

HERITAGE STRATEGIC PLAN



JUNE 2010

Prepared For:

CITY OF
PORT
COQUITLAM

Prepared by:

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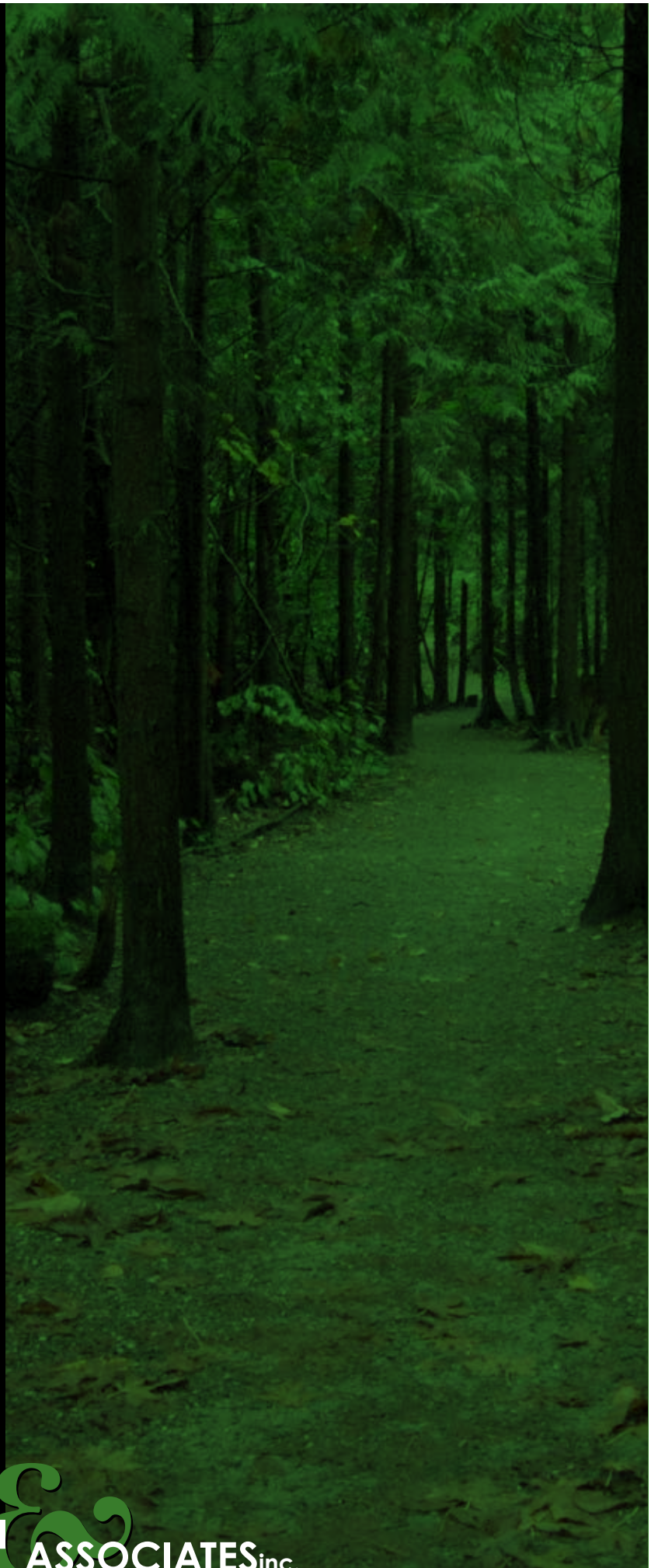


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EXECUTIVE SUMMARY

As the City is poised to celebrate its centennial in 2013, there has been a renewed awareness of Port Coquitlam's unique history and heritage legacy. This Heritage Strategic Plan marks a significant change in Port Coquitlam's approach to managing its heritage resources, based on strong community interest, links to sustainability initiatives, and opportunities offered through culture, heritage and tourism partnerships. This Plan provides the community with a focus for the identification of significant resources, promotes management of their heritage values, provides opportunities for the celebration of community history, and gives guidance for the development of effective heritage policies. This will further enhance municipal heritage initiatives based on community consensus and engagement.

The research and consultation process for this Plan has encompassed a review of the existing situation, public consultation through workshops and open houses, and input from private and public sector community groups and organizations.

The overarching goal of the Heritage Strategic Plan is to provide a framework that will help identify, maintain and protect community heritage values, while providing opportunities to enhance public knowledge and awareness of Port Coquitlam's unique history. It answers key questions about the existing situation, defines a community vision for heritage, recommends strategies and includes a framework for implementation. This will guide Port Coquitlam's heritage program for a ten-year horizon, by providing prioritized strategies for the development of the City's heritage initiatives.

Throughout the development of this Plan, political, public and administrative support has been demonstrated for the goal of heritage conservation. Through various stakeholder and community meetings and workshops, the following vision was developed for Port Coquitlam's heritage program:

A VISION FOR PORT COQUITLAM'S HERITAGE

We embrace and celebrate the broad scope of Port Coquitlam's rich history and heritage legacy. Our past, present and future will be connected through the conservation of heritage resources, celebrations of community history and traditions, and the creation of community heritage partnerships.

We recognize the value of our community's unique history, and will promote and conserve our heritage homes, neighbourhoods, artifacts, personal histories and cultural and natural landscapes. Our heritage initiatives will enrich our citizens, offer opportunities for education and awareness and involve the whole community.

The key recommendations of the Heritage Strategic Plan are based on significant community values identified during stakeholder consultation, and include the following three key goals and nine strategies for implementation:

GOAL 1: CONSERVE HERITAGE RESOURCES

- Strategy 1: Establish a Port Coquitlam Heritage Register
- Strategy 2: Complete a Heritage Resources Inventory
- Strategy 3: Develop a Heritage Resource Management Program

GOAL 2: CELEBRATE COMMUNITY HISTORY AND TRADITIONS

- Strategy 4: Continue to Develop Port Coquitlam Heritage Display and Community Archives Programs
- Strategy 5: Raise Public Awareness and Appreciation of Port Coquitlam's Heritage

GOAL 3: CREATE COMMUNITY HERITAGE PARTNERSHIPS

- Strategy 6: Promote Opportunities for Joint Heritage Activities of Community Groups
- Strategy 7: Seek the Participation of Kwikwetlem First Nation in the Heritage Program.
- Strategy 8: Commercial Marketing
- Strategy 9: Pursue Funding Opportunities to advance Program Components.

