	<u>F. G. GARDINER</u>	E	(VG)	G	F/P
5 Design		E	VG	G	F/P
6 Interior		E	VG	G	F/P

## B History

7 Person		E	VG	G	F/P
8 Event		E	VG	G	F/P
9 Context	<u>CITY'S FIRST SKYSCRAPER</u>	(E)	VG	G	F/P

## C Environment

10 Continuity	<u>AREA OF 2-4 STOREY BLDGS.</u>	E	(VG)	G	F/P
11 Setting	<u>COMPATIBLE</u>	E	(VG)	G	F/P
12 Landmark	<u>VISUALLY DOMINANT</u>	(E)	VG	G	F/P

## D Usability

13 Compatibility	<u>COMMERCIAL + OFFICE</u>	(E)	VG	G	F/P
14 Adaptability		E	VG	G	F/P
15 Public		E	VG	G	F/P
16 Services		E	VG	G	F/P
17 Cost	<u>LOW</u>	(E)	VG	G	F/P

## E Integrity

18 Site	<u>ORIGINAL SITE</u>	(E)	VG	G	F/P
19 Alterations	<u>RETAINS MOST OF ORIGINAL DESIGN</u>	E	(VG)	G	F/P
20 Condition	<u>WELL-MAINTAINED</u>	(E)	VG	G	F/P

Evaluated by E. C. SLEATHDate MARCH 22, 1984Recommendation EXTERIOR PRESERVED INTACT; ALMOST  
FULLY RENTED; CONTINUE USE AS IS.

Reviewed by \_\_\_\_\_ Date \_\_\_\_\_

Comments \_\_\_\_\_

Approved by \_\_\_\_\_ Date \_\_\_\_\_

Comments \_\_\_\_\_



(17) Westminster Trust Building



(18) Westminster Trust Building

## Building Evaluation Sheet

Name BURR BLOCKLocation 411 COLUMBIA STREETNEW WESTMINSTER, B.C.

Reference Number \_\_\_\_\_

## A Architecture

1 Style	VICTORIAN	E	VG	G	F/P
2 Construction	BRICK, GRANITE	E	VG	G	F/P
3 Age	1892	E	VG	G	F/P
4 Architect	G.W. GRANT	E	VG	G	F/P
5 Design	TERRA COTTA WINDOW DETAIL	E	VG	G	F/P
6 Interior	LARGE OPEN STAIRCASE; ATRIUM	E	VG	G	F/P
LIT BY SKYLIGHT PENETRATES TO SECOND FLOOR					

## B History

7 Person	W.H. BURR	E	VG	G	F/P
8 Event	SURVIVED 1898 FIRE + 1911 EARTHQUAKE	E	VG	G	F/P
9 Context		E	VG	G	F/P

## C Environment

10 Continuity	DOMINANT CHARACTER	E	VG	G	F/P
11 Setting	COMPATIBLE	E	VG	G	F/P
12 Landmark	ONE OF TWO PRE-FIRE BLDGS	E	VG	G	F/P

## D Usability

13 Compatibility	PRESENTLY VACANT	E	VG	G	F/P
14 Adaptability	WIDE VARIETY OF USES ALLOWED	E	VG	G	F/P
15 Public		E	VG	G	F/P
16 Services	NEEDS UPGRADING	E	VG	G	F/P
* 17 Cost	ABOUT \$1 MILLION WITH GUICHON BL. FOR ADAPTIVE RE-USE CONCEPT BY FCC (FIRST CAPITAL CITY DEVELOPMENT)	E	VG	G	F/P

## E Integrity

18 Site	ORIGINAL SITE	E	VG	G	F/P
19 Alterations	EXTERIOR AT STREET LEVEL	E	VG	G	F/P
20 Condition	STRUCTURALLY SOUND; FACADE IN EXCELLENT CONDITION	E	VG	G	F/P

Evaluated by E.C. SLEATHDate MAR. 22, 1984Recommendation \* CONCEPT PROPOSES LOWER 2 FLOORS ASRETAIL; UPPER FLOORS AS RESIDENTIAL;

Reviewed by \_\_\_\_\_

Date \_\_\_\_\_

Comments \_\_\_\_\_

Approved by \_\_\_\_\_

Date \_\_\_\_\_

Comments \_\_\_\_\_

## Building Evaluation Sheet

Name GUILCHON BLOCKLocation 401 COLUMBIA STREETNEW WESTMINSTER, B.C.

Reference Number \_\_\_\_\_

<b>A Architecture</b>		(Maximum 35)	<b>31</b>
1 Style	<u>VICTORIAN</u>	20 10 (5) 0	
2 Construction	<u>MASONRY</u>	15 (8) 4 0	
3 Age	<u>1887</u>	(10) 5 2 0	
4 Architect	<u>G.W. GRANT</u>	(8) 4 2 0	
5 Design		8 4 2 0	
6 Interior		4 2 1 0	
<b>B History</b>		(Maximum 25)	<b>25</b>
7 Person		25 10 5 0	
8 Event	<u>SURVIVED 1898 FIRE + 1911 EARTHQUAKE</u>	(25) 10 5 0	
9 Context	<u>ORIGINALLY QUEEN'S HOTEL</u>	20 10 (5) 0	
<b>C Environment</b>		(Maximum 10)	<b>10</b>
10 Continuity	<u>DOMINANT CHARACTER</u>	10 (5) 2 0	
11 Setting	<u>COMPATIBLE</u>	5 (2) 1 0	
12 Landmark	<u>ONE OF TWO PRE-FIRE BLDGS.</u>	(10) 5 2 0	
<b>D Usability</b>		(Maximum 15)	<b>14</b>
13 Compatibility	<u>PRESENTLY VACANT</u>	8 (4) 2 0	
14 Adaptability	<u>WIDE VARIETY OF USES ALLOWED</u>	(8) 4 2 0	
15 Public		8 4 2 0	
16 Services	<u>NEEDS UPGRADING</u>	8 4 2 (0)	
* 17 Cost	<u>ABOUT \$1 MILLION WITH BURR BL. FOR ADAPTIVE RE-USE CONCEPT BY FCC DEVELOPMENT CORP.</u>	8 4 (2) 0	
<b>E Integrity</b>		(Maximum 15)	<b>12</b>
18 Site	<u>ORIGINAL SITE</u>	(5) 3 1 0	
19 Alterations	<u>CORNICE REMOVED; STREET LEVEL FACADE COVERED</u>	5 3 (2) 0	
20 Condition	<u>STRUCTURALLY SOUND</u>	(5) 3 2 0	
Total Score		31 25 10 12	<b>12</b>
Group		A B C D E	
Evaluated by <u>E.C. SLEATH</u>		Date <u>MAR. 22, 1984</u>	
Recommendation * <u>CONCEPT PROPOSES LOWER 2 FLOORS AS RETAIL WITH 3<sup>RD</sup> FLOOR AS RESIDENTIAL; ROOF GARDEN</u>			
Reviewed by _____		Date _____	
Comments _____			
Approved by _____		Date _____	
Comments _____			





(19) The Burr Block



(20) The Guichon Block





(21) The Burr and Guichon Blocks, c. 1906.  
(New Westminster Public Library)



(22) The Burr and Guichon Blocks, 1984.

## Building Groups

When viewed as a group, buildings can produce a total effect which give a special character to the area.

Distinctive building groups are formed when adjacent buildings are consistent in architectural style and detail, and when their relationship to one another is harmonious and complementary.

Because of the complementary styles which have been built over the years, these building groups add a homogeneous quality to the streetscape, while minor variations in colour and material help to prevent monotony.

The relationship between buildings is established by similarities or differences in a variety of design characteristics, such as:

- setback from the street;
- spacing from adjoining buildings;
- massing (composition of the main volumes of buildings);
- height;
- facade proportions and directionality;
- shape and silhouette;
- arrangement of windows and doors;
- sizes and proportions of windows and doors;
- materials and texture;
- colour;
- rhythm (systematic occurrence of building elements);

- scale (how the building is perceived in relation to human size); and
- architectural style.

The consideration of building groups is particularly important for preservation because it gives recognition to streetscapes created by the grouping of relatively anonymous buildings.

This building group at Columbia and Lorne Streets shows a complementary relationship of building features (Photo 23).



(23) 705 and 681 Columbia Street.

The windows are the same size and shape. The lower window sills of the second floor are even and this horizontal line continues through the three buildings. The lesser arches are even with the upper window sills of 'Ricki's' and with the cornice of 'Kresge's'. The cornices of these buildings are

similar, as are the colours and materials used. The original detail of the lower facades has been covered over.

### Street Pattern and Historic Plan

Streets provide a stable and unifying component of city pattern.

The street pattern of Downtown New Westminster was deliberately designed by Colonel Moody for reasons outlined previously in this section.

The layout consisted of long, slim blocks, separated by narrow feeder streets which joined wider main streets at right angles (Figure 11). This rectangular grid pattern was applied without regard for the topography, resulting in extremely steep streets down to the Fraser River.

The street pattern of the Downtown represents the tremendous physical effort by the Royal Engineers clearing and surveying the land and has remained virtually intact as Moody laid it out in 1858.

The grid pattern which overlays the steep topography creates a visually exciting environment, with the opportunity for views to the River and unique streetscapes.

