

# TOWN OF COCHRANE

## Heritage Management Plan



Glenbow Archives NA-966-3



ALMOND ARCHITECTURE & DESIGN  
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2002

**TOWN OF COCHRANE**  
**BYLAW NUMBER 9/02**

Being a Bylaw to Amend the Municipal Development Plan  
for the Town of Cochrane, in the Province of Alberta

WHEREAS pursuant to Section 632 of the *Municipal Government Act*, Statutes of Alberta, 1994, Chapter M-26.1, and amendments thereto, a council of a municipality having a population of 3,500 or more shall, by bylaw, adopt a plan for the municipality to be known as that municipality's municipal development plan;

AND WHEREAS the Municipal Council for the Town of Cochrane in the Province of Alberta (hereinafter called the "Council") in a duly assembled meeting did adopt Bylaw No. 17/98, Cochrane Municipal Development Plan;

AND WHEREAS the Council in a duly assembled meeting did pass a resolution authorizing the preparation of western heritage design guidelines;

AND WHEREAS the Council deems it desirable to amend the Municipal Development Plan;

NOW THEREFORE the Council, duly assembled, hereby enacts as follows:

1. Adding Schedule "A", attached to and forming a part hereof, as Appendix I: Heritage Register and Heritage Management Plan to the Municipal Development Plan.
2. Amending Section 12.1 by deleting the last paragraph in its entirety.
3. Amending Sections 12.3(a) and 12.3(f) by replacing the reference to "Map 8: Historic Buildings" with reference to "Appendix I: Heritage Register and Heritage Management Plan".
4. Deleting Map 8: Historic Buildings in its entirety.
5. This Bylaw comes into full force and effect upon the date of third and final reading.

READ A FIRST TIME this 8<sup>th</sup> day of April, A.D. 2002.

READ A SECOND TIME this 13<sup>th</sup> day of May, A.D. 2002.

READ A THIRD TIME this 13<sup>th</sup> day of May, A.D. 2002.

Original Signed by "JUDY STEWART"  
*Mayor*

Original Signed by "JULIAN deCOCQ"  
*Chief Administrative Officer*

Date of signing: May 22, 2002

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## EXECUTIVE SUMMARY

The Town of Cochrane has an interest and active desire to protect its built heritage as demonstrated in its existing policy documents. This is demonstrated in the following statement from the Municipal Development Plan:

*The Town of Cochrane's unique sense of place is closely tied to its heritage. A range of heritage qualities should be preserved and enhanced from heritage buildings, escarpments and Cochrane's ranching and industrial heritage.*

The Heritage Management Plan builds upon the vision and policies already formulated for previous town planning policy and provides an administrative and operational framework for the ongoing protection of Cochrane's heritage resources.

The following summarizes the recommendations from the Heritage Management Plan:

### **IMMEDIATE ACTIONS (up to 1 year):**

**Recommendation #1: The Town of Cochrane should formally adopt the Heritage Register and the Heritage Management Plan by bylaw along with accompanying policies and procedures for the protection of Cochrane's heritage resources.**

- Conduct public consultation and Present the Register and Heritage Management Plan to Community and Historical Groups;
- Request Additional Public Nominations to the Heritage Register;
- Develop a Policy to Amend the Register;
- Present Register, Plan, and all policies to the Planning Commission and Town Council for approval and endorsement.

**Recommendation #2: A process should be put in place that allows the Development Authority to review all zoning and subdivision, development and building permit applications affecting properties on the Register.**

- Develop Policy Procedures for the Processing of Permit Applications that affect Resources on the Register;
- Obtain Policy Approval from the Planning Commission and Town Council.

**Recommendation #3: The municipality should strive to ensure that all work approved by the municipality follows conservation principles and guidelines that are endorsed by the municipality.**

- Obtain endorsement from the Planning Commission and Council for a set of standards and guidelines to assist owners and guide decisions affecting proposed alterations and rehabilitation of properties on the Heritage Register;
- Distribute standards and guidelines for staff and community use;
- Hold workshops and distribute brochures to explain the purpose and implementation practices associated with these standards and guidelines.

**Recommendation #4: The municipality should consider setting up a Heritage Advisory Committee to advise municipal Council on heritage-related issues in the community.**

- Prepare a Terms of Reference for the Heritage Advisory Committee;
- Prepare a Policy and Procedures Manual to help prepare members for their role on the Committee;
- Invite members of the community that have an interest in their heritage including representatives from existing community groups and historical societies;
- Invite a member of both the Planning Commission and Council to participate;
- Assign a staff person to provide administrative support and advice;
- Identify program elements that can be annually supported or co-ordinated by the Committee.

**Recommendation #7: The Municipality should establish a process to be endorsed by Council that describes the circumstances under which a property on the Heritage Register may be designated as a Municipal Historic Resource.**

- Develop a designation process in co-ordination with a set of incentives;
- Develop policies for managing designation processes that could include: voluntary designation without incentives; voluntary designation with incentives; and involuntary designation with compensation for approval by Council.

**Recommendation #8: The Town should create an effective and manageable set of incentives to empower the heritage management program.**

- Develop a set of incentives that may be used to encourage owners to have their properties designated;
- Develop a policy identifying how these incentives will be calculated;
- Develop a policy identifying how these incentives may be applied as compensation in the event of involuntary designation.

**Recommendation #9: The Town should work with historical societies and the proposed Heritage Advisory Committee to promote heritage awareness through programming.**

- Identify heritage programming that is currently in place;
- Do not duplicate efforts;
- Identify programming opportunities;
- Identify how these programs and events will be managed and who will take responsibility for them;
- Seek resources both inside and outside of the community for financial and advisory assistance.

**SHORT TERM ACTIONS (1 to 2 years):**

**Recommendation #5: The Town should review the properties on the Heritage Register with respect to their current land use district status.**

- Conduct a systematic review of the properties on the Register to identify opportunities and barriers to heritage conservation posed by the current land use districts;
- Consider developing policy that addresses ways to protect heritage resources in these areas for inclusion in the General Development Plan, the Downtown Area Redevelopment Plan, and any other relevant neighbourhood plans.

**Recommendation #6: A special land use district should be considered for those areas that have a concentration of heritage resources and may be vulnerable to redevelopment.**

- Consider assigning special land use districts to those areas that have concentrations of historic resources (See Section 6.5);
- Consider expanding the area currently identified as Heritage Mixed Use in the General Development Plan to include the cluster of heritage properties to the west along Second Street West;
- In the event that demolition is inevitable, develop a process to relocate these resources to an appropriate residential site and document and/or salvage historical elements prior to relocation or demolition.

**Recommendation #11: The Town should add additional historic sites.**

- Add “The Big Hill”, the Environmental Reserve between the Lower East neighbourhood and GlenEagles (for its significant limestone deposits), the Bow River and its floodplain, Big Hill Creek and its floodplain, and Jumpingpond Creek and its floodplain, as significant historic landscapes.

**MEDIUM TERM ACTIONS (up to 5 years):**

**Recommendation #10: The Heritage Management Plan and the Heritage Register should be regularly updated as needed and a thorough review undertaken every 5 years. This should include the consideration and evaluation of the heritage landscape resources submitted as part of the public nomination process.**

- Undertake a review of the Register on an ongoing basis through a formalized amendment and policy process;
- Review the Heritage Register and the Heritage Management Plan every 5 years for relevance and the need for revision.



View of Cochrane, October 1912. Glenbow Archives, NA 1098-1



Crew of Cochrane Brick Yard, c. 1900s. Glenbow Archives, NA 966-3

## 1.0 INTRODUCTION

The Town of Cochrane Heritage Management Plan represents Phase 3 of a three-phase management review of Cochrane's built heritage resources. Phase 1 consisted of a comprehensive inventory and historical research of Cochrane's historic building stock and was completed by the Town in 2000. Phase 2 was an evaluation process undertaken by Almond Architecture & Design, Karen Russell and Donald Luxton & Associates for the Town of Cochrane in late 2001 that resulted in the preparation of the Heritage Register. The Heritage Management Plan was prepared as Phase 3 for the Town of Cochrane to provide a framework for the ongoing protection and management of the Town's Heritage Register.

## 2.0 A COMMUNITY VISION FOR COCHRANE'S HERITAGE RESOURCES

Cochrane's origins reflect the major historical themes that have dominated southern Alberta's history and development. As the location of the first major commercial cattle ranch, the spirit of the town is rooted in a proud history of pioneering, ranching and settlement fuelled by entrepreneurial adventure and the westward expansion of the railway. Early settlement and urban development quickly followed the division and sale of the original leasehold ranch lands that soon resulted in the birth of the town of Cochrane.

Awareness of its roots and a desire to respect the stories of the past are reflected in the Municipal Development Plan completed in 1998. The following statement was developed to represent the community's collective vision:

*Cochrane is a town with a vibrant western heritage theme supported by a balanced residential, industrial and commercial community. Cochrane is committed to families, culture, recreation, and business, within a strong social and environmental context.*

In order to provide direction for the policy areas within the Municipal Development Plan, six value statements were prepared, which serve as the community's fundamental principles guiding planning into the future. One of these statements is dedicated to the community's heritage:

*The Town of Cochrane's unique sense of place is closely tied to its heritage. A range of heritage qualities should be preserved and enhanced from heritage buildings, escarpments and Cochrane's ranching and industrial heritage.*

This Heritage Management Plan has been devised to build on this vision created by the residents of Cochrane and to identify and further expand the range of opportunities to both conserve and appreciate that part of the town's history, which is represented in its built heritage.



### 3.0 WHAT IS A HERITAGE MANAGEMENT PLAN?

In order for a community to realize its vision, it must have a plan. A Heritage Management Plan provides a framework for decision-making that allows a community to realize this vision. The retention, maintenance and appreciation of historic buildings, landscapes and structures is one of the most compelling ways to respect our past and enrich the present and future. The Town has already taken steps to inventory its historic building stock. It also has a Heritage Register.

Enabling legislation exists both in the Town's own policy documents as well as through the Alberta Historical Resources Act, the Municipal Government Act and provincial Land Use Policies to enact regulations and policies at the municipal level to conserve community heritage. The Heritage Management Plan identifies a framework to encourage historic resource conservation by balancing incentives and regulations for the benefit of the entire community.

#### 3.1 The Heritage Register

One of the first steps after recognizing what community residents value about their built heritage is to identify which heritage buildings, sites and structures are most important to the community. This analysis and evaluation was undertaken in the previous two phases resulting on the Heritage Register. The Heritage Register is a list of buildings, structures and landscapes that have been identified as those resources that have the most historical, cultural, architectural, and contextual significance in the community. Although it does not comprise all of the historic buildings in the town, the Register has been created based on a set of fundamental evaluation criteria to determine the most significant historic resources. By identifying the most important heritage resources, they are more easily monitored by the municipality.