Opportunities have also been identified for partnerships that will advance the heritage program. As the Heritage Strategic Plan is implemented, it is anticipated that other partnerships will be formed to help facilitate the delivery of heritage program strategies.

Through the development of this Heritage Strategic Plan, a new direction has been set for the prioritization and direction of Port Coquitlam's community heritage programs and policies for a ten-year horizon, from 2010 to 2020.

INTRODUCTION

The historical development of Port Coquitlam includes a rich and varied legacy of many cultures and activities, from its origins with the Kwikwetlem First Nation, to early European homesteading, through to the arrival of the Canadian Pacific Railway Coast Terminal in 1891. This varied history, with its later industrial impetus, was due in part to close proximity to the Fraser River that acts as a natural gateway to New Westminster and Vancouver. Port Coquitlam's growth has resulted in a rich legacy of tangible and intangible heritage resources, some dating from its early historical development, which are valued and supported by the community, and serve as both a link to the past and a continued source of local pride and community identity. Through previous initiatives such as a Heritage Building Inventory (1985), a Community Archives and support of the Port Coquitlam Heritage & Cultural Society (PCHCS), Port Coquitlam has fostered and promoted the celebration of a number of unique aspects of this local heritage character.

Examples of Port Coquitlam's tangible heritage include buildings, sites, structures, transportation infrastructure, trails, natural features and cultural landscapes. There are also many significant examples of intangible heritage such as traditions (May Day celebrations), community sporting events, military history and personal stories that are recalled and celebrated through archival images and records. All of these diverse aspects of community heritage are important in understanding the complete history of Port Coquitlam.

I.1 HERITAGE STRATEGIC PLAN PROCESS

This Plan proposes a community vision for heritage resource management in Port Coquitlam for the next ten years (2010-2020). It answers key questions about the existing situation, defines key directions, and proposes a framework for implementation. This Heritage Strategic Plan has addressed five key questions:

- **Where is Port Coquitlam now?**
Identifies the strengths and weaknesses of the current management of heritage issues, and defines future opportunities.
- **Where does Port Coquitlam want to go?**
Provides the vision for the future direction of heritage resource management.
- **How do we get there?**
Identifies possible means of achieving this vision for heritage resource management.
- **What resources does Port Coquitlam need to get there?**
Determines the information and resources required to implement the Plan.
- **How will Port Coquitlam know whether it got there?**
Identifies methods for evaluating and monitoring the effective implementation of the Heritage Strategic Plan over time.

The plan commenced with a background review and analysis of the existing situation, including an initial meeting with Council, staff and PCHCS representatives on June 10, 2009. The Consultants met with the PCHCS for a general discussion on September 17, 2009. A General Workshop and Visioning Session was held on October 7, 2009, which included the presentation of an initial draft of the Strategies and Actions, and public comment on the vision, strategies and actions, which helped set priorities for the next ten years. Strong support was demonstrated for the proposed strategies and actions.

A parallel process was undertaken by the City to identify interests and gauge the extent of public support. Between June 20 and July 26, 2009, the City brought public attention to the Heritage Strategic Plan by launching a survey titled: "Tell Us What Heritage Means to You!" City staff set up display and information booths at a number of community events including: Seniors Garage Sale at the Wilson Recreation Centre, June 20; Leigh Square Farmers Market, June 25; and Canada Day Events at Lions Park and Castle Park, July 1. The survey was available on the City's website and in print, and was distributed by the Port Coquitlam Heritage & Cultural Society through their community networks. A total of 215 people responded to the survey over the 6-week period, indicating strong support for heritage including a broad range of resources including: built heritage, cultural landscapes, collective history, and personal histories such as that of local hero Terry Fox.

Through this consultative process, the draft plan was developed, reviewed and revised. The final draft was presented in a Public Open House on April 21, 2010. The Open House was well attended, with 66 people signing in. There was lively discussion during the Open House, and a number of options were provided for input on the draft Plan, including comments on the display boards (45 notes), comment sheets (32 forms) and emails (2). Suggestions were made for community partnerships and ways to implement the recommendations. Overall, respondents supported the Plan and urged the City to implement the recommended actions.

Throughout the development of this Plan, there has been an open and public process that has allowed for significant community input. There has been a general consensus that the Vision, Goals, Strategies and Actions of this Plan reflect community values and are a practical, sustainable and effective way to implement a new direction for Port Coquitlam's Heritage Program.

1.2 MANDATE FOR THE HERITAGE PROGRAM

The vision and values identified in this Plan are derived from consultation with the broader community, and are meant to reflect a community-based approach to heritage resource management.

The governing authority for the Heritage Strategic Plan is the City of Port Coquitlam. Input on heritage matters is currently provided to City Council through the Social Inclusion Committee. Council as a whole provides overall direction and authorization for the implementation of the Heritage Strategic Plan. The City of Port Coquitlam also bears the responsibility for land use planning and heritage program administration.

Community partnerships have been used for delivery of heritage programming, specifically the initiatives undertaken by the Port Coquitlam Heritage & Cultural Society. This is a model for the future development of heritage program initiatives.

1.3 COMMUNITY BENEFITS

Conserving and celebrating its heritage allows a community to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our community from past to present to future. Historic sites become landmarks and touchstones for the community. A broad range of tangible heritage features adds to the City's vibrancy and character. In addition there is a legacy of personal histories, traditions and events that weave a rich and unique community tapestry.

Cultural and heritage-based tourism, such as the visitation of historic sites, is now the fastest growing segment of the burgeoning tourism industry. Other benefits of strong heritage policies include maintaining distinctive neighbourhoods, conserving cultural heritage, providing community identity and promoting civic pride. Heritage conservation is also an inherently sustainable activity, and supports sustainability initiatives such as reduction of landfill, conservation of embodied energy. These are all important considerations in the long-term management of our built environment. The benefits of a well-managed heritage conservation program include:

- encouraging retention of the community's unique physical heritage;
- celebrations of historical events and traditions;
- identifying ways that partnership opportunities can be fostered with senior levels of government;
- engagement of the broader community including the private and volunteer sectors;
- conservation of a broad range of historical sites that supports other public objectives such as tourism development and education;
- flexible heritage planning that assists private owners in retaining historic resources;
- investment in heritage sites through community partnerships;
- support for sustainability initiatives; and
- generation of employment opportunities and other economic spin-offs.

