

Regional Municipality of Wood Buffalo Heritage Resources Management Plan



*Confluence of the Athabasca and Clearwater Rivers.
Fort McMurray Heritage Society/P2011.55.10.*



REGIONAL MUNICIPALITY
OF **WOOD BUFFALO**

With gratitude, we acknowledge that we are working within Treaty 8 Territory, the traditional lands of the Cree, Dene, and the unceded territory of the Métis.

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The development of the Regional Municipality of Wood Buffalo Heritage Resources Management Plan was a collaboration of Municipal departments. It was sponsored by Community and Protective Services with support from Communications and Engagement and Indigenous and Rural Relations.



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EXECUTIVE SUMMARY

“Celebrated Cultures through the Preservation of Our Nature and Traditional Heritage”

The Regional Municipality of Wood Buffalo-Heritage Resources Management Plan (HRMP) is a comprehensive management plan to help ensure the future of the Municipality’s Historic Places.

The HRMP is divided into five sections – each could be read and understood independently but will be most valuable to the Municipality when Sections 1 through 4 are read and actioned as a whole. Section 5 is an operational guide for the implementation and administration of the HRMP. These sections provide background information, an overview of status, values and goals, and an action plan to achieve these goals.

1. Introduction and Background – a primer on Heritage Resources Management
2. Regional Heritage Overview – an examination of the current heritage status of the region
3. Community Values & Goals – themes, values and goals as suggested by the Community
4. Action Plan – the Plan
5. Operations – Municipal heritage stewardship procedures

Heritage Resources Management

Simply put, Heritage Resources Management is Heritage Stewardship. Stewardship of Historic Places – the remaining built environment and cultural landscapes. Heritage planning is participatory and enables communities to inform and offer direction to the process. Communities are active participants in all three phases of the planning process.

1. Identify – What resources remain? (**Heritage Survey**)
2. Evaluate – What is significant to the communities and why? (**Heritage Inventory**)
3. Manage – What will be done? (**Management Plan**)

RMWB heritage planning was a values-based approach to historical resources. Deep local knowledge, unique stories, and the community’s vision guided the creation of the HRMP.

This Plan provides a framework to move towards *Heritage Stewardship* – and assist the community to become the stewards of their heritage.

Heritage Survey: *A community-based project that gathers information about potential heritage sites within a jurisdiction.*

Heritage Inventory: *A filtered list of a municipality’s significant historic places.*

Engagement Snapshot

The participatory process for the HRMP considered the Community as the *expert*. Ongoing management of this Plan will follow this same approach. The most effective heritage stewardship comes directly from the community.

Strategies & Tactics

The Project Team used multiple strategies and tactics to help reach a broad demographic.

- Indigenous Engagement
- Virtual Group Sessions
- Digital Engagement
- Survey (online and paper)
- One-on-one Interviews
- Impromptu Conversations
- Community Events
- Open Houses

Statistics

- Online visits: 1,000
- Social Media Impressions: 49,192
- Social Media Engagement: 352
- Virtual & In-Person Discussion: 58
- Online Survey: 138
- Open House Events: 10 (887 participants)
- Indigenous Engagements: 10 Indigenous groups
 - Elders-Specific Open House: 22 participants

The data collected during engagements guided all phases of heritage management planning and informed the Action Plan.

Indigenous Engagement

A robust Indigenous engagement strategy was developed and implemented for the HRMP. The strategy identified that the goal of Indigenous engagement was *“to co-create and steward a collaborative engagement process with Indigenous groups that meaningfully shape a HRMP.”*

Engagement occurred from August 2021 to August 2022. Indigenous groups throughout Wood Buffalo were engaged regarding the HRMP. Engagement occurred through emails, letters, one-on-one meetings with community members, representatives and Elders, and engagement through various community-based public engagement forums.

The following results were achieved from this engagement:

- Direct input into heritage themes, values, and places of interest.
- Increased awareness of and interest in Wood Buffalo’s heritage resources, as evidenced by social media activity and direct engagement regarding community-owned heritage resources.
- Visioning of Indigenous participation in heritage management, programming, and commemoration.
- Direct and specific input into the HRMP Action Plan.
- Input into how an Indigenous lens, perspective and world view can shape heritage management in the Wood Buffalo region.

Heritage Themes, Values & Goal

Public and stakeholder feedback led to the development of specific Heritage Themes, Values and Goal.

Heritage Goal

In addition to engagement, a substantive review of relevant Council-approved planning documents was completed to understand the community vision and aspirations for heritage management. Vision statements were collected, and keywords and phrases were extracted for further consideration. These were compared with the ongoing engagement findings.

Bringing it all together revealed the overall Heritage Goal:



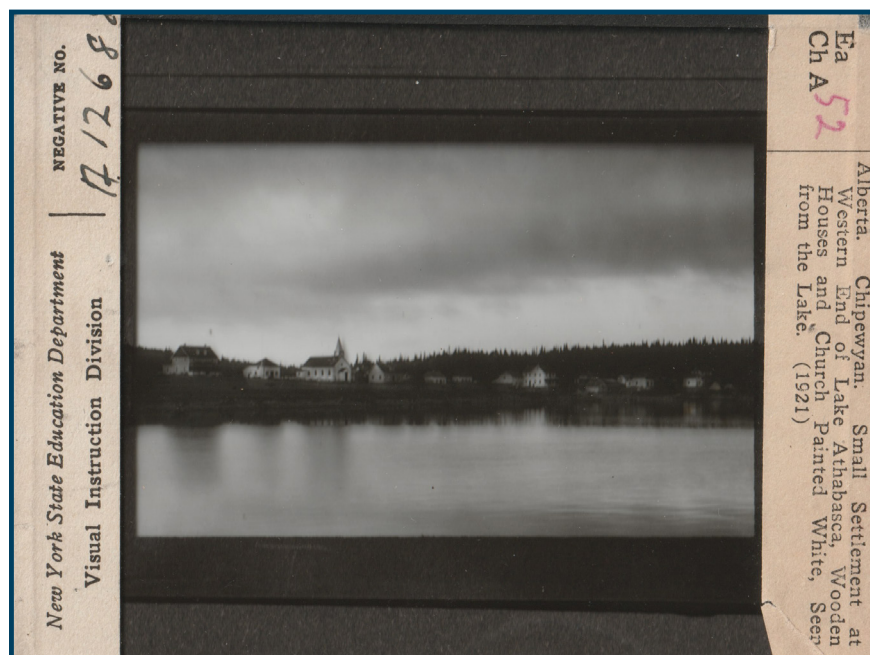
“Celebrated Cultures through the Preservation of Our Nature and Traditional Heritage”

Celebrated Cultures: everyone deserves to be cherished and celebrated

Preservation: the retention of heritage as inheritance offered to the future generations

Our Nature: not only the surrounding boreal forest but also the regional identities

Traditional Heritage: the character-defining elements that tie people together and connect them to the land



These Places Matter

The Project Team developed a Places of Interest List (POIL) to launch the heritage evaluation process. The initial list contains over 70 sites. The POIL can be unlimited in size, and as such, it is expected to grow throughout the life cycle of this Plan. When potentially significant and/or interesting sites are discovered, they are added to the list. Likewise, as Historic Places are elevated to the Heritage Inventory, they are removed from POIL.

The Heritage Inventory lists significant sites eligible for designated Municipal Historic Resources. As a part of the initial planning, the Inventory was capped at 20 locations. This list is expected to grow annually during the short term and will continue as part of routine heritage stewardship.

The current Heritage Inventory (lists in alphabetical order):

1. 1874 Day School
2. 1925 Cottage
3. Anglican Church (Fort Chipewyan)
4. Abasand Industrial Site
5. Athabasca Café
6. Beaver River Quarry
7. Bitumount
8. Christina River Bridge
9. Chipewyan III
10. Cree Burn Lake
11. Eaglenest Portage
12. Hawkins Hall
13. Fort of the Forks
14. Heritage Village
15. King Street Bridge
16. Mitchell's
17. Moccasin Flats
18. Quarry of the Ancestors
19. Mission Point
20. The Snye

Heritage At-Risk

The Project Team conducted an *At-Risk* analysis. This simple review looked at the baseline data from the 1970s/1980s and compared that to the current status.

Of the 194 resources reviewed, 62 were retained, while 132 were lost. This scan yields an estimated loss rate of 68% – a stark finding.

The National Trust for Canada reports that the national average for heritage loss is 23% urban and 21% rural (over a 30-year term). Unfortunately, RMWB is nearly tripling the national average for lost heritage.