The width of the Downtown streets was determined by the length of the surveyor's chain (lanes are one chain wide, collector streets are two chains, and major streets are three chains). Many of the streets are quite narrow, bringing

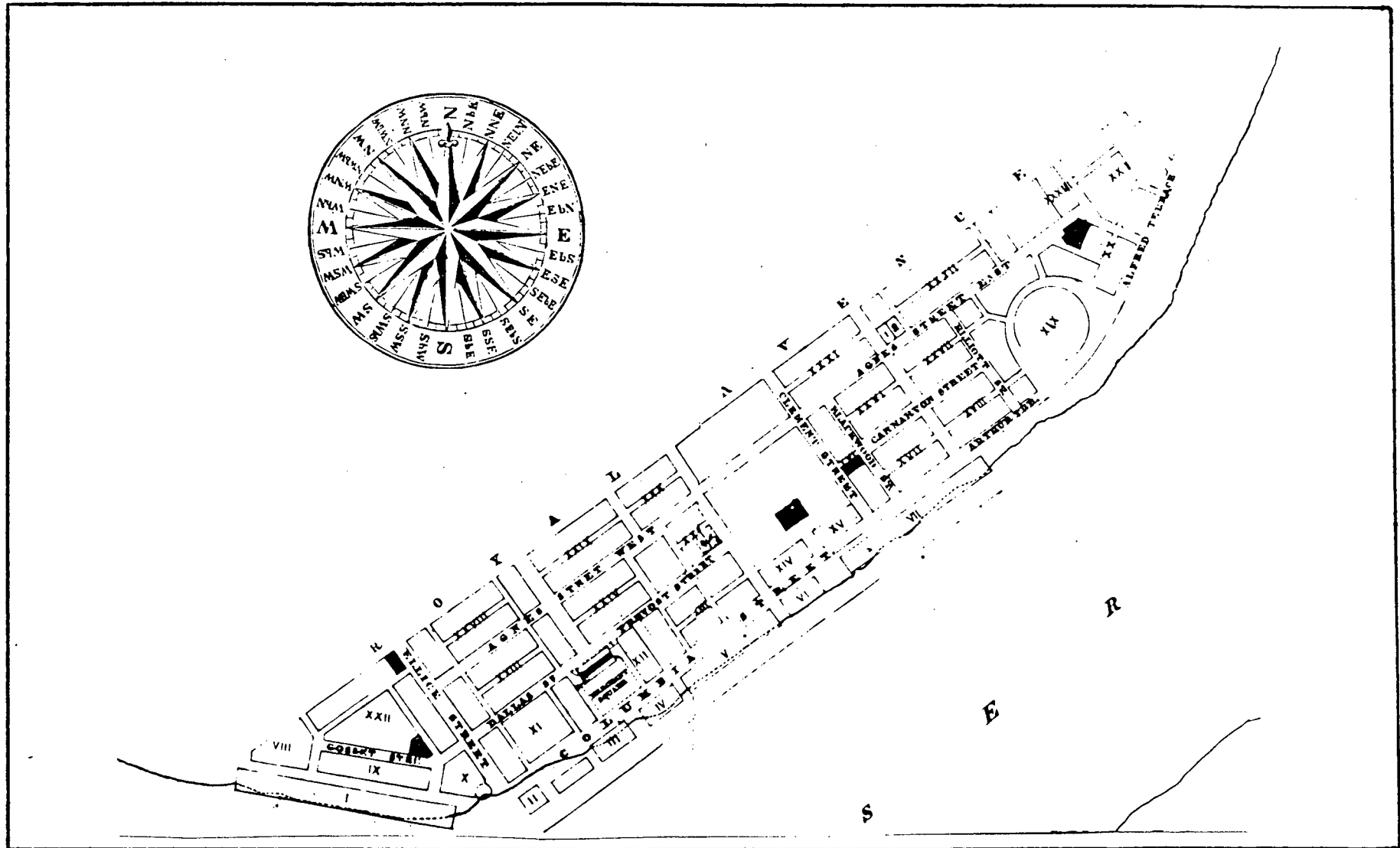


Figure 11: An Early Plan of New Westminster by Colonel Moody (Woodland, 1973).



buildings and activities closer together and contributing to the area's human scale.

Some of the hills are so steep that buses often get stuck; the hills can also create problems for cars and pedestrians. The hills which are too steep can be closed to vehicular traffic and terraced for more comfortable pedestrian use.

Mackenzie Street has been adapted into an urban park with steps extending from Agnes Street to Carnarvon (Photo 24). Such parks or plazas provide attractive and useful open space while preserving the pattern of the historic plan.



(24) Begbie Square.

Street names also contribute to the historic character of the Downtown. For example, Merivale Street is named for the under-secretary of state and Lytton Square for the secretary of state for the colonies when the City was established;

Begbie Street was named for the first judge in the colony, Sir Matthew Baillie Begbie; Victoria Street and Albert Crescent are, of course, named for Queen Victoria and Prince Albert.

### Open Spaces and Landscaping

Downtown New Westminster presently has only a small amount of public open space. Existing 'green space' consists of Tipperary Park and the Friendship Gardens which are located above Royal Avenue, adjacent to the City Hall. Mackenzie Street has been recently closed off between Carnarvon and Agnes Streets to create an urban park with steps, benches, landscaping, and a waterfall.

Landscaping in the Downtown is quite minimal. Tipperary Park and the Friendship Gardens provide a pleasant contrast at the edge of the Downtown with their large trees and beautiful gardens.

Tipperary Park (Photo 25) was conveyed to the City in 1908 and was selectively cleared in 1909 to preserve the native trees and provide a rest area. The name comes from the use of the park by schoolboys to settle their differences and the resulting association with fighting. The park remains today in its intended use.

The Friendship Gardens (Photo 26) were built in 1963 as a tribute to New Westminster's sister city of Moriguchi in Japan. The site was chosen because in 1962, hurricane 'Freda'



(25) Tipperary Park.



(26) Friendship Gardens.

blew down most of the trees in this section of Tipperary Park.  
The gardens combine features of the basic Japanese garden and



the Canadian informal style (New Westminster Parks and Recreation Department, 1976).

Begbie Square, located on Mackenzie Street between Agnes and Carnarvon, is a recently constructed urban park (Photo 27). It is located on a steep street, with large-scale landscaping (such as steps and major planting) contributing to its prominence.



(27) Begbie Square.

The park also has an historical focus with a statue of Sir Matthew Baillie Begbie located in a central position. Begbie arrived in British Columbia in 1858 to act as judge in the new colony. He was successively the Chief Justice of the mainland colony, the united colony, and the province of British Columbia. Begbie is commonly known as the 'Hanging Judge' due to his reputation for toughness in the administration of criminal law.

Landscaping can be used to tie an area together by providing a common element, such as planting, paving, or lamp posts. An attempt has been made in this regard along Columbia Street (Photo 28) but the materials and design used do not bring out the area's historic character.



(28) Landscaping along Columbia Street.

### Landmarks

Landmarks are elements in the natural or built environment which act as reference points to make the city more legible to its users.

Landmarks may be natural reference points, such as hills and water, or they may be elements in the urban environment, such as structures, sites, or parks.

In some instances, natural and built combine to create a landmark. For example, a structure may become prominent due to its location on a ridge or hilltop.

The qualities of a landmark relate to the reasons for its prominence or its being singled out from an array of physical features. These qualities include:

- 1) dominance -- size, location, form;
- 2) symbolic or historic importance -- association or representation of event, person, function, or set of values;
- 3) natural -- land and water features, including topography, water bodies or courses, trees or other vegetation, special or unusual views.

Figure 12 presents the location of some of the Downtown's major landmarks.

- 1 Douglas College
- 2 Law Courts; Begbie Square
- 3 College Place
- 4 Keg at the Station
- 5 Columbia Street Shopping
- 6 Tipperary Park
- 7 City Hall and Friendship Gardens
- 8 Royal Towers

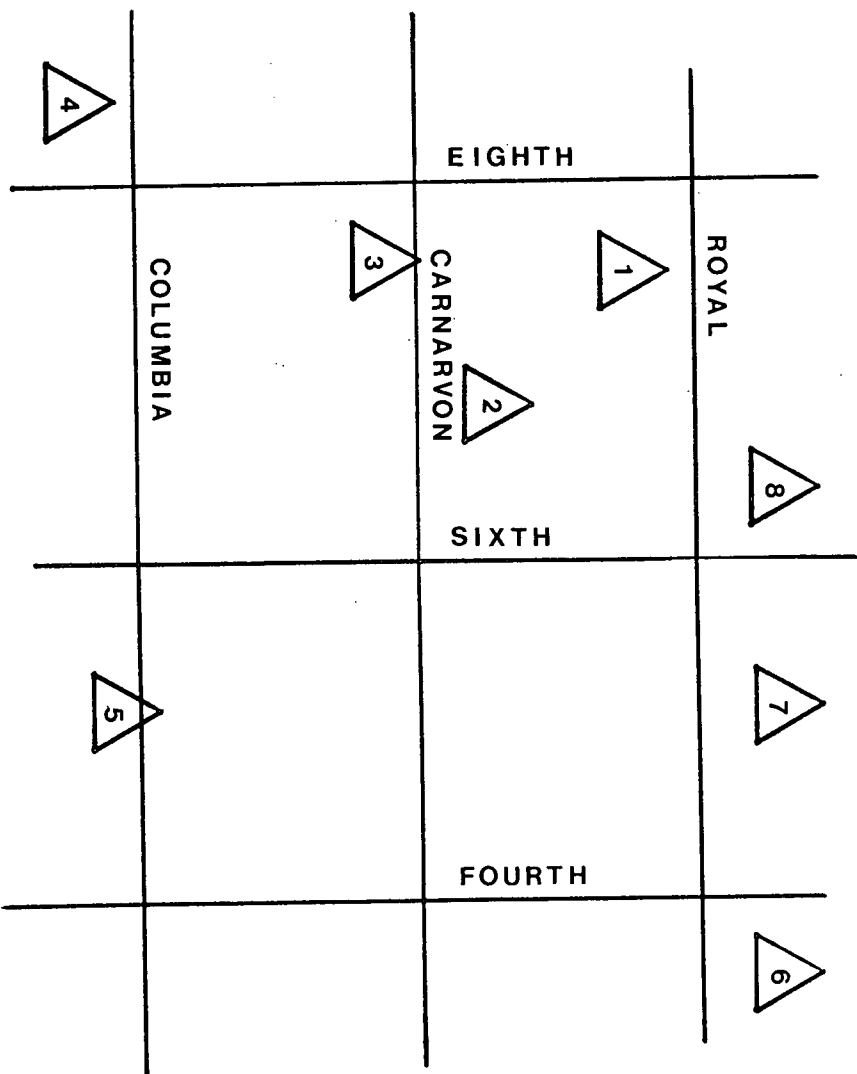


Figure 12: Landmarks in the Downtown.

Section III:

A Plan for Preservation

Section II describes the potential and problems in Downtown New Westminster and forms a base from which to develop the Plan for Preservation presented in this section.

The Plan provides a framework to achieve preservation through combining public and private investment.

The Plan is presented as follows:

- A. Heritage Precincts
- B. Goals
- C. Objectives
- D. Strategies
- E. Funding
- F. Organizations
- G. Implementation
- H. Evaluation
- I. Conclusions

#### A. Heritage Precincts

The vast majority of buildings, especially commercial and industrial, will not have great historic or architectural significance (Fitch, 1982); however, attention has shifted to areas or precincts because a concentration of these buildings may make them important as a group (Vancouver City Planning Department, 1975). A concentration of older structures often retains the character and feeling of the time period in which they were constructed; a precinct may be unified by a similar use, architec-

tural style, type of building material, or scale.

Heritage precincts are important for the character of the setting as a whole; they possess a unity in their shared character and components. Because of their consistency and limited size, precincts can be more effectively planned and managed (City of Ottawa, 1978).