Heritage initiatives provide many tangible and intangible benefits, and have a strong positive impact on the development of a complete community and a vibrant culture of creativity and innovation.

2 CURRENT SITUATION

The following section assesses the current situation for heritage conservation and management for the City of Port Coquitlam based on federal, provincial, and municipal policies, and community and volunteer opportunities and involvement.

2.1 NATIONAL HISTORIC PLACES INITIATIVE

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to conserve and celebrate Canada's historic places. These consultations have resulted in a broad based strategy, the Historic Places Initiative, which is the most important federal heritage conservation proposal in Canada's history. As of May 2, 2001, the Federal Government made the financial commitment to fund the development of these initiatives. The Historic Places Initiative (HPI) is a Pan-Canadian partnership consisting of a number of interrelated elements. This includes a national heritage register called the Canadian Register of Historic Places (CRHP), comprehensive conservation standards and guidelines, and a certification process for project approval. The CRHP is a searchable database containing listings of historic places of local, provincial, territorial and national significance. The purpose of the CRHP is to identify, promote and celebrate historic places. It also provides a valuable source of easily accessible and accurate information for government authorities, land use planners, developers, the tourism industry, educators, researchers, heritage professionals and the public.

An integral part of HPI is the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Prepared by Parks Canada to serve as the national standard for the treatment of heritage resources, this document has been adopted by many provincial and municipal authorities. A Project Certification Process has also been designed to ensure that any work that is undertaken in exchange for federal incentives complies with approved standards.

2.2 PROVINCIAL ENABLING LEGISLATION

Prior to 1994, there were two provincial Acts that most directly enabled municipal heritage conservation initiatives: the Heritage Conservation Act and the Municipal Act. These two Acts, and a number of others, were amended through the Heritage Conservation Statutes Amendment Act 1994. In addition to existing procedures, the 1994 changes to the Municipal Act enabled municipalities to better integrate heritage conservation activities into the mainstream of development and community planning, defining new procedures for more powerful regulations (Heritage Conservation Areas, Community Heritage Commissions, heritage site maintenance standards, tree protection, etc.) and heritage incentives (tax exemptions, an expanded legal protection toolkit, consolidated approvals for heritage rehabilitation work, etc.).

Heritage tools are referenced in a number of other provincial acts, such as the Land Titles Act (which enables covenants to be registered on land titles), but the majority of the tools the municipality is liable to use in the conservation of heritage resources are now enabled under the revised Local Government Act. See **Appendix B: Heritage Toolkit** for further information.

2.2.1 LOCAL GOVERNMENT ACT

Under the Local Government Act, a legal framework is provided for the establishment and continuation of local governments to represent the interests and respond to the needs of their communities. Local governments are enabled with the powers, duties and functions necessary for fulfilling their purposes, including stewardship of public assets, and the flexibility to respond to the different needs and changing circumstances of their communities. The City is empowered to regulate land development through zoning, subdivision control, building by-laws, maintenance and occupancy by-laws, and a number of other regulatory mechanisms. Most of the tools that the City will use to provide incentives and regulations for the heritage program are enabled under this Act.

One of the tools commonly used as the basis of a municipal heritage program is a Community Heritage Register, an official listing of properties having heritage value, passed by resolution of local government. Inclusion on a Register does not confer any other form of permanent heritage protection, is not listed on the Land Title and does not create any financial liability for the local government. The Register may, however, be used to “flag” properties for possible future protection, and does enable a local government to withhold approval and/or a demolition permit for a limited amount of time. In addition to the tracking and regulatory powers implied by a Register listing, there are also important incentives that can be offered to assist owners with conservation. Properties on a Register are eligible for special provisions, including equivalencies under the B.C. Building Code and alternative compliance under the Energy Efficiency Requirements.

The City can legally protect heritage sites through heritage designation (as has been undertaken for two sites) or through a Heritage Revitalization Agreement, a voluntary negotiated agreement that may vary bylaw and permit conditions. The City may also establish a Community Heritage Commission to advise Council on heritage matters. A Heritage Commission can also undertake other activities as directed by Council. Many communities have established such commissions that are now an integral part of their heritage program. Further information on the provincial legislation is available in a publication, *Heritage Conservation: A Community Guide*, that is available online.

2.2.2 HERITAGE CONSERVATION ACT

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

2.2.3 COMMUNITY CHARTER

The Community Charter came into effect in 2004, and provides municipalities with a framework for local activities and services. This legislation applies to all municipalities whose core powers were previously found in the Local Government Act, and replaces the tradition of prescriptive legislation with enabling legislation that allows municipalities to be innovative in meeting the needs of their communities. The Charter gives municipalities broad powers, including permissive tax exemptions, to regulate activities within their communities.

2.3 PORT COQUITLAM HERITAGE INITIATIVES

Port Coquitlam is a diverse community with unique personal stories. Although it remains a small town, with modest community heritage, it boasts a rich sport and recreational legacy, exemplified by local hero Terry Fox.

There has been growing community interest in creating a Heritage Strategic Plan that will assist in the protection and management of Port Coquitlam's heritage resources. In the past few years, several high-profile heritage buildings have been lost, and the community has indicated that it is time to act to conserve what is left. It is evident that the City values its historical roots as evidenced through consistent reference in policy statements to the importance of recognizing and protecting its built and cultural heritage. Overall there is strong support for heritage programs from both the community and City Council.

There are challenges that need to be addressed in order for Port Coquitlam to establish a successful heritage resource management program:

- Port Coquitlam's heritage is modest, and does not include major landmark structures or sites;
- potential heritage sites are scattered throughout the community;
- zoning conflicts are common because modest heritage buildings are often zoned for greater development potential;
- the BC Building Code presents a number of challenges for homeowners;
- local First Nations history is not readily accessible; and
- there are limited City staff and resources to implement heritage policies.

Volunteers currently undertake the majority of heritage education and awareness. The Port Coquitlam Heritage & Cultural Society (PCHCS) plays an active role in the areas of collection and dissemination of heritage information, public education and heritage awareness. Established in 1988, this non-profit Society helps conserve Port Coquitlam's history and culture for future generations. The Society's members coordinate displays at the Heritage Display Centre, Port Coquitlam City Hall and the Terry Fox Library featuring historical photographs, First Nations artifacts, tools, collectables, maps and antiques. They also operate a community archives in the Leigh Square Community Arts Village and catalogue historical photographs, newspaper and documents. The Society is building a collection of modern-day heritage-related photographs and videos, and are active in the creation of an updated heritage inventory for Port Coquitlam. Parks & Recreation staff meet regularly with PCHCS members and coordinate civic events to take history to the community. The Society offers heritage walks during Heritage Week as part of its community relations and educational mandate.