The Heritage Register functions as a companion document to the Heritage Management Plan and is the first step towards the development of a Heritage Management Plan for the Town of Cochrane. The resources listed in the Heritage Register essentially function as the building blocks of the heritage management program.

The Heritage Register comprises 45 historic resources: forty-two buildings, one structure and two cemetery sites. These were selected based on the application of four criteria that were used to evaluate and score each resource: architectural history, cultural history, context, and integrity. These terms are defined below.

- ❑ **Architectural History:** style or type of building, structure or landscape; design attributes; construction methods/materials; notable designer or builder;
- ❑ **Cultural History:** historical association with important people or events; historical patterns within the town's history;

- ❑ **Context:** context of each resource within the historical landscape or neighbourhood; compatibility with other buildings and groupings of buildings; symbolic importance as a local landmark;
- ❑ **Integrity:** degree to which the resource has been altered since originally constructed and designed.

The buildings listed on the Heritage Register cross a wide variety of building types – residential, religious, community service-oriented, and commercial. The two cemeteries were included on the Register because of their prominence as historical landscapes throughout the town’s development. Their historical significance is directly related to the site with commanding views of the Rocky Mountains, the importance of protecting the historic grave markers as well as their cultural importance as the final resting place for many of Cochrane’s pioneers. The Gleichen Railway Station, although relocated to Cochrane, is an important reminder of the development and significance of the Canadian Pacific Railway. The Lead Shot Tower was included on the Register for its landmark status and value as an industrial artifact despite the fact that it is not original to Cochrane.

The Heritage Register has been divided into two categories: Register A and Register B. All of the resources on the Register are important and form the group of buildings and sites on which conservation efforts and the management plan should be focussed. However, the “A” group identifies those resources, which should receive the most effort in the event that priorities must be developed due to limited management or financial options. By prioritizing the Register, the Town can direct its policies and municipal programs towards those resources that are most important in the event that choices have to be made about the allocation of funds or programs.



Cochrane, Main Street, looking East. C. 1920s. Glenbow Archives NC 26-208



Churches and North West Mounted Police barracks, Cochrane. Glenbow Archives NA 1130-18

### 3.2 Relationship between the Heritage Register and the Heritage Management Plan

The Heritage Register and Management Plan are mutually dependent. One is not useful without the other. Without a Management Plan, the Register would just be a list of buildings, and without a list of buildings to manage, a plan lacks focus. Integrated, they form a program that can ensure that the community's heritage remains intact and flourishes well into the future. By implementing policies and procedures to manage these buildings, a heritage management program provides guidance to building owners, developers, and municipal staff and officials on ways to ensure that these buildings will continue to serve the community. Like any plan, it is important that the Heritage Management Plan be responsive to changes and new opportunities in the future. Therefore, flexibility and a range of options should be integrated into the Plan to allow for optimal adaptability to changing conditions.

### 3.3 Public Benefits of Heritage Conservation

There are many public benefits of heritage conservation. Philosophically, historic resources help us understand where we have come from so that we can appreciate the continuity in our built environment from past to present to future. Few of us would deny that historic buildings become landmarks and touchstones for our community. A mix of buildings from old to new together builds the character and distinctiveness that we cherish in our communities.

Besides providing a foundation from our past and contributing architectural character to our communities, there are many practical reasons for encouraging the conservation of historic buildings. Reusing old buildings is an ecologically responsible way of managing our built environment. By recycling buildings, we reduce the amount of new construction on

undeveloped lands and the needless utilization of new building materials. Older structures often have superior building materials and design associated with earlier construction methods. Building conservation also supports sustainability principles related to the social and economic revitalization of inner city neighbourhoods and the benefits of easy access to cultural, social and employment activities. The protection and revitalization of our inner city neighbourhoods reduces the burden on municipalities for the provision of municipal infrastructure associated with the development of suburban neighbourhoods.

The re-use and rehabilitation of historic buildings also provides jobs. Historic renovation or rehabilitation projects are labour intensive and employ more workers per unit of investment than new construction. As well as fostering community pride and identity, the rehabilitation of historic neighbourhoods and streetscapes can result in higher property assessments by increasing the value of these properties. They also can become economic engines in their own right. Traditionally, tourists are drawn to historic areas in towns and cities because of their charm, scale and special character and central location. Downtown commercial areas that have retained their historic character are popular shopping destinations for tourists who seek a special experience not provided by a shopping mall. Even residential properties that are located in commercial districts can be adapted and re-used for commercial purposes that hold charm for visitors.

#### **4.0 REVIEW OF EXISTING TOWN OF COCHRANE HERITAGE-RELATED POLICIES**

The preparation of this Heritage Management Plan builds upon previous municipal policy documents that form the foundation for more specific heritage related policy development. It is very evident that the Town of Cochrane values its historical roots as shown by the consistent reference to the importance of recognizing and respecting its built heritage in policy statements. The three major municipal policy documents that reference historic resources are:

- ❑ Town of Cochrane Downtown Area Redevelopment Plan, June 1995;
- ❑ Town of Cochrane Municipal Development Plan, October 1998;
- ❑ The Town of Cochrane Western Heritage Design Guidelines, November 2000.

##### **4.1 Downtown Area Redevelopment Plan**

This 1995 plan specifies the policies that guide development and land use in the central core of the town. It is divided into three sub-areas that extend from just north of Bow Valley Trail to Griffin Road and from Fifth Avenue in the west to Centre Avenue on the east. One of the five major goals of the plan is:

*to maintain the viability of the existing downtown area in Cochrane by protecting significant historical sites.*

The area identified as sub-area 1 contains the historical downtown core of the community and control of the potential impact on the remaining historical resources within its boundary is critical. Recognition was given in the Plan to the importance of including the single detached

residential area north of Bow Valley Trail on Third Street and the commercial zone directly to the west of this area in the Downtown Plan boundary. The residential area in particular could otherwise be vulnerable to land uses that would threaten the residential heritage properties in this area. It has been identified as a “heritage mixed use” area in the Plan. Similarly, the commercial use policies in sub-area 1 are aimed towards preserving the heritage character of the downtown. Specifically,

*The CBD (Central Business District) is to be retained as Cochrane’s primary commercial focus to enhance its potential as a tourist destination point and capitalize on existing character and historical buildings.*

The plan also encourages mixed use and pedestrian-oriented public realm treatments in this area, which helps to maintain the vitality of the street and businesses as well as the active use of historic buildings. Larger scale redevelopments are relegated in the plan to the areas to the south in sub-areas 2 and 3. A separate policy area is devoted to “historic preservation” in the Downtown Plan. The objective is to:

*encourage the restoration, conservation and retention of buildings of historic or architectural significance in a manner, which ensures that such buildings are retained as functional and productive elements of Cochrane.*

As part of the policy, identified is a list of ten buildings, which will not be approved for demolition without the prior preparation of an Historical Resource Impact Assessment to the satisfaction of the municipality in consultation with Alberta Community Development.

In its section devoted to commercial design standards, policies and guidelines are identified for buildings that encourage uses, design elements, materials and signage that are compatible with Cochrane’s historical architecture.

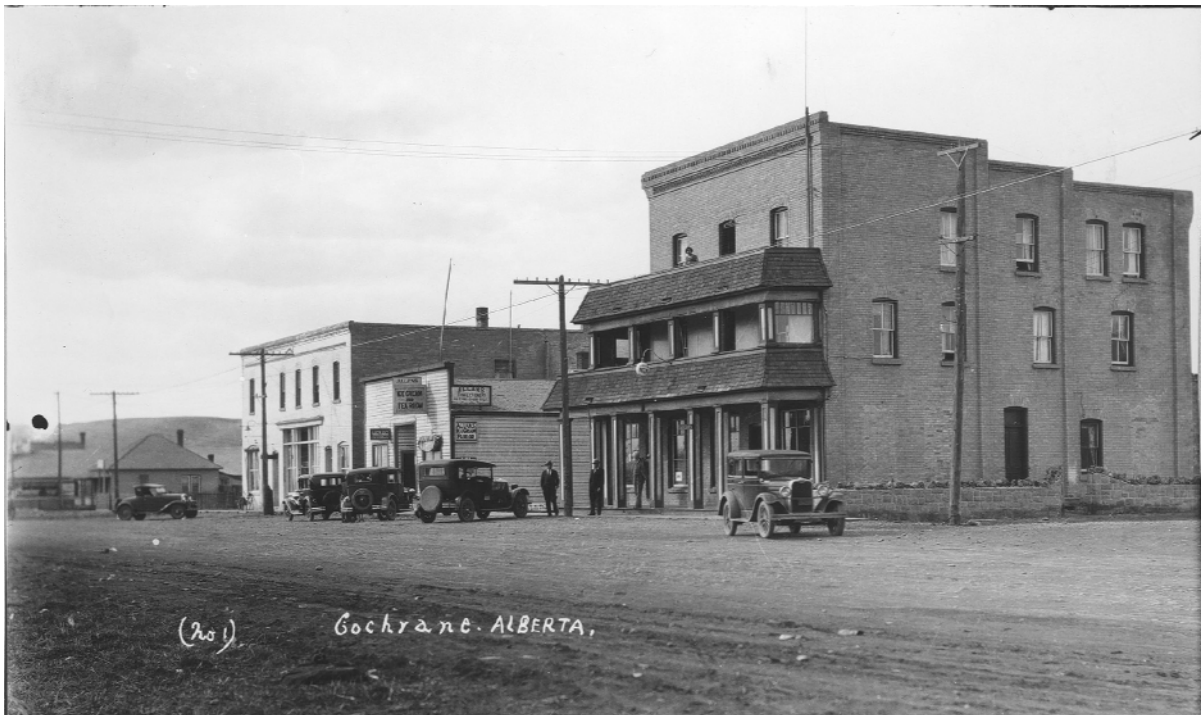
## **4.2 Municipal Development Plan**

Completed in 1998, the Municipal Development Plan is the senior guiding policy document for the municipality. It sets out objectives and policies for the future direction of the municipality in all areas for which the Town has jurisdiction. This includes engineering infrastructure, transportation, and social services as well as land use and environmental issues. Heritage conservation values surface as an important foundation for the future to build upon. In the preparation of the Plan, extensive public consultation was carried out. This revealed that Cochrane’s residents wished to retain the small town character by protecting its sense of place through sensitive design compatible with its heritage. At a community workshop, the following vision statement was developed:

*Cochrane is a town with a vibrant western heritage theme supported by a balanced residential, industrial and commercial community. Cochrane is committed to families, culture, recreation, and business, within a strong social and environmental context.*

The heritage qualities that residents identified as being most important were its heritage buildings, escarpments and Cochrane’s ranching and industrial heritage.