Adaptive re-use provides a means of maintaining both the integrity of the streetscape and the utility of the buildings. This form of intervention calls for exterior conservation and often major interior renovation. Since the role of the buildings in the streetscape is 'more urbanistic than narrowly architectural' and few of the interiors will have special merit, adaptive re-use plays a major role in the preservation of heritage precincts (Fitch, 1982).

To determine the boundaries of heritage precincts, the National Trust for Historic Preservation (1976) developed a comprehensive set of criteria for defining edges of historic districts. These criteria can be used individually or in combination depending on the nature of the precinct.

1) Historic factors

- a) boundaries of an original settlement or an early planned community;
- b) concentrations of early buildings and sites.

2) Visual factors

- a) edges determined or influenced by an architectural survey;
- b) edges related to development in stages rather than over a continuous period;

- c) edges based on topographical considerations;
  - d) edges drawn to include gateways, entrances and vistas to and from a district.
- 3) Physical factors
- a) railroads, expressways and major highways;
  - b) major open spaces;
  - c) rivers, marshlands and other natural features;
  - d) major changes in land use;
  - e) walls, embankments, fence lines;
  - f) limits of a settled area.
- 4) Surveyed lines and lines of convenience
- a) legally established boundary lines;
  - b) streets and other local rights of way;
  - c) property lines;
  - d) uniform setback lines;
  - e) lines of convenience, for example, connecting two points determined by other edge factors.
- 5) Political, economic and social factors
- a) political considerations, for example, publicly owned property;
  - b) socio-economic factors.

Significant heritage precincts are often located in a city's central business district and the surrounding inner city areas because the core is generally the site of the original settlement. These core areas have concentrations of older buildings, and in smaller urban centres are often subject to deterioration due to congestion, economic problems, and poor maintenance (Stewart, 1983).



The history of Canada is reflected in the older buildings and neighbourhoods located in or near the downtown core of our cities. These old buildings and neighbourhoods, in addition to their functional and social importance to the people who use and live in them, often comprise irreplaceable and outstanding symbols of our nation's history and heritage. Some may be of national significance, others provincial, others local.

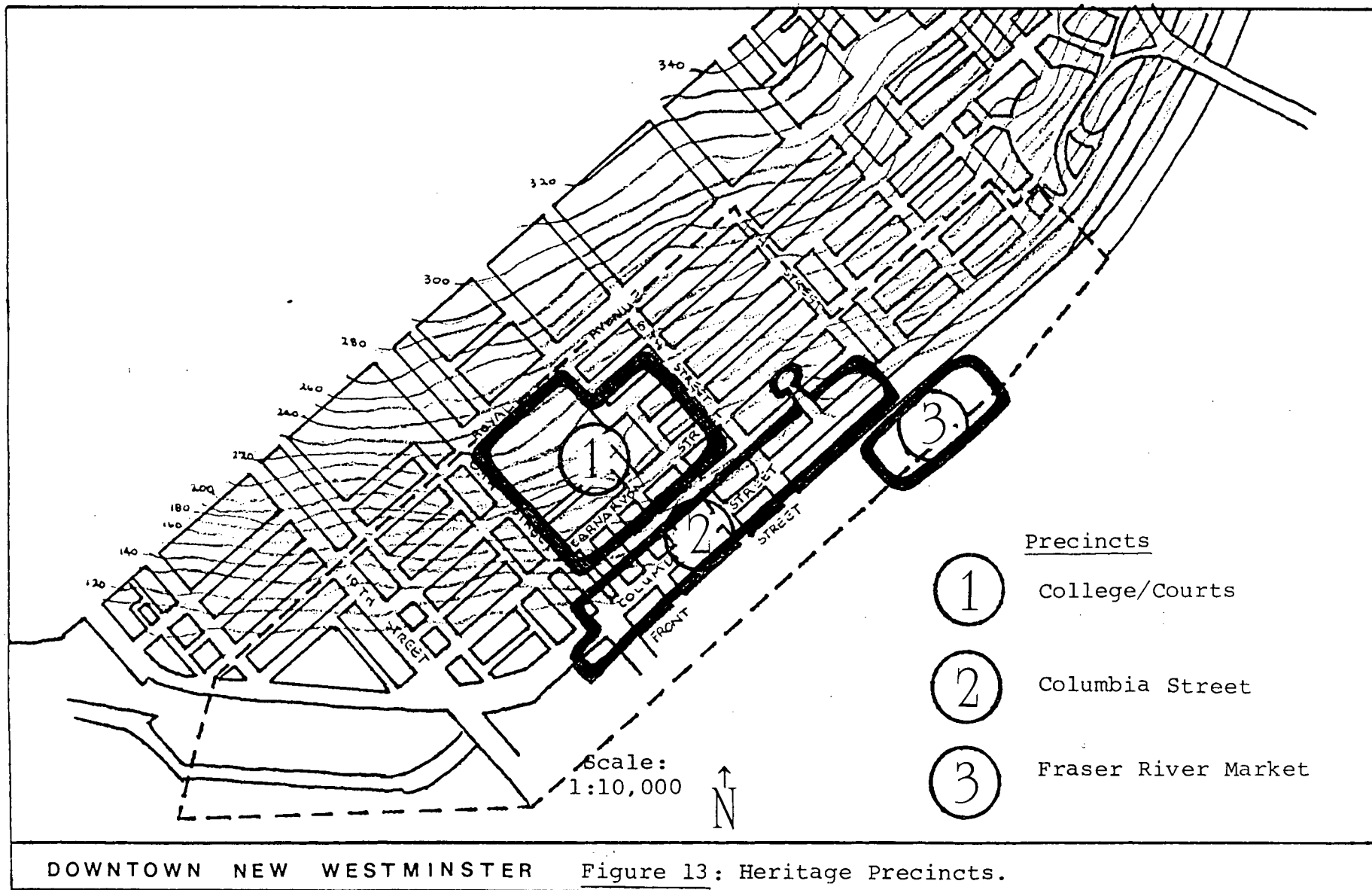
(MacNeill, 1971)

Downtown New Westminster possesses many unique features which identify it as a district within the larger City, but within this district heritage areas or precincts can be identified due to their distinctive physical, functional, and historic character.

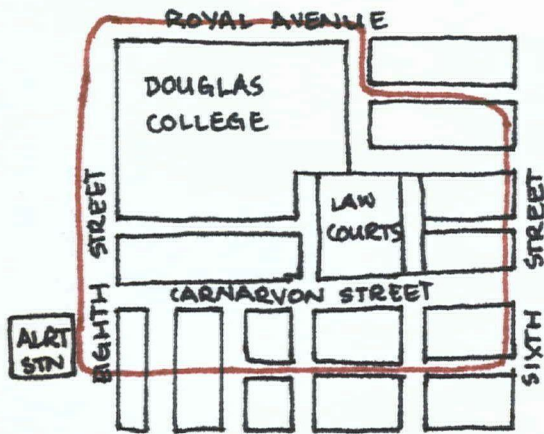
The features identified in the previous section interrelate to create a different character for each Heritage Precinct in the Downtown. These Precincts are identified as:

- 1) College/Courts Precinct
- 2) Columbia Street Precinct; and
- 3) Fraser River Market Precinct.

Their locations within the Downtown are shown in Figure 13.



# 1) College/Courts Precinct



The College/Courts Precinct identifies the area indicated opposite, roughly between Sixth and Eighth Streets from the south side of Royal Avenue to the north side of Carnarvon Street.

This Precinct has historically contained institutional uses.

The Old Courthouse was first constructed in 1891, designed by G.W. Grant. It was gutted in the 1898 fire (Photo 29) and restored in 1899.



(29) Courthouse after the fire, September 1898.  
(New Westminster Public Library)

It remains on Carnarvon Street (Photo 30) as the only major Courthouse on the mainland where Sir Matthew Baillie Begbie passed judgement in B.C.'s early days (Chambers, 1979).



(30) Courthouse, January 1901  
(New Westminster Public Library)

The Carnegie Library was also located in this Precinct until it was torn down in the 1950's. It was located on the site now occupied by the new Law Courts and this site is still referred to as 'the old Carnegie Library site' by many long-time residents.

The new structures of the Law Courts and Douglas College complex are now the dominant institutional uses in the College/Courts Precinct and have begun to strongly establish its activity character.

New and complementary uses have moved into the College/Courts Precinct. The 'College Place Hotel' now occupies the renovated building which was previously known as the Russell Hotel. 'College Place', with its bar and disco, has quickly become one of the City's most popular night spots. The Precinct contains several other restaurants and nightclubs,

including 'The Bench and Gavel' restaurant located next to the Law Courts.

New office and retail space has also located in the College/Courts Precinct in the form of the buildings known as 'Queen's Court' and 'Carnarvon Place'.

The remainder of the Precinct is generally in a state of transition. Several of the stores and offices are presently vacant and some of the uses which have become inappropriate to the institutional character appear to be moving (such as Royal City Glass). The Precinct contains several surface parking and vacant lots.

The edges of the College/Courts Precinct are defined by Royal Avenue on the north and Eighth Street on the west, both wide and heavily used streets. The other edges of the Precinct are less sharply defined by physical boundaries, but rather are determined by uses and aspect; the College/Courts Precinct is characterized by its institutional and related uses and by its enclosed, inward-looking nature. For example, the buildings along Carnarvon Street face into the Precinct and are spatially as well as functionally related to the institutional anchors. On the other hand, those buildings which face onto Royal Avenue and Sixth Street are not tied spatially or functionally to the Precinct and are not included.

Within the Precinct, individual elements are linked together spatially and visually. The link between Carnarvon Street and the Douglas College complex is shown in Photos 31 and 32.





(31) Link between Douglas College and Carnarvon Street.



(32) Link between Douglas College and Carnarvon Street.



(33) Top of Begbie Square.

The paving materials and texture change in Begbie Square but other elements remain constant -- such as railings, stepped configuration, and planting -- to link Agnes to Carnarvon Street through the Square (Photo 34).



(34) Begbie Square.