The City partners with the PCHCS by:

- providing space for the Archives, the Heritage Display Centre and advertising for PCHCS events;
- providing \$90,000 funding to the Heritage Display Centre between 1996 and 2000;
- funding the community archives facility through the Parks and Recreation Department budget;
- providing an annual operating budget of \$10,700 to maintain the Mary Hill Road Display Centre; and
- providing Parks & Recreation Department staff time of 60-70 hours yearly to support PCHCS activities.

Three of the Spirit of BC Committee projects were related to heritage: the Continuum, heritage walks brochures and kiosks. The total budget including staff time was \$64,950 primarily funded by a UBCM grant.

3 COMMUNITY VALUES, VISION AND STRATEGIES

The Heritage Strategic Plan is based on an analysis of the existing situation and consultation with City staff, stakeholders, the PCHCS and the public. A number of significant community values emerged from the program of community consultation, that form the foundation of the Plan's recommendations:

KEY COMMUNITY VALUES

CONSERVE HERITAGE RESOURCES

- Establishment of a Heritage Register
- Conservation of heritage resources including:
 1. Built heritage
 2. Cultural landscapes
 3. Ecological heritage

CELEBRATE COMMUNITY HISTORY AND TRADITIONS

- Recorded history (photos, official documents, stories)
- Community events, sports and social activities

CREATE COMMUNITY HERITAGE PARTNERSHIPS

- Develop partnerships to advance the heritage vision
- Seek funding opportunities
- Network of community resources

The natural, cultural and built heritage of Port Coquitlam defines the identity of the community, gives it distinct character, and contributes to the residents' quality of life. The Heritage Strategic Plan respects these cherished values, and embeds them in its recommendations.

Through various stakeholder and community meetings and workshops, the following vision was developed for Port Coquitlam's heritage program:

A VISION FOR PORT COQUITLAM'S HERITAGE

We embrace and celebrate the broad scope of Port Coquitlam's rich history and heritage legacy. Our past, present and future will be connected through the conservation of heritage resources, celebrations of community history and traditions, and the creation of community heritage partnerships.

We recognize the value of our community's unique history, and will promote and conserve our heritage homes, neighbourhoods, artifacts, personal histories and cultural and natural landscapes. Our heritage initiatives will enrich our citizens, offer opportunities for education and awareness and involve the whole community.

The following three goals and nine strategies have been developed to achieve the community's vision for heritage conservation. For each Strategy, this Plan recommends specific Actions, which are then prioritized as a component of the City's heritage planning and management activities. The timeline is based on Immediate (0-3 years), Medium Term (3-5 years), Long Term (5-10 years) and Ongoing implementation. The Heritage Strategic Plan will therefore assist City staff and the PCHCS in developing annual work programs, and in determining annual budget requirements.

GOAL 1: CONSERVE HERITAGE RESOURCES

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GOAL 2: CELEBRATE COMMUNITY HISTORY AND TRADITIONS

- Strategy 4: Continue to Develop Port Coquitlam Heritage Display and Community Archives Programs
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GOAL 3: CREATE COMMUNITY HERITAGE PARTNERSHIPS

- Strategy 6: Promote Opportunities for Joint Heritage Activities of Community Groups
- Strategy 7: Seek the Participation of Kwikwetlem First Nation in the Heritage Program.
- Strategy 8: Commercial Marketing
- Strategy 9: Pursue Funding Opportunities to advance Program Components.

GOAL 1: CONSERVE HERITAGE RESOURCES

STRATEGY 1: ESTABLISH A PORT COQUITLAM HERITAGE REGISTER

- 1.1 Identify the most significant heritage sites and prepare Statements of Significance as per the Canadian Register of Historic Places.
- Establish a Port Coquitlam Community Heritage Register with the two currently-designated heritage sites (City Hall and the Lacrosse Box). Prepare Statements of Significance (SOSs) for these two sites; this documentation will become part of Port Coquitlam's Heritage Register and will automatically be included on the Canadian Register of Historic Places
 - Identify any other municipally-owned sites and privately-owned sites that can be added on a voluntary basis, and continue each year to add sites and prepare Statements of Significance

Time Line: Immediate

Implementation: City (prepare Register Resolution)

- Requires City staff time
- Consultant (+ \$2,500 for the first two Statements of Significance)

STRATEGY 2: COMPLETE A HERITAGE RESOURCES INVENTORY

- 2.1 Update and complete Heritage Inventory information, and expand in both scope and type of sites. Continue to identify heritage resources throughout the entire community.
- Continue to revise and document the Heritage Inventory and identify new sites with heritage value
 - Identify natural and industrial heritage sites
 - Assess the Heritage Inventory drafted by PCHCS
 - Review inventory information with the community
 - Seek professional advice as required

Time Line: Immediate

Implementation: City, with community partners (a Community Heritage Commission could also play a role if established)

- City staff time
- Consultant (exact cost unknown at this time, allow \$15,000)

- 2.2 Provide Digital Access to Heritage Inventory Information.
- Information to be made available on City website

Time Line: Medium Term

Implementation: City; work with PCHCS

- City staff time and technical advice

GOAL 1: CONSERVE HERITAGE RESOURCES

STRATEGY 3: DEVELOP A HERITAGE RESOURCE MANAGEMENT PROGRAM

- 3.1 Review and adopt, for best practices, the Parks Canada, Standards and Guidelines for the Conservation of Historic Places in Canada, to guide future heritage work undertaken in the City.
- These guidelines assist in guiding rehabilitation, preservation and restoration work affecting any identified historic place

Time Line: Immediate

Implementation: City

- no financial costs
- consider training and information sessions for City staff and community members

- 3.2 Establish and appoint a Community Heritage Commission for purposes of advising Council on heritage matters.
- A Port Coquitlam Community Heritage Commission can be established by bylaw, under Section 953 of the Local Government Act. At the discretion of council, the enabling bylaw would set out terms of reference for the Commission including duties, membership and other conditions
 - The Heritage Commission could represent a broad range of community interests and partners
 - Volunteer Commission members could include community stakeholders, First Nations, PCHCS representatives, architects, engineers, developers, etc.