These findings possibly explain the community's suggestion that "*there is nothing left.*" It also reinforces the need for proactive heritage stewardship.

Appendix F is a spreadsheet containing Register, Inventory and POIL data.

Appendix G is the Heritage Inventory, including Resources Evaluation Level 1 and Draft Statements of Significance for each of the twenty sites.

The Plan

The Heritage Resources Management Plan has been divided into five priorities:

1. Stewardship
2. Collaboration & Partnership
3. Education & Learning
4. The Stories: Celebrated Culture
5. Indigenous Heritage: Engagement Strategy¹

More than just labels, these Priorities are also identified as *Heritage Values* for the RMWB.

Priority 1 – Stewardship – Implement ongoing heritage management and conservation of Historic Places

Objectives:

1. Implementation – The HRMP should be implemented with an anticipated +75% of Action Items completed within a 5-year scope.
2. Heritage Management – The Municipality should immediately move forward with heritage management, including the designation of three or more resources in the short term.
3. Shared Stewardship – In the medium term, the municipality will work with communities to create administrative tools and/or planning for shared stewardship responsibilities.

Recommendations for Immediate Actions:

1. Council to adopt the HRMP as a non-statutory framework for heritage preservation in the region.
2. Heritage Advisor should move forward with Municipal Designations on municipally owned resources (e.g., Hawkins Hall, King Street Bridge) and engage property owners of sites listed on the Inventory.
3. Heritage Advisor should move forward with a review of POIL A sites for possible elevation to the Inventory.

1. Noted by the community as “foundational” to all heritage in the Municipality, Indigenous Cultural Heritage has been woven throughout the Action Plan. Priority 5: Indigenous Heritage connects directly to ongoing Indigenous engagement focused on continued relationship building and engagement between the municipality and Indigenous Peoples.



King Street Bridge, 2021

Priority 2 – Collaboration & Partnership – Involve all communities through engagement and stewardship opportunities

Objectives:

1. Evaluation – The Municipality will initiate, iterate, and refine the second level of evaluation for historical resources.
2. Economic Development – The Municipality will support heritage preservation through assistance, incentives and programming creating new economic opportunities with specific Action Items completed in the medium term.
3. Gathering Spaces – The Municipality will create gathering spaces utilizing heritage resources for the education and enjoyment of community members and visitors.

Recommendations for Immediate Actions:

1. Conduct Level 2 Evaluations on two pilot Municipal Historic Resource Designation projects.
2. Engage Keyano College & Parks Canada in discussing the development of Heritage Conservation & Trades workshops or courses using Fort Chipewyan as a field school.

Priority 3 – Education & Learning – Inspire active participation in heritage

Objectives:

1. Heritage Awareness – Within the 5-year scope, the Municipality will launch a Heritage Awareness campaign to inform the public about heritage preservation and the HRMP.
2. Indigenous Cultural Heritage – Starting year one, the Municipality will work to increase (+50%) the number of Indigenous People actively engaged in all stages of heritage programming with a focus on Indigenous-led projects.
3. Reveal the *Hidden Histories* – Within the 5-year scope, the Municipality will work to actively amplify the under-told and unknown histories present in the region by bringing forward the *Hidden Histories* and effectively engaging the historically silenced and/or marginalized residents of the Municipality.

Recommendations for Immediate Actions:

1. Heritage Advisor to initiate a review of place names.

Priority 4 – The Stories: Celebrated Cultures – Share the Stories of the RMWB

Objectives:

1. Collect & Preserve – Starting in the first year, the Municipality will work with internal and outside agencies to actively collect and retain the stories of the region.
2. Celebrate Cultures – The Municipality will focus on dynamic heritage programming by developing new, continuing existing and/or supporting ongoing heritage-based events in the region's communities.
3. Share Stories – The Municipality will have a medium-term focus on passive heritage

programming via online initiatives and new and continued use of static interpretation

Recommendations for Immediate Actions:

1. Launch the Oral History Project.

Priority 5 – Indigenous Engagement – Commit to ongoing heritage-based relationships with Indigenous Peoples

Objectives:

1. The Relationship – Concerning heritage management, the Municipality commits to building and maintaining an authentic relationship with regional Indigenous groups commencing with the HRMP adoption.
2. Mutual Advocates – When appropriate, the Municipality will work with and support Indigenous groups relative to heritage-based matters on a provincial, federal, and international scale.
3. Indigenous Stewardship – The Municipality recognizes and supports Articles 11 & 31 of the United Nations Declaration of Rights of Indigenous Peoples (Stewardship of Indigenous Heritage) and will move forward with actionable support in the medium-term.

Recommendations for Immediate Actions:

1. Launch **Section 4.2-** Indigenous Engagement Strategy of the HRMP.
2. The Municipality to support, assist and advocate for *United Nations Declaration of the Rights of Indigenous Peoples Act* (formerly, Bill C-15).

NUMERIC 0 1 2 5

ALPHA Ø I Z S X Ø

Address _____

Town Fort Chipewyan County I.D. 18 Urban/Rural

Name _____

Date of Construction _____ Style _____

Original Use _____ Present Use _____

Active/Occasional Use/Abandoned/Ruins/Demolished _____ Dimensions _____ X _____

Condition: Good/Fair/Poor _____ Alterations _____

View

Source of Photo _____

Source _____

Alberta Heritage Survey - 1981, Site ID #34423.



“Celebrated Cultures through the Preservation of Our Nature and Traditional Heritage”

1. Introduction

The Heritage Resources Management Plan (HRMP) is a comprehensive management plan to help ensure the future of the region’s Historic Places.

Identified as a need in the Wood Buffalo Culture Plan (2019), the HRMP has been developed over a sixteen-month term starting in June 2021. Originally intended as a twelve-month project, the team extended the timeline to allow for more fulsome community engagement. This time was used to understand better the Communities’ Values and Goals. The Plan blends these with the technical requirements of heritage management – assisting the Municipality in maintaining its unique Sense of Place by retaining its significant historic places.

The HRMP is divided into five sections – each could be read and understood independently but will be most valuable to the Municipality when Sections 1 through 4 are read and actioned as a whole. These sections provide background information, an overview of status, values and goals, and an action plan to achieve these goals.

As the Municipality transitions from the development phase of the HRMP to its implementation, Section 5 provides a toolkit for the Municipality to begin stewardship of its heritage on day one.

1. Introduction and Background – a primer on Heritage Resources Management
2. Regional Heritage Overview – an examination of the current heritage status of the region
3. Community Values & Goals – themes, values and goals as suggested by the Community
4. Action Plan – the Plan
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1.1 What is a Heritage Resources Management Plan?

Simply put, Heritage Resources Management is Heritage Stewardship. Stewardship of Historic Places – the remaining built environment and cultural landscapes. It is a **community-driven** process. Heritage planning is participatory and enables communities to inform and offer direction to the process. Communities are active participants in all three phases of the planning process.

1. Identify – What resources remain?
2. Evaluate – What is significant to the communities (and why)?
3. Manage – What will be done?

RMWB heritage planning is a values-based approach to historical resources. Deep local knowledge, unique stories, and the community's vision have and will continue to guide the overall process.

This Plan provides a framework for the Municipality to move towards the goals – providing a guided path to reach those goals. In terms of preservation and conservation, *Stewardship* becomes the primary goal. A Heritage Plan helps a community become the stewards of their heritage.

1.2 Survey

The first step in a structured municipal heritage program is identification. Often confused with a Heritage Inventory, a Heritage Survey is designed to collect data related to what heritage remains and what has been lost.

Information is collected via fieldwork (photography, notes, drawings, research, etc.) and community input. Surveys are designed to inform the historical record and develop a baseline of data for future heritage management work.

1.2.1 Places of Interest

One of the results of a Survey is the creation of a Places of Interest List (POIL). This list helps begin to identify what could be significant. Typically developed out of the Survey, it is the first level of refining and filtering, moving towards a more fulsome evaluation process.

1.3 Inventory

A Heritage Inventory includes a comprehensive evaluation process and formal listing of a municipality's significant historic places. It is prepared by evaluating heritage sites using specific criteria to evaluate significance and integrity. Typically, these sites were previously identified in the Heritage Survey and POIL – each phase building upon the next. Resources that meet the specific requirements may graduate to the Heritage Inventory.

The Heritage Inventory lists sites eligible to be designated Municipal Historic Resources (MHR). MHRs are designated by municipal bylaws and are legally protected heritage sites.