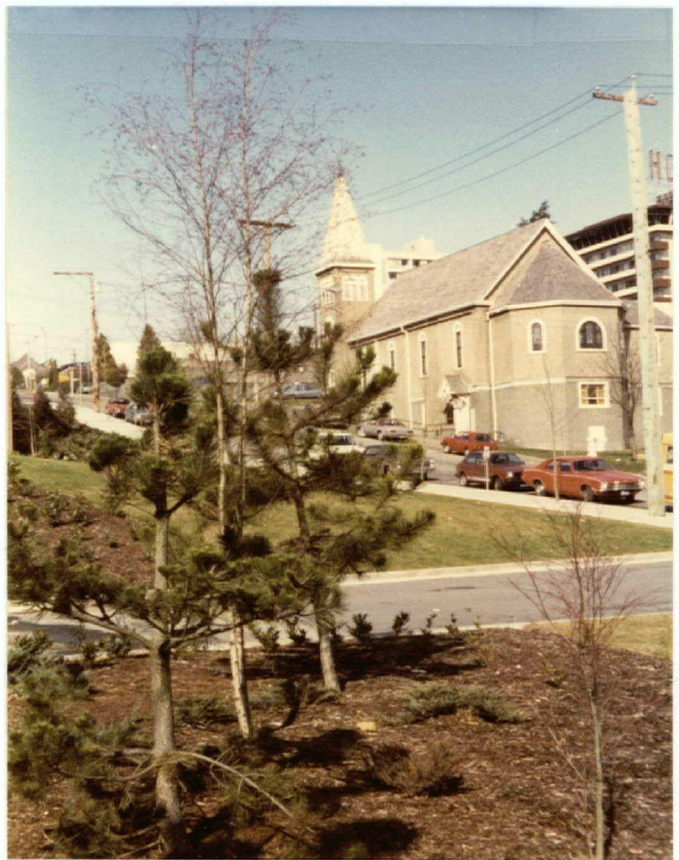


(35) View downriver from Douglas College

Views also help to tie the Precinct together.

Panoramic views of the River can be obtained from the viewpoint at the southwest corner of the Douglas College Complex (Photo 35).

An unusual view within the Precinct is available up Seventh Street to St. Paul's Church (Photo 36).



(36) St. Paul's Church.

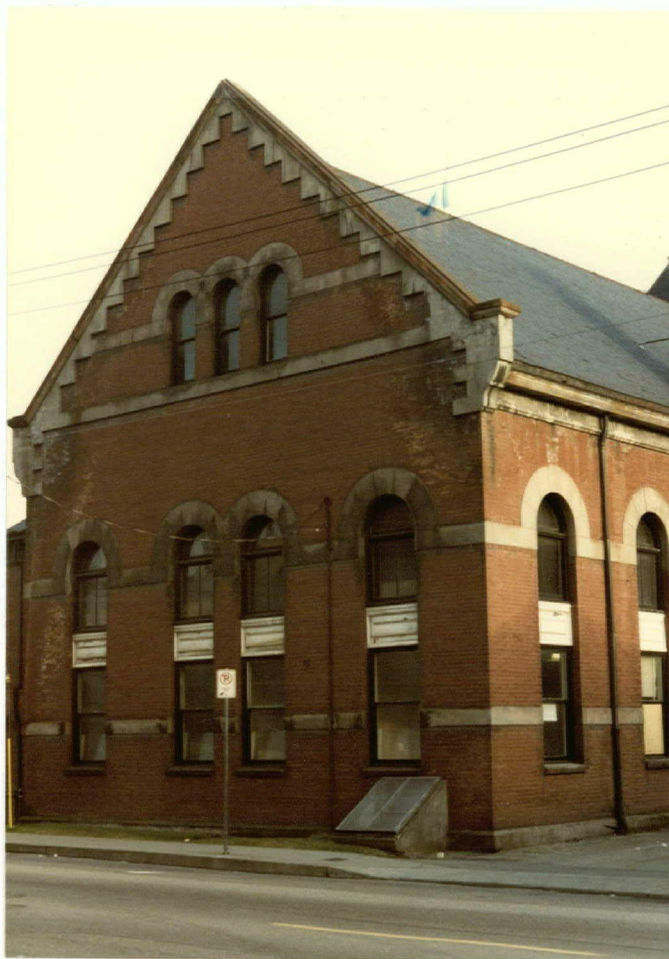


Characteristic views of the Fraser River are available down the north-south streets. Examples of these corridor views can be seen in Photos 32 and 34.

The College/Courts Precinct contains significant historic buildings which help to establish its visual character. The reddish brick exterior of the Old Courthouse and Land Registry Office, along with the carved stone details and hip roof dominate the visual character of the Carnarvon streetscape (Photos 37, 38, and 39).



(37) Side view of the Old Courthouse.



(38) Old Courthouse, Carnarvon Street facade.



(39) Old Land Registry Office.



Several other old buildings in the Precinct occur along Carnarvon Street and, although not historically or architecturally outstanding, they help to create a streetscape which is historic and unique in the City.

The pattern of brick and stone is continued in several neighbouring buildings.

Photo 40 shows the use of very similar colours, materials, and details.



(40) 628 Carnarvon Street.

Photos 41 and 42 show styles, materials, colours, and other details which provide a contrast but remain complementary to the streetscape.

The building presently occupied by Royal City Glass combines elements from the two different styles (Photo 43). This combination was more apparent before the upper facade was altered and ground floor covered (Photo 44).



(41) College Place Hotel on Carnarvon Street.



(42) Adjacent building fronting on Begbie Street.





(43) Royal City Glass as it stands today at Carnarvon Street and Lorne Street.



(44) Royal City Glass as it looked in 1954.  
(New Westminster Public Library)

Most of the new structures in the College/Courts Precinct have attempted to follow the reddish brick or pale stone theme set by the old buildings. Photo 45 shows a new building which imitates the style of the Old Courthouse with its arched windows and hip roof.



(45) Bench and Gavel Restaurant.

The Douglas College complex also uses reddish brick in the main structure and as a detail in its landscaping (Photo 46). The brick detail in the paving helps to link the complex with Begbie Square and with the 'Queen's Court' offices (Photo 47).

Begbie Square is paved with pale stone similar in colour to the College Place Hotel and the stone details in several of the other buildings in the Precinct (Photo 48).



The pale colour ties the Law Courts and 'Queen's Court' together and to the character of the area (Photos 47 and 48).



(46) Douglas College.



(47) Queen's Court.



(48) The Law Courts and Begbie Square.

The use of glass in the three major new structures also provides consistency to the Precinct's built form (Photos 46, 47, and 48).

In general, the College/Courts Precinct has a human scale. Most of the buildings are two to three storeys high and the facade lines are broken up either by distinct structural separation or by architectural detail. Most buildings are not set back from the sidewalk.

The Carnarvon Place mixed-use building is inconsistent with the scale of the Precinct. Its ground-level storefronts are set back from the sidewalk and it presents a strongly horizontal unbroken three storey facade to the street with its remaining seventeen storeys set back slightly (Photo 49). The height of this building is disruptive to the entire Precinct,



not just the Carnarvon street-scape. It blocks views and visually intrudes into the entire surrounding area.

The Law Courts is also rather massive but its height at any one level is limited to four storeys. Its facades are broken up by vertical details and windows. The landscaping in its stepped configuration also helps to reduce the perception of the building's mass (Photo 50)



(49) Carnarvon Place.



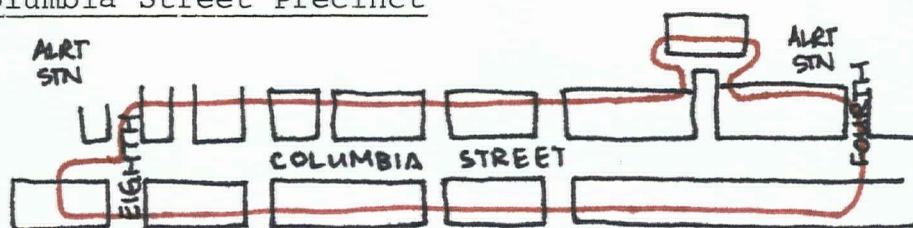
(50) The Law Courts facing Carnarvon Street.

The mass of the Law Courts and Douglas College complex is also broken up by the topography. These structures are built in a stepped configuration which responds to the topography. Thus, at any one level, the height of the structure is not greater than four storeys.

The College/Courts Precinct should attract institution-related uses, such as office, personal service, and some retail. The ALRT line is intended to run on an elevated track down Carnarvon Street with a station located at Eighth and Carnarvon. The presence of the elevated track will likely be visually disruptive to the Carnarvon streetscape, but the location of the ALRT station adjacent to the Precinct could prove beneficial to the heritage preservation objectives. It is anticipated that the station will attract investment to the surrounding area. Higher density development could be directed to locate across Eighth Street from the College/Courts Precinct, thus alleviating pressure for redevelopment to a higher use within the Precinct. The Precinct offers a unique opportunity for development compatible with its character and the ALRT may help to attract such investment.

The College/Courts Precinct derives its essential character from its dominant institutional uses and significant historic buildings; the total environment communicates the Precinct's character through the relationship between buildings in the streetscape and the linkages created by landscaping.

## 2) Columbia Street Precinct



Columbia Street is one of the longest 'main streets' in British Columbia, stretching from the CPR station eastward along the flat land next to the Fraser River. The Columbia Street Precinct was historically the principal shopping area in the Downtown (Photo 51).



(51) Columbia Street, c. 1903.  
(New Westminster Public Library)

Activities along Columbia continue to be primarily retail and service oriented. It contains entertainment facilities, such as theatres, restaurants, and nightclubs, as well as several banks, the federal post office, and numerous shops and businesses.

Columbia Street is long and straight. Its ends are defined by the old CPR station ('Keg at the Station' restaurant, Photo 52) to the southwest and Fourth Street to the northeast. The shopping nature of the street changes at Fourth



(reflecting Colonel Moody's original plan) and this change in use marks the edge of the Columbia Street Precinct.



(52) CPR Station at Eighth and Columbia.

The Precinct is further defined by its location on the flat land next to the River. Columbia Street runs between the waterfront and the steep slopes of the River bank.

The Holy Trinity Cathedral is visually part of Columbia Street Precinct because of the view of it which is available up Church Street (Photo 53).

Panoramic views up and down the River are available from the viewpoint at the foot of Fourth Street where Columbia begins to rise and the River to curve.

The character of the Columbia Street Precinct is primarily due to its buildings and functions which give it a traditional 'main street' flavour.



(53) Holy Trinity Cathedral.

The building heights range from one to eight storeys but most of the buildings are between two and four storeys. Storefronts are generally fairly narrow (Photo 54).



(54) South side of Columbia and Sixth Street.