Time Line: Immediate

Implementation: City; Volunteers

- City Council consideration of appointments
- City staff time for coordination and clerical
- volunteers (may require modest budget for training, conference attendance etc., allow \$2,000 per annum)

- 3.3 Identify City policies that will facilitate conservation, including consideration of:
- Relaxation of zoning regulations, such as those relating to setbacks, parking, height and density
 - Building code equivalencies for heritage properties
 - Revitalization provisions under the Community Charter; this could include permissive tax exemptions
 - Property tax incentives for heritage building owners

Time Line: Ongoing

Implementation: City staff time

- the impact of tax incentives will need to be thoroughly reviewed

Strategy 3 continued next page

GOAL 1: CONSERVE HERITAGE RESOURCES

STRATEGY 3: DEVELOP A HERITAGE RESOURCE MANAGEMENT PROGRAM

- 3.4 Training and development for Council and City staff to further enhance the Heritage Program.
- Continue to facilitate heritage workshops on a regular basis through the Heritage Branch or Heritage BC for Council and City staff

Time Line: Medium Term

Implementation: City

- City staff and City Council time

- 3.5 Provide technical assistance and conservation guidelines to owners of heritage properties.
- Public workshops
 - Design input
 - Information on trades and suppliers
 - Detailed information on the availability and application of heritage incentives

Time Line: Medium Term

Implementation: City

- work with PCHCS and other community groups
- Consultant (apply for grants)

- 3.6 Initiate a cyclical re-examination of the Heritage Strategic Plan.
- A thorough review should be undertaken every ten years to ensure the Plan remains relevant and useful
 - Status reviews can be done on a yearly basis

Time Line: Long Term (after 2020)

Implementation: City time

- City, PCHCS and community involvement
- Community Heritage Commission (once established)
- Heritage Consultants hired for review process

GOAL 1: MEASURES OF SUCCESS

Suggested measures for ongoing monitoring and evaluation include:

- Increased public and volunteer participation in heritage activities
- City heritage policies and programs linked to the Heritage Strategic Plan
- Effective processing of heritage permit applications
- Improved synergy between City departments in resolving heritage issues
- Improved tax base through the development of restored heritage sites
- Increased protection for heritage resources
- Improved environmental protection for significant natural/cultural landscapes and heritage features
- Increased community interest in conserving heritage properties due to increased heritage incentives

GOAL 2: CELEBRATE COMMUNITY HISTORY AND TRADITIONS

STRATEGY 4: CONTINUE TO DEVELOP PORT COQUITLAM HERITAGE DISPLAY AND COMMUNITY ARCHIVES PROGRAMS

- 4.1 Undertake a feasibility study for the establishment of a heritage museum facility.
- There has been a public desire expressed for the establishment of a local museum facility. There are, however, many unknowns regarding the capital and operating costs of such a facility. This study could address feasibility issues, including: concept; operating models; potential locations; size; programs; business plan; corporate and community partnerships, capital and operating costs and potential sources of funding. The outcome of this feasibility study is unknown; implementation measures have not been included in the Heritage Strategic Plan at this time.

Time Line: Immediate

Implementation: City

- community stakeholders
- will require City staff time; community consultation; Consultant (cost + \$10-\$15,000)

- 4.2 Make archival information more readily available.
- Explore ways and funding opportunities to make archival material more readily accessible (i.e. online access). Examples include City of Burnaby and City of Surrey websites.

Time Line: Ongoing

Implementation: PCHCS with support from City Staff

- City staff time
- support and encourage PCHCS
- apply for digital access grants (allow cost-share of up to \$5,000 to secure \$15,000-\$30,000 in grants)

- 4.3 Explore strategic partnerships to enhance the existing heritage display centre through display of heritage artifacts.
- This could involve a partnering with other initiatives such as the Teamsters Museum and the Canadian Costume Society

Time Line: Immediate

Implementation: City

- support and encourage PCHCS

- 4.4 Continue to develop an Oral History Program with Port Coquitlam Pioneers.
- Encourage PCHCS's ongoing work with pioneers in the community to record oral histories and capture personal stories
 - Support the establishment of an audio and video archive of pioneer stories
 - Explore options for publishing online (See Action 4.2)

Time Line: Ongoing

Implementation: PCHCS with support from City Staff

GOAL 2: CELEBRATE COMMUNITY HISTORY AND TRADITIONS

STRATEGY 5: RAISE PUBLIC AWARENESS AND APPRECIATION OF PORT COQUITLAM'S HERITAGE

5.1 Plan for and promote Centennial Celebrations in 2013.

Time Line: Immediate

Implementation: City with support of community partners

5.2 Develop educational programs for Port Coquitlam.

- Support educational activities and school-based programs that engage students in cooperation with PCHCS

Time Line: Ongoing

Implementation: City encouragement of community stakeholders

- City staff time
- PCHCS

5.3 Continue to promote local heritage themes within special events and initiatives.

- Events include: May Day celebrations, sports and community events, Heritage Week, Port Coquitlam Rivers and Trails, Terry Fox Hometown Run, Hyde Creek Salmon Festival, Port Coquitlam Harvest Festival, heritage plaques and interpretation, heritage-related events, lectures, tours and workshops, Summer in the City, and Heritage walking tours.

Time Line: Ongoing

Implementation: City; Community Heritage Commission (when established)

- encourage and support PCHCS
- provide seed money and staff support



Strategy 5 continued next page

GOAL 2: CELEBRATE COMMUNITY HISTORY AND TRADITIONS

STRATEGY 5: RAISE PUBLIC AWARENESS AND APPRECIATION OF PORT COQUITLAM'S HERITAGE

- 5.4 Continue to promote an interpretive history program.
- Various types of markers such as plaques, monuments, or artifacts.
 - Examples of themes include fisheries, industry, rivers, the railway and name interpretive plaques.
 - Ensure provision of ongoing maintenance of any markers that are installed.
 - Work with Kwikwetlem First Nation on marking Kwikwetlem First Nation place names and significant sites.

Time Line: Ongoing

Implementation: City; Community Heritage Commission; work with PCHCS

- City staff time
- allow modest budget (possibly \$5,000 over three years; also apply for grants)
- encourage and support PCHCS

- 5.5 Continue to work with the local media to promote heritage in the local media.
- Encourage PCHCS to publish one story per quarter on heritage in local media.