1.4 Register of Historic Places

As noted, sites elevated to the Heritage Inventory are eligible to be protected by a Municipality under the Alberta Historical Resources Act. If a property owner is interested in designation, they can elect to apply for formal protection. If/when a bylaw is passed protecting a specific site, it is then promoted to a Municipal Register of Historic Places - a listing of the municipally protected heritage sites.

The Register of Historic Places represents the most intensely managed sites within a heritage management framework. However, it should be noted that heritage stewardship does not begin and end at the Register. Heritage stewardship encompasses all phases of heritage management. That is to say, the focus is holistic (Survey, POIL, Inventory, Register) rather than a narrow focus on the Register.

1.5 Historic Resources, Sites and Cultural Landscapes

Heritage Resources Management is constrained by specific legislation, policy, and regulations. Most relevant to the HRMP is the Alberta Historical Resources Act (*The Act*) and the tools it provides to Municipalities.

The Act defines historic places as:

Historic Resource means any work of nature or humans primarily of value for its palaeontological, archaeological, prehistoric, historical, cultural, natural, scientific, or esthetic interest, including, but not limited to, a palaeontological, archaeological, prehistoric, historic or natural site, structure or object.

Historic Site means any site that includes or consists of a historical resource of an immovable nature or that cannot be disassociated from its context without destroying some or all of its value as a historical resource and includes a prehistoric, historic, or natural site or structure.

Further definition comes from the Federal and Pan-Canadian guiding document for Historic Resources Management: *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Cultural Landscape is any geographical area that has been modified, influenced, or given special cultural meaning by people, and that has been formally recognized for its heritage value. Cultural landscapes are often dynamic, living entities that continually change because of natural and human-influenced social, economic, and cultural processes.

The *primary* objective of the municipal Heritage Resources Management is to manage the tangible, immovable assets within the Municipality (public and private) as defined above.

2. Regional Heritage Overview

The Regional Municipality of Wood Buffalo is situated on Treaty 8 Territory, the traditional lands of the Cree, Dene, and the unceded territory of the Métis.

First Nation communities have inhabited the region since time immemorial. Non-Indigenous interest in the area began via the fur trade in Fort Chipewyan in the late 1700s. This pattern continued in Fort McMurray one hundred years later in the late 1800s. Another hundred years later, the RMWB was incorporated as a Specialized Municipality in 1995.

In 2021, the Municipal Census reported a population of just over 106,000, spanning more than 66,000 square kilometres. Along with its considerable geographic size, RMWB is one of the most diverse municipalities in the country.

Important to consider in terms of Heritage Planning, the census report continues to note:

Information collected on individuals who have lived here before Census 2018 suggests the Municipality has been a long-term home for many throughout the years. Specifically, 17% of people have lived in the Municipality for more than 20 years, followed by 32% who have lived here for 11-20 years and 30% who have lived here 6-10 years.

The Municipality continues to have a young population, with slightly above 42% of the population between the ages of 20 and 44. The largest population cohort is the 35-39 age group which accounts for 11.2% of the total population.

Consistent with past trends, 60% of residents self-identify as Caucasian or Euro Canadian. The second largest ethnic group in the Municipality is South East Asian (7.2%), followed by South Asian (6.7%), First Nation (4%) and African (3.2%). Indigenous Peoples, in general, represent 7% of the total population.¹

Specific attention should be paid to the communities from the heritage period (older than 50 years). Drastic growth and drastic reductions are often indicators of risk related to heritage retention and management. See following page (18) - RMWB Municipal Census Report 2021, table 4, page 10.

1. Regional Municipality of Wood Buffalo, Municipal Census Report 2021, Executive Summary, pg 1.
<https://www.rmwb.ca/en/permits-and-development/resources/Documents/Census/Census-Report-2021-Executive-Summary.pdf>

Heritage vs. Historical

Historical: Of lasting importance; a past event; belonging to the past.

Heritage: That which is inherited; a current possession to be passed to the next generation.

Heritage can be history, culture, art, environment, stories, biases, prejudices, education, objects, thoughts, etc.
–anything that can be passed from generation to generation.

Each generation must decide:

What should we leave?

&

What Inheritance will we offer?

TABLE 4. POPULATION CHANGE BY NEIGHBOURHOOD AND COMMUNITY 2018-2021

AREA		2018 Population	2021 Population	Change 2021-2018
Urban Service Area	Abasand	2,134	3,772	77%
	Beacon Hill	1,283	1,805	41%
	Gregoire	4,312	3,698	-14%
	Lower Townsite	10,993	10,638	-3%
	Parsons Creek	3,626	3,880	7%
	Saline Creek	17	8	-53%
	Thickwood	15,957	15,022	-6%
	Timberlea	35,420	36,090	2%
	Waterways	232	273	18%
	Sub-Total	73,974	75,186	2%
Rural Communities	Anzac	659	555	-16%
	Conklin	229	178	-22%
	Draper	187	132	-29%
	Fort Chipewyan	918	847	-8%
	Fort Fitzgerald	8	6	-25%
	Fort McKay	59	57	-3%
	Gregoire Lake Estates	204	217	6%
	Janvier	141	77	-45%
	Saprae Creek Estates	715	658	-8%
	Sub-Total	3,120	2,727	-13%
Non-Residential Shadow Population		34,593	28,146	-19%
Grand Total		111,687	106,059	-5%

Regional Municipality of Wood Buffalo, Municipal Census Report 2021, table 4, page 10.

2.1 Heritage Management Background

HRMP represents the municipality's first step into heritage management. That is to say, Cultural Resources Management and/or Heritage Management (built environment) via the framework provided to municipalities by the Alberta Historical Resources Act.

It must be acknowledged that a preservation ethic and community stewardship of heritage have long been present in the region. Indigenous communities work tirelessly to retain, preserve, and restore Indigenous Cultural Heritage. Likewise, many stakeholders and heritage advocacy groups have worked to develop museums, heritage venues, programs and facilities aimed at heritage preservation, education, and interpretation. The Municipality, too, has heritage programming via signage, recognition, commemoration, and awareness.

HRMP was born as a strategy from the Wood Buffalo Culture Plan 2019. Heritage management was noted as both a challenge and an opportunity.

During engagement for the Culture Plan, *"a number of people commented that there are no heritage resources"* remaining in Wood Buffalo.

Heritage resources, notably the Heritage Society in Fort McMurray and the Bicentennial Museum in Fort Chipewyan, require additional financial support, and there is a lack of understanding in the community of the potential to identify cultural landscapes, sites and heritage interpretation. A number of people commented that there are no heritage resources, that everything was lost in the fire, but they have a limited view of what may be considered heritage resources.

Regional Municipality of Wood Buffalo, Culture Plan 2019, pg28.

2.2 Policy

The HRMP is a management plan with an operational component. It is a framework to guide successful heritage management. It represents a starting point – with an operations guide and an Action Plan reaching 5+ years into the future.

The project team has reviewed multiple applicable municipal policies, plans and documents. This work was to ensure alignment with the HRMP, better understand the various communities, and reduce redundant processes.

2.2.1 Existing Policy

The Municipality does not have any plans, policies or measures in place to protect its heritage. To ensure alignment and to understand better the current state, municipal documents were reviewed, including:

- Municipal Development Plan, 2011
- Draft Municipal Development Plan, 2022
- Land Use Bylaw
- 22 Area Structure Plans (including Anzac, Conklin, Draper, Fort Chipewyan, Fort McKay, Janvier & Willow Lake)

- Wood Buffalo Culture Plan, 2019
- Wood Buffalo Public Art Plan, 2021-2030
- Diversity & Inclusion in Wood Buffalo: A Community Plan
- RMWB Parks Master Plan, 2019
- RMWB Urban Forest Strategy, 2019

Many of these documents do consider and align with heritage management practice (either directly or indirectly).

Notably, the Area Structure Plans (ASP) identify historical resources (archeology) and their treatment. ASPs also have community engagement/visioning sections that overlap directly with heritage preservation. At the same time, The Urban Forest Strategy and Parks Master Plan both look to preserve natural heritage, which cross-over directly with Cultural Landscapes. Finally, while primarily indirect, the Land Use Bylaws presents several tools to assist heritage management.

Research details pulled from various municipal documents will appear elsewhere throughout this Plan and will be notated for reference.

2.2.2 Historical Resources Act & Municipal Government Act

There are two critical pieces of legislation in Alberta that make allowances for heritage management: The Alberta Historical Resources Act and the Alberta Municipal Government Act.

Proper heritage management should consider both Acts when planning and creating applicable policies for a municipality.

Alberta Historical Resources Act

The Alberta Historical Resources Act establishes the framework and policy for protecting Heritage Sites in Alberta. It contains tools for Provincial and Municipal Governments - including tools/processes for identification and designations.

