

River Crossing Heritage Interpretive Plan

Recommendation:

That Urban Planning Committee recommend to City Council:

That the River Crossing Heritage Interpretive Plan, as set out in Attachment 2 of the July 5, 2017, Sustainable Development report CR_4438, be approved.

Report Summary

This report provides an overview of the River Crossing Heritage Interpretive Plan and proposes immediate next steps to begin to implement the plan.

Report

Context

In April 2015, City Council endorsed a vision for the River Crossing project that describes the future of the West Rosedale area and is based on several previous studies, plans and activities. The vision includes a vibrant and revitalized West Rosedale neighbourhood, the new Walterdale Bridge, the Touch the Water Promenade, a repurposed Rosedale Generating Station, and a celebration of the rich history of the Rosedale flats. To help bring this vision to life, Council directed Administration to prepare a historical interpretation plan (heritage interpretive plan), as well as a business plan, to guide the redevelopment of the West Rosedale neighbourhood.

In April 2015, Council approved a three-year service package and passed a motion that included the following:

3. provide a report to Executive Committee by the fourth quarter 2015 on the following:
 - iv. a historical interpretation plan that will bring the River Crossing concept to life

To ensure that heritage would help define the identity of the area and serve as a foundation for business planning, Administration undertook heritage interpretive planning first. Given the historical and contemporary connections of many Edmontonians and Indigenous communities to the River Crossing area, extensive public and Indigenous engagement processes were followed. These processes contributed to the content of the plan and its validation.

An update on the River Crossing Project Business Case was presented to Executive Committee on July 6, 2016. This report conveys the Heritage Interpretive Plan (Attachment 2).

Overview of the Heritage Interpretive Plan

The Heritage Interpretive Plan represents a fresh approach for how the City of Edmonton considers heritage in the River Crossing area; an approach that looks beyond preserving historic buildings, and which seeks to integrate heritage interpretation into the area through programming (such as events and activities), landscape, and the built environment (such as infrastructure, public art, public space, buildings, and existing heritage resources) in ways that are appropriate and authentic.

It is a high-level guide for people and groups who will be involved in heritage interpretation and/or implementing changes in the River Crossing area in the future. These audiences include Indigenous and non-Indigenous community partners, professional heritage interpreters, designers (such as artists, urban planners and architects), Administration, site managers and programmers.

The primary purposes of the Heritage Interpretive Plan are as follows:

- Help understand why the area is important from a variety of perspectives, including Indigenous peoples (First Nations and Metis) and settlers.
- Guide how this heritage will be told through interpretation that leverages built environment and programming opportunities.
- Serve as a foundation for the future redevelopment of the River Crossing area.
- Instruct people who are not familiar with interpretive planning and who may be involved in future work.

The plan guides future work related to heritage in the River Crossing area, including future detailed interpretive planning efforts. The main tools the plan puts forward include:

- a thematic framework
- ideas to interpret the themes through landscape, built environment and programming
- a series of high-level considerations for implementing this plan from the short to the long term.

Thematic Framework

The thematic framework is the core of the Heritage Interpretive Plan. It consists of four overlapping interpretive themes that help to understand why the River Crossing area is important. Practically, it provides a framework for organizing the myriad of stories and topics tied to the heritage of the area, and describes a series of interpretive goals for each theme that answer the questions: What should visitors to the area understand? How should they feel? What should they do?

Through research, extensive engagement, and testing earlier drafts of themes with stakeholders and the public, the following four themes were developed:

- Territory and Land
- Making and Trading
- Lived Experience
- Connecting and Understanding

These themes are described in greater detail in Attachments 1 and 2. Each of these four themes strives to reflect and honour the perspectives and histories of different Indigenous and settler communities with a tie to the area. The thematic framework also recognizes the importance of the North Saskatchewan River, which has played a central role in the history of the River Crossing area and has shaped many people's connections to the area for millennia through to the present day. Together, the four themes honour the diverse stories of the area's past and set the stage for how stories will be told through a variety of ways in the future.

Ideas for Interpretation

For each theme, the Heritage Interpretive Plan suggests a variety of ideas for interpretation through programming and the built environment over the short to long terms. The Plan does not identify detailed concepts or specific locations for individual interpretation projects. These ideas are meant to guide people who will be involved in interpretation and will be built out and vetted through implementation.

Implementation

The Heritage Interpretive Plan proposes a three-phased approach to implementation as well as principles to guide future interpretation.