The Plan also emphasizes the need to encourage compact development that results in more creative urban design solutions in both the older core areas as well as the more recent growth areas. This provides opportunities for the effective re-use and protection of heritage buildings as well as compatible infill design for a variety of land uses. In both its residential and commercial land use objectives and policies, heritage protection is presented as a guiding principle to encourage retention and innovative re-use as a means of preserving its cultural identity. There is also an effort to promote activities in the downtown expansion area to the south that will strengthen the heritage core through strong pedestrian linkages, good urban design, and residential/commercial mixed use opportunities. This may remove some of the redevelopment pressure on the historic core north of the tracks. An entire chapter is devoted to Heritage Preservation in the Plan - again emphasizing the importance that the community places on the protection of its historic resources. A series of objectives, heritage preservation policies, and heritage appreciation policies are identified.



Hotel on Main Street, Cochrane, c. late 1920s or early 30s. Glenbow Archives NC 26-206



Hospital at Cochrane ,c. 1900-1910. Glenbow Archives NA 854-2

The preparation of the Heritage Management Plan is a direct outcome of these policies, contained within the Municipal Development Plan, which identify a need to:

- Encourage the designation of historically significant buildings;
- Identify locally and regionally significant buildings and determine opportunities for interpretation and conservation;
- Cooperate with other agencies and levels of government to preserve heritage properties;
- Monitor development permits and sign applications to ensure compatibility with heritage buildings;
- Relocate historic buildings that can not be retained on their original site;
- Develop land use tools to allow for regulatory flexibility and a wide range of uses for heritage properties through the Land Use Bylaw;
- Refer pending development permit applications, threatening buildings on the register, to Alberta Community Development for consideration prior to issuance by the municipality;
- Encourage owners of heritage buildings to restore their buildings to their original appearance;
- Direct developers of natural gas extraction industries to undertake actions that minimize negative impacts on adjacent affected heritage and archaeological resources;
- Develop western heritage design guidelines for the downtown and downtown expansion lands to enhance Cochrane's sense of place;
- Coordinate heritage efforts with other regional historic attractions;
- Encourage developers to use the names of local pioneers when naming streets and subdivisions.

As in the Downtown Area Redevelopment Plan, the Municipal Development Plan also identifies an area on its Land Use Concept Map for Heritage Mixed Use. This is the

residential area to the north of the highway on Third Street. Similarly, a Map showing the locations of twenty buildings identified by Alberta Community Development is presented in the Plan. The Heritage Management Plan addresses these resources and, where appropriate, explores and expands the opportunities for their management and protection. The policies summarized above provide an excellent mandate for the preparation of the Town of Cochrane's Heritage Register and Heritage Management Plan. These policies provide clear direction for a more detailed and focussed plan to specifically manage Cochrane's heritage resources.

### **4.3 The Town of Cochrane Western Heritage Design Guidelines**

The Town of Cochrane Western Heritage Design Guidelines were prepared in response to the direction given in the Municipal Development Plan to promote a unifying theme for new building forms and urban design in keeping with its historical roots. As a result of public input, Western Heritage emerged as the selected theme. Because these guidelines are directed at new development, they do not specifically affect existing heritage resources. However, the potential impact of these guidelines on the heritage character on both the downtown core and the Heritage Mixed Use area north of Bow Valley Trail is significant especially as it relates to development directly adjacent to existing heritage buildings. The Guidelines provide specific direction regarding design elements for new buildings so that they may be compatible with the architectural detailing and materials used on buildings as they would have appeared in the early twentieth century. This includes doors and windows, roof style, cornice lines, sign types and location, lighting, and storefront design. Guidelines are also presented for industrial buildings to project a building form and elements that are reminiscent of a typical early industrial building type. A critical component of these Guidelines is the inclusion of design review evaluation criteria to allow for consistent review of development proposals by the municipality. This will ensure that any subdivision or development permit application will be evaluated according to its compliance with the Western Heritage Design Guidelines. The Guidelines provide a useful reference document that will complement the Heritage Management Plan.

## **5.0 COMPONENTS OF A COMMUNITY HERITAGE MANAGEMENT STRATEGY**

A comprehensive heritage management plan consists of an effective blending of enabling legislation, processes to carry out the intent of the legislation, and practices to ensure that responsible conservation is implemented. Once the plan is implemented, it becomes a heritage management program.

### **5.1 Tools**

The following are examples of tools that governments, agencies, and individuals can use to encourage the protection and rehabilitation of historic resources.

#### **a) Enabling Legislation**

This refers to the power that is enshrined in government Acts that allows various actions or processes to be carried out by governmental agencies in order to assess or protect historical



properties. In the province of Alberta, these powers rest in two Acts: the Historical Resources Act and the Municipal Government Act. While the Municipal Government Act enables the regulatory powers contained within the Land Use Bylaw, it is the Historical Resources Act that is the major legislative tool with the power to control development or actions affecting historic buildings, structures and areas.

The Historical Resources Act contains several Parts devoted to heritage conservation at the provincial level. Part 2 (Historic Resource Management) and Part 4 (General) contain the Sections that are most applicable at the municipal level.

#### **b) Regulations and Policies**

Both the Province of Alberta and municipalities may establish their own regulations and policies as permitted under the Historical Resources Act and the Municipal Government Act. These may include policies that describe the circumstances under which a specific property or area may be designated. Regulations also control what changes may or may not be undertaken following designation. Other policy areas may include the adoption of the Heritage Register by bylaw as well as procedures to amend the Register over time. Policies may also be put in place by the municipality to monitor its historic resources as well as the procedures that must be followed if alterations or demolition are proposed. Sometimes an owner may use a tool called a restrictive covenant to limit the degree to which a heritage property may be changed or to prevent its demolition. A restrictive covenant is placed on the title of the property.

#### **c) Incentives**

Incentives refer to programs or measures administered by the municipality or other community-based agencies to encourage the protection and retention of historic resources. Unlike regulatory measures, these tools usually offer something to the owner or developer in return for undertaking rehabilitation work or legal protection. Often they work in hand with the policies referred to above to offer tangible advantages to owners. Examples of incentives are grant programs, tax incentives, technical assistance, or discretionary powers under the Land Use Bylaw which allow the Development Authority to waive certain requirements normally required under the development permit or, in some situations, to offer compensation in the form of density transfers.

#### **d) Public Awareness Programs**

Public Awareness programs are a critical part of any heritage management program and may be administered by the municipality or community groups. These are the activities and events that engage the community with the purpose of raising the public profile of heritage buildings and sites within the community. Examples of public awareness programs are interpretive plaque programs, heritage walking tours, annual award programs for rehabilitation work, community “how-to” workshops, lecture programs on heritage topics, heritage festivals, school programs, or festivities marking important historic events significant to the community, the province or the nation. Although these activities are time-consuming and require commitment and energy from the community, they are often the most recognizable component of a heritage management program.

## 5.2 Processes

In order to apply the tools referred to above, processes are usually developed by municipalities and related agencies that are enabled by the legislation but are relegated to local authorities to implement. These processes may vary procedurally from one municipality to another depending on the will of the community and its elected officials. These processes may include designation procedures, impact assessments, special zoning applications, and ongoing monitoring and stewardship of the Heritage Register.

### a) Heritage Building Designation

A building and the land on which it sits may be designated by bylaw as provided for in the Historical Resources Act. There are potentially three levels of designation: Registered Historic Resource, Provincial Historic Resource, and Municipal Historic Resource.

#### i) Provincial Designation Categories

The Province may designate a property that is assessed as having province-wide significance as either a Registered Historic Resource or a Provincial Historic Resource. This may occur with or without the agreement of the owner or the municipality. For Registered or Provincial Historic Resources:

*no person shall destroy, disturb, alter, restore or repair any historic resource or land that has been designated under this section, or remove an historic object from an historic resource that has been designated under this section without the written approval of the Minister.*

If a property is designated as a Registered Historic Resource, it is protected from demolition for only a period of up to 90 days. This gives the governmental authorities a time period in which to negotiate with the owner to strengthen the designation to the status of Provincial Historic Resource. Properties designated as Provincial Historic Resources are immediately and indefinitely protected from demolition and alterations as stated above unless directed otherwise by the Minister.

The Historical Resources Act stipulates the terms and conditions under which the designation process may take place including the Notice of Intention to Designation, public notification, and documentation on the title of the property.

#### ii) Municipal Designation

Under the Act, every Alberta municipality is given the power to designate a heritage property as a Municipal Historic Resource.

*A Council of a municipality, after giving the owner 60 days' notice, may by by-law designate any historic resource within the municipality whose preservation it considers to be in the public interest, together with any land in or on which it is located that may be specified in the by-law as a Municipal Historic Resource.*

As in the provincial level designations above, no person shall alter or destroy or repair the resource without the approval of Council or a person appointed by Council.

In order to clarify the intent of the designation, the designation by-law passed by the municipality can identify in more detail the extent to which the municipality may have

control over changes to the designated building. This may occur through accompanying legal agreements that outline future rehabilitation work, a maintenance schedule, or limitations on the extent of the protection of the building (e.g., exterior façade only). These are all elements that enable a municipality to negotiate with an owner or developer to develop a mutually acceptable legal agreement.

**b) Heritage Area Designation**

Under the Historical Resources Act, both the Province and the Municipality may enact their own protection of an area identified as having special historical significance. Usually heritage areas contain a concentration of historic resources, which collectively merit special protection. Under this form of protection, either the Province through the Lieutenant Governor in Council or the Municipal Council by by-law, may “prohibit or regulate and control the use and development of land and the demolition, removal, construction, or reconstruction of buildings within the area.”

**c) Compensation**

Unlike building or area designation at the provincial level, municipalities are required through the Act to compensate owners of property designated as either a Municipal Historic Resource or a Municipal Historic Area. If the designation bylaw:

*decreases the economic value of a building, structure or land that is within the area designated by the by-law, the Council shall by by-law provide the owner of that building, structure or land with compensation for the decrease in economic value.*

If the owner and Council cannot agree on appropriate compensation, an application may be made to the Land Compensation Board to establish the appropriate compensation. The resulting decision is binding upon Council. Compensation, with the agreement of the owner, may take the form of a grant, tax relief or any other means acceptable to both parties.

**d) Historic Resource Impact Assessment**

An Historic Resource Impact Assessment (HRIA) is another process that may be used through the Historical Resources Act. If the Minister has reason to believe that a building may qualify for designation and it is under threat either from proposed alterations or demolition he may require an HRIA. The Minister may order an inspection and subsequent preparation of an HRIA to identify the potential impacts of any proposed activity affecting the resource. Although in Alberta this process most commonly is triggered because of proposed industrial activity in areas with archaeological resources, it may also be used in the event that historic buildings or structures are under threat. The HRIA is a useful process to apply when development activity is suspected of adversely affecting historical resources either above or below ground.