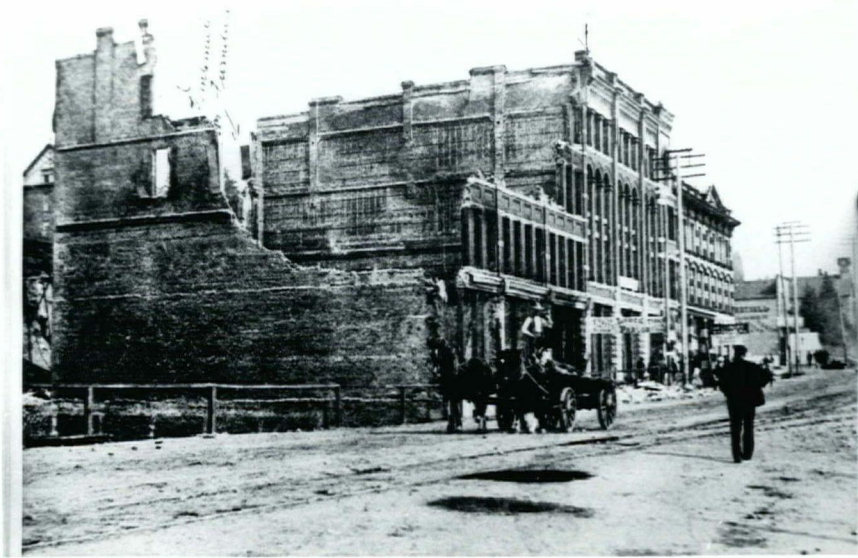
Columbia Street has two lanes of traffic with diagonal parking on both sides which helps to reduce the perception of its width. Sidewalks are also wide and pedestrian crossings at each intersection help to facilitate pedestrian traffic.

An attempt has been made to tie the street together through the use of landscaping. Planters, trees, and lamp standards are placed at intervals down the length of Columbia Street but the materials and design used do not reflect the historic character of the streetscape (Photo 55) and they are not well-maintained.



(55) Landscaping along Columbia Street.

The Columbia Street Precinct contains several significant heritage buildings and many other buildings which date back to the early decades of the twentieth century. The oldest buildings, the Burr and Guichon Blocks, are the only buildings



(56) Burr and Guichon blocks just after 1898 fire. (New Westminster Public Library)

which survived the 1898 fire (Photo 56). The Westminster Trust Building was the City's first skyscraper (Photo 57). The old Bank of Commerce is well-maintained and continues its banking function (Photo 58). Other buildings which contribute to the Columbia Street Precinct's character are shown in Photos 59 through 63.



(57) Westminster Trust Building.





(58) Bank of Commerce at Sixth and Columbia.



(59) 632 Columbia Street.





(60) 652 and 660 Columbia Street.



(61) The Trapp Block.



(62) 716 Columbia Street.



(63) 681 Columbia Street



Renovation of buildings along Columbia Street has mostly occurred at street level while the upper floors often remain untouched. For example, Photos 64 and 65 show the renovations of the building presently occupied by Zellers.



(64) Spencers building, 1940.  
(Vancouver Public Library)

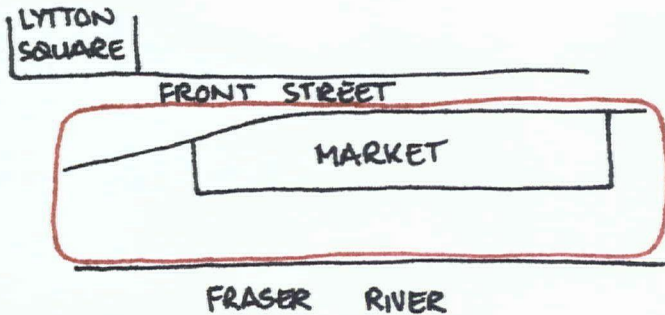


(65) Spencers building, 1984. Note removal of cornice and covering of lower facade.

The Downtown Plan (1978) proposes that Columbia Street remain as a principally retail street, with some office, personal service, and entertainment functions. It is hoped that the ALRT system will reinforce this function, but if efforts are not made to revitalize the Columbia Street Precinct, the transit link to Surrey may result in growth attracted there instead of into New Westminster.

The anticipated new investment in retail, service, and related uses attracted by the location of the two ALRT stations adjacent to the Columbia Street Precinct could be managed within the Precinct to strengthen the historic character and main street function.

### 3) Fraser River Market Precinct



New Westminster's original City Market, built in 1892 and rebuilt after the fire in 1898, was located on the waterfront opposite Lytton Square.

This market served as the major trade centre for the farmers of the lower Fraser Valley (Photos 66 and 67).



(66) Pre-fire City Market.  
(Provincial Archives, Victoria)

In 1925, the waterfront building was destroyed and the Market moved across Front Street to Lytton Square. The market moved again in the 1940's to the site near Eleventh Street which is currently occupied by the Farmer's Market.





(67) City Market, c. 1905.  
(Provincial Archives, Victoria)

The new Fraser River Market was recently established on the original 1892 site opposite Lytton Square. It is housed by a long warehouse between the River and the railroad tracks (Photo 68).

The Fraser River Market is a public market where stalls are set up by local business people to sell goods.



(68) Fraser River Market.

The allocation of the stalls is deliberately planned and the market operates during the day on Friday, Saturday, and Sunday.

On the waterfront, adjacent to the Market building, picnic benches and some potted trees have been provided where patrons can sit and enjoy panoramic views up and down the Fraser and across to the Surrey hills. The Patullo and railway bridges can be seen from here with the mountains beyond (Photo 69). Tugboats, barges, and other river traffic can also be viewed from this waterfront vantage point.

Dock facilities for the Samson V steamboat museum are accessed from the Market site.

The Fraser River Market Precinct is significant as a heritage area due to its association with historic events and activities.

The Market site is presently enclosed by a fence to limit the potential dangers associated with the River and the adjacent railroad uses. The Precinct is visually separated from Front Street by the columns and structure of the parkade.



(69) Access to the riverfront.





(70) Entrance to the Market.

Access from the Downtown is across Front Street to a narrow 'path' across the railroad tracks and through an equally narrow opening in the chain-link fence. The path is unmarked and rather awkward since one must walk over rusty rails and split, uneven, rotting ties (Photo 70; note the entrance is between the two signs hung on the fence).

The waterfront plays an important role in the redevelopment proposals for Downtown New Westminster. It is intended to provide a unique location for new medium- to high-density housing. Construction is anticipated to begin before 1986 and should attract a variety of retail and personal service uses to the area.

The Market Precinct should become a distinctive element in the waterfront redevelopment proposals and will provide important public access to the waterfront. The public market use on its historic site on the Fraser River creates the opportunity for unique shopping and tourist attraction within the Downtown and particularly within the proposed waterfront



residential development.

Thus, the Fraser River Market is defined by its activities and their historic associations; however, for the area to develop as a strong precinct within the City, its historic associations should be preserved and its environment and accessibility improved. For example, the historic character can be promoted through the use of interpretive signs and pamphlets, staging of events, or articles and advertising in local newspapers. Access can be improved by providing a paved path across the railroad tracks to prevent accidents and make the Precinct more physically accessible. Through the use of distinctive paving materials, fencing, and signage the entry can be emphasized to increase its visibility and help to orient visitors. When the residential development begins the Market Precinct can provide an activity focus for the waterfront.

## B. Goal

The goal of the Downtown's Plan for Preservation is:

- improve and enhance the physical environment, the economic base, and the liveability of the City through maintaining and preserving the overall character and identity of the City.

## C. Objectives

The specific objectives of the Downtown's Plan for Preservation are:

- 1) to manage change so that the Downtown's essential character and function remain intact;
- 2) to emphasize the significance of the total setting or environment rather than individual buildings;
- 3) to encourage continued use or re-use of old buildings so that they remain as functional and economic components in the Downtown; and
- 4) to develop and enhance the Downtown's potential as an economic and historic place.

#### D. Strategies

The following strategies are proposed to achieve the objectives for preservation in the Downtown.

- 1) Establish heritage precincts as units for preservation planning.

Within the Downtown, nodes or concentrations of particular uses occur which possess a distinctive physical and historic character. By preserving these nodes or heritage precincts, the total setting or environment is recognized as being more significant than individual buildings.

The precincts are composed of a series of properties which group logically together and are unified by their shared character. The College/Courts, Columbia Street, and Fraser River Market Precincts have been identified within Downtown New Westminster.

These three Precincts form the basic units for preservation planning in the Downtown. Each Precinct is consistent in character and manageable in size and so provides a unit which enables more effective planning to take place. Consistent and specific concepts can be developed for each Precinct allowing each to establish its own distinctive character.

The Heritage Precincts should be established under the City's Zoning Bylaws to provide a framework within which preservation and rehabilitation can be undertaken. This type of restricted area regulation recognizes that the area's character may be disrupted by the alteration or removal and replacement

of one or more of a group of buildings whose character comes from the total picture (Cook, 1980). It also allows the regulation of certain elements such as location, setback, and building height and mass, which are essential ingredients in the Precinct's overall character. Design guidelines should also be included to control exterior facade changes which could prove visually disruptive to the streetscape as a whole.

2) Reinforce the functional elements which contribute to the identity and unity of the Downtown's Heritage Precincts.

a) Buildings in the Precincts should contain uses and tenants which reflect the nature of the Precinct. The quality of the environment should be improved through the elimination of incompatible and undesirable uses and structures. Each Precinct has a distinctive function which must be reinforced. Certain uses should be phased out and replaced with uses which are more compatible with the nature of the Precinct.

b) Space should be used more effectively within the Precincts. New development should be directed toward vacant, underdeveloped, or derelict property. Often the floors above street level are under-utilized or not occupied at all and more effective use could be made of this space for office and residential uses. This use would provide a wider variety of services within a relatively small area while retaining the essential character of the Precinct.

c) Historic or simply older buildings should be a living, functioning part of the Downtown. Adaptive re-use is the process by which structurally sound older buildings are developed for economically viable new uses (Urban Land Institute, 1978). The main heritage value of these buildings is in their aesthetic role in the streetscape, thus the exterior is generally subject to more conservative measures while the interior can often be altered extensively (Fitch, 1982). Other positive factors of adaptive re-use include:

- the quality and inherent character of the original structure is retained;
  - there exists the potential for cost savings during the construction period;
  - often underutilized properties are available which have strategic locations;
  - property values on surrounding land uses may rise; and
  - awareness, understanding, and cooperation of various interest groups may increase.
- (Urban Land Institute, 1978)

3) Ensure that the physical changes which occur within the Heritage Precincts are in keeping with the character of the original facades and surrounding historic buildings.

Renovations which are undertaken individually can sometimes have unfortunate results. Physical changes are made in the name of modernization which are not in keeping with the character of the original facades. Individual efforts are rarely coordinated to produce a unified effect in the streetscape.