Alberta Municipal Government Act

The Alberta Municipal Government Act establishes many of the powers and limits of local governments in Alberta. Specific to Heritage, Division 5- Land Use relates to the powers of the Land Use Bylaw - a tool that gives legal authority to regulate land usage.

2.3 Historic Context

A Historic Context is a report on the development of the built environment and the cultural landscapes of a defined area. As a public history, the report documents specific themes, including peoples, historical periods, institutions, design, and events/occurrences that have helped shape the region. It is used as a tool for evaluation – establishing a reference point for a basic understanding of a resource's *significance*. It opens the door to more detailed research in the continuing stages of heritage management.

The final draft of the Municipality's Historic Context was completed in March 2022. The final document, including previous drafts, was vetted and validated via engagement activities throughout the winter of 2021/2022. This engagement process ensured accuracy and the communities' support of the overall Context Statement.

From a bird's eye view, the Historic Context has reviewed the region's development patterns from approximately 1780 to 1980. This review gives the heritage community a foundation for examining and evaluating historical sites in the region.

The Historic Context is integral to the Plan and future management. The full Context is attached as Appendix A, but it should not be considered separate from this Plan. It is essential and should be regarded as a portion of the HRMP rather than a standalone item.

Major themes include:

- Indigenous Cultural Heritage (foundational to the region)
- Fur Trade
- Natural Resources
- Global Economic Trade Network
- Treaty 8
- Settler Colonialism
- Modes of Transportation
- In/Out Migration
- Displacement of Indigenous Peoples
- Natural Disaster

Major periods of significance include:

- Time Immemorial: Before 1780
- Fur Trade Era: 1788-1899
- Treaty & Settlement: 1899-1912
- Settler Colonialism: 1913-1939
- WWII & Post-War Years: 1940-1964
- Boom: 1965-1980



2.4 Municipal Survey

The Municipality does not currently have an up-to-date Heritage Survey. From this project's outset, the Municipality decided to move directly into evaluation and management planning. While skipping this critical phase carries specific ramifications, it is understood that time is of the essence regarding disappearing resources in the region. Moving directly into phases 2 and 3 ensures a quicker response to the known resources in the communities. This allows the municipality to begin management of significant sites as soon as possible.

It will be important that the Heritage Survey (the first phase of heritage management) be revisited and that the Municipality complete this vital work in the short term.

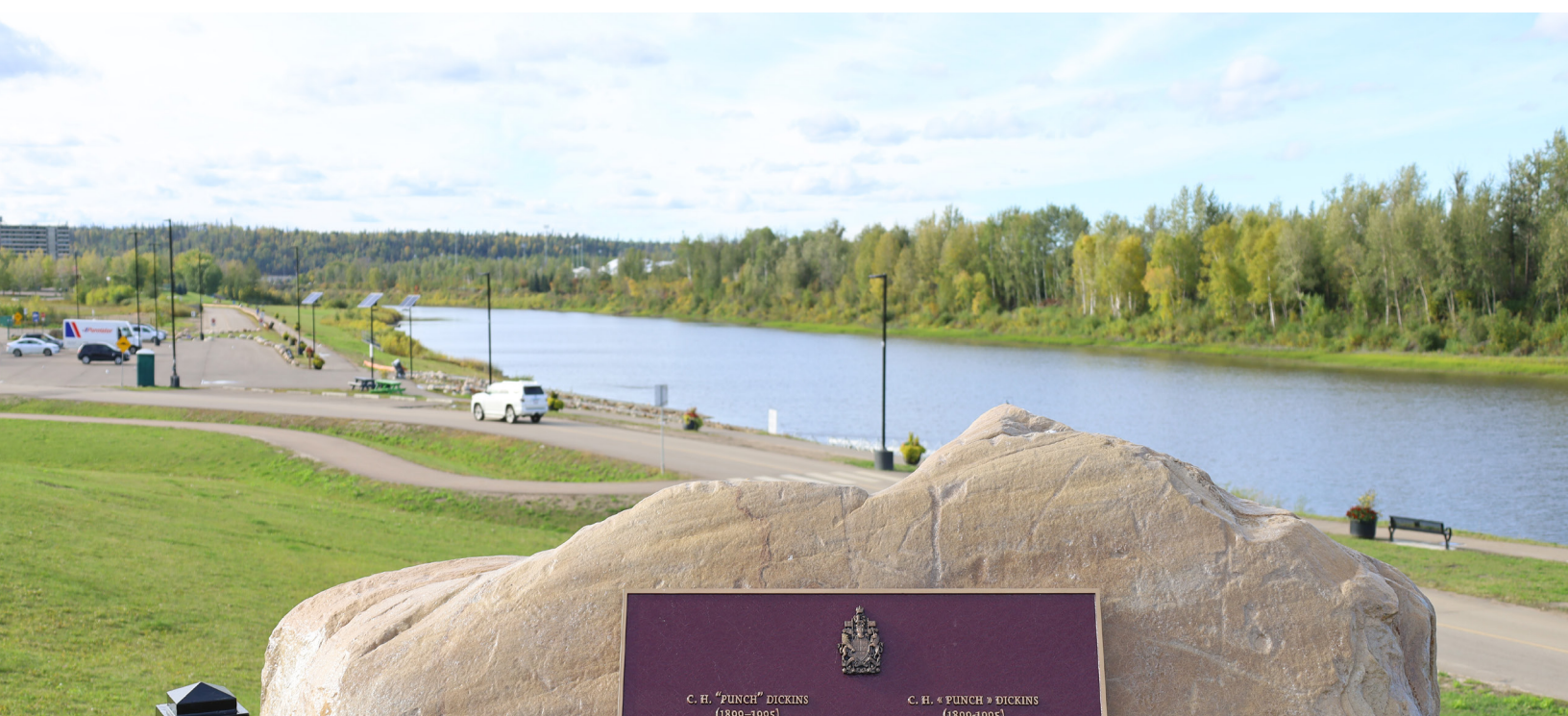
The decision not to conduct a full-scale municipal survey creates specific information deficits and issues – primarily, how does a municipality plan for and manage the unknown? The Project Team worked around these issues via a windshield survey (base-level reconnaissance) and a fulsome review of the historical records available via the Alberta Heritage Survey.

Alberta Heritage Survey included 458 records from the 1970s and 1980s. cursory fieldwork was conducted to review as many of the 458 as possible. While in the field, the Project Team recorded sites and locations and took photographs of previously undocumented sites. Finally, community engagement also informed this identification process – leading to both formerly known sites and sites new to the historical record.

All files from this work, including over 700 photographs, original survey documents (1970s & 80s), research, spreadsheets, etc., have been provided to the Municipality. The Municipality should continue working with Alberta Heritage Survey (AHS) to bring the AHS records up to date with this new municipal record (see: Section 5.3). This record will create a new baseline for information and has been pivotal in understanding the current state of heritage and completing the evaluation process.

2.5 Municipal Places of Interest

The Project Team developed a Places of Interest List (POIL) to launch the evaluation process. The Initial list contained over 70 sites. These sites were included in the What We Heard Report (Appendix B) for community input and vetting. These sites were also presented to the community at multiple community and Indigenous engagements to garner more information and input.



POIL can be unlimited in size, and as such, it is expected to grow throughout the life cycle of this Plan. When potentially significant and/or interesting sites are discovered, they are added to the list. Likewise, as Historic Places are elevated to the Inventory, they are removed from the POIL.

The POIL comprises two lists: POIL A and POIL General. POIL A lists twenty sites that could be considered a higher priority (due to the significance and/or risk factors) and are queued for quicker evaluation. POIL General (43 sites) is the central repository for Places of Interest.

Currently, the POIL contains over 60 entries.

Appendix F is a spreadsheet containing Register, Inventory and POIL data.

2.6 Municipal Inventory

The Inventory lists significant sites that are eligible for designation as Municipal Historic Resources.

As a part of the initial management planning, the Inventory was capped at 20 locations. This list is expected to grow annually during the short term and will continue as part of routine heritage stewardship.

For each site, a Resource Evaluation Level 1 was completed, and a draft Statement of Significance was prepared. These two pieces of documentation allow the site to move towards municipal designation.

