

# HERITAGE MANAGEMENT PLAN

## EXECUTIVE SUMMARY



2006

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# THE CITY OF RED DEER

## HERITAGE MANAGEMENT PLAN

### EXECUTIVE SUMMARY

Red Deer City Council adopted the Heritage Management Plan as a planning tool on **September 11, 2006**



Municipal Heritage  
Partnership Program



Canada's  
Historic Places

Lieux patrimoniaux  
du Canada

Prepared by:

**DONALD LUXTON & ASSOCIATES** inc.

# **CITY OF RED DEER HERITAGE MANAGEMENT PLAN: EXECUTIVE SUMMARY**

## **BACKGROUND**

The heritage resources of Red Deer promote a sense of stability and continuity for residents, illustrate how the community developed in the past, and define the historic character that is unique to the city. As such, The City of Red Deer has made a commitment to assist in the conservation of key heritage resources for the enjoyment and benefit of future generations.

Historic structures such as the CPR Train Station and the Old Court House are important examples of built heritage, but there are many other historically significant features such as farmsteads, industrial sites, natural landscapes and cemeteries. Intangible elements of heritage are also diverse, ranging from cultural ancestry to social identity, community relationships and traditions. All aspects of Red Deer's diverse heritage are worthy of celebration and respect.

The management of significant heritage resources is a legitimate and desirable function that is recognized as being increasingly important in the development of a healthy community. The City of Red Deer recognizes the need to coordinate community heritage initiatives and strategies through this Heritage Management Plan – a plan that assesses structures, guides the existing heritage protection program and explores new heritage tools and initiatives. This Plan provides ongoing guidance to heritage property owners, community volunteers, heritage organizations and those with a more general interest in heritage.

## **THE HERITAGE MANAGEMENT PLAN PROCESS**

The City of Red Deer has already taken significant steps to identify and manage its historic building stock. The support and direction for the development of a Heritage Management Plan is identified in The City of Red Deer's current Strategic Plan and the 2006 draft update of the Municipal Development Plan. As part of the development of the Plan, a thorough study was undertaken of other municipal heritage programs throughout western Canada. The final recommendations and implementation strategy of this Plan have been created through a series of Steering Committee meetings held between October 2005 and January 2006 and a broad community consultation including a Public open House in November 2005. A final presentation of the Plan was made to Red Deer City Council on September 11, 2006 where it was adopted as a planning tool.

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## **THE HERITAGE MANAGEMENT PLAN: A NEW VISION FOR CONSERVATION**

### **VISION FOR THE COMMUNITY HERITAGE PROGRAM**

Through the course of this project, a vision has emerged to conserve Red Deer's historic built form and public realm including provincially and municipally designated sites, in order to preserve, protect and promote the city's unique heritage resources. This will require the adoption of a "conservation approach" for the built fabric of Red Deer and undertaking authentic conservation of heritage buildings within their historical context.

In order to best conserve Red Deer's historic built form and public realm, and engage the public in heritage conservation, a Heritage Program will be established with sufficient resources to achieve the following outcomes:

- Heritage conservation is broadly valued by the community
- Heritage conservation is supported, coordinated and facilitated
- Heritage building owners are supported through a clear and transparent regulatory process and a range of heritage conservation incentives
- Opportunities to learn and experience community heritage and history are available and accessible
- Heritage resources are consistently documented, categorized and researched
- Heritage conservation initiatives and incentives are sustainable
- Heritage stakeholders and advocates have the capacity to be effective

### **GAP ANALYSIS**

A gap analysis was undertaken as part of the development of the Heritage Management Plan. Gaps were identified in the following areas:

1. City Stewardship
2. Heritage Administration and Planning
3. Heritage Conservation Incentives
4. Downtown Heritage Conservation Plan
5. Heritage Education and Awareness

Methods for addressing these gaps are identified in the recommendations and implementation strategy.

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**RECOMMENDATIONS AND IMPLEMENTATION STRATEGY**

The following is a summary of the recommendations of the Heritage Management Plan, with an outline of who will be responsible for the Action, and the approximate timeframe.

- Immediate**=effective with the plan adoption
- Near Range**=within 2 years of plan adoption
- Medium Range**=within 5 years of plan adoption
- Long Range**=within 10 years of plan adoption

**Shaded**=Community Initiative

**1. ADOPT A CITY HERITAGE STEWARDSHIP POLICY**

City stewardship was identified as a challenge following the analysis of existing City of Red Deer heritage initiatives. The City of Red Deer, in co-operation with key community stakeholders, should set, by example, the standard for other owners of heritage properties. The City should adopt a leadership role, and should establish stewardship policies for the management of heritage resources.