Time Line: Ongoing

Implementation: PCHCS

- will involve PCHCS volunteer time

- 5.6 Continue to promote Terry Fox's legacy and its importance to the community.

Time Line: Ongoing

Implementation: City; work with PCHCS

- will involve City staff time
- encourage and support PCHCS

GOAL 2: MEASURES OF SUCCESS

Suggested measures for ongoing monitoring and evaluation include:

- Improved understanding and appreciation of local heritage resources
- More information readily available about local history and heritage
- Better coordination among groups with an educational mandate
- Increased public volunteerism
- Heritage information provided in different formats
- Increased emotional attachment and pride in community

GOAL 3: CREATE COMMUNITY HERITAGE PARTNERSHIPS

STRATEGY 6: PROMOTE OPPORTUNITIES FOR JOINT HERITAGE ACTIVITIES OF COMMUNITY GROUPS

- 6.1 Establish and maintain dialogue and communications between community and regional partners with similar interests. Groups may include:
- Professional groups such as the Archaeological Society of BC
 - Port Coquitlam Heritage & Cultural Society
 - Community groups such as: Burke Mountain Naturalists, Hyde Creek Watershed Society and Streamkeepers groups
 - Regional organizations and partners such as the Tri-City Chamber of Commerce, Metro Vancouver, the Port Coquitlam Business Improvement Association, and The Land Conservancy
 - Service clubs such as the Rotary Club
 - Adjacent municipalities such as the Cities of Coquitlam, Port Moody and Pitt Meadows

Time Line: Medium Term

Implementation: City;

- will involve City staff time
- encouragement of PCHCS

- 6.2 Develop private sector partnerships to form cohesive goals regarding cultural and natural heritage tourism.

Time Line: Long Term

Implementation: City staff time

- work with PCHCS
- involve private tourism operators and interests



GOAL 3: CREATE COMMUNITY HERITAGE PARTNERSHIPS

- 7.1 Explore initiatives with the Kwikwetlem First Nation that will increase the awareness and understanding of the Kwikwetlem First Nation heritage.

Time Line: Ongoing

Implementation: City staff time

- support and encourage PCHCS



- 8.1 Continue to work with the Business Improvement Association, Tri-City Chamber of Commerce, corporate sponsors, private developers and merchant groups to promote Port Coquitlam's heritage and culture.
- Marketing/branding and upgrading of business and shopping district, City square/pedestrian/bike friendly
 - Develop identity based on historic origins, e.g., working heritage town –heritage and the railway, rivers etc.

Time Line: Ongoing

Implementation: City staff time

- PCHCS, BIA and other partners
- promotional budgets

**STRATEGY 7:
SEEK THE
PARTICIPATION OF
KWIKWETLEM FIRST
NATION IN THE
HERITAGE PROGRAM**

**STRATEGY 8:
COMMERCIAL
MARKETING**

GOAL 3: CREATE COMMUNITY HERITAGE PARTNERSHIPS

STRATEGY 9: PURSUE FUNDING OPPORTUNITIES TO ADVANCE PROGRAM COMPONENTS

- 9.1 Pursue funding, as available, through various organizations to implement the Heritage Strategic Plan.
- Funding sources may include the BC Heritage Legacy Fund and the BC Arts Council.
 - Other funding sources to be determined.

Time Line: Ongoing

Implementation: City staff time

- support and encourage PCHCS

- 9.2 Partner with senior governments to implement heritage conservation initiatives. Apply for funding to develop implementation plans for the action items in the Heritage Strategic Plan.
- Funding sources may include the BC Heritage Branch and the Heritage Legacy Fund.
 - Other funding sources to be determined.

Time Line: Ongoing

Implementation: City staff time

GOAL 3: MEASURES OF SUCCESS

Suggested measures for ongoing monitoring and evaluation include:

- Improved information for tourists about local history and heritage sites
- Increased cultural and natural tourism
- Increased private sector investment in tourism development
- Increased employment and economic opportunities
- Increased community pride
- Increased involvement of Kwikwetlem First Nation
- Cost-shared senior government funding

IMPLEMENTATION PLAN

4

Timeframe for Implementation

Immediate Actions: up to 3 years (2010-2013)

Medium Term Action: 3-5 years (2013-2015)

Long Term Actions: 5-10 years (2015-2020)

TIMELINE	ACTION	IMPLEMENTATION
Immediate	1.1 Identify the most significant sites and prepare Statements of Significance as per the Canadian Register of Historic Places	<ul style="list-style-type: none"> City (prepare Register Resolution) Requires City staff time Consultant cost \pm \$2,500
Immediate	2.1 Update and complete Heritage Inventory information, and expand in both scope and type of sites. Continue to identify heritage resources throughout the entire community.	<ul style="list-style-type: none"> City with community partners, Community Heritage Commission City staff time Consultant cost \pm \$15,000
Immediate	3.1 Review and adopt, for best practices, the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada to guide future heritage work undertaken in the City.	<ul style="list-style-type: none"> City, no financial costs consider training for City staff and community members
Immediate	3.2 Establish and appoint a Community Heritage Commission for the purposes of advising Council on heritage matters	<ul style="list-style-type: none"> City Council consideration of appointments City staff time; volunteers Volunteers, may require modest budget, allow \$2,000 per annum
Immediate	4.1 Undertake a feasibility study for the establishment of a heritage museum facility.	<ul style="list-style-type: none"> City; community stakeholders will require City staff time; community consultation; Consultant cost (cost \pm \$10-\$15,000)
Immediate	4.3 Explore strategic partnerships to enhance the existing heritage display centre.	<ul style="list-style-type: none"> City to support and encourage PCHCS seek partnership opportunities
Immediate	5.1 Plan for and promote Centennial Celebrations in 2013.	<ul style="list-style-type: none"> City with support of community partners
Medium Term	2.2 Provide online access to Heritage Inventory information.	<ul style="list-style-type: none"> City; work with PCHCS City staff time and technical advice apply for digital access grants
Medium Term	3.4 Training and development for Council and City staff to further enhance the Heritage Program.	<ul style="list-style-type: none"> City Involves City staff and City Council time
Medium Term	3.5 Provide technical assistance and conservation guidelines to owners of heritage properties.	<ul style="list-style-type: none"> City work with PCHCS and other community groups Consultant (apply for grants)
Medium Term	6.1 Establish and maintain dialogue and communications between community and regional partners with similar interests.	<ul style="list-style-type: none"> Will involve City staff time encouragement of PCHCS community partnerships