The Inventory (lists in alphabetical order):

1. 1874 Day School
2. 1925 Cottage
3. Anglican Church (Fort Chipewyan)
4. Abasand Industrial Site
5. Athabasca Café
6. Beaver River Quarry
7. Bitumount

8. Christina River Bridge
9. Chipewyan III
10. Cree Burn Lake
11. Eaglenest Portage
12. Hawkins Hall
13. Fort of the Forks
14. Heritage Village
15. King Street Bridge
16. Mitchell's
17. Moccasin Flats
18. Quarry of the Ancestors
19. Mission Point
20. The Snye

Appendix F is a spreadsheet containing Register, Inventory and POIL data.

Appendix G is the Inventory, including Resources Evaluation Level 1 and Draft Statements of Significance for each of the twenty sites.



Christina River Bridge, 2022

Municipal Designations

A primary focus for the HRMP is for heritage designations. Designations are voluntary and driven by property owners. Owners who choose to designate, initiate the process with an application. A summary of the designation process follows (see Sections 5.2-5.7).

1. Initiate - the property owner applies for designation
2. Identify the resource (Heritage Survey)
3. Evaluate the resource (Heritage Inventory)
4. Build a relationship with the owner
5. Develop a compensation understanding
6. Issue a Notice of Intention to Designate
7. Draft Municipal Historic Resource Designation bylaw
8. Register on title
9. Complete and submit mandatory documentation for listing on the Alberta and Canadian Registers of Historic Places
10. Provide ongoing assistance to the owner and provide oversight of heritage resource

2.6.1 Resource Evaluation Level 1

Resource Evaluation Level 1 is a specialized evaluation to help the Municipality better understand the resource. It reviews specific criteria (themes, values, condition, etc.) and considers the resource's history, potential significance and integrity.

The form concludes with a recommendation. Those rating highly and meeting specific criteria are recommended for continuing steps towards designation.

A blank Resource Evaluation Level 1 form has been provided in Appendix E.

2.6.2 Statement of Significance

A Statement of Significance (SOS) is a technical document and a requirement for:

- Listing sites on a Heritage Inventory
- Designating a Municipal Historic Resource
- Listing sites on the Alberta and Canadian Register of Historic Places

An SOS includes three components: 1) a description of the resource, 2) its heritage value, and 3) a point-form listing of the character-defining elements (CDEs). Clear, concise and to the point, SOSs are narratives of only a few paragraphs. The limited text is values-based and establishes why the place is significant and which features should be protected.

The SOS is attached to a Municipal Historic Resource Bylaw, and the CDEs become the regulated portion of the resource.

2.6.3 Resource Evaluation Level 2²

Resource Evaluation Level 2 is a principled approach to evaluation. As a second layer analysis, it offers a deeper look into a resource. It examines issues often overlooked in more typical heritage evaluations. Rather than answering *why a site is significant* (historical perspective), it examines the broader question of *should a resource be designated* (moral and ethical perspectives).

Level 2 considers:

- Legacies (of the resource and/or associated practices, individuals, or events)
- Harm relevant to those legacies
- Opportunity for Education and Awareness
- Amplifying Histories (under-told histories)
- Physical Location in context to the above

Level 2 also requires substantive engagement with impacted communities, individuals and/or organizations. This engagement allows all communities to voice concerns, objections, or support for designations. It will enable the Municipality to solicit multiple views of a resource (often missed in standard evaluation matrices). Specifically, Resource Evaluation Level 2 should include direct engagement with Indigenous communities – allowing for the application of an Indigenous Lens on resource evaluation.

Resource Evaluation Level 2 form completion should not be done in isolation but should be an open and collaborative process.

A blank Resource Evaluation Level 2 form has been provided in Appendix E.

2. HRMP recognizes this process is academic and colonial and expects it to evolve as the Municipality moves forward with the Framework to Decolonize Heritage Management (Section 4.2.3).

A Statement of Significance is a declaration of the value that briefly explains what a historic place is and why it is important.

The Statement of Significance (SOS) is a summary document written as a narrative. It should be clear, concise and brief. Writers should use simple language and avoid technical terms.

The SOS should be written for a broad audience that could include researchers, tourists, property owners and managers, architects, designers, and funding administrators. Writers should assume that the audience does not know the historic place. At the same time, the SOS is not a complete history of the place. Its purpose is to communicate heritage value; everything in it should contribute to that goal.

Parks Canada, Historic Places Program Branch, National Historic Sites Directorate, Canadian Register of Historic Places Writing Statements of Significance, Nov. 2006, pg 9.

2.7 Municipal Register of Historic Places

The Municipality has no sites protected as Municipal Historic Resources or Municipal Historic Areas. As such, the Register of Historic Places has no listings. If a property owner is interested in designation, they can elect to apply for formal protection. If/when a bylaw is passed protecting a specific site, it will be populated on the Municipal, Alberta and Canadian Registers of Historic Places.

Appendix F is a spreadsheet containing Register, Inventory and POIL data.

2.8 Heritage At Risk

As noted in the population statistics (Section 2), both rapid growth and rapid decline often indicate heritage at risk. Growth loses resources to development and decline losses resources to neglect.

With this in mind, the Project Team conducted an *At-Risk* analysis. This simple review looked at the baseline data from the 1970s/1980s heritage surveys and compared that to the current status. Of the 194 resources reviewed, 62 were retained, while 132 were lost.³

Total Number Resources	Retained Resources	Lost Resources	% Loss
194	62	132	68%

The National Trust for Canada reports that the national average for heritage loss is 23% urban and 21% rural (over a 30-year term). The RMWB baseline data is over 40 to 50 years, and a higher rate would be expected – however, this is a stark finding. Unfortunately, RMWB is nearly tripling the national average for lost heritage.

These findings possibly explain the community’s suggestion that “*there is nothing left.*” It also reinforces the need for proactive heritage stewardship.

3. On August 25, 2022, an additional resource was lost due to fire. This changes the losses to 133 with 61 retained but does not substantively impact the % loss.



2.9 Incentives

Heritage management is a broad field that encompasses the protection and preservation of historical sites, buildings, and objects. It also includes the promotion and interpretation of heritage for the public.

There are many different economic benefits to heritage management. For example, well-managed heritage sites can attract tourists, boosting local economies. Heritage management can also create jobs in the construction and conservation industries.

Heritage management is not without its challenges, however. It can be expensive to maintain a heritage site properly. Additionally, there is always the risk of damage or destruction when natural disasters or human activity threatens a heritage site.

Despite the challenges, the economic benefits of heritage management often outweigh the costs. Well-managed heritage sites can provide significant social, cultural, and economic benefits to local communities and the wider world.

One proactive method to assist in Heritage Preservation (and the overall economic development of heritage programming) is through incentives. Financial Incentives are available to owners of designated heritage properties via the Government of Alberta. There are various other incentives available for heritage conservation in the form of technical help, funding for research, and funding studies and reports.

The HRMP has benefited from incentives by tapping into the provincial incentive stream. As an example of the benefits of incentives, the project recognized overall cost savings via heritage research funding.

The Municipality should also consider incentivizing heritage preservation by developing a Municipal Heritage Incentive Program. Appendix C (**Potential Incentive Guide**) is a briefing on municipal incentives with specific recommendations for Municipal Council to consider.

Government of Alberta Heritage Grants

The Municipality recognized a savings of over 20% total project budget via provincial incentives. The province make specific funds available for Heritage Conservation, Research, Awareness, Publications, etc. The Project Team targeted the Research Grant to help offset the cost of this project to the Municipality.

This project was funded in part by the Government of Alberta.



3. HRMP – Community Heritage

Thirty-plus years ago, it was standard practice that *experts* and academics determined what is and is not heritage. These same professionals were also expected to develop and deliver policies and plans based on their knowledge and concepts. Thankfully, this approach shifted about a quarter-century ago – recognizing that proper heritage management is a community-driven process. The Municipality’s approach to planning for Heritage Resources Management was a participatory process where the Community was viewed as the *expert*.

Likewise, the property owner plays a vital role in heritage management. Future heritage designations should be a property owner-driven process - protecting and managing only the sites suggested via an application process.

Ongoing management via this Plan will follow this same community-driven and owner-driven approach. The most effective heritage stewardship comes directly from the community and the property owner.

Indigenous and Public Engagement helped the Project Team understand specific information such as heritage values, themes, overall vision and goal, and aided in identifying key resources. The data collected via engagements has guided and will continue to guide all phases of heritage management. Importantly engagement has directly informed the planning of the Action Plan (Section 4).

3.1 Engagement & What We Heard

The What We Heard Report (WWHR - Appendix B) is a comprehensive report on Public and Indigenous Engagement through March 2022. Attached to the end of the WWHR is an Addendum summarizing additional findings in the period starting in April and concluding in August 2022.

The sections below are a summary of findings from the WWHR.