By adopting a leadership role, The City will set the standards for other heritage property owners. The outcome will be an enhanced approach to heritage conservation on all levels. In order to achieve success, a commitment to a Heritage Stewardship Policy will require an allocation of human and financial resources.

<b>1. ADOPT A CITY HERITAGE STEWARDSHIP POLICY</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>1.1</b> Set up an internal information sharing system to allow for the consistent treatment of recognized heritage resources.	Heritage Archives Coordinator	City Depts	Near Range	
<b>1.2</b> Conservation plans and maintenance agreements should be prepared for City-owned heritage buildings and other heritage resources such as historic landscape features.	Heritage Planner	Heritage Advisory Team	Medium Range	
<b>1.3</b> Educate City staff on heritage issues.	Heritage Archives Coordinator	City Staff	Near Range	

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**2. IMPROVED HERITAGE ADMINISTRATION AND PLANNING**

One of the identified challenges has been the heritage permit review process. Applications regarding Municipal Inventory sites listed within the Historical Significance District have not been consistently handled. In order to achieve an improved response to heritage, it is recommended that The City provide an open and streamlined regulatory environment that encourages authentic heritage conservation and minimizes uncertainty for owners and The City. This could be achieved through improved zoning and regulatory systems, and enforcement policies that balance long-term conservation with acceptable safety standards. Developing an effective management and administrative framework with processes that encourage and support the rehabilitation of heritage buildings in Red Deer would result in an effective regulatory environment and a streamlined process for heritage permit applications.

<b>2. HERITAGE ADMINISTRATION AND PLANNING</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>Administration (Refer to Organization Chart)</b>				
<b>2.1</b> The Heritage Preservation Committee should transition into becoming an independent heritage group and explore options to receive non-profit status or develop partnerships with other non-profit organizations in order to be eligible for grant programs.	HPC	Heritage Archives Coordinator	Near Range	Leverage various funding sources for projects
<b>2.2</b> A Heritage and Archives Coordinator position would be the first point of contact for all heritage issues and inquiries.	Recreation Parks & Culture Dept.		Immediate	1 FTE identified in Recreation, Parks & Culture organizational review
<b>2.3</b> A key person within the planning framework be identified who would be responsible for heritage planning.	Community Services Division	PCPS	Medium Range	
<b>2.4</b> Establish a Heritage Advisory Team to be an administrative advisory team consisting of any relevant City of Red Deer Departments, Heritage Archives Coordinator, and chaired by the Heritage Planner.	Heritage Planner/ Inspections & Licensing	City Staff/ Heritage Archives Coordinator	Immediate	Meetings are required

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<b>RECOMMENDATION</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>Planning</b>				
<b>2.5</b> A process be developed to ensure that there is a clear and effective review of each development permit application regarding a historic site.	Heritage Planner/ Inspections & Licensing	Heritage Advisory Team/ Heritage Archives Coordinator	Near Range	
<b>2.5.1</b> Develop a communications strategy to complement the heritage permit review process.	Heritage Planner	Inspections & Licensing/ Heritage Archives Coordinator/ Communicat'ns	Near Range	\$5,000 for printing/promotion costs
<b>2.6</b> The City adopt the Standards and Guidelines for the Conservation of Historic Places in Canada as the basis for the assessment of all heritage permit applications, incentives and negotiations. Relevant city staff would receive training on these guidelines.	Heritage Planner	Inspections & Licensing/ Relevant City staff/ Province	Near Range	
<b>2.7</b> Develop and implement preservation and interpretation standards and guidelines for incorporation into the <i>Neighbourhood Planning Guidelines and Standards</i> .	Heritage Planner	PCPS/ HPC	Near Range	
<b>2.8</b> A process should be put in place to update and amend the Municipal Inventory that allows for the careful and consistent evaluation of resources that may result in removals from or additions to the Municipal Inventory. Explore Municipal Heritage Partnerships Program (MHPP) cost share funding options.	Heritage Archives Coordinator	Province/ Heritage Planner/ Heritage Advisory Team/ IT Services	Near Range	\$20,000