**e) Special Area Zoning**

One way of controlling the use and development regulations surrounding heritage properties is through special zoning provisions. The Municipal Government Act allows municipalities to create specially tailored zoning bylaws to ensure that heritage properties are not threatened by inappropriate uses or alterations that may alter the integrity of the resource. In Alberta, this may be achieved through a Direct Control District (DC), which allows a Council to:

*regulate and control the use and development of land and buildings in the district in any manner it considers necessary.*

The Lieutenant Governor in Council may similarly establish Special Planning Areas in accordance with the provisions of the Municipal Government Act to regulate the use and development of buildings and land.

**f) Community Monitoring and Stewardship**

Once the policies, procedures and regulations are established, it is necessary to continue to monitor the heritage management program. Heritage Registers and Management Plans need to be reviewed and updated over time to ensure that they are relevant and the information is up-to-date. Processes to achieve this should be put in place. This may include policies to amend the Heritage Register. New inter-governmental programs are being developed annually which may provide new opportunities for community-based heritage programs. Citizen based groups which may or may not be mandated by municipal Councils have a large role to play in advocacy, public programming, and other community outreach activities.

**g) National Historic Places Initiative**

A significant opportunity is presented by the possibility of new Federal Government initiatives for the conservation of built heritage. In 1999, the Federal government made a renewed commitment to the conservation of the country's built heritage and is currently studying the possibility of a National Heritage Register, national conservation standards and guidelines, and investment tax credits. It is anticipated that any financial or tax benefits from these programs will be limited to revenue-generating properties. This may have significant implications for some of Cochrane's heritage resources. As of May 2, 2001, the Federal Government has made the financial commitment to fund the development of these initiatives.

Although the program is still in its formative stages, it is anticipated that it will have far-reaching consequences for local heritage conservation. A National Register of Historic Places may be developed based on local community Heritage Registers that already have been recognized and validated by any of the three levels of government. Processes to establish uniform conservation standards and guidelines and certification of rehabilitation work that qualifies for financial assistance are also being developed.

### 5.3 Practices

The responsible conservation, rehabilitation and maintenance of historic resources require specialized knowledge and technical skills in heritage planning, building evaluation and assessment, and conservation methods. In order to put a heritage management plan into practice, it is necessary to know where to obtain the correct professional and knowledgeable heritage advice and expertise for a variety of services when they are needed.

#### a) Heritage Professionals and Contractors

There are many experienced heritage professionals, trades people and contractors with specialized knowledge in heritage conservation. These range from architects, planners, quantity surveyors, conservators, building materials specialists such as millworkers and masons as well as building envelope specialists and paint colour consultants. It is important to choose the appropriate professional according to the requirements of the project. A list of professionals and contractors is available by contacting Alberta Community Development. Organizations such as the Architectural Institute of Alberta and the Alberta Association of the Canadian Institute of Planners may also be able to provide guidance in this matter.

#### b) Standards and Guidelines

Standards and guidelines are the rules of thumb that guide responsible heritage conservation practice. Heritage conservation principles guide decisions regarding the treatment of heritage resources. Standards and guidelines specify which practices and procedures safely and effectively preserve and maintain original historic fabric. They promote rehabilitation using methods that minimize harmful impacts while restoring the original architectural elements. Publications are available from both the provincial and federal governments to assist communities in this regard.

#### c) Access to Information Resources and Networks

There are a vast number of information resources available to assist public and private organizations as well as individuals with heritage conservation challenges. Many of these are available over the internet or in publications published by governmental organizations, education programs on heritage conservation, and community-based societies and agencies. Access to resources is invaluable for the effective implementation and ongoing operation of heritage management programs. Appendix Two provides a list of some of these resources.

## 6.0 A HERITAGE MANAGEMENT PLAN FOR THE TOWN OF COCHRANE

The following series of recommendations is presented to guide the implementation of a heritage management strategy especially tailored for the Town of Cochrane based on the tools, processes, and practices presented in the preceding Section.

## 6.1 Adoption of the Heritage Register and Heritage Management Plan

**Recommendation #1: The Town of Cochrane should formally adopt the Heritage Register and the Heritage Management Plan by bylaw along with accompanying policies and procedures for the protection of Cochrane’s heritage resources.**

The Heritage Register lists the resources on which the Management Plan will be focused. It is therefore recommended that it be adopted by bylaw by the Town of Cochrane. The bylaw should also include, or be accompanied by, a policy or policies that outlines how the municipality will manage both Register A and Register B properties. It is critical to clarify that inclusion on the Register is by no means restrictive on the owner of the listed property. Regulatory control measures, which give an authority the legal means to prevent alterations or demolitions, can only occur if a property is legally designated by bylaw. The process for designation is outlined in Sec. 5.2 of this Plan. The Register only allows the municipality to monitor permit applications on the listed resources and participate in negotiation with owners and developers, which may or may not lead to designation.

### **Resources on the Register with Special Considerations**

#### **a) Cochrane Cemeteries**

Consisting of the old “St. Andrew’s” Cemetery and the Catholic Cemetery, the Cochrane Cemeteries are considered heritage landscapes of considerable historical and cultural importance to the community. As “A” listed resources, they deserve special management. Although cemeteries are usually not at risk due to demolition, they are often at risk due to neglect. Old cemeteries have special conservation needs and provide an opportunity for members of the community to reflect upon the past. They are rich with life stories, historical grave markers, community genealogy, and in Cochrane’s case, a spectacular setting. As a result, it is recommended that a separate cemetery management strategy be developed which seeks a combination of grave marker conservation, historical research and documentation, and landscape maintenance. Many communities have developed a “Friends of the Cemetery Society” which have access to grant funding through local and provincial programs.

#### **b) James Quigley Ranche - 204 Baird Avenue**

This property is the oldest historic resource on the Register and is the only property that is designated by the Province of Alberta. As a Registered Historic Resource (RHR), it does not have the maximum protection under the Historical Resources Act. Therefore, it is still at risk after 90 days should it ever be subject to a demolition permit application. It is extremely fortunate that a property of such significance has been designated and therefore afforded some protection. However, it is highly recommended that the Town with the support of the owner investigate designation as a Provincial Historic Resource (PHR) or a Municipal Historic Resource (MHR).

#### **c) Lead Shot Tower**

This structure will most likely continue to be recognized and valued for its landmark status. Although it was not originally built on the site but was moved from Turner Valley, the longer it stays in Cochrane, the more it will be associated with its local identify. For this reason, it

has been placed on the Register B list with the intention of drawing attention to its status within the community. Restoration work beyond maintenance for safety purposes may not be necessary, but there is an opportunity for local interpretation.

**d) Gleichen Railway Station**

Like the Lead Shot Tower, this building was moved to Cochrane and has therefore lost its original historical context. This resource has been included on the Register A list due to its clear architectural and historical merit as a heritage CPR railway station and because of the major role that the railway played in the development of the west. However, it is anticipated that it will be moved and will find a useful life within the community. It is recommended that a site is chosen which provides a compatible landscape for a station of this size and that any restoration project adheres to the standards and guidelines referred to in this Plan.

**6.2 Permit Review Process**

**Recommendation #2: A process should be put in place that allows the Development Authority to review all zoning and subdivision, development and building permit applications affecting properties on the Register.**

By flagging all properties at the permit stage, the Development Officer or Planner will be immediately alerted that the subject property is listed on the Register. A checklist should then be followed to ensure that a comprehensive evaluation of the application is undertaken with respect to its potential impact on the historic resource. This checklist could include the following items:

- Is the affected property on the A List or the B List?
- What is the land use district?
- What is the Municipal Development Plan Land Use Concept?
- What is the potential impact of the proposed application on the historic integrity of the exterior of the building? (none; minor; major);
- Is the owner aware that the property is on the Register?
- Has a pre-application meeting been held with the applicant?
- Have the next steps been identified to ensure that the proper processes are followed for A & B Resources?

**Development of Administrative Policies for the Register**

The following outlines proposed policies for each category:

**Register A:**

- Pre-negotiation should be undertaken prior to formal application;
- Focus on conservation efforts should be primary;
- Options should be pro-actively sought for protection and retention;
- Properties should be flagged and monitored for proposals to alter the exterior or demolish;
- Following permit application, formal negotiation should proceed;
- Negotiation should include the offering of incentives;

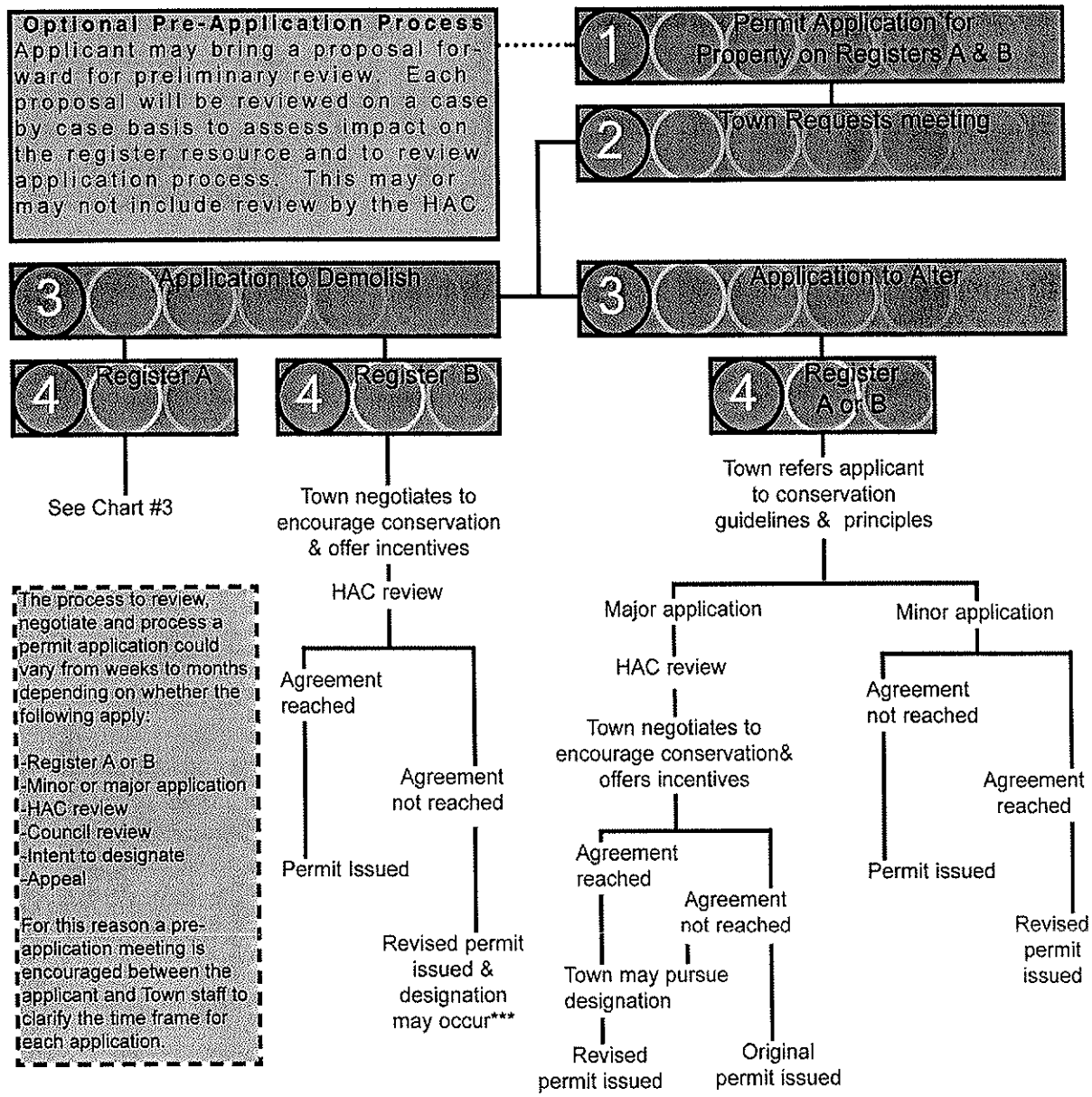
- ❑ Designation should be considered against the owner's wishes only if negotiations fail;
- ❑ Purchase should be considered by the Town as a last resort.