TIMELINE	ACTION	IMPLEMENTATION
Long Term	3.6 Initiate a cyclical re-examination of the Heritage Strategic Plan.	<ul style="list-style-type: none"> City, PCHCS and other community stakeholders Community Heritage Commission consultants hired for review process
Long Term	6.2 Develop private sector partnerships to form cohesive goals regarding cultural and natural heritage tourism.	<ul style="list-style-type: none"> Will involve City staff time work with PCHCS involve private tourism operators and interests
Ongoing	3.3 Identify City policies that will facilitate conservation.	<ul style="list-style-type: none"> City staff time the impact of tax incentives need to be reviewed
Ongoing	4.2 Make archival information more readily available.	<ul style="list-style-type: none"> PCHCS with support from City staff City staff time support and encourage PCHCS apply for digital access grants (allow cost-share of up to \$5,000 to secure \$15,000-\$30,000 in grants)
Ongoing	4.4 Continue to develop an Oral History Program with Port Coquitlam Pioneers.	<ul style="list-style-type: none"> PCHCS with support from City staff
Ongoing	5.2 Develop educational programs for Port Coquitlam	<ul style="list-style-type: none"> City staff time PCHCS
Ongoing	5.3 Continue to promote local heritage themes within special events and initiatives.	<ul style="list-style-type: none"> City; Community Heritage Commission encourage and support PCHCS Seed money will be necessary City staff support
Ongoing	5.4 Continue to promote an interpretive history program.	<ul style="list-style-type: none"> City; Community Heritage Commission; work with PCHCS City staff time, allow modest budget (\$5,000 over three years; also apply for grants) encourage and support PCHCS
Ongoing	5.5 Continue to work with local media to promote heritage in the local media.	<ul style="list-style-type: none"> PCHCS will involve PCHCS volunteer time
Ongoing	5.6 Continue to promote Terry Fox's legacy and its importance within the community.	<ul style="list-style-type: none"> City; work with PCHCS will involve City staff time encourage and support PCHCS
Ongoing	7.1 Explore initiatives with the Kwikwetlem First Nation that will increase the awareness and understanding of the Kwikwetlem First Nation heritage	<ul style="list-style-type: none"> City staff time support and encourage PCHCS
Ongoing	8.1 Continue to work with the Business Improvement Association to promote Port Coquitlam's heritage and culture.	<ul style="list-style-type: none"> City staff time PCHCS, BIA and other partners promotional budgets
Ongoing	9.1. Pursue funding, as available, through various organizations to implement the Heritage Strategic Plan.	<ul style="list-style-type: none"> City staff time support and encourage PCHCS
Ongoing	9.2 Partner with senior governments to implement heritage conservation initiatives. Apply for funding to develop implementation plans for the action items in the Heritage Strategic Plan.	<ul style="list-style-type: none"> City staff time

4.1 RESOURCE ALLOCATION

Recognizing that many of the proposed actions in this Heritage Strategic Plan will require further study, the resource implications can only be considered a rough estimate of the budgetary impact of the initiatives outlined in the Implementation Plan. This does not take into account either the cost of City staff time, increases to the budgets of community groups, or fee-for-service agreements. Only the cost of those actions considered for the first three years of implementation have been estimated, as longer-range initiatives will require further review.

Potential Budget for Immediate Actions

Register (SOS)	\$2,500 (consultant for 2010) *
HAC Budget (\$2,000/year)	\$6,000
Heritage Inventory	\$15,000 **
Museum Feasibility Study	\$10-\$15,000
Heritage Awareness	\$5,000 **
<u>POTENTIAL COSTS</u>	<u>\$38,500-\$43,500</u> (over three years)

* allow \$1,250 per additional site

** City contribution, potential cost recovery for project through cost-shared grants

There are a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs and private and corporate sponsors; securing these resources would require support time and resources from the City and volunteers.

Further digital access to historical and archival material has not been included here but could also be considered. Allow approximately \$5,000 cost-share funding to secure potential grants in the range of \$15,000 to \$30,000.

As the Heritage Program initiatives develop, the City may wish to establish an annual heritage budget. This should be reviewed after the first three years of implementation.

5

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City of Port Coquitlam Staff

- Bryan Sherrell, Planner, Development Services
- Jennifer Little, Acting Manager of Planning;
- Yvonne Chiu, Arts & Culture Program Coordinator, Parks & Recreation
- Laura Lee Richard, Director of Development Services

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Port Coquitlam City Council

- Mayor Greg Moore
- Councillor Sherry Carroll
- Councillor Mike Forrest
- Councillor Darrell Penner
- Councillor Glenn Pollock
- Councillor Brad West
- Councillor Michael Wright

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- The City of Port Coquitlam Social Inclusion Committee
- The Port Coquitlam Heritage & Cultural Society, particularly Pippa Van Velzen and Karon Fuson, for their ongoing participation and comments
- The many stakeholders and community members of Port Coquitlam who responded to survey questions and attended meetings

APPENDIX: DEFINITIONS

A

Character-Defining Elements

The materials, forms, location, spatial configurations, uses and cultural associations or meaning that contribute to the heritage value or a historic place, which must be retained in order to preserve its heritage value.

Conservation

All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve "Preservation," "Rehabilitation," "Restoration," or a combination of these actions or processes. Reconstruction or reconstitution of a disappeared cultural resource is not considered as conservation.

Guidelines

Statements that provide practical guidance in applying the Standards for the Conservation of Historic Places. They are presented as recommended and non-recommended actions.

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.

Community Heritage Commission

A commission or board 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.

Heritage Character

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

Heritage Value

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

Historic Place

A structure, building, group of buildings, Town, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

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

Any action, other than demolition or destruction, that results in a physical change to an element of a historic place.

Maintenance

Routine, cyclical non-destructive actions necessary to slow the deterioration of a historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.

Natural Heritage

Natural sites, features, or formations or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty.

Preservation

The action or process of protecting, maintaining, and/or stabilizing the existing materials, form and integrity of a historic place or of an individual component, while protecting its heritage.

Rehabilitation

The action or process of making possible a continuing or compatible contemporary use of a historic place or an individual component, through repair, alterations, and/or addition, while protecting its heritage value.

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 action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

Revitalization

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

Standards

Norms for the respectful conservation of historic places.