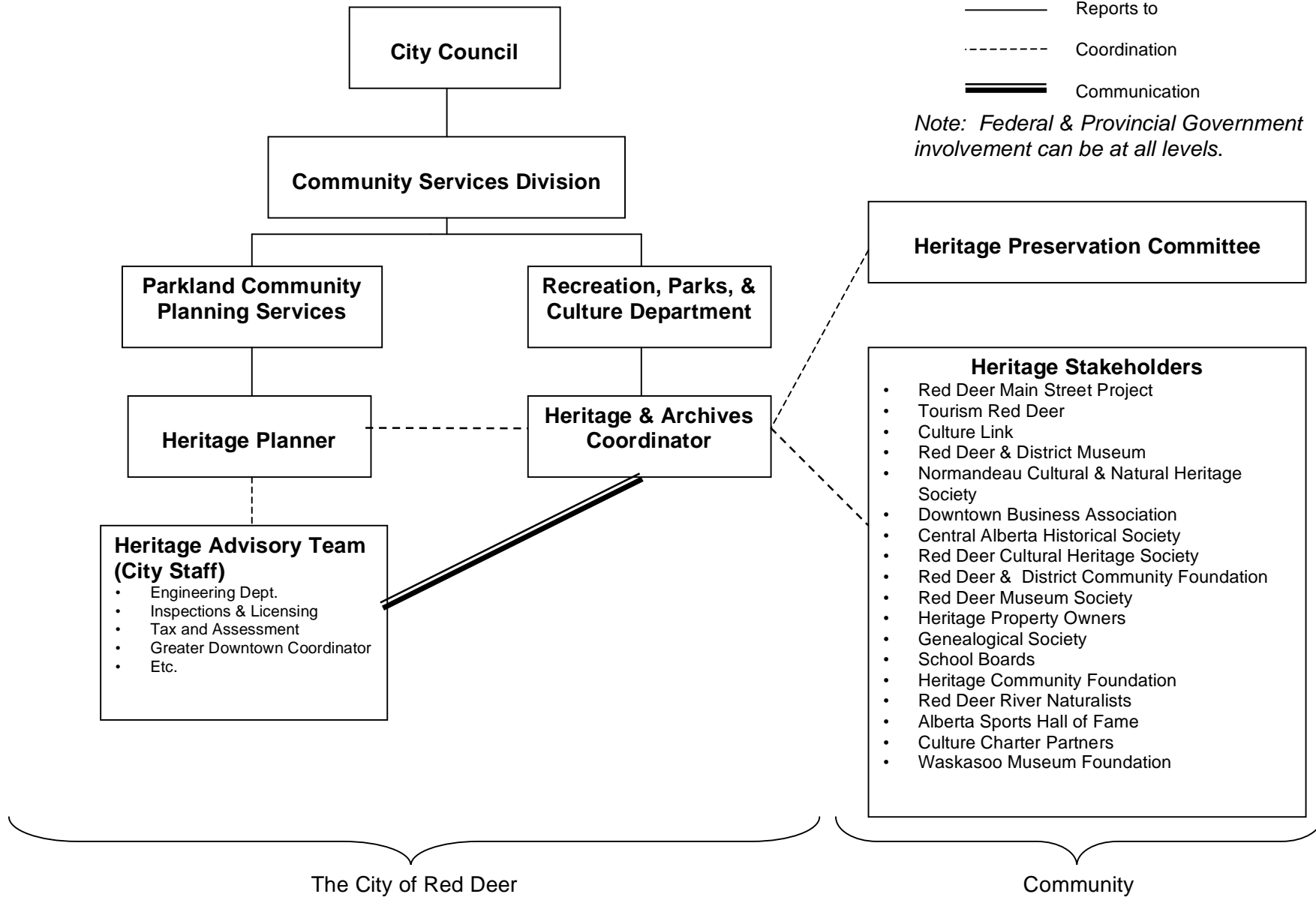
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RECOMMENDATION	LEAD	INVOLVED	TIMELINE	IMPLICATIONS
<b>Planning cont'd</b>				
<b>2.9</b> Expand Municipal Inventory to include cultural landscapes and natural features.	Heritage Archives Coordinator	Heritage Planner/ Heritage Advisory Team	Near Range	
<b>2.10</b> The Heritage Management Plan be regularly updated and thoroughly reviewed every five years.	Heritage Archives Coordinator		Medium Range	



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**ORGANIZATION CHART: PROPOSED STRUCTURE OF HERITAGE IN RED DEER**



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**3. HERITAGE CONSERVATION INCENTIVES**

The most effective way to encourage heritage resource owners or potential owners to conserve and invest in the rehabilitation of their properties is by offering incentives. These are 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 hand-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 standard requirements. It is recommended that The City develop and implement conservation incentives for heritage property owners.