3.1.1 Engagement

The engagement was focused on the three key phases of heritage management. The primary questions for the Communities were:

1. Identification:

Thinking of historic places in Wood Buffalo, please share your favourite place, space, or heritage resource in the region.

2. Evaluation:

What about this place is important to you?

3. Management/Programming:

Along with stewardship of heritage resources, heritage management may include heritage programming. Programming can consist of events, commemoration, tours, interpretation, etc. How do you like to engage or participate in heritage in RMWB?

3.1.2 Strategies & Tactics

The Project Team used multiple strategies and tactics to help reach a broad demographic and cross-section of the RMWB.

- Indigenous engagement
- Virtual group sessions
- Digital engagement
 - Participate Wood Buffalo
 - Social media
 - Email
- Survey (online and paper)
 - Return postage paper surveys
- One-on-one interviews
- Impromptu conversations
- Community Events & Open Houses

3.1.4 Statistics

- Online visits: 1,000
- Social Media Impressions: 49,192
- Social Media Engagement: 352
- Virtual & In-Person Discussion: 58
- Online Survey: 138
- Open House Events: 10 (887 participants)
- Indigenous Engagements: 10 Indigenous groups
 - Elders-Specific Open House: 22 participants

3.2 Themes

Development themes are uncovered via research and engagement. The Project Team looks for specific occurrences, reoccurrences, foundational elements, and seminal pieces. The community may or may not revere these themes; however, each has impacted or driven community development over time.

Top Development Themes

- Indigenous Cultural Heritage (foundational)
- Fur Trade
- Natural Resources
- Global Economic Trade Network
- Treaty 8
- Settler Colonialism
- Modes of Transportation
- In/Out Migration
- Displacement
- Natural Disaster
- The Boreal Forest
- Boom/Bust Cycles
- Displacement
- Natural Disaster

3.3 Values

Heritage values are partly evidenced through research but more so through engagement. These are the key elements that people cherish and reference as essential building blocks for heritage management.

Top Heritage Values

- Nature (natural environment)
- Indigenous Heritage
- The Rivers & the Waterways
- Natural Resources
- Education & Learning
- The Stories
- Exploration & Adventure
- Resilience
- Community (reliance on and duty to)
- Collaboration & Partnership
- Stewardship

3.4 Application of Themes & Values

Heritage Themes and Values are used for two primary purposes in heritage management. First, they establish the foundation for stewardship – informing the overall vision, goals and/or principles to guide strategic planning. Second, they provide a framework for evaluations of resources. To be elevated to the Register of Historic Places, a resource must meet specific criteria developed using the community's identified heritage themes and values.

3.5 Indigenous Engagement

A robust Indigenous engagement strategy was developed and implemented for the HRMP. The Indigenous engagement strategy identified that the goal of Indigenous engagement was “*to co-create and steward a collaborative engagement process with Indigenous groups that meaningfully shapes a HRMP for the RMWB.*”

Indigenous engagement occurred from August 2021 to August 2022. All Indigenous groups in the Wood Buffalo region were engaged with respect to the HRMP. Indigenous engagement occurred through emails, letters, one-on-one meetings with community members, representatives and Elders, and engagement through various community-based public engagement forums.

The COVID-19 pandemic was a significant barrier to achieving the depth and extent of Indigenous engagement envisioned in the Indigenous engagement plan. In-person engagement in the RMWB was suspended from December 2021 to March 2022, which is the period during which more extensive Indigenous engagement for the HRMP was planned. Indigenous engagement was particularly challenging since most Indigenous groups strongly prefer to engage in person.

Indigenous engagement was also challenged by community capacity challenges coupled with engagement fatigue. Capacity challenges and engagement fatigue are acute issues in the Wood

What Places Matter Most?

There is a strong community identification with: rivers, waterfronts & waterways; early oil/gas developments; and Indigenous cultural heritage.

Buffalo region due to extensive resource and industrial development. Capacity challenges were exacerbated by the COVID-19 pandemic, which further taxed local Indigenous groups.

The following results were achieved from Indigenous engagement with respect to the HRMP:

- Direct input into heritage themes, values, and places of interest.
- Increased awareness of and interest in Wood Buffalo's heritage resources, as evidenced by social media activity and direct engagement with M. Dougherty regarding community-owned heritage resources.
- Visioning of Indigenous participation in heritage management, programming, and commemoration.
- Direct and specific input into the HRMP Action Plan.
- Input into how an Indigenous lens, perspective and world view can shape heritage management in the Wood Buffalo region.

Despite the engagement challenges faced by the HRMP, the Indigenous engagement program achieved its intended results. Indigenous engagement and participation in heritage management in the Wood Buffalo region should continue as the HRMP is implemented.

3.5.1 Truth and Reconciliation Commission

The Municipality is committed to implementing the Truth and Reconciliation Commission (TRC) Calls to Action that the Municipality has the jurisdiction to influence. It is the expressed intention of the RMWB to create an HRMP that respects, acknowledges, and fulfills TRC Calls to Action. Table 3.5.1 provides the TRC Calls to Action that overlap with the mandate of the HRMP and identifies the opportunities for the HRMP to address the Calls to Action.

Table 3.5.1: TRC Calls to Action and the HRMP

TRC Call to Action	HRMP Addressing TRC Calls to Action
<p>Call to Action #43</p> <p>We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the <i>United Nations Declaration on the Rights of Indigenous Peoples</i> as the framework for reconciliation.</p>	<p>The UN Declaration was referenced as a guiding document in the development of the HRMP. The Municipality will continue to reference the UN Declaration as a guiding document in heritage resource management in the Wood Buffalo region.</p>
<p>Call to Action #47</p> <p>We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and <i>terra nullius</i>, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.</p>	<p>The development of an HRMP took place through a lens of decolonization. The project team pursued opportunities to de-colonize the development and implementation of the HRMP.</p> <p>Some examples include:</p> <ul style="list-style-type: none"> • Ensuring Indigenous history and an Indigenous context were reflected in the HRMP. • Ensuring that Indigenous oral story-telling traditions infused engagement activities that included Indigenous Peoples. • Opening conversations about the decolonization of heritage management with Indigenous groups and their representatives. • Opening conversations about how an Indigenous lens, perspective, and worldview could inform the development of the HRMP and heritage management in the Wood Buffalo region. • Acknowledging the potential for Indigenous People to experience trauma during engagement activities and ensuring that there was access to support and appropriate resources to tend to traumas. • Ensuring that Indigenous engagement was culturally appropriate and adhered to Indigenous customs and protocols as best as possible. • Practicing cultural safety and humility in the planning and implementation of all engagement activities. • Identifying options and opportunities for co-management, joint oversight and/or shared planning of heritage resource management in the Wood Buffalo region.

<p>Call to Action #57</p> <p>We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the <i>United Nations Declaration on the Rights of Indigenous Peoples</i>, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in inter-cultural competency, conflict resolution, human rights, and anti-racism.</p>	<p>The HRMP incorporates opportunities for interpretation, programming, education, and awareness related to the history of Indigenous Peoples in the region. This includes acknowledging the residential school (Holy Angels at Fort Chipewyan) and Indian day schools that operated within the region.</p>
<p>Call to Action #79</p> <p>We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration.</p> <p>This would include, but not be limited to:</p> <ul style="list-style-type: none"> • Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat. • Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada’s national heritage and history. 	<p>The HRMP was developed in the context of reconciliation and consistent with the Municipality’s reconciliation values.</p> <p>Some examples include:</p> <ul style="list-style-type: none"> • A framework of collaboration and co-ownership of heritage management guided Indigenous engagement for the HRMP. • Indigenous heritage values informed the HRMP and will continue to inform heritage resources management in the Wood Buffalo region. • Indigenous oral story-telling traditions infused engagement activities that included Indigenous Peoples. Indigenous oral story-telling traditions will continue to be featured in engagement for heritage management in the Wood Buffalo region.



Clearwater River, 2022

3.5.2 United Nations Declaration on the Rights of Indigenous Peoples

The Municipality is committed to working toward fully adopting and implementing the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) as a framework for reconciliation. Table 3.5.2 provides UN Declaration Articles relevant to the mandate of the HRMP and identifies the opportunities for the HRMP to address UN Declaration Articles.