APPENDIX: HERITAGE TOOLKIT

B

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

Web Site: <http://www.bclaws.ca/>

TOOLS THAT NEED TO BE IN PLACE BEFORE NEGOTIATION:

- ❑ **Official Community Plan (Local Government Act)**
Sets out the local government's intent for development. States overall goals for heritage conservation and can also include heritage area designations.
- ❑ **Zoning and Development Bylaws (Local Government Act)**
Outlines the existing general requirements for site development.
- ❑ **Development Permit Controls (Local Government Act)**
Provides specific requirements for areas designated as Development Permit Areas.
- ❑ **Heritage Conservation Areas (Local Government Act)**
The local government can define special areas in the OCP to provide long-term protection to distinct heritage areas.
- ❑ **Community Heritage Register (Local Government Act)**
The local government can establish an official listing of properties defined as having heritage character or heritage value. This can act as the basis for the offering of incentives.
- ❑ **Heritage Zoning (Local Government Act)**
A zoning schedule can be tailored to preserve the character of a heritage site or area.
- ❑ **Community Heritage Commission (Local Government Act)**
Allows for an expanded terms of reference for the existing Commission, and the establishment of new commissions for other purposes.
- ❑ **Heritage Procedures Bylaw (Local Government Act)**
The local government can enact a Bylaw that establishes civic procedures and guidelines for heritage conservation. This bylaw may also delegate authority to an officer or authority for the negotiation of heritage issues.
- ❑ **Heritage Site Maintenance Standards (Local Government Act)**
The local government can enact a 'Heritage Site Maintenance Standards Bylaw,' that establishes minimum requirements for the care and maintenance of legally protected heritage properties.

❑ **Reservation and Dedication of Municipal Property (Local Government Act)**

The local government can commit to the long-term protection of public property. Although previously enabled, there is new scope added to this tool.

❑ **Administrative Procedures:**

- **Priority Routing**
The local government can institute a policy of expediting applications involving identified heritage resources.
- **Heritage Awareness Programs**
The local government can continue to make the public aware of the importance of heritage resources through education programs.
- **Commemoration and Interpretation**
The local government can provide for commemoration and/or interpretation of historic sites or buildings. This is not the equivalent of designation.
- **Complementary Public Works**
The local government may commit to public works that complement the character of heritage sites or areas.

TOOLS AVAILABLE DURING NEGOTIATION:

❑ **Financial Incentives**

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

❑ **Development/Zoning Incentives**

- **Heritage Revitalization Agreements (Local Government Act)**
This is potentially the most useful new conservation tool, and has been widely used by other local governments. This allows for a voluntary negotiated agreement, which may vary bylaw and permit conditions. If use and density are not varied, a Public Hearing is not required. This is considered a form of legal protection.

- **Heritage Conservation Covenants (Land Titles Act)**
Allows for the negotiation of a contractual agreement with the owner, which is then registered on the Land Title. This may not vary siting, use or density. This is considered a form of legal protection.
 - **Building Code Equivalencies**
Buildings identified on an inventory or Heritage Register are eligible for building code equivalencies under the British Columbia Building Code.
 - **Heritage Density Bonuses (Local Government Act)**
Increases in density, although previously available, may now be achieved more easily through a Heritage Revitalization Agreement.
 - **Transfer of Density (Local Government Act)**
Although previously enabled, may now be expedited through negotiated agreements.
 - **Development Variance Permits (Local Government Act)**
Allow for development requirements to be varied or waived.
- ❑ **Heritage Designation (Local Government Act)**
This tool is now enabled under the Local Government Act, and provides long-term protection and demolition control. Designation is generally negotiated in exchange for development incentives. This is considered a form of legal protection.
 - ❑ **Heritage Alteration Permits (Local Government Act)**
Once a Heritage Conservation Area is established, HAPs may be required for subdivision, additions, new construction or alteration of an existing building. May also be used to allow changes to legally protected heritage property.
 - ❑ **Tree Protection (Local Government Act)**
Although previously enabled, there are now procedures that streamline the ways in which the local government can protect and maintain significant identified trees.

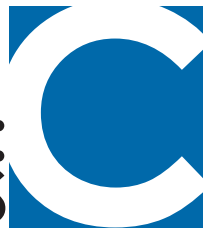
TOOLS AVAILABLE IF NEGOTIATION BREAKS DOWN:

- ❑ **Temporary Heritage Protection (Local Government Act)**
A resource can be temporarily protected through the withholding of permits and approvals, or protection orders and bylaws. The resource must be listed on a Heritage Register, and a Heritage Procedures Bylaw must be in place. Specific time periods apply, and this protection cannot be indefinitely extended.

- ❑ **Heritage Designation (Local Government Act)**
See above for details; if the resource is of sufficient community value, the local government may enact an involuntary designation. However, this will make the local government liable for compensation.
- ❑ **Heritage Inspection (Local Government Act)**
The local government can order heritage inspections to assess heritage value and conservation needs.
- ❑ **Heritage Impact Assessment (Local Government Act)**
The local government can order an assessment to be prepared at either the expense of the owner or the municipality in order to predict the impact of a proposed development on adjacent heritage resources.
- ❑ **Relocation**
When it is not possible to save a structure on its original site, it may be desirable to move it to another location to ensure its preservation. Costs may be borne either by the developer or the local government.
- ❑ **Documentation**
When it is not possible to save a structure, it may be desirable to document it before demolition. Costs may be borne either by the developer or the local government.
- ❑ **Salvage**
When it is not possible to save a structure, it may be desirable to salvage artifacts or portions of the structure before demolition.

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

APPENDIX: WEBSITES



FEDERAL GOVERNMENT

Canadian Register of Historic Places

<http://www.historicplaces.ca>

**Standards and Guidelines for the Conservation of Historic Places
in Canada**

<http://www.pc.gc.ca/eng/docs/pc/guide/nldclpc-sgchpc.aspx>

PROVINCE OF BRITISH COLUMBIA

Heritage Branch, Ministry of Tourism, Sport & the Arts

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

Heritage Conservation: A Community Guide

http://www.tca.gov.bc.ca/heritage/property_owners/community_guide.htm

Heritage Society of British Columbia

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

Heritage Legacy Fund of British Columbia

<http://heritagelegacyfund.ca/>

PORT COQUITLAM

City of Port Coquitlam

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

Port Coquitlam Heritage & Cultural Society

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