The Heritage Precincts in Downtown New Westminster offer an opportunity to capitalize on their uniqueness and historic character and to promote themselves as strong activity centres in the City.

a) Misguided improvements -- such as covering the lower facade of a building with aluminum siding -- can needlessly hide and diminish the character and style of Downtown's buildings and Precincts. Alterations or improvements to buildings in Heritage Precincts should be designed in keeping with their original features and character. Property owners should also be encouraged to restore old building details and to design and locate signs, canopies and other features to reinforce the style, scale, and historic character of the building and its Precinct.

b) Original buildings should be retained in the Heritage Precincts where possible, with new construction directed toward vacant and underdeveloped sites. New buildings should be carefully designed to be compatible with the existing streetscape. There should be similarity or successful transition in scale, building form and proportion; new buildings should repeat or complement features of the old buildings, such as detail, texture, colour, and materials. New construction should also respect and emphasize the edges and nature of the Heritage Precincts.

c) A Design Committee should be established with jurisdiction over the Downtown's Heritage Precincts to approve proposals for new construction and alterations to buildings within

the Precincts. Design guidelines should also be established for each Precinct to be used in the review of proposals brought before the Committee. These guidelines will help to judge how sensitively the proposals will fit into the character of the Precinct. The guidelines should allow consideration of the similarity or compatability of the building's

- setback from the street;
- height and scale;
- composition of main volumes;
- facade proportion and direction;
- pattern, size and proportion of windows and entrances;
- material;
- texture;
- colour;
- details; and
- ornamentation (Brolin, 1980).

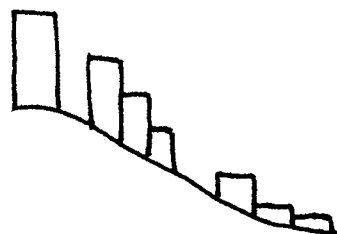
d) The City should provide a programme of technical assistance regarding the potential costs and results of renovations. This assistance would help to ensure that exterior renovations will not destroy the original design qualities of the building. The required expertise could be provided by hiring a consultant or by convincing various professionals to donate their time for the cause of preservation.

4) Develop and enhance the Downtown's amenity potential.

The quality of the entire Downtown's environment should be improved by developing the amenity potential of the natural and built environment.

a) The historic linkage between the riverfront and the area of the City's original settlement should be reestablished, thus reinforcing the Fraser River as the natural physical boundary of the City. To this end, a system of public and private open spaces should be developed within the proposed riverfront housing to create a visual and physical link with the River. Access opportunities should also be created between the riverfront and the Downtown.

b) The sharp variations in elevation throughout the Downtown should be accentuated by the built form. Buildings can enhance the topography simply by not trying to contradict it;



taller buildings should be placed on the hilltops with shorter buildings near the bottom. Varying building heights emphasize the topography and also increase the view potential for the entire slope.

To preserve the visual sense of place created by the Downtown's topography, the current zoning bylaw should be reviewed immediately. The current bylaw places the tallest buildings at the bottom of the slope and along the waterfront. The height regulations should be redesigned to accentuate, not



contradict, the slope. For example, the zoned building heights down Eighth Street start at Royal Avenue with a maximum height of 40 feet and increase down the hill to 100 feet at Columbia Street and 120 feet along the waterfront. These regulations should be reversed with heights of 100 feet at Royal Avenue decreasing down the hill to heights of 40 feet along the waterfront.

c) A system of height control is set up in the zoning bylaw to optimize the view potential from two major viewpoints located at City Hall and Douglas College. Special attention should also be given to preserving incidental views and vistas which reflect the City's natural setting and provide a contrast to the built form.

Vistas should be preserved by preventing development from occutting at the bottom of major north-south streets (Fourth, Sixth, Eighth, and Tenth Streets) which would obstruct views to the Fraser River.

Incidental views, because of their nature, are more difficult to preserve in specific locations in perpetuity; however, new development should be encouraged to include breaks in the building mass or spaces between structures to allow views to penetrate.

d) The Downtown street pattern has remained almost intact from when it was laid out by Colonel Moody and the Royal Engineers. Because of its historic associations, the rectangular grid pattern should be preserved. The hills which are too steep to be useful (or practical) for vehicular traffic should

be closed off and terraced for more comfortable pedestrian use and landscaped as urban parks. The creation of these parks will provide useful public open space while preserving the City's historic site plan.

Street names with historic associations should also be retained to commemorate individuals who made important contributions to the City's history.

e) Landscaping in the Downtown should be selected and designed according to the special character of each Precinct.

Materials and colours can be used to highlight the features of the historic buildings.

Urban parks can be made more prominent through large-scale landscaping such as terraces, large trees, and major planting. Landscaping such as tree-lined streets can also provide a pleasant focus for views along streets.

The Heritage Precincts should be made more prominent and have their distinctive character reinforced through the design of a common theme for the landscape using street and sidewalk features, such as planting and planters, lighting fixtures and quality, paving material, texture, colour, and street furniture.

#### 5) Promote the concept of heritage preservation.

Public awareness and support is essential for the success of any preservation plan. Most people are not familiar with their City's heritage potential or how they can become involved in preservation activity (Fenton, 1977).

The Downtown's Plan for Preservation will require support from local merchants, property owners, banks and lending

institutions, realtors, as well as the community 'at large'.

Public education should be undertaken by providing information regarding local history and heritage preservation. This information can take a variety of forms.

a) Brochures and publications can be used to provide information about preservation (what it is, why it is important, how it can be achieved) and to allow the exchange of ideas and experiences within and between communities. These brochures or publications should be distributed to appropriate business firms and heritage property owners, and should be available from the City Hall, Public Library, tourist offices, hotels, and other public places. Information can also be provided using local newspaper and television stations.

b) Plaques can be placed on historic buildings and sites to commemorate and interpret their heritage value. The plaque helps to bring public attention to the building or site, the reason for its preservation, and the agency which awarded the plaque. An added benefit to the property owner may come from the prestige of owning a heritage structure and the increased customer patronage which can result. The plaques can also be used in conjunction with tour programmes.

c) Heritage tours provide an effective method for both promotion and education. Tours can be either self-guided through the use of brochures and plaques or street markers, or guided to allow dialogue about preservation and the area's history. Tours and other programmes can be provided through local schools both for students and for the community.

d) Demonstration Projects can be carried out by the City to point out the economic and aesthetic potential of preservation. By choosing strategic locations for projects, the profile of preservation activity is raised. The projects can be used to demonstrate techniques and may set an example to encourage surrounding property owners to rehabilitate their buildings.

6) Provide a programme of incentives to stimulate private participation in preservation activity.

Experience in many North American cities over the past fifteen years has shown that the preservation of heritage precincts has often proved to be to the property owner's economic advantage (Vancouver City Planning Department, 1975). Location within heritage precincts can result in increased property values due to the coordinated improvement efforts. Both tourists and local people will appreciate the unique and distinctive atmosphere in the precinct, thus its ability to attract customers will rise.

In the past, however, certain problems have been associated with the designation of heritage properties, such as loss of opportunity to redevelop to a more profitable use, inability to obtain mortgage financing on the terms available to unencumbered property, loss of income due to inability to upgrade space to compete with newer buildings, and difficulty in maintaining the building as it continues to age (Costonis, 1974).

Generally, heritage properties are structurally sound and

can be improved to generate sufficient income to operate at a profit.

Because of the stigma associated with heritage designation, a programme of incentives will likely be necessary in Downtown New Westminster to stimulate private participation in preservation activity in the Heritage Precincts. The incentive programme should offer a variety of options to developers and property owners within the Precincts.

a) Public works programmes can be used to encourage preservation. Through the provision of public amenities, such as paving, lighting, street furniture, and planting, the heritage precinct can be enhanced, the value and viability of heritage property increased, and the investment climate improved. The costs for the improvements can be borne by the City alone or in cooperation with the property owners.

b) Building codes and health, fire, and other safety regulations can pose problems in the preservation of old buildings. Modern code requirements may be difficult to meet in rehabilitation without severely altering a building's character and imposing large costs on the property owner. The City of New Westminster should help this situation in the short-run by making staff available to give advice about alternative and less costly ways to meet the regulations. In the long-run, the City could follow Vancouver's example of adopting alternatives to the National Building Code which are designed to facilitate renovation and upgrading by providing more feasible requirements for older buildings (Oberlander, 1980).

c) Where a property suffers a loss of opportunity to be redeveloped to a higher use, some form of compensation may be required if economic loss is proved. Transfer of development rights (TDR) provides a means of compensation which permits owners to trade development rights in exchange for financial compensation (Demmings, 1977). TDR is based on the concept that a property's development potential may be separated from the land and transferred to another parcel of land which may not be contiguous or in the same ownership.

TDR is most effective in areas zoned for high densities and experiencing high demands for space. It is also more applicable to individual sites. TDR does not present the best alternative for Downtown New Westminster at this time but it is presented as an alternative which may become useful if demand changes in the future, placing pressure on the Heritage Precincts.

d) Incentive for preservation and compensation for economic loss can also be provided to the owners of heritage property through the use of tax incentives. These incentives could be used effectively in the Heritage Precincts because they can promote renovation while leaving the property under private ownership.

It is widely believed among preservationists that the traditional tax laws promote the destruction of heritage buildings. Owners are encouraged to upgrade their buildings but after the improvements are complete the property value rises and municipal property taxes are increased; thus the tax



system may act to discourage upgrading of property.

Municipal governments are highly dependent on local property taxation as a major revenue source and the City of New Westminster is no exception. Therefore, to avoid financial disaster for the City, incentives should not be overly generous. Three methods do exist which can be applied within reason -- tax increment financing, demolition taxes, and tax benefits for easement donation (Fenton, 1977).

Tax increment financing assists in the renovation and rehabilitation of heritage buildings. The City freezes taxes on a project until the specified completion date. When the improvements are completed, the property is reassessed and its taxes increased. The new revenue which will accrue to the City is allocated to a special fund for other heritage preservation activity.

Demolition taxes are financial disincentives which can be used to discourage the demolition of buildings within the Heritage Precincts. All buildings to be demolished would be assessed and the rate of taxation would increase with the heritage value of the building. Thus, those buildings without heritage value would receive only nominal assessments. The money raised through demolition taxes would also be allocated to a fund for heritage preservation activity.

Tax benefits could be given to property owners who donate easements to the City. A preservation easement is 'an agreement between a property owner and a preservation organization giving the preservation organization the legally enforceable

right to protect the natural or historic character and significance of the property' (Landmark Preservation Council of Illinois, 1981). Easements can apply to the whole building or just a part of it, such as the facade.

Preservation easements may reduce the value of the property because they restrict future changes. The easement is valued by comparing the difference in the property value before and after the application of the easement. That value is then subtracted from the assessed property value and annual property taxes are reduced. The more restrictive the easement, the greater the tax benefit to the owner upon its donation (Lazear, 1981).