**Register B:**

- ❑ Pre-negotiation should be undertaken prior to formal application;
- ❑ Focus on conservation efforts should be secondary;
- ❑ Eligible for same incentives and protection as Register A;
- ❑ Negotiation should accompany any permit application to alter or demolish;
- ❑ Document property prior to significant alteration or demolition (see below);
- ❑ Any removable architectural elements from the exterior and interior should be salvaged as appropriate prior to demolition.



# Permit Review Process for Register A & B Properties



The process to review, negotiate and process a permit application could vary from weeks to months depending on whether the following apply:

- Register A or B
- Minor or major application
- HAC review
- Council review
- Intent to designate
- Appeal

For this reason a pre-application meeting is encouraged between the applicant and Town staff to clarify the time frame for each application.

## CHART #1

\*Permit Application may refer to Rezoning Applications, Development Permit Applications or Building Permit Applications if proposed alterations affect exterior historic elements.

\*\*Process is applied for applications to exterior of building only.

\*\*\*See charts 2 & 3 for process to designate as a Municipal Historic Resource.

### 6.3 Conservation and Rehabilitation Principles and Guidelines

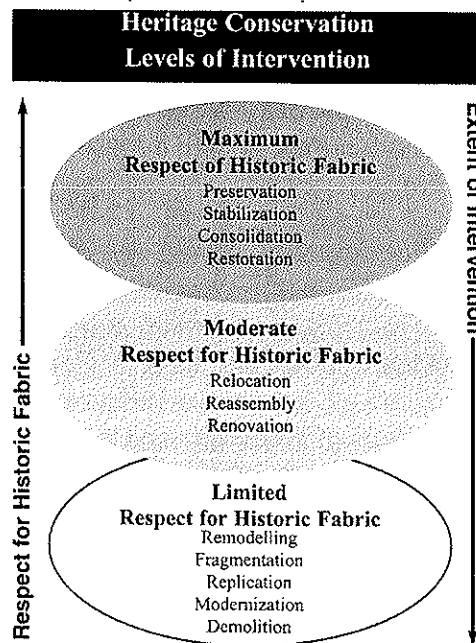
**Recommendation #3:** The municipality should strive to ensure that all work approved by the municipality follows conservation principles and guidelines that are endorsed by the municipality.

The Town of Cochrane should adopt these principles to guide rehabilitation work affecting any municipally owned heritage resources (e.g., cemetery).

#### a) Conservation Principles

The following Conservation Principles are derived from International Charters governing heritage conservation and seek to provide a framework for the management of heritage resources that extends from initial research to rehabilitation to protection and maintenance. For each project the intended level of intervention should be determined.

1. All heritage conservation work should be based on sufficient research, site analysis and documentation to identify and safeguard the heritage values to be conserved;
2. Historic resources should remain *in situ*, whenever possible;
3. The evolution of the structure and the site should be respected. The heritage value of additions and alterations should be assessed and considered;
4. Long-term protection of the site should be balanced with use requirements. Heritage management goals should be identified prior to undertaking any work;
5. The approach to all heritage conservation projects should be one of minimal intervention to ensure maximum conservation of authentic heritage fabric;
6. Conjecture and falsification of building elements should be avoided;
7. A well-developed maintenance plan should be clearly established.



## b) Rehabilitation Principles

Rehabilitation principles form the foundation for all responsible conservation and rehabilitation practice. They should be applied whenever rehabilitation work on a historic resource is proposed. The five widely acknowledged rehabilitation principles that underlie all conservation practice are listed below in the order in which they should be considered when planning heritage conservation work:

1. Identify and Retain – identify the original elements and materials and make every reasonable effort to retain as much as possible;
2. Protect and Maintain – protect the resource from deterioration by ongoing maintenance or stabilization measures;
3. Repair – repair deteriorated or damaged material using the least intervention possible in order to protect remaining historic material (refer to specific guidelines for different materials and elements);
4. Replace – replace an element only when it is completely destroyed or beyond repair and where documentation or research reveals the form and materials of the original element;
5. Alter/Add – Alterations and additions should be undertaken only in a way that is compatible with the original historic resource to improve the function or utility of the building or structure.

## c) Rehabilitation Guidelines

Specific guidelines are available from a variety of informed sources regarding the proper maintenance, repair and replacement practices affecting historic resources. They differ according to the building material, construction, and type of element undergoing work. In Alberta, a useful guide for all conservation projects is the Alberta Community Development publication entitled *Guidelines for the Rehabilitation of Designated Historic Resources*, 1990, which is available from the Heritage Resource Management Branch. It is based on the U.S. Secretary of the Interior's Standards and Guidelines and has been adapted for Alberta's communities. Another reference for the rehabilitation of commercial properties is *Downtown Historic Guidelines*, 1997, which is also available from Alberta Community Development.

## 6.4 Advisory Body Review

**Recommendation #4: The municipality should consider setting up a Heritage Advisory Committee to advise municipal Council on heritage-related issues in the community.**

Currently, the Town of Cochrane does not have a Council-appointed Heritage Advisory Committee. This is not uncommon, but implementation of the Heritage Management Plan will require a dedicated allocation of resources and commitment from both the community and municipal staff in order to succeed. One of the ways for the municipality to promote community involvement in the Heritage Program is through the appointment of a Heritage Advisory Committee. This Committee could comprise representatives from the community who have a special interest and knowledge in the architectural and cultural heritage of their community. The role of this Committee would be established by Council but could include:

- ❑ The review of development applications affecting historic resources;
- ❑ Co-ordination of municipal heritage awareness programs;
- ❑ Expansion and development of the heritage management program;
- ❑ General advice to Council on heritage issues in the community.

Such a Committee would require a Terms of Reference and a Procedures Manual so that all members would have a thorough understanding of the range of regulatory mechanisms and incentives as well as conservation and rehabilitation principles and guidelines.

**6.5 Regulatory Processes**

**Recommendation #5: The Town should review the properties on the Heritage Register with respect to their current land use district status.**

The Town of Cochrane Land Use Bylaw identifies the land use districts and the uses and regulations that govern development in each district. The following summarizes the current land use districts associated with the resources on the Heritage Register:

<u>LAND USE DISTRICT</u>	<u># OF PROPERTIES ON HERITAGE REGISTER</u>
CB (Central Business)	11
R-1 (Residential Single Detached)	10
R-2X (Residential Medium Density Multi-Unit Dwellings)	14
R-3 (Residential Multi-Unit Dwellings)	1
R-4 (Residential High Density)	1
M-BP (Business Park)	1
M-1 (Light Industrial)	1
PS (Public Service)	3
UR (Urban Reserve)	2

**Note:** Neither the Gleichen Railway Station nor the “Big Hill” are included in the above Table.

The implications of land use designations on buildings listed in the Register vary according to whether the existing heritage structure maximizes the development potential on the site. In many cases, the existing land use district allows the building to continue to be used in the way it was originally intended. Occasionally, however, the land use provisions on a heritage property may be in conflict with the retention of the historic building should the property be redeveloped. Many of the homes on the Register are located in the R-2X District, which allows more development on the site than a single detached home. Special standards should be incorporated in each district where there are historic buildings and structures.

There may be similar development pressures on heritage resources located in the CB (Central Business) District and to a lesser extent homes that have not reached maximum development potential in the R-1 (Residential Single Detached) District. The Town should be prepared to work with the owners or developers of these sites to explore ways to conserve the original heritage structure on the site should there be redevelopment pressure that adds density to the lot. This may include the consideration of sensitive additions to the original buildings using approved standards and guidelines.

**Recommendation #6: A special land use district should be considered for those areas that have a concentration of heritage resources and may be vulnerable to redevelopment.**

- ❑ Consider assigning special land use districts to those areas that have concentrations of historic resources (See Section 6.5);
- ❑ Consider expanding the area currently identified as Heritage Mixed Use in the General Development Plan to include the cluster of heritage properties to the west along Second Street West;
- ❑ In the event that demolition is inevitable, develop a process to relocate these resources to an appropriate residential site and document and/or salvage historical elements prior to relocation or demolition.

Cochrane's heritage resources are distributed widely throughout the old historic area and townsite. The greatest concentrations exist in two areas:

**a) First Street East and West** – This is Cochrane's main commercial street and is therefore highly visible to both residents and tourists. An opportunity exists to capitalize on its heritage character by ensuring that the historic buildings located along this corridor are retained and that any new development respects its existing character. The Western Heritage Guidelines provide guidance regarding recommended design considerations. A special zoning district would allow the municipality to have more direct influence over development in this area. Another option that the Town may wish to investigate is a program that ties economic development with heritage conservation. This is discussed in Sec. 6.6 under the Alberta Main Street Program.

**b) Second and Third Streets West** – This area is located north of Highway 1A east and west of Fourth Avenue North. The eastern portion of this area is in the R-1 (Residential Single Detached) District and is currently identified as a Heritage Mixed Use Area in the Municipal Development Plan. The intent of this proposed use is to encourage "infill development of small-scale special commercial uses such as unique shops, boutiques, professional offices, home enterprises, and tourist attractions which are compatible with residential uses". Directly to the southwest of this residential strip is an area containing several homes located in the CB (Central Business) District. Although this street is residential in character, it is likely to be under increasing pressure for commercial use redevelopment or road expansion that may result in the loss of the existing homes including those that are listed on the Heritage Register. It is recommended that the Town consider expanding the Heritage Mixed Use Area to include this vulnerable residential enclave. In the event that these homes are slated for demolition, every effort should be made to a) relocate these homes, or b) document and record these buildings and salvage the historic elements and materials.