Phase 1 would begin immediately upon approval of the Heritage Interpretive Plan. It would focus on low-cost tactical heritage projects and events with partner and community involvement. The intention is to begin to activate the area, pilot interpretation projects, build interest in the heritage of the area, and maintain and strengthen relationships with stakeholders.

Phase 2 would also begin immediately upon approval of this plan. In this phase, the Heritage Interpretive Plan would interact directly with business planning by serving as a foundation for the high-level redevelopment concept design and business case for the River Crossing area.

Phase 3 would build on Phases 1 and 2. This phase would focus on addressing heritage considerations through redevelopment planning, urban design and detailed interpretive planning for individual projects. This phase would include the planning, design and delivery of interpretation through programming and the built environment over the long-term as the area is redeveloped.

Each phase requires additional work for implementation to happen. Considerations to be addressed in each phase are included in the Heritage Interpretive Plan.

Timing of Phases and Next Steps

Work planning for Phase 1 would begin upon approval of the Heritage Interpretive Plan and would carry through to the end of 2017. Implementation of this phase would begin in 2018 and carry on until it is no longer needed potentially (such as if the area is being developed).

Immediate action items include:

- Identifying and holding discussions with potential internal Administration partners and external partners.
- Identifying existing programs that could be leveraged to pilot tactical projects and events.
- Developing an interpretive content package to support future projects.
- Evaluating potential projects and budgetary requirements and bring back for Council consideration as appropriate.

Phase 2 would start within the next few months and continue through 2018. This work would involve addressing heritage considerations during planning work associated with the development of the concept design and business case.

Phase 3 work planning can only start once we have an approved business plan for the River Crossing area and projects at an initiation stage.

Policy

The Way We Grow; Edmonton's Municipal Development Plan Bylaw 15100:

- 3.5.1.1: Support redevelopment and residential infill that contribute to the livability and adaptability of established neighbourhoods (see Map 1: Land Development Concept) and which are sensitive to existing development.
- 3.5.1.5: Involve residents in pre-consultation and planning processes.
- 5.2.1: Enhance established neighbourhoods by ensuring the design of new development, infrastructure and community facilities makes a positive contribution to the neighbourhood (see Map 1: Land Development Concept).
- 5.2.1.5: Undertake Urban Design Plans to guide the redevelopment of prominent sites, corridors, entranceways, older commercial areas and character areas and integration of historic sites.
- 5.8.1.3: The process to create the Heritage Interpretive Plan included several engagement opportunities for residents including activities by which residents were able to contribute to the plan's content as well as review and validate the thematic framework and plan overall.

The Way We Live; Edmonton's People Plan:

- 1.5: The City of Edmonton connects Edmontonians and Albertans to their history, heritage and unique role as Alberta's capital city.

- 1.5.5: The City of Edmonton promotes its rich history and diverse cultural heritage.

This report's recommendation aligns with the above policy direction. The River Crossing area is part of the established Rosssdale neighbourhood and the Heritage Interpretive Plan supports the redevelopment of the River Crossing area in ways that contribute to livability and enhance established neighbourhoods through placemaking focused on the area's heritage. This will create opportunities for Edmontonians and Albertans to connect with the city's history and the cultural heritage of the area.

The process to create the Heritage Interpretive Plan included significant engagement with residents and Indigenous communities and related organizations. This included opportunities to contribute to the plan's content, as well as to review and validate the thematic framework and plan overall.

Approval of the Heritage Interpretive Plan will ensure that the rich, complex and layered heritage of the River Crossing area is honoured and brought to life. It will also ensure that the Heritage Interpretive Plan is foundational to the development of the business case and design concept for the River Crossing area, and any subsequent detailed planning and design, which could include urban designs and adaptive reuse of historic resources.

Corporate Outcomes

This report concentrates on the following corporate outcomes:

- Edmonton is attractive and compact
- Edmontonians are connected to the city in which they live, work and play
- Edmontonians take pride in their city.

This report supports the first corporate outcome by providing the context and framework for evocative and meaningful heritage interpretation through landscape and the built environment.

It supports the second and third corporate outcomes by expanding the conversation about Edmonton's multi-layered heritage and setting the stage for work that will help Edmontonians to better understand and connect to their city's history and to each other.