Table 3.5.2: UN Declaration and the HRMP

UN Declaration Article	HRMP Addressing UN Declaration
<p>Article 11-1</p> <p>Indigenous peoples have the right to practise and revitalize their cultural traditions and customs. This includes the right to maintain, protect and develop the past, present and future manifestations of their cultures, such as archaeological and historical sites, artefacts, designs, ceremonies, technologies and visual and performing arts and literature.</p>	<p>UN Declaration Article 11-1 reflects a foundational principle with respect to the HRMP. The Municipality's expectation that the HRMP promotes Indigenous People's right to maintain, protect and develop their culture's past, present, and future manifestations guided the development of the HRMP. Specifically, this Article drove (and continues to drive) the Municipality's pursuit of co-management of heritage resources with Indigenous Peoples of the Wood Buffalo region.</p>
<p>Article 19</p> <p>States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them.</p>	<p>The HRMP is an administrative measure that affects Indigenous People in the Wood Buffalo region.</p> <p>The development of the HRMP went beyond Article 19's expectation that States "consult and cooperate in good faith" by pursuing a co-management model concerning heritage resources management in the Wood Buffalo region.</p>
<p>Article 31-1</p> <p>Indigenous peoples have the right to maintain, control, protect and develop their cultural heritage, traditional knowledge and traditional cultural expressions, as well as the manifestations of their sciences, technologies and cultures, including human and genetic resources, seeds, medicines, knowledge of the properties of fauna and flora, oral traditions, literatures, designs, sports and traditional games and visual and performing arts. They also have the right to maintain, control, protect and develop their intellectual property over such cultural heritage, traditional knowledge, and traditional cultural expressions.</p> <p>Article 31-2</p> <p>In conjunction with Indigenous peoples, States shall take effective measures to recognize and protect the exercise of these rights.</p>	<p>The Municipality agrees that Indigenous People have the right to maintain, control, protect and develop their cultural heritage.</p> <p>The development of the HRMP achieved the expectation of Article 31 by pursuing a co-management model concerning heritage resources management in the Wood Buffalo region.</p>

3.6 Heritage Advisory Board

During the proposal and project start-up, it was expected that a steering committee (Heritage Advisory Board) would be created. It is considered standard and best practice to create a working group to assist in the Stewardship of Historic Places.

However, after considerable research, community engagement, and internal discussions, the Project Team (in collaboration with Indigenous and Rural Relations & Communications and Engagement) decided not to follow this approach. The rationale behind the decision is possible inequities.

- Inequity due to geographic size
- Inequity across multiple and diverse communities
- Inequity for Indigenous voices

A Heritage Advisory Board (or Regional Boards) could play a future role in the RMWB. As such, the draft Terms of Reference created by the Project Team has been attached for further review and consideration (Appendix E).

Resource Evaluation Level 2 will require the development of Ad Hoc Working Groups to complete the evaluation. While these will typically be *one-and-done* evaluation engagements, these collaborative groups could evolve into one or more standing committees. See Section 5.5.3 for more details on the Resource Evaluation Level 2 process.

3.7 Community Heritage Vision & Goal

The Project Team reviewed relevant Council-approved planning documents to understand the community vision and aspirations for heritage management. Vision statements were collected, and keywords and phrases were extracted for further consideration. These were compared with the ongoing engagement activities' findings (themes and values).

Culture Plan	<i>Wood Buffalo is a culturally diverse and socially inclusive municipality in which arts and heritage are vital to its social, economic, and environmental well-being.</i>
Public Art Plan	<i>Public art will broaden our region's cultural identity and share truth and story.</i>
Anzac Area Structure Plan	<i>Anzac is a community with a welcoming spirit where everyone cherishes and enjoys our beautiful, natural environment. Our many parks, natural areas and amenities support a wealth of recreational and cultural activities and celebrations that are enjoyed by residents of all ages...</i>
Fort McKay Area Structure Plan	<i>"(The Hamlet of) Fort McKay is a sustainable community where residents live, work, and play. Our cultural heritage is highly respected and celebrated by all. The natural environment is integral to our lifestyle and residents enjoy the rivers, trails, and forests which are part of our everyday living...</i>

Fort Chipewyan Area Structure Plan	<i>"Fort Chipewyan is a safe and self-reliant community, thriving in commercial fishing and tourism, with abundant opportunities to work and spend money locally. Our sustainable environment is attractive and we can afford reliable connections to other communities. A range of housing, high quality education, training, recreation and gathering opportunities exist for residents. Our health is well- looked after and we have adequate care to be able to live in Fort Chipewyan. Our traditional culture, which makes us unique, is alive and celebrated. We are a part of the decisions that affect us and we are heard."</i>
Willow Lake Area Structure Plan	<i>Gregoire Lake Estates is a quiet and safe community where our residents value the rich natural setting and close relationships with neighbours. Set on the shores of beautiful Willow Lake, we take tremendous pride in an ongoing commitment to preserve the natural landscape that surrounds us and is integral to our active rural lifestyle...</i>
Draper Area Structure Plan	<i>Draper is a close-knit, quiet community characterized by residential acreages and the ever-changing Clearwater River. An abundance of green space offers many residents the chance for market gardening and home-based businesses and offers our children a wonderful environment in which to play. Indoor and outdoor recreational opportunities, including trails, are enjoyed by residents and people from all over the region. At the heart of Draper is a central facility where our residents can gather and enjoy social events and creative pursuits. Our community infrastructure, especially our roads, is well maintained.</i>
Janvier Area Structure Plan	<i>Janvier is a safe and flourishing rural community where our traditional culture and language is preserved and celebrated. It is a place where land has been secured for our people, now and for our future generations...</i>
Conklin Area Structure Plan	<i>Conklin is a close-knit rural community proud of its aboriginal cultural heritage. While the economic growth of the oil sands develops around us, we are dedicated to enjoying and protecting the natural landscape, traditional areas and sacred places...</i>
City Centre Plan (2012)	<i>We will build City Centre on the foundations of our cultural heritage and natural beauty...</i>

This work resulted in the Project Team initially adopting a working heritage goal via Fort Chipewyan Area Structure Plan:

"Our traditional culture, which makes us unique, is alive and celebrated."

The heritage values and themes work continued through the engagement period, and as community conversation continued, the refined vision shone through:

- Celebrated
- Cultural
- Traditional
- Natural
- Heritage



3.7.1 Heritage Goal

This continued work allowed for the refinement of the overall Heritage Goal:

“Celebrated Cultures through the Preservation of Our Nature and Traditional Heritage”

Celebrated Cultures: everyone deserves to be cherished and celebrated

Preservation: the retention of heritage as inheritance offered to the future generations

Our Nature: not only the surrounding boreal forest but also the regional identities

Traditional Heritage: the character-defining elements that tie people together and connect them to the land

Heritage = Identity

3.7.2 Heritage Framework = Action Plan

The path towards this goal has been developed via community engagement. While specific technical aspects have been provided via the Project Team, the majority of the Plan comes directly from the Communities.

The Heritage Resources Management Plan has been divided into Five Priorities:

1. Stewardship
2. Collaboration & Partnership
3. Education & Learning
4. The Stories: Celebrated Culture
5. Indigenous Heritage: Engagement Strategy⁴

These Priorities are also identified as *Heritage Values* for the Municipality. The Action Plan comes from the participatory process.

4. Noted by the community as “foundational” to all heritage in the RMWB, Indigenous Cultural Heritage has been woven throughout the Action Plan. Priority 5: Indigenous Heritage connects directly to an Indigenous Engagement Strategy focused on continued relationship building and engagement between the municipality and Indigenous Peoples.

4. Action Plan

4.1 Priorities

1. Stewardship

Implement ongoing heritage management and conservation of Historic Places

2. Collaboration & Partnership

Involve all Communities through engagement and stewardship opportunities

3. Education & Learning

Inspire active participation in heritage

4. The Stories: Celebrated Cultures

Share the Stories of the RMWB

5. Indigenous Heritage

Commit to ongoing heritage-based relationships with Indigenous Peoples

4.1.1 Expectations & Realistic Planning

For a Heritage Management Plan to be successful, realistic expectations must be set. All too often, plans are overpopulated with actions which then go underdelivered. The Indigenous and Public Engagements provided array of possibilities and ideas. The passions and interests abound, but capacity and resources must temper our expectations.

Refining the community aspirations into a set of realistic, achievable action items is the goal of the Action Plan.

4.1.2 Action Plan

The following Action Plan has been developed based on the above-noted, Five Priorities. Three objectives and two actions accompany each priority. As a result, there are 30 distinct actions.

A measured approach, considering available resourcing, was taken with a focus on critical objectives and actions.

1 – Heritage Goal

5 - Priorities

15 – Objectives

30 – Actions

The Goal, Initiatives and Objectives represent a high-level strategy. The Actions are a mix of ongoing operational items and special projects – each supporting the overall Objectives. This listing should be viewed as adaptable planning – tactics may flex in or flex out during the ongoing operations of the Plan.