<b>3 ADOPT HERITAGE CONSERVATION INCENTIVES</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>3.1</b> Create a program of effective conservation incentives appropriate to Red Deer.				
<b>3.1.1</b> The City of Red Deer should consider allocating a budget for heritage restoration grants that could be directed towards the conservation of properties on the Municipal Inventory. Explore available funding sources.	Heritage Archives Coordinator		Near Range	Any budget item would go before City Council for approval.
<b>3.1.2</b> The City of Red Deer should further explore tax based heritage grants.	Heritage Planner	Tax & Assessment Dept	Medium Range	Any budget item would go before City Council for approval.

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<b>RECOMMENDATION</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>3.2</b> Explore and implement non-financial incentives appropriate to Red Deer				
<b>3.2.1</b> Explore relaxation potentials for heritage related development permit applications.	Heritage Planner	Heritage Archives Coordinator/ Inspections & Licensing Dept.	Immediate	
<b>3.2.2</b> Explore cost efficiencies in the municipal designation process	Heritage Planner	Inspections & Licensing Dept.	Immediate	
<b>3.2.3</b> Explore opportunities for conservation agreements and partnerships between The City and heritage property owners to conserve their properties.	Heritage Archives Coordinator	Land & Economic Dev.	Medium Range	
<b>3.2.4</b> To provide consistent review and knowledgeable advice to building owners, the Heritage Planner should explore and recommend potential heritage building code equivalencies to the Inspections and Licensing Department.	Heritage Planner	Inspections & Licensing Dept.	Medium Range	
<b>3.2.5</b> Revisit the concept of heritage density bonuses in the long term.	Heritage Planner	Inspections & Licensing	Long Range	
<b>3.3</b> Review the mandate of The City's and Community Foundation's Heritage Funds, with a view to expanding the funds, encouraging funding partnerships and revising the criteria for private sector access to the funds.	Heritage Archives Coordinator	Culture Link/ Heritage Stakeholder Groups	Near Range	

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**4. DEVELOP A DOWNTOWN HERITAGE CONSERVATION PLAN**

A Downtown Heritage Conservation Plan should be developed as a component of Red Deer’s Heritage Program. Recommendations in this plan are specific to the downtown.

<b>4. DEVELOP A DOWNTOWN HERITAGE CONSERVATION PLAN</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>4.1</b> Special Land Use Districts be considered in the City and outlined as an overlay district.	Heritage Planner	Heritage Advisory Team	Near Range	
<b>4.2</b> Create partnerships between heritage stakeholders and The City to leverage resources and volunteers for the implementation of the heritage recommendations in the Greater Downtown Action Plan, C1 Development Design Criteria and Heritage Management Plan.	Heritage Archives Coordinator	Downtown Coordinator	Near Range	
<b>4.3</b> A review of the Red Deer Main Street Project to ensure project objectives are sustained once the Project leaves the community.	Heritage Archives Coordinator	Downtown Business Association/ Downtown Coordinator	Near Range	

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**5. IMPROVED HERITAGE EDUCATION AND AWARENESS**

Public awareness programs are a critical part of any heritage management program and may be administered by The City or community groups. These are the activities and events that engage the community with the purpose of raising the public profile and perceived value of heritage buildings and sites.

<b>5. IMPROVED HERITAGE EDUCATION AND AWARENESS</b>	<b>LEAD</b>	<b>INVOLVED</b>	<b>TIMELINE</b>	<b>IMPLICATIONS</b>
<b>5.1</b> A comprehensive list of heritage resources and contacts should be developed, maintained and promoted by the Heritage Coordinator.	Heritage Archives Coordinator		Near Range	
<b>5.1.1</b> A brochure be developed summarizing the levels of heritage designation, benefits, eligibility requirements and funding opportunities available.	Heritage Archives Coordinator	Province/ Communicat'n Section		\$5,000 for printing/promotion costs
<b>5.2</b> The Heritage Coordinator in conjunction with Tourism Red Deer should support and provide facilitative assistance to groups who are coordinating heritage events and developing heritage tourism.	Heritage Archives Coordinator	Tourism Red Deer	Immediate	
<b>5.3</b> Education initiatives should be supported and promoted by The City's heritage program.	Heritage Archives Coordinator	HPC	Immediate	
<b>5.4</b> The Heritage Preservation Committee should review its mandate and focus their resources and efforts on education and awareness of heritage in the community.	HPC		Immediate	
<b>5.5</b> Opportunities for historical interpretation and enhancement of Red Deer's cemeteries be explored and implemented.	Heritage Archives Coordinator	HPC	Immediate	\$15,000