Both of the areas above deserve special consideration. Although the commercial main street may benefit from programming opportunities specifically tailored for tourism and economic development, the residential areas on Second and Third Streets West should be considered for special zoning. The Land Use Bylaw has a provision for DC (Direct Control) Districts that allow Council direct control over development in these areas due to their special nature or circumstances. Land Use Districts have been used successfully in Edmonton to protect heritage properties in these areas and to provide guidance for compatible new development.

**Recommendation #7: The Municipality should establish a process to be endorsed by Council that describes the circumstances under which a property on the Heritage Register may be designated as a Municipal Historic Resource.**

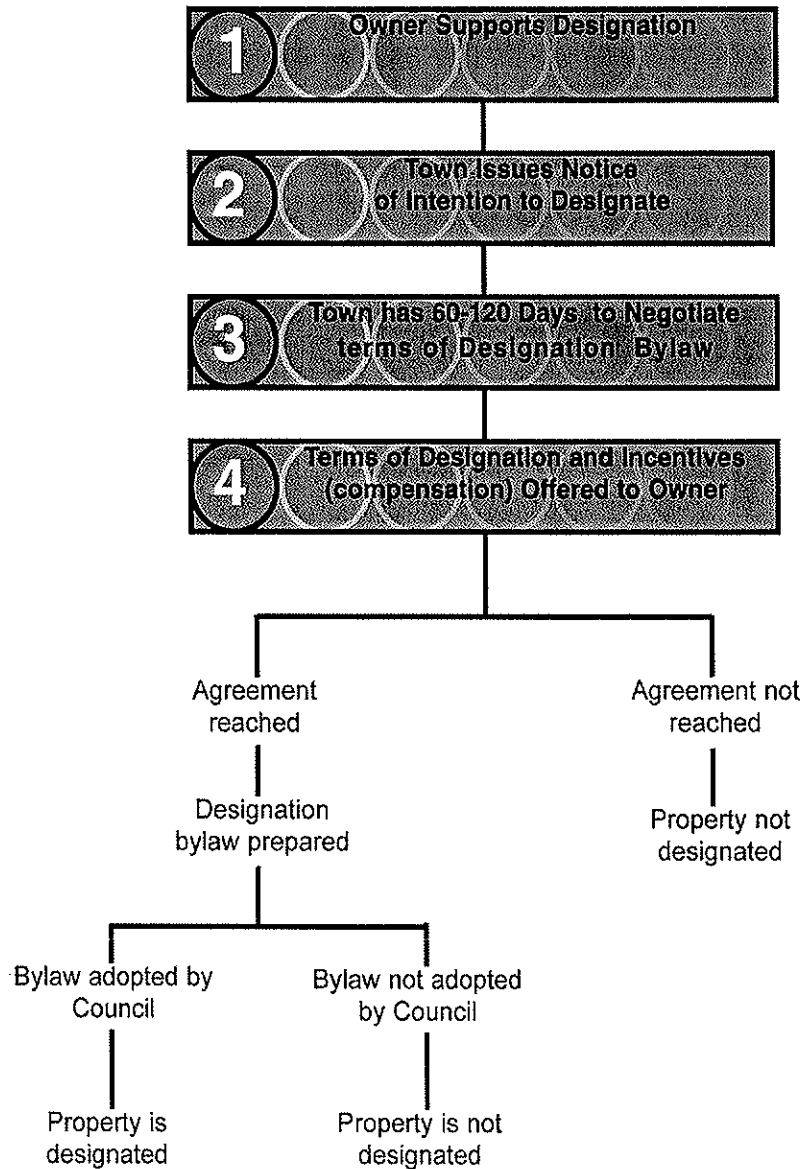
The charts that follow propose processes that the municipality may follow that can result in the designation and subsequent protection of properties on the Heritage Register. The legislation discussed in Section 5.2 of this document describes the relevant parts of the Provincial Acts that enable the municipality to undertake the designation of an historic resource. An effective and well-established heritage management program will encourage owners to seek designation of their own heritage properties in order to benefit from associated incentives. This scenario is described in Chart #2. Sometimes efforts to negotiate with the owner of a heritage property who wishes to demolish the structure fails – and the municipality may choose to designate the property for the benefit of the community. As explained in Section 5.2, the municipality must pay compensation as stated in the Historical Resources Act. This process is described in Chart #3.

**a) Designation and Assessment at the Provincial Level**

A process also exists to designate buildings by the Province. As described previously, there are two categories of protection for designation at the provincial level: Provincial Historic Resource and Registered Historic Resource. Any of the buildings listed on the Town of Cochrane's Heritage Register is eligible for designation as a Municipal Historic Resource. Any one of them may also be eligible for provincial designation.

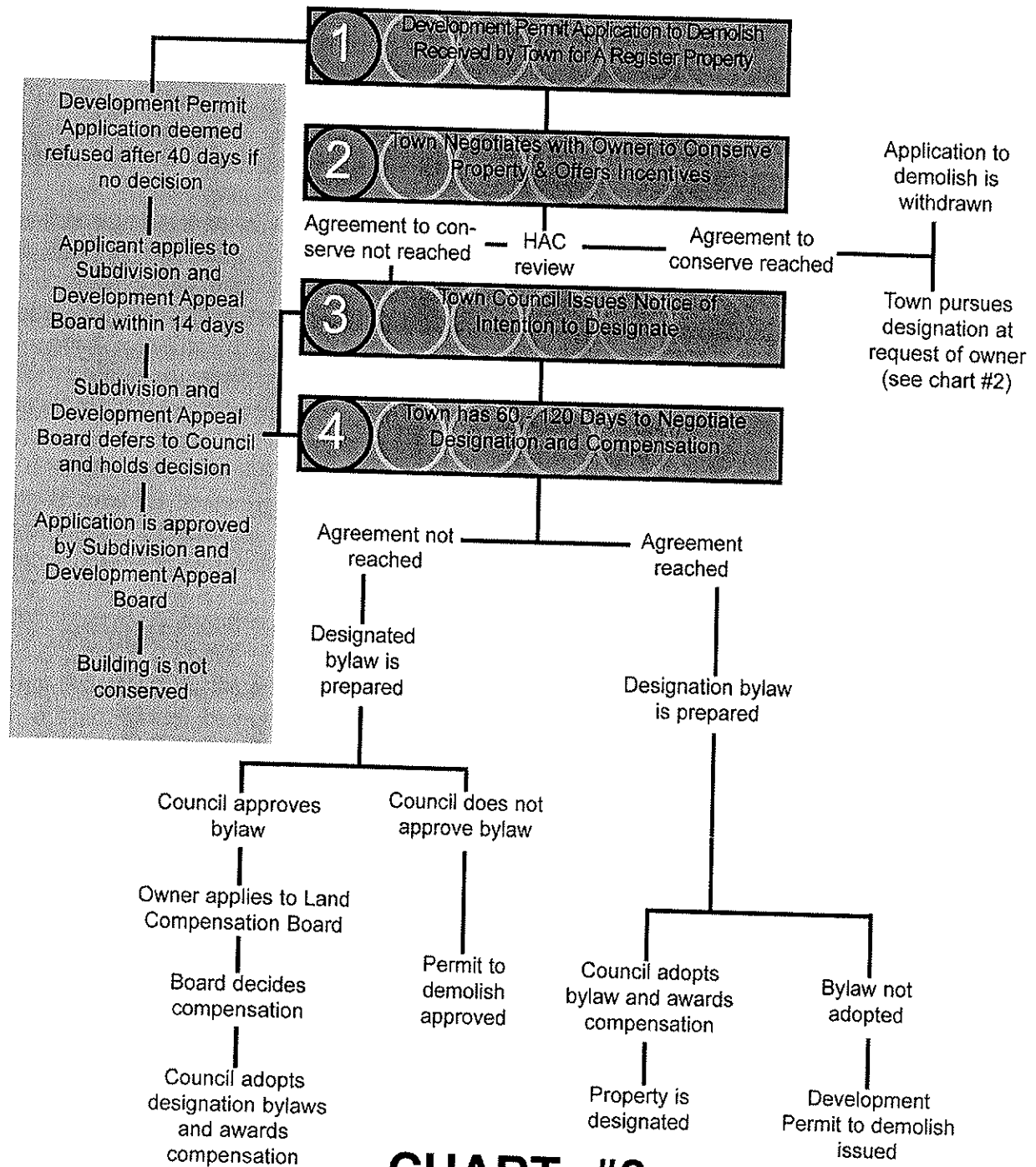
A separate evaluation is carried out by the Heritage Resource Management Branch of Alberta Community Development to determine whether the property merits designation at the provincial level. Grants are available from the Alberta Historical Resources Foundation for the restoration of designated historic properties. Should a building that is designated by the Province be affected by a development permit application, the Heritage Resource Management Branch at Alberta Community Development must first approve the proposed alterations prior to review by the municipal Development Authority. As a result, the Minister of Alberta Community Development has the legal authority to order a Historic Resource Impact Assessment of any historic resource that in his opinion may be threatened as a result of inappropriate alterations or destruction. An Historic Resource Impact Assessment may be ordered for buildings that are not designated but the Minister believes might qualify for designation.

## Process to Designate a Register A or B Property as a Municipal Historic Resource at Request of the Owner



### CHART #2

# Permit Review Process for Register A & B Properties



**CHART #3**



## **6.6 Incentives to Encourage Heritage Conservation**

**Recommendation #8: The Town should create an effective and manageable set of incentives to empower the heritage management program.**

A convincing way to encourage heritage resource owners or potential owners to conserve and invest in the rehabilitation of their properties is by offering incentives. For municipalities, the legislative requirement to compensate owners for any loss in economic value resulting from designation as a Municipal Historic Resource necessitates the development of a set of incentives on behalf of the municipality. The following is a selection of possible incentive options.

### **a) Grants**

The most motivating incentive is direct financial assistance. The City of Victoria and the City of Vancouver both offer programs through City-funded organizations that provide direct financial assistance to the owners of residential properties on their Heritage Registers to assist with the costs of rehabilitating their buildings. In return, the properties must be designated by bylaw. The Town of Cochrane may wish to consider allocating a portion of their annual municipal budget for grant allocations that could be directed towards the conservation of properties on the Register.

The Alberta Historical Resources Foundation offers grants for heritage research and conservation in a variety of areas. One of the funding categories is Historic Resource Preservation. Grants may be awarded over any 5 year period for up to 50% of eligible costs according to the following grant ceilings for each category:

Studies/Plans:	\$25,000
Property Designated as a Provincial Historic Resource:	\$75,000
Property Designated as a Registered Historic Resource:	\$25,000
Local Historic Resource:	\$ 5,000
Provincially Significant Cemeteries or Graves:	\$ 2,000

### **b) Tax Incentives**

Municipalities may also choose to forgive part of the municipal portion of the property tax on a heritage property as long as the property is municipally designated. In these cases, the tax relaxation may be calculated based on the extent and cost of the rehabilitation. The City of Edmonton through its award winning Policy C-450A has developed a policy that calculates the amount of tax that will be rebated over a number of years depending on the rehabilitation costs that are directly related to the conservation of the exterior of the building. In return, the property is designated by bylaw as a Municipal Historic Resource and the property is redistricted to DC-1 (Direct Control) District.

