

## HERITAGE RESOURCE MANAGEMENT STRATEGY

### RECOMMENDATION

That Administration prepare an unfunded service package for consideration as part of the 2023-2026 budget process to fund preparation of a new Historic Resource Management Plan as outlined in Attachment 2 of the January 18, 2022, Urban Planning and Economy report UPE00724.

### Report Purpose

#### **Council decision required.**

Urban Planning Committee is being informed about plans for a new heritage management strategy. A new heritage management strategy will improve the delivery of a service to Edmontonians and address operational effectiveness to ensure alignment with the corporate goals. Additionally, Urban Planning Committee is being informed about the status of the Glenora Heritage Character Rezoning Project.

### Previous Council/Committee Action

At the June 29, 2021, Urban Planning Committee meeting, the following motion was passed:

That Administration pause work on the Glenora Heritage Area DC1 and bring a report to Committee that identifies resources necessary to complete a new strategic and targeted approach to a Heritage Resource Management Strategy that outlines options and tools to address the conservation of heritage resources citywide.

### Executive Summary

- To implement direction in The City Plan about “preserving and enhancing heritage,” Administration will prepare an unfunded service package to prepare a new Historic Resource Management Plan.
- Administration will continue to pause work on the Glenora Heritage Area Rezoning project while preparing the Historic Resource Management Plan.

# Heritage Resource Management Strategy

## REPORT

Heritage planning enhances a community's identity and attractiveness. Heritage planning also preserves the resources and energy expended by prior generations and remembers the stories of those generations. "Heritage" refers to what a community has inherited from the past. By identifying, protecting and celebrating diverse aspects of our cultural inheritance, heritage planning helps turn a city into a place of meaning and belonging.

### Background

The Inventory and Register of Historic Resources in Edmonton is a list of significant heritage buildings and other historical resources (e.g. bridges). The Inventory is a list of heritage resources that merit conservation, but are not legally protected from being altered or demolished. If the resource is placed on the Register by receiving designation as a Municipal Historic Resource by way of a City Council-approved bylaw, legal protection is granted in accordance with City Policy C450B - Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton. Under the *Historical Resources Act*, the City must provide financial compensation to a property owner if it designates a property. As a result of this compensation requirement, the City's heritage program focuses on giving financial incentives to encourage owners to voluntarily designate their properties.

The Inventory and Register contains approximately 1,100 properties, 168 of which are legally protected as designated Municipal Historic Resources. Examples of buildings preserved by the program include: the Hotel Macdonald, McLeod Building, Garneau Theatre, Queen Elizabeth II Planetarium and Oliver Exchange. The program receives \$2.35 million annually through the capital/operating budget for rehabilitation and maintenance grants and has disbursed over \$18 million during the life of the program. Attachment 1 summarizes heritage planning milestones in Edmonton.

Since the inception of the heritage planning program, interest has successfully grown. Some developers now build heritage designation (and the associated grant incentives) into their business model. While the heritage grant budget has been increased over the years, greater demand and increased construction costs have put more strain on funding available for grants to property owners. The number of heritage planners (two) is the same as it was 20 years ago despite significant growth in the program.

### Policy Direction

"Preserve" is one of the six guiding values of The City Plan. The associated city-building outcome is that "Edmonton protects and enhances its image and identity through heritage" and the intention statement that flows from this intention is to "Promote Edmonton's history and encourage a sense of local identity by preserving and enhancing heritage."

This direction must exist in balance with an ambitious redevelopment agenda for Edmonton's existing neighbourhoods. Construction of new, denser development is sometimes done through the demolition of historic resources. The City Plan makes clear, however, that redevelopment needs to be thoughtfully balanced with heritage considerations. The City Plan states: "Not

## Heritage Resource Management Strategy

everything in The City Plan is about making something new. Much of our work is about keeping things the same. A critical part of The City Plan is rooted in stewardship and preserving the attributes most valued by Edmontonians today that were handed down to us from previous generations.”

### New Historic Resource Management Plan

A recommendation of the December 2021 audit of the heritage planning program is to update the heritage program’s guiding documents.

The Historic Resource Management Plan was prepared in 2009 and is the primary guiding document to manage historic resources citywide. Since that time, significant events have altered how we look at historic buildings and commemorate the past.

- Edmonton has declared a climate emergency, which places new urgency on preserving the embodied energy (total energy required to produce, deliver and assemble building materials) of existing buildings, since energy consumption produces CO2 and greenhouse gas emissions.
- The Truth and Reconciliation Commission has called for Indigenous history, values and memory practices to be incorporated into government heritage frameworks.
- Social change movements have led to reinforced commitments to equity, diversity and inclusion.

Edmonton’s heritage program should reflect a wider lens of Edmonton’s history and recognize the contributions of currently underrepresented and marginalized people, places and cultures.