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score	Current Mitigations	Potential Future Mitigations
Corporate Governance	Without approval, the	5 - Almost	3 - Major	15 - High	Engagement within	Identify and investigate

	thematic framework and considerations for implementation of the Heritage Interpretive Plan may not be consistently implemented in business planning and detailed re-development.	Certain			Administration and across departments, with business advisory group and with external partners since winter 2016.	tools, processes and governance models to ensure heritage interpretation integration by teams that will be involved in all steps of area redevelopment and design. Investigate arm's length agency to steward heritage interpretation over the long term.
Financial	Adequate resources not available to implement short-term and long-term heritage interpretation.	5 - Almost Certain	3 - Major	15 - High	The existing three-year service package will cover implementation of heritage through Phase 2, but not Phase 1 or 3.	Assess financial requirements for tactical interpretive projects. Identify other sources of funding within the City. Identify sources of community funding for short term/tactical activities. Identify sources of provincial or federal funding for long term activities. Identify partners to

						collaborate with or lead tactical interpretive projects.
Legal/ Regulatory	Future capital-intensive work in Rosedale could garner provincial Indigenous consultation requirement leading to project delays.	4 - Likely	3 - Major	12 – Med- ium	In cooperation with the Indigenous Relations Office, a fulsome Indigenous engagement process was carried out with opportunities for involvement in the plan's development and ongoing information updates.	Continue to engage Indigenous communities and related organizations and adapt engagement as needed to fulfill any additional provincial requirements.
Political Influences	Indigenous communities and related organizations could oppose implementation of the Heritage Interpretive Plan or redevelopment if they perceive problems with the process.	3 – Poss- ible	2 – Mod- erate	6 - Low	See Legal/ Regulatory	See Legal/ Regulatory
Public Perception	If implementation is not undertaken appropriately and inclusively and in keeping with the spirit of the Heritage Interpretive Plan, there is a risk of losing	3 – Poss- ible	3 - Major	9 – Med- ium	Report back on engagement. It is critical that the City of Edmonton follow through on implementation actions that it has control over, such as	Continue to engage broadly and with interested parties, clearly communicating opportunities to be involved.

	trust of the public.				ensuring the Heritage Interpretive Plan influences the business planning work.	
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Public Engagement

Public engagement processes were designed in accordance with City Policy C513. In addition, an Indigenous engagement process was developed and followed in collaboration with the Indigenous Relations Office. These processes were vital given the historical and contemporary connections of many Edmontonians and Indigenous communities to the River Crossing area. For a summary of public and Indigenous engagement, see Attachment 3.

Budget/Financial Implications

The existing operating budget can cover staff resource requirements to carry out work planning for implementation phases, as well as the work involved in carrying the Heritage Interpretive Plan through business planning. Short-term tactical projects and events in Phase 1 will be low-cost, require no infrastructure and will be delivered in partnership with community organizations. Phase 3 capital projects will have funding requirements and will need to go through the budgeting process.

Metrics, Targets and Outcomes

Metrics	Targets	Outcomes
<ul style="list-style-type: none"> • \$ from other stakeholders (key partnerships) per \$ invested by City • Number of heritage projects and events with community and partner involvement 	<ul style="list-style-type: none"> • TBD • Two projects or events carried out in partnership over the next two years • All four interpretive themes are interpreted in the River Crossing area upon build-out 	<ul style="list-style-type: none"> • Partnerships are leveraged to maximize capacity and resources
<ul style="list-style-type: none"> • Edmontonians' Assessment: Connected to Community (percentage of survey respondents who feel connected) 	45 percent (2017 target)	<ul style="list-style-type: none"> • Edmontonians are connected to the city in which they live, work and play
<ul style="list-style-type: none"> • 1,831 surveys 	Maintain connection and	<ul style="list-style-type: none"> • Edmontonians have an

completed over 2 survey events ● 7 formal in-person engagement opportunities ● 12 site visits and 13 workshops with Indigenous communities and related organizations	provide opportunities to be involved	opportunity to provide input into the process ● Obtain a variety of perspectives
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Justification of Recommendation:

Approval of the plan is considered necessary to ensure that Heritage is carried through in redevelopment planning for the area and to build and maintain relationships with partners and community members.

Attachments

1. River Crossing Heritage Interpretive Plan Executive Summary
2. River Crossing Heritage Interpretive Plan – Final Draft
3. Public and Indigenous Engagement Summary

Others Reviewing this Report

- T. Burge, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- R. Smyth, Deputy City Manager, Citizen Services
- C. Campbell, Deputy City Manager, Communications and Engagement