**c) Relaxations/Variations**

Another very effective set of incentives rests with the Development Authority. It is common for heritage buildings to be sited or built in ways that do not conform to the regulations that currently apply to the land use district governing the land on which the building sits. These buildings are considered non-conforming. The Municipal Government Act allows the Development Authority to approve permits for buildings that are non-conforming in recognition of the fact that they were built in an earlier era.

When approving Development Permit applications, the Development Authority has discretionary powers and may relax some requirements especially when the developer is offering amenities in another part of the project. In return for the conservation and rehabilitation of a building on the Heritage Register, the Development Authority may be able to relax requirements related to parking, setbacks, and access. Similarly, some building permit equivalencies could be made available in order to prevent conservation principles and guidelines from being compromised.

One of the most effective incentives offered especially in commercial areas with development pressures is the redistribution of density. Density refers to the ratio of floor area to lot size. For conservation projects where the heritage building is located on a property, which has much higher development potential than currently occupied by the building, density can be transferred or sold to another property and the resulting financial benefits applied to conservation costs of the heritage building. In another example, a lot with an existing heritage home may be designated for semi-detached/duplex use. In this case, the Development Authority may allow an infill house to be built on the property thereby allowing the heritage house to remain on the site.

**d) Alberta Main Street Programme**

This Program was created in 1987 to provide Alberta communities with a process to revive their main streets through a combination of heritage commercial building rehabilitation and economic development. Funding is cost-shared between the Alberta Historical Resources Foundation and the participating community to hire a project co-ordinator and to implement the program over an initial 3 year period. This program has been very successful for a number of municipalities in Alberta. Municipalities may apply directly to the Main Street Programme through the Heritage Resource Management Branch at Alberta Community Development. The Town of Cochrane would be eligible to apply under the Small Town Initiatives category. Selection is based upon a number of criteria, which include the concentration of commercial buildings of historic and architectural merit along its Main Street, as well as the level of community support.

**e) National Historic Places Initiative**

As discussed in Section 5.2 of this document, a National Historic Places Initiative is in its formative stages. There is reason for optimism that a program will be put in place in the next few years due to the federal government's commitment to fund this initiative. It is anticipated that investment tax credits may be used to offset the costs of conserving and rehabilitating

properties on local Heritage Registers. This will provide another level of funding to encourage owners of heritage properties to invest in the maintenance and protection of their buildings.

## 6.7 Heritage Awareness Programs

### **Recommendation #9: The Town should work with historical societies and the proposed Heritage Advisory Committee to promote heritage awareness through programming.**

One of the most effective ways to build and maintain respect for a community's heritage is through a rich selection of events that raise the public's awareness and appreciation of their history. The following are examples of the types of events that invite public interest and participation. In many municipalities, these kinds of events are jointly sponsored or managed with community-based societies that may choose to take the responsibility for administering these programs.

#### **a) Plaque or Interpretive Program**

A plaque program could be promoted that identifies buildings on the Register and provides historical information for tourists and residents alike. Interpretive plaques also help to stimulate self-guided walking tours.

#### **b) Special Events: Promotion of Historical Lectures and Plays, Walking Tours**

Some community groups hold regular historical lectures on a range of topics of interest to the community. Most communities and regions are richly endowed with people who are knowledgeable about a variety of topics from the past that would be of interest to current residents. Historical enactments are also crowd-pleasers especially if they are linked to a special anniversary or local legendary events.

Walking tours are also a popular way of arousing people's interest in their neighbourhood histories. These may be self-guided tours with the help of brochures or group tours led by volunteers. Local historians often have anecdotal accounts about specific buildings and places that give special flavour to walking tours. Cemetery tours have become a favorite in many communities due to their attractive settings and the many stories that can be told about the families and individuals who rest there.

#### **c) Annual Programming: National Heritage Week or Heritage Day**

National Heritage Week in February is celebrated in many communities through a series of special events that are directly linked to their own local history. In Alberta, Family Day coincides with Heritage Day thereby presenting an ideal opportunity to celebrate these kinds of special events.

**d) Heritage Home Workshops: How-To Workshops for the Maintenance, Repair and Rehabilitation of Old Homes**

Many owners of heritage homes have a keen interest in repairing, rehabilitating or restoring the interiors and exteriors of their homes. Workshops that feature experts with specialties in such areas as millwork, repairing original windows, or historic paint colours can be extremely popular.

**e) Heritage Recognition Awards**

Once the heritage management program has been established for a few years, the Town might be interested in launching an awards program to bring recognition to both the heritage properties and their owners for undertaking recent rehabilitation or restoration projects. This is a way of raising the profile of the value of conservation practices as well as building pride in the community.

**f) Liaison and Co-ordination with other Municipal Heritage Programs in the Province and with other Resource Organizations and Local Historical Societies (Cochrane Historical & Archival Preservation Society [CHAPS] and Cochrane and Area Heritage Association)**

It is always useful to have a network of other agencies and organizations with which to share information and co-ordinate events. This is especially true in the area of heritage awareness programming.

Cochrane is fortunate to have existing heritage societies with which to build and co-ordinate programming opportunities. Support for these community organizations and their activities will only strengthen the ties that lead to more collaboration in the administration and delivery of these programs.

Cochrane lies in a strategic location between Calgary and Canmore-Banff where there are many opportunities to benefit from a co-ordinated approach. Cochrane has its own unique stories to tell but it may benefit from using the resources of the communities around it to draw upon the experiences and expertise of the greater region.

## **6.8 Heritage Management Plan Monitoring**

**Recommendation #10: The Heritage Management Plan and the Heritage Register should be regularly updated as needed and a thorough review undertaken every 5 years. This should include the consideration and evaluation of the heritage landscape resources submitted as part of the public nomination process.**

**Recommendation #11: The Town should add additional historic sites.**

Like any plan, it is important that the Heritage Management Plan continue to be relevant and useful as time passes. It is recommended that a thorough review be undertaken of the properties listed on the Register and the recommendations in the Management Plan every 5 years.

**a) Updating and Review of the Register**

The Heritage Register will be subject to change over time and should be subject to ongoing amendment, if warranted. Although it is important to preserve the integrity of the Register, it is also prudent to recognize that some resources may be lost because of demolition or inappropriate alterations. Likewise, new information or conscientious rehabilitation practices may result in buildings being added to the Register. Over time, a new appreciation may develop for buildings of later eras that the community feels should be recognized and protected. A process should be put in place to amend the register that allows for the careful and consistent evaluation of resources that may result in removals from or additions to the Register. An ongoing opportunity for public nomination could allow new properties to be considered for inclusion on the Register. This could be administered and reviewed through the proposed Heritage Advisory Committee using the evaluation and scoring system applied in the 2001 Inventory. This process should be detailed in a policy document that clearly identifies the evaluation and amendment procedures.

**b) Municipal Stewardship Initiatives**

In order to launch and sustain a heritage management program, it is important for the municipality to take leadership in developing and shaping the program. An annual work program should be developed that seeks to advance the program incrementally. Each year will build upon the successes of the last. Ideally, it will also begin to attract champions in the community who may choose to develop community-based programming with the support of the municipality.

**c) Expanding the Program**

There are many other ways that the municipality may wish to expand the Heritage Management Program in the future. The Plan must be open to change.

As the program matures, the municipality may want to consider expanding its program. Heritage landscapes is an area of heritage conservation that is increasingly receiving greater appreciation. Cochrane has a spectacular setting and its landscape features are among its most defining attributes. The Town may wish to protect specific landscape features that contribute to Cochrane's sense of place. This could include special vegetation that defines a park – or it could be a ridge of land or open space that has meaning for residents. During the public nomination process, several landscapes were nominated. Those included the “Big Hill,” the Bow River and its floodplain, Big Hill Creek and its floodplain, and Jumpingpond Creek and its floodplain. These sites should be researched and evaluated for potential inclusion on the Heritage Register. Although there are a number of ways to protect property such as these, inclusion in the Register will mark the area for potential cultural and historical recognition.

**d) Incorporation of New Heritage Management Policies into Future Versions of the Municipal Development Plan, the Downtown Area Redevelopment Plan, and other Statutory Planning Documents.**

As the heritage management program takes shape and policies are developed and approved by Council, these should be reflected in any existing and new policy documents that guide development in the Town. For example, both the Municipal Development Plan and the Downtown Area Redevelopment Plan should be amended to refer to the Heritage Register as the recognized list of historic resources in the Town of Cochrane.

**e) Co-Ordination with Provincial and Federal Heritage Programs**

It is important for municipal staff and community groups to be in contact with heritage agencies and departments in other jurisdictions. New programs from which the municipality can directly benefit are constantly in the process of being revised or created. Although it takes time to research potential funding sources, it is often highly rewarding. The Alberta Historical Resources Foundation and the National Historic Places Initiative are both examples of programs from which Cochrane may benefit in the future.

There are also many extremely useful resources available to assist communities with their heritage conservation needs. They include management advice, technical publications for rehabilitation work, internet resources, and list-serves, as well as a rich array of provincial and federal publications devoted to heritage conservation. Some of these sources are listed in Appendix Two.

## **7.0 SUMMARY - IMPLEMENTATION AND RECOMMENDED ACTIONS**

**Note:** These actions are based on the recommendations listed in Section 6 and have been re-ordered based on priority for implementation.

### **IMMEDIATE ACTIONS (up to 1 year):**

**Recommendation #1: The Town of Cochrane should formally adopt the Heritage Register and the Heritage Management Plan by bylaw along with accompanying policies and procedures for the protection of Cochrane's heritage resources.**

- Conduct public consultation and Present the Register and Heritage Management Plan to Community and Historical Groups;
- Request Additional Public Nominations to the Heritage Register;
- Develop a Policy to Amend the Register;
- Present Register, Plan, and all policies to the Planning Commission and Town Council for approval and endorsement.

**Recommendation #2: A process should be put in place that allows the Development Authority to review all zoning and subdivision, development, and building permit applications affecting properties on the Register.**

- Develop Policy Procedures for the Processing of Permit Applications that affect Resources on the Register;
- Obtain Policy Approval from the Planning Commission and Town Council.

**Recommendation #3: The municipality should strive to ensure that all work approved by the municipality follows conservation principles and guidelines that are endorsed by the municipality.**

- Obtain endorsement from the Planning Commission and Council for a set of standards and guidelines to assist owners and guide decisions affecting proposed alterations and rehabilitation of properties on the Heritage Register;
- Distribute standards and guidelines for staff and community use;
- Hold workshops and distribute brochures to explain the purpose and implementation practices associated with these standards and guidelines.