Administration accordingly plans to prepare a new Historic Resource Management Plan to:

- Determine priorities for managing heritage resources across the city in light of constrained resources.
- Better commemorate Edmonton’s diverse history.
- Identify trade-offs and potential mitigations to achieve the delicate balance of heritage preservation and redevelopment as outlined in The City Plan.

The new Historic Resource Management Plan will involve analysis, stakeholder involvement and citywide engagement. The process is expected to take 18 months and would run from First Quarter 2023 to Second Quarter 2024 if funded to commence in 2023. Attachment 2 provides more information about the proposed content of the resulting strategy document and the process that will be used for its preparation.

### Glenora Heritage Character Area Rezoning

On June 29, 2021, in response to Administration's report UPE00583 Glenora Heritage Character Area Rezoning, Urban Planning Committee directed Administration to pause work on the Glenora Heritage Character Area rezoning project. At that time, Administration had prepared a draft Direct Development Control (DC1) Provision through consultation with Glenora residents and the Old Glenora Conservation Association.

As currently drafted, the DC1 provision would preserve aspects of the Garden Suburb character of Glenora, especially related to lot widths, building size, front setbacks, roof styles, entrance and

## Heritage Resource Management Strategy

window orientation. It would restrict semi-detached housing in most of the area but allow increased building height and a limited number of new commercial uses in homes listed on the City's heritage inventory to encourage their retention. To provide more opportunity for redevelopment, the DC1 provision would not apply near the future 142 Street LRT stop or along the western portion of 102 Avenue. The DC1 provision was drafted with a recognition of the Carruthers caveat, a legal instrument that applies to portions of the Glenora neighbourhood, is more restrictive than the current zoning, and that some property owners have enforced through civil litigation.

Proceeding with the Glenora DC1 Heritage Character Area rezoning as currently drafted would limit development potential in Glenora in the aforementioned ways, but it could help maintain the area's distinctive historic development pattern. Alternatively, not proceeding with the DC1 rezoning would give time for the Historic Resource Management Plan to be prepared and for the Zoning Bylaw Renewal project to be completed before revisiting the matter of Glenora neighbourhood character. Not proceeding may also lead to ongoing community tension as individual rezoning applications go to City Council for decision without a unifying and coordinated approach.

Although the proposed Historic Resource Management Plan may not identify new tools to address character issues in Glenora, Administration will continue to pause work on the Glenora project while focussing on the Historic Resource Management Plan.

The most effective tool for preserving heritage buildings in Glenora (and citywide) is by designating properties as Municipal Historic Resources. In the area of the draft Glenora DC1 provision, only three of the 104 qualifying properties (2.9 per cent) have been designated as Municipal Historic Resources. The new Historic Resource Management Plan will comprehensively establish heritage preservation as a citywide priority.

### Budget/Financial Implications

The preparation of a new Historic Resource Management Plan is expected to cost \$420,000 (\$200,000 for strategic planning and heritage consultants, \$170,000 for temporary staff for the duration of the project, and \$50,000 for communications and engagement, including Indigenous engagement). The heritage program also requires one additional permanent Full Time Equivalent employee (an estimated annual cost of \$108,000) to successfully manage the increase in program workload. Upon Council's direction, Administration will bring forward an unfunded service package for consideration as part of the 2023 to 2026 Budget process.

### COMMUNITY INSIGHT

This report was informed by Edmonton-area dialogue about how history is commemorated, conversations with stakeholders in Edmonton's heritage ecosystem (especially the Edmonton Historical Board and the Edmonton Heritage Council), and social media listening about the Glenora DC1 Heritage Character Area Rezoning since the project was paused in June 2021. Heritage stakeholders have been consistent in calling for more resources for heritage planning in Edmonton and an update to the Historic Resource Management Plan.

# Heritage Resource Management Strategy

## GBA+

Historical resources have the potential to help communicate the story of Edmonton’s diverse history, and thus add to the meaning of our urban places and quality of life of Edmontonians now and in the future. Currently, however, the City’s Inventory and Register of Historic Resources does not reflect a broad spectrum of Edmonton’s diversity. Women and other marginalized groups, including gender minorities and intersectional identities whose heritage is more intangible, are underrepresented in the Inventory and Register and current activities to commemorate history through heritage preservation.

A GBA+ process applied to the creation of a new Historic Resource Management Plan will help to understand the inequalities and create opportunities for marginalized groups. Administration will include a robust GBA+ process in the planning, engagement, creation and delivery of the proposed new Historic Resource Management plan.

Regulatory tools designed to preserve important heritage elements must be sensitively employed so that neighbourhoods are inclusive and welcoming for all. Thus, the selection of heritage preservation tools must consider how they support and encourage inclusive neighbourhoods. Administration conducted a preliminary GBA+ analysis as part of the preparation of the Glenora DC1 zoning. The analysis focused on historic inequities connected to the neighbourhood’s development resulting potentially in part from the Carruthers caveat.

## ATTACHMENTS

1. Edmonton Heritage Planning Milestones
2. Potential Historic Resource Management Plan Content and Process