The preservation easement could also be purchased outright by the City but allowing tax benefits tends to be less costly.

e) To ensure its preservation, the City can purchase the building, but this method tends to be extremely expensive and requires continued funds for maintenance. Even upon resale of the property with restrictive covenants on the title, not all of the cost incurred can be retrieved (Seelig, 1983).

f) Heritage preservation can be encouraged through the use of a programme of loans or grants. These funds are tied strictly to the subsidization of necessary structural repairs or sympathetic renovations. Loan and grant programmes are rated as highly effective in other municipalities in Canada (Lazear, 1981).

### E. Funding

Funds can be derived from the private sector through many private foundations with an interest in preservation. Money is also available from the public sector through loans and grants from all three levels of government and from the revenue from demolition taxes and other measures discussed previously.

Downtown New Westminster has access to the grants and loans available under the Provincial Downtown Revitalization Programme. Of particular importance to the Downtown's Plan for Preservation is the facade improvement programme which offers grants of twenty per cent of the cost or up to \$200 per metre (Thomas, 1984).

If the funds are not tied to a specific activity, such as facade treatment, they should be placed in a fund earmarked for preservation activity. This fund should take the form of a revolving fund so that the money may be used to purchase and renovate endangered buildings, or to make loans to other parties who wish to carry out preservation-related renovations on their property. When the properties are sold or the loans repaid, the proceeds return to the fund to be used for other preservation activity. Thus, the fund revolves as money flows in and out (Ziegler, 1975).

The fund should be comprised of cash or other easily marketable securities and should be administered by a non-profit foundation. It is important to remember that the purpose of

the fund is not to make money but to promote preservation in the Downtown. Therefore, the fund will tend to revolve downward and will need constant replenishing from public and private sources (Fenton, 1977).

The advantages of establishing a revolving fund for preservation activity in Downtown New Westminster are;

- through access to the fund, individuals or groups can undertake preservation themselves rather than relying on others to do it;
- an active interest in preservation is demonstrated, thus helping to generate respect for heritage preservation as an economic force in the Downtown;
- spin-offs may result as active preservation demonstrates that renovation and rehabilitation can be profitable and rewarding.

Because preservation activity and particularly adaptive re-use is a relatively new concept in New Westminster, high visibility is important and the preservation fund can help achieve increased awareness in the community. Visibility is also important to keep and attract donors to the fund because it should be readily apparent that the money is being put to good use. A professional should be hired to direct the search for funding sources for the various programmes. Volunteers are valuable in helping with this function but a professional will have the necessary time commitment which is essential to successfully direct funding efforts.

## F. Organizations

Administration of the preservation fund should be carried out by a privately established foundation who will act in accordance with the Downtown's Plan for Preservation. This foundation should be able to act separately from Council to avoid suspicion from citizens and complications due to changes in Council's political composition.

A Heritage Advisory Committee is already in place to advise Council on the granting of demolition permits and other heritage-related matters. With the assistance of a staff member trained in architecture or urban design the Committee should also review proposals for alteration or new development within the three Heritage Precincts in the Downtown to ensure that the designs are compatible with the Precinct's character.

Business interests in the Downtown are represented by the Downtown New Westminster Association and the Chamber of Commerce. To promote cooperation between these two groups and the groups mentioned previously, a Downtown Preservation Committee should be formed. This committee should include representatives from the City and First Capital City Development Corporation, merchants and owners from within the Heritage Precincts, and the general public. The main concerns of the committee should be to discuss and provide information regarding issues and concerns related to the preservation plan and to coordinate promotion of the Precincts. The effectiveness of the committee will depend on the members' energy and ability to cooperate.

## G. Implementation

The strategies and funding and organization considerations outlined above provide a framework for preservation activity in Downtown New Westminster. The success of these proposals depends on effective implementation to translate them into action.

The nature of the Plan for Preservation is to point out the opportunities for preservation in the Downtown and to propose ways for both public and private investment to participate for the benefit of both and of society.

Therefore, because of its nature, the Plan must be implemented as a cooperative effort between the interested parties of the public and private sector. The incentives proposed should attract private investment through programmes provided by the City.

The City has the jurisdictional power to set up programmes for the incentive mechanisms outlined (such as property tax incentives, loans and grants, public works) and to adopt the necessary bylaws to establish, for example, the Heritage Precincts and design guidelines.

A coordinator should be found to administer all programmes related to the Plan to ensure efficient operation in terms of cost and participation, and also to coordinate the timing and phasing of preservation and development activity within the Precincts. Each Precinct could initially undertake a pilot project which is highly visible or a number of smaller



projects distributed throughout the area to stimulate interest in the Plan or the projects could be timed carefully so that they overlap to maintain continuity and sustain interest.

The amount of work carried out initially will depend on the amount of funding which is available. The incentive programmes (particularly the loans and grants) will likely be relied on heavily during the first years of the Plan's operation. Once the beneficial effects become apparent (such as increased retail sales), funding sources may become more readily available, especially through the private sector.

The Downtown Preservation Committee plays an important role in the implementation of the plan for Preservation. The Committee will bring together representatives of the groups (both public and private) who will help to initiate action through promotion and information distribution.

#### H. Evaluation

Once the programmes to implement the strategies are in place and preservation and improvement activities have begun, an evaluation should be carried out to review the impacts of each project.

The evaluation involves reviewing the project's performance to determine if it meets with the objectives of the Plan for Preservation and how the incentive programmes worked.

By evaluating each project, the programmes can be refined by the experience of success or failure.

The evaluation should emphasize:

- use and abuse of incentives;
- compatibility of visual appearance (also comparison of the actual finished appearance and the expected appearance from the design drawings would be useful);
- durability of materials and quality of workmanship;
- maintenance problems; and
- construction and maintenance cost (Project Planning Branch, 1980).

The evaluation is an important component of the Plan because it provides a measure of programme effectiveness and insight into how the programmes could be improved.

## I. Conclusions

Some of the reasons for heritage preservation have been illustrated by New Westminster but not all are limited in applicability to that case alone.

New Westminster is fairly unique in Western Canada because of its 125 year history and its important role in the early days of British Columbia. It is this settlement history which gives New Westminster's location, street pattern, and older buildings their significance as heritage features.

Sense of place, continuity with the past, and variety also make New Westminster unique and distinctive, but as reasons to preserve, they can apply elsewhere. Each community

has features which set it apart from all others and through preservation it can enhance these features to strengthen its sense of place. Many communities retain evidence of the past in their environment which helps to connect the past to the present and future. Elements from the past, especially historic buildings, provide variety and visual interest in the streetscape and the architectural details are not often repeated in new development.

The economic and functional reasons to preserve are the most crucial in New Westminster's case and in every other community which possesses a stock of structurally sound older buildings.

In the present economic era, we can no longer afford to tear down our cities every generation. Buildings must be maintained to last longer and remain a functional component in the city. Preservation projects, such as the renovation or adaptive re-use of a building, offer a means of lengthening the building's functional life.

The present era is also marked by restraint in government spending and preservation projects generally require fewer additions to the community's physical and social infrastructure.

Therefore, a plan for preservation presents an instrument to manage change so that the community's essential character is retained and so that change occurs more gradually. Preservation is often an economically more efficient and socially less disruptive way of managing change in cities.

The Plan for Preservation for Downtown New Westminster which is proposed in this section presents a framework to focus public and private investment and energy in cooperation for their mutual benefit. It is intended that the City adopt the plan upon consultation with the Downtown community and that it be implemented as a coordinated effort to improve the quality of the physical environment and to provide a more efficient and economic way to use the Downtown's resources. If support from the community is not great initially, the City should adopt the Plan for Preservation and act on its own behalf for the public good. For example, the City can implement public works programmes and other interventions to upgrade the physical environment of the Precincts. It could also undertake demonstration preservation projects and actively promote preservation activity. A formal commitment should be made by the City to support the Heritage Precincts and this commitment should be highly visible to encourage the support and participation of the community.

The Plan emphasizes three basic objectives for preservation in the Downtown:

- 1) planning for preservation manages change so that the Downtown's essential character and function remain intact;
- 2) the total setting or environment is more significant than individual buildings; and
- 3) buildings must remain functional and economic to be a positive component in the Downtown.

The nature and directions of the Plan for Preservation proposed here can apply beyond the case of New Westminster because of the importance placed by our society on economic and functional considerations.

The precinct approach to preservation allows the concept to be defined in the context of the city, raising it above the level of individual or isolated elements. The importance of preservation lies in the community's entire environment, to preserve its essential character and function. The precinct offers a frame within which to preserve the effect of the total setting or environment.

The precinct can serve a dual function. It presents a tool of analysis, a way of looking at the city to show the opportunities and potential which exist. It also acts as a method for preservation by providing a unit within which to plan to realize the City's potential.

As a unit, the precinct can be more effectively planned due to its limited size and consistent character. New development can be directed to vacant and underdeveloped land and designed to harmonize with the existing buildings and their environment. The special character and function of the precinct can be strongly developed through precinct-specific programmes and design concepts rather than through guidelines which have to apply generally. The limited nature of the precinct also helps in the implementation and evaluation of programmes by creating a grouping of similar needs and objectives. Programmes can be fine-tuned to the needs of each precinct.

The case of Downtown New Westminster illustrates the use of the precinct approach to planning for preservation but its potential is not limited to that case. Potential has also been demonstrated in other areas, such as the examples presented in Section I of San Francisco, New Orleans, and Gastown.

The value of heritage tends to be created, not by one building's individual importance, but by the combinations and interrelationships of place features and the economic and functional sense of preservation. Features should not be saved simply to act as monuments to some past era; their importance lies in their functional role in the City.

The Plan for Preservation for Downtown New Westminster proposes various strategies to achieve preservation. The strategies to preserve specific features of the area, such as the riverfront linkage, historic plan, and unique topography, are site specific; however, their importance beyond the case lies in the recognition that these special place features are assets to the community and should be developed and enhanced to improve the quality of the whole environment.

The incentive mechanisms outlined in the Plan have the potential for wider application.

Promotional measures are important when private investment is desired. The potential of preservation and methods to realize that potential must gain widespread acceptance as a means to manage change in a way which is economically efficient.



Maintaining the functional utility of built space is also important beyond the case of New Westminster. As mentioned previously, new construction is pricing itself out of the market, particularly in many smaller urban areas, and the adaptive re-use strategy offers a viable alternative.

The economic incentives, such as public works, relaxation of regulations, and tax incentives, are certainly not site-specific. In fact, any community which chooses to set up the necessary programmes can offer these incentives.