**Recommendation #4: The municipality should consider setting up a Heritage Advisory Committee to advise municipal Council on heritage-related issues in the community.**

- Prepare a Terms of Reference for the Heritage Advisory Committee;
- Prepare a Policy and Procedures Manual to help prepare members for their role on the Committee;
- Invite members of the community that have an interest in their heritage including representatives from existing community groups and historical societies;
- Invite a member of both the Planning Commission and Council to participate;
- Assign a staff person to provide administrative support and advice;
- Identify program elements that can be annually supported or co-ordinated by the Committee.

**Recommendation #7: The Municipality should establish a process to be endorsed by Council that describes the circumstances under which a property on the Heritage Register may be designated as a Municipal Historic Resource.**

- Develop a designation process in co-ordination with a set of incentives;
- Develop policies for managing designation processes that could include: voluntary designation without incentives; voluntary designation with incentives; and involuntary designation with compensation for approval by Council.

**Recommendation #8: The Town should create an effective and manageable set of incentives to empower the heritage management program.**

- Develop a set of incentives that may be used to encourage owners to have their properties designated;
- Develop a policy identifying how these incentives will be calculated;

- Develop a policy identifying how these incentives may be applied as compensation in the event of involuntary designation.

**Recommendation #9: The Town should work with historical societies and the proposed Heritage Advisory Committee to promote heritage awareness through programming.**

- Identify heritage programming that is currently in place;
- Do not duplicate efforts;
- Identify programming opportunities;
- Identify how these programs and events will be managed and who will take responsibility for them;
- Seek resources both inside and outside of the community for financial and advisory assistance.

**SHORT TERM ACTIONS (1 to 2 years):**

**Recommendation #5: The Town should review the properties on the Heritage Register with respect to their current land use district status.**

- Conduct a systematic review of the properties on the Register to identify opportunities and barriers to heritage conservation posed by the current land use districts;
- Consider developing policy that addresses ways to protect heritage resources in these areas for inclusion in the General Development Plan, the Downtown Area Redevelopment Plan, and any other relevant neighbourhood plans.

**Recommendation #6: A special land use district should be considered for those areas that have a concentration of heritage resources and may be vulnerable to redevelopment.**

- Consider assigning special land use districts to those areas that have concentrations of historic resources (See Section 6.5);
- Consider expanding the area currently identified as Heritage Mixed Use in the General Development Plan to include the cluster of heritage properties to the west along Second Street West;
- In the event that demolition is inevitable, develop a process to relocate these resources to an appropriate residential site and document and/or salvage historical elements prior to relocation or demolition.

**Recommendation #11: The Town should add additional historic sites.**

- Add “The Big Hill”, the Environmental Reserve between the Lower East neighbourhood and GlenEagles (for its significant limestone deposits), the Bow River and its floodplain, Big Hill Creek and its floodplain, and Jumpingpond Creek and its floodplain, as significant historic landscapes.



**MEDIUM TERM ACTIONS (up to 5 years):**

**Recommendation #10: The Heritage Management Plan and the Heritage Register should be regularly updated as needed and a thorough review undertaken every 5 years. This should include the consideration and evaluation of the heritage landscape resources submitted as part of the public nomination process.**

- Undertake a review of the Register on an ongoing basis through a formalized amendment and policy process;
- Review the Heritage Register and the Heritage Management Plan every 5 years for relevance and the need for revision.

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- Monika McNabb, Coordinator, Heritage Preservation Partnership Program Alberta Historical Resources Foundation
  
- Glenbow Archives
  
- Cochrane Historical and Archival Preservation Society (CHAPS)
- Cochrane and Area Heritage Association

## APPENDIX ONE

### LIST OF DEFINITIONS

#### **Community Heritage Commission or Committee**

This is a committee appointed by a municipal Council for the purposes of advising a local government on heritage matters or undertaking other activities authorized by a local government.

#### **Conservation**

Conservation encompasses all actions aimed at the safeguarding of heritage for the future. Its purpose is to study, retain and restore the culturally significant qualities of the resource with the least possible intervention.

#### **Heritage**

Heritage is a broad term that refers to all that is inherited from the past. It therefore includes the built environment, those buildings and works of the past, sites of historic events, historic skills, behaviours, and patterns of life. A community's heritage encompasses its entire environmental inheritance.

#### **Heritage Character**

This means the overall effect produced by traits or features, which give property or an area a distinctive quality of appearance dating from an earlier period.

#### **Historic Resource**

An historic resource is any work of nature or humans that is primarily of value for its palaeontological, archaeological, prehistoric, historic, cultural, natural, scientific or esthetic interest including, but not limited to, a palaeontological, archaeological, prehistoric, historic or natural site, structure or object (HRA, Ch. H-9).

#### **Historic Site**

An historic site is any site that includes or is comprised of, an historical resource of an immovable nature or that cannot be disassociated from its context without destroying some or all of its value as an historical resource. (HRA, Ch. H-9).

#### **Historic District**

An historic district or conservation area denotes a neighbourhood unified by an architectural style and/or historical development.

#### **Interpretation**

This is any communication process designed to reveal the characteristics, meanings and relationships of a community's built heritage to the public through reference to objects, artifacts, landscapes, and structures or persons.

#### **Intervention**

In the context of historic preservation, an intervention refers to one of many levels of action instigated by man, which disrupts the original state of an historic site or resource. There are

five main levels of intervention that are commonly practised: stabilization, preservation, restoration, rehabilitation, and reconstruction. All represent different intensities of design intervention.

### **Preservation**

Preservation is the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, as well as ongoing maintenance of the historic building materials.

### **Reconstruction**

The reconstruction of an historic site involves the reproduction, by means of new construction, of the exact form and detail of an entire structure or part thereof which no longer exists, as it appeared at a specific period of time.

### **Recording**

Heritage recording is the process of documenting an illustrating what is significant or valuable about a historic structure. The results of the recording should be a clear, accurate and concise report, containing drawings, photographs and written analysis of the historic structure. The action of recording or documenting a heritage resource is an integral part of the preservation process. Not only does it necessitate a thorough scientific analysis of the building, but it also ensures that an archival reference will be created that describes the resource in detail, despite the fate of the building in the future.

### **Rehabilitation**

The rehabilitation of an historic site involves repairs and alterations to enable the efficient and contemporary use of the property, while at the same time preserving the significant historical and architectural features.

### **Remodeling**

Remodeling is a process that involves the upgrading or replacing of interior components, frequently in rooms such as kitchens or bathrooms.

### **Renovation**

This is a generic term used to describe various levels of intervention including remodeling, recycling and rehabilitation. It refers to the improvement of existing buildings or neighbourhoods.

### **Restoration**

The restoration of an historic site requires the accurate restoration of the form and details of the property, and its setting as it appeared at a particular period of time, by means of the removal of later work and/or the replacement of missing earlier elements. While this is a pure form of preservation activity, it is not always recommended due to the potential importance that later physical alterations can bring to the historical development of the site.

**Retrofitting**

Retrofitting involves the upgrading of an existing building to meet code requirements (e.g., fire or emergency exits). This process often includes the installation of new insulation as a means of energy conservation.

**Revitalization**

Revitalization is a term that describes the process of economic, social, physical and cultural redevelopment of an area or street.

**Stabilization**

Stabilization is the process of applying measures designed to affect the physical condition of a property by defining or guarding it from deterioration, loss, or attack, or to cover or shield the property from danger or injury. In the case of buildings or structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment.

**Note:** The majority of these definitions derive from the Alberta Community Development Publication, *Guidelines for the Rehabilitation of Designated Historic Resources*, 2nd ed., 1993.

## APPENDIX TWO

### LIST OF RESOURCE PUBLICATIONS AND AGENCIES

#### a) Publications

Alberta Historical Resources Act, Chapter H-9, Alberta Queen's Printer  
[www.qp.gov.ab.ca/documents/acts](http://www.qp.gov.ab.ca/documents/acts)

Guidelines for the Rehabilitation of Designated Historic Resources, Alberta Community Development, Heritage Resource Management, 2nd ed., 1992

Heritage Conservation: A Community Guide, Province of British Columbia, Ministry of Community, Aboriginal and Women's Services, Heritage Branch  
[www.heritage.gov.bc.ca/branch/conserve/](http://www.heritage.gov.bc.ca/branch/conserve/)

Heritage Notes technical publications (various topics related to conservation practices and management)

Alberta Community Development  
 Heritage Resource Management Branch  
 Available through the Publication Co-ordinator  
 Old St. Stephen's College  
 8820 – 112 Street  
 Edmonton, Alberta  
 T6G 2P8

Heritage Planning: A Guide for Local Government, Heritage Conservation Branch, Ministry of Community, Aboriginal and Women's Services, Government of British Columbia, 1992  
[www.heritage.gov.bc.ca](http://www.heritage.gov.bc.ca)

#### b) Agencies

Heritage Resource Management, Cultural Facilities and Historical Resources Division,  
 Alberta Community Development  
 Old St. Stephen's College  
 8820 – 112 Street  
 Edmonton, Alberta  
 T6G 2P8  
[www.cd.gov.ab.ca/preserving/heritage](http://www.cd.gov.ab.ca/preserving/heritage)

The Alberta Main Street Programme  
 Alberta Historical Resources Foundation  
 Suite 301, 525-11th Avenue S.W., Calgary, Alberta  
 T2R 0C9  
[www.albertamainstreet.org](http://www.albertamainstreet.org)

Association for Gravestone Studies  
[www.berkshire.net/ags/index.shtml](http://www.berkshire.net/ags/index.shtml)

Canadian Genealogy and History Links – Alberta  
[www.islandnet.com/~jveinot/cghl/alberta.html](http://www.islandnet.com/~jveinot/cghl/alberta.html)

The Heritage Canada Foundation  
P.O. Box 1358, Station B, Ottawa, Ontario  
K1P 5R4  
[www.heritagecanada.org](http://www.heritagecanada.org)

International Council of Monuments and Sites (ICOMOS)  
ICOMOS Canada Committee  
P.O. Box 737, Station B, Ottawa, Ontario  
K1P 5R4  
[www.icomos.org](http://www.icomos.org)

National Historic Sites, Parks Canada  
Les Terrasses de la Chaudière  
10 Wellington Street, Hull, P.Q.  
K1A 0H3  
[www.parkscanada.gc.ca/nhs/](http://www.parkscanada.gc.ca/nhs/)

The National Trust for Historic Preservation, U.S.A.  
1785 Massachusetts Avenue N.W.  
Washington D.C., U.S.A.  
20036  
[www.nthp.org](http://www.nthp.org)

Old Cemeteries Society, Victoria  
[www.oldcem.bc.ca](http://www.oldcem.bc.ca)