The relaxation of the building code is a useful incentive for preservation because it is often difficult and expensive to bring old buildings up to modern safety standards. Reasonable alternatives and adaptations can be suggested by the City which make upgrading easier and less costly.

The Canadian federal tax laws do not at present provide incentives for renovation. Until 1981, the tax laws actually encouraged demolition but these incentives have been largely eliminated. The United States has made fundamental changes to its tax laws which have made renovation projects into one of the most attractive investments available. This change has precipitated a significant upsurge in the building industry and an increase in job-creation; long-term economic growth will result from (and offset) short-term concessions for renovation (Denhez, 1983).

The Canadian Federal government has been studying the possibility of initiating similar changes but no action has resulted in this regard. The Heritage Canada Foundation

proposes that the following changes be made to offer Canadians the benefits which can be attained as demonstrated by the United States tax model:

- 1) A new rate of Capital Cost Allowance on renovations to designated heritage properties, amounting to 33 1/3 per cent of renovation costs per year computed on a straight line basis over three years.
- 2) A new rate of Capital Cost Allowance on renovations to properties over 50 years old, amounting to 20 per cent of renovation cost per year computed on a straight line basis over five years.
- 3) Provision that the Capital Cost Allowance could be deducted against income other than income from the property, in order to have a sheltering effect.

(Denhez, 1983)

By providing these incentives for renovation, the federal government could make preservation even more financially attractive and in addition, could create more jobs and stimulate long-term economic growth in communities across the country.

The case of Downtown New Westminster provides the opportunity to examine planning for preservation at the local level but many of the concepts and strategies can be applied in comparable situations elsewhere.

Planning for preservation offers communities the opportunity to manage future changes without sacrificing their essential character and function and to use their built environment more efficiently.

## References

- Advisory Council on Historic Preservation, 1976, Adaptive Use: A Survey of Construction Costs. Washington, D.C., Vol.4, No.4, June 1976.
- Barnett, Jonathan, 1982, An Introduction to Urban Design. New York: Harper and Row Publishers, Inc.
- British Columbia Transit, 1984, Crossing the Fraser, The Surrey Report. Pamphlet: Vancouver Regional Rapid Transit.
- Brolin, Brent C., 1980, Architecture in Context, Fitting New Buildings with Old. New York: Van Nostrand Reinhold Company, Ltd.
- Carlson, David, 1978, Revitalizing North American Neighbourhoods: A Comparison of Canadian and U.S. Programs for Neighbourhood Preservation and Housing Rehabilitation, Washington, D.C.: United States Department of Housing and Urban Development.
- Chambers, Lucy B., 1979, The Court House of New Westminster. New Westminster: The Heritage Preservation Foundation of New Westminster and the British Columbia Heritage Trust.
- Chaster, Barry, 1984, Personal Interview, 15 March 1984. Director of Planning, City of New Westminster.
- Cook, Robert S., Jr., 1980, Zoning for Downtown Urban Design. Toronto: Lexington Books.
- Coopersmith, Penina, 1976, with Richard C. Hall, Heritage by Design. Ottawa: Ministry of State for Urban Affairs.
- Cope, Lillian, 1940, Colonel Moody and the Royal Engineers in British Columbia. Unpublished M.A. thesis, Department of History, University of British Columbia.
- Costonis, John J., 1974, Space Adrift. Chicago: the University of Illinois Press.
- Demmings, Steve, 1977, and Greg Mason, 'Transfer of Development Rights in the Preservation of a Centre-City Neighbourhood.' In CIP Forum, November/December, 1977: 10-12.
- Denhez, Marc, 1976, 'Conserving Neighbourhoods and Landmarks: The Canadian Problem' in Urban Forum, Spring 1976, Vol.2, No. 1: 27-35.
- Denhez, Marc C., 1978A, Heritage Fights Back. Toronto: Heritage Canada and Fitzhenry and Whiteside.

- Denhez, Marc, 1978B, 'Heritage Law' in Heritage Canada, June 1978: 44.
- Denhez, Marc McC., 1983, 'A Taxing Question, What Canada can learn from U.S. tax incentives' in Canadian Heritage, December 1983/January 1984: 6-8.
- Dobby, Alan, 1978, Conservation and Planning. London: Hutchinson and Company, Ltd.
- Falkner, Ann, 1977, Without Our Past? Toronto: University of Toronto Press.
- Farthing, G., 1958/59, The Port of New Westminster. Term paper, History of British Columbia, University of British Columbia Winter Session 1958/59.
- Fenton, Barry, 1977, Annette Fung, Denice Mihoiluk, and Douglas Pow, Heritage Preservation in Vancouver. Unpublished paper, Faculty of Commerce and Business Administration, The University of British Columbia.
- Fitch, James Marston, 1982, Historic Preservation: Curatorial Management of the Built World. New York: McGraw-Hill, Inc.
- Galt, George, 1976A, 'Heritage and Tourism' in Heritage Canada, Spring 1976: 18-21.
- Galt, George, 1976B, 'There's Money in Old Buildings' in Heritage Canada, Winter 1976: 32-33.
- Greater Vancouver Regional District, 1976, The Liveable Region, 1976/1986, Proposals to Manage the Growth of Greater Vancouver. Vancouver: Greater Vancouver Regional District.
- Greater Vancouver Regional District, 1977, A Regional Town Centre for New Westminster. Action Program Report, Joint Review Committee.
- Hardwick, Walter G., 1974, Vancouver. Don Mills, Ontario: Collier Macmillan Canada, Ltd.
- Heritage Conservation Branch, 1980, Nelson: A Proposal for Urban Heritage Conservation. Province of British Columbia, Ministry of Provincial Secretary and Government Services.
- Howay, F.W., 1910, The Work of the Royal Engineers in British Columbia 1858-1863. Victoria: Knip Printer.
- Ireland, Willard E., 1960, New Westminster: The Royal City. New Westminster: The Columbian Company Limited.

- Kalman, Harold, 1980, The Evaluation of Historic Buildings. Ottawa: Parks Canada, Minister of the Environment.
- Landmark Preservation Council of Illinois, 1981, Preservation Easements in Illinois. Illinois: Landmark Preservation Council of Illinois.
- Lazear, Stuart, 1981, Municipal Heritage Planning in Canada. Unpublished M.A. thesis, School of Community and Regional Planning, University of British Columbia, Vancouver.
- Lynch, Kevin, 1981, A Theory of Good City Form. Cambridge: The MIT Press.
- Lynch, Kevin, 1972, What Time is this Place? Massachusetts: The MIT Press.
- MacNeill, J.W., 1971, Environmental Management. Ottawa: Information Canada.
- Miller, Archie, 1984, Personal interview, 18 March 1984. Historian, Curator of Irving House Museum, New Westminster, B.C.
- National Trust for Historic Preservation, 1976, A Guide to Delineating Edges of Historic Districts. Washington, D.C.: The Preservation Press.
- New Orleans, Bureau of Governmental Research, 1968, Plan and Program for the Preservation of the Vieux Carre. New Orleans Historic District Demonstration Study.
- New Westminster, City of, and the Greater Vancouver Regional District, 1977, Joint Action Planning Process, New Westminster. Proceedings of a joint meeting held at New Westminster City Hall, April 11, 1977.
- New Westminster City Planning Department, 1980, The B.C. Penitentiary Site Proposal. New Westminster: The Corporation of the City of New Westminster.
- New Westminster City Planning Department, 1978, Community Plan, Downtown New Westminster. New Westminster: Corporation of the City of New Westminster.
- New Westminster Planning Department, 1982, A Non-Residential Development Strategy for New Westminster. New Westminster: Corporation of the City of New Westminster.
- New Westminster, City of, Planning Department, 1973, The Preservation of Historic Sites. New Westminster: The Corporation of the City of New Westminster.

- New Westminster Parks and Recreation Department, 1976, The Development of Parks and Recreation in New Westminster. Prepared by the New Westminster Parks and Recreation Department, in October 1972 and revised in December 1976.
- Oberlander, Judy, 1984, 'The Preservationist's Vocabulary, Learning the Nine R's' in Canadian Heritage, February/March 1984: 46-48.
- Oberlander, Judy, 1980, Yaletown: A Future of Preservation and Change. Study conducted for Daon Development Corporation and Vancouver City Planning Department.
- Ottawa, City of, 1978, Plan of Heritage, Official Plan of the Ottawa Planning Area, Amendment 80.
- Project Planning Branch, 1980, Ministry of Housing, Main Street: Planning and Design Guidelines. Ontario: Community Renewal Branch, Ministry of Housing.
- San Francisco Department of City Planning, 1971, The Urban Design Plan for the Comprehensive Plan of San Francisco. San Francisco: Department of City Planning.
- Seelig, Michael Y., 1974, 'Area Conservation as an asset to planning -- not a "necessary evil"' in Architectural Record, December 1974: 106-109.
- Seelig, Michael Y., 1983, 'Heritage and Environmental Conservation'. Lecture at the School of Community and Regional Planning, University of British Columbia, Vancouver, February 1, 1983.
- Smith, Dorothy Blakey, 1958, 'The First Capital of British Columbia: Langley or New Westminster?' in The British Columbia Historical Quarterly, Vol.XXI, Nos.1 to 4, January 1957 - October, 1958.
- Stewart, John J., 1983, 'A Strategy for Main Street' in Canadian Heritage, May/June 1983: 4-7.
- Thomas, Martin, 1984, 'Financing: Public and Private Sources.' Participant in panel discussion at the Downtown Buildings Workshop held at Douglas College, New Westminster, B.C., March 16 and 17, 1984.
- Urban Land Institute, 1978, Adaptive Use: Development Economics, Process, and Profiles. Washington, D.C.: Urban Land Institute.



Vancouver City Planning Department, 1975, Vancouver's Heritage.  
Vancouver: Prepared by the City Planning Department for  
the Heritage Advisory Committee.

Weese, Harry M., 1976, Journal of Architectural Education,  
Vol.29, No.4, 1976: 15.

Wiesman, Brahm, 1969, and Ken Benjamin, The Work of Col. R.C.  
Moody and the Royal Engineers in Planning the First Town-  
sites of British Columbia. Unpublished Historical Research  
Manuscript, Vancouver.

Williams, David R., 1977, '... The Man for a New Country' Sir  
Matthew Baillie Begbie. Sidney: Gray's Publishing Ltd.

Woodland, Alan, 1973, New Westminster, The Early Years 1858-  
1898. New Westminster: Nunaga Publishing Company.

Ziegler, Arthur P., Jr., 1975, Leopold Adler II, and Walter  
C. Kidney, Revolving Funds for Historic Preservation:  
A Manual of Practice. Pittsburgh: Ober Park Associates,  
Inc.