4.1.4 Suggested Timeline & Recommendations

The suggested timeline on each table (below) should only be viewed as a *suggestion*. The entire Action set should be configured to meet the needs of the Municipality. The overall approach should also be flexible so that projects and initiatives are activated when opportunity presents and/or community needs, or interests require more immediate action.

- Short Term = 1-3 Years
- Medium Term = 3-5 Years
- Long Term = 5+ Years

Each Priority section includes *Recommended Actions*. The HRMP proposes these immediate steps to:

- Provide achievable and early successes
- Action time-sensitive heritage intervention
- Deliver community-driven requests

Priority 1 – Stewardship

Implement ongoing heritage management and conservation of Historic Places

Objectives:

1. Implementation – The HRMP should be implemented with an anticipated +75% of Action Items completed within a 5-year scope.
2. Heritage Management – The Municipality should immediately move forward with heritage management, including the designation of three or more resources in the short term.
3. Shared Stewardship – In the medium term, the Municipality will work with communities to create administrative tools and/or planning for shared stewardship responsibilities.

Recommendations for Immediate Actions:

1. Council to adopt the HRMP as a non-statutory framework for heritage preservation in the region.
2. Heritage Advisor should move forward with Municipal Designations⁵ on municipally owned resources (e.g., Hawkins Hall, King Street Bridge) and engage property owners of sites listed on the Inventory
3. Heritage Advisor should move forward with a review of POIL A sites for possible elevation to the Inventory



Hawkins Hall, 1976
King Street Bridge, 2021
Athabasca Café, 2021

Priority 1 – Stewardship

Objective	Action	Suggested Timeline	Success Indicator
Implementation	1) Council adopt the HRMP as a non-statutory framework for heritage.	1) Short Term	1. Council Motion – followed by an annual update to Council.
	2) Heritage Advisor in place as the steward of the HRMP.	2) Short Term	2) Advisor in place and workplan developed.
Heritage Management	1) Survey Inventory & Register – the Municipality will begin detailed surveying and evaluation as a part of regular programming and will develop the Register of Historic Places by protecting sites as Municipal Historic Resources.	1) Short Term & Ongoing	1) Use a phased approach to launch a formal survey to identify sites up to 1981. Annual review and elevate up to 5 sites to the Inventory from POIL A. Elevation eligible municipally owned resources, plus working towards a minimum of 2 sites owned privately.
	2) Heritage Advisor will launch a policy review to ensure alignment between municipal policies and heritage management practices.	2) Medium Term & Ongoing	2) Recommendations forwarded to Senior Leadership and Council as required.
Shared Stewardship	1) Protection of Information Policy – collaborate with Indigenous and Non-Indigenous Communities to develop a system to protect information exchange (See: <i>OCAP – Ownership Control Access and Possession</i> – as an applicable model).	1) Medium Term	1) Creation and adoption of Policy.
	2) Integrate the Heritage Review into the existing process of Provincial Circulation for leases. Work with Planning and Development to integrate the Heritage Advisor as part of this review.	2) Long Term	2) Establish an internal process and successfully provide comments for applications.

Priority 2 – Collaboration & Partnership

Involve all communities through engagement and stewardship opportunities

Objectives:

1. Evaluation – The Municipality will initiate, iterate, and refine the second level of evaluation for historical resources.
2. Economic Development – The Municipality will support heritage preservation through assistance, incentives and programming creating new economic opportunities with specific Action Items completed in the medium term.
3. Gathering Spaces – The Municipality will create gathering spaces utilizing heritage resources for the education and enjoyment of community members and visitors.

Recommendations for Immediate Actions:

1. Conduct Level 2 Evaluations on two pilot Municipal Historic Resource Designation projects.
2. Engage Keyano College & Parks Canada in discussing the development of Heritage Conservation & Trades workshops or courses using Fort Chipewyan as a field school.



Fort Chipewyan Resources, 2021

Priority 2 – Collaboration & Partnership

Objective	Action	Suggested Time-line	Success Indicator
Evaluation	1) Create a pilot working group to conduct Level 2 Evaluations on two resources moving forward towards Designation.	1) Short Term	1) Evaluation completed, and recommendations prepared.
	2) Develop a process to allow for Indigenous-led reviews for Indigenous Cultural Heritage sites – pilot project: Quarry of the Ancestors as a Cultural Landscape. ⁶	2) Medium Term	2) Project completed.
Economic Development	1) Review Appendix C- Potential Incentive Guide , develop recommendations for Council review on pilot projects for Heritage Incentives.	1) Medium Term	1) Report to Council.
	2) Explore partnerships with Keyano College and Parks Canada to develop a Heritage Trades program.	2) Medium Term	2) Collaborative ideation with partners started.
Gathering Spaces	1) Consider a heritage-based Community Gathering Places to function as a Community Hub for cultural exchange (idea: “Bring Back the Oil Can”).	1) Medium Term	1) Resource identified.
	2) Work with Tourism to explore a possible heritage-based strategy: “RMWB as the Gathering Place.”	2) Long Term	2) Collaborative ideation with partners started.

6. This Action intersects with the Framework to Decolonize (Section 4.2.3). This is separate and distinct from that Action; however, could be combined as phases of the same project.

Priority 3 – Education & Learning

Inspire active participation in heritage

Objectives:

1. Heritage Awareness – Within the 5-year scope, the Municipality will launch a Heritage Awareness campaign to inform the public about heritage preservation and the HRMP.
2. Indigenous Cultural Heritage – Starting year one, the Municipality will work to increase (+50%) the number of Indigenous People actively engaged in all stages of heritage programming with a focus on Indigenous-led projects.
3. Reveal the *Hidden Histories* – Within the 5-year scope, the Municipality will work to actively amplify the under-told and unknown histories present in the region by bringing forward the *Hidden Histories* and effectively engaging the historically silenced and/or marginalized residents of the Municipality.

Recommendations for Immediate Actions:

1. Heritage Advisor to initiate a review of place names.



Confluence of Athabasca and Clearwater Rivers , 2021

Priority 3 – Education & Learning

Objective	Action	Suggested Timeline	Success Indicator
Heritage Awareness	1) Building Awareness of the HRMP through the community through the development of a virtual presentation or Heritage Roadshow.	1) Medium Term	1) First engagement complete.
	2) After piloting the initial designation processes, develop a Property Owner Package – ‘how to’ and information package on municipal designations. ⁷	2) Long Term	2) Package developed and distributed to the resource owner.
Indigenous Cultural Heritage	1) As a pilot project and model for other municipal initiatives, the HRMP-Section 4 should be translated into the RMWB Indigenous languages as a part of the Plan’s 5-year review.	1) Medium -Long Term	1) First Translation of Section 4.
	2) Heritage Advisor to initiate a place names review – this should be an Indigenous-led project.	2) Short Term	2) Project Scope created.
Hidden Histories	1) Relationship building in the historically silenced and/ or obscured communities, including those of women, BIPOC2, LGBTQ2S+, individuals with disabilities, and other equity-seeking groups.	1) Short Term & On-going	1) Invitations are distributed, and first conversations are launched.
	2) Assist the heritage museums in developing a ‘Museum Outside the Museum’ and developing outreach displays (art and artifact) in regional businesses and municipal buildings with a focus on <i>Amplifying</i> and building social cohesion.	2) Medium - Long Term	2) First exhibit in place

“There is a lot of history in the community – BUT it is hidden.”

Engagement Participant

7. See Section 5.2-5.7 for details on Municipal designation processes

Priority 4 – The Stories: Celebrated Cultures

Share the Stories of the RMWB

Objectives:

1. Collect & Preserve – Starting in the first year, the Municipality will work with internal and outside agencies to actively collect and retain the stories of the region.
2. Celebrate Cultures – The Municipality will focus on dynamic heritage programming by developing new, continuing existing and/or supporting ongoing heritage-based events in the region's communities.
3. Share Stories – The Municipality will have a medium-term focus on passive heritage programming via online initiatives and new and continued use of static interpretation

Recommendations for Immediate Actions:

1. Launch the RMWB Oral History Project.



NWMP - Warehouse at Fort Chipewyan Bicentennial Museum, 2021

Priority 4 – The Stories: Celebrated Cultures

Objective	Action	Suggested Timeline	Success Indicator
Collect & Preserve	1) Launch an Oral History Project with external partners - Historical Societies, Friendship Centre. (Possible pilot project: Fort Chipewyan Bicentennial Museum, Oral History)	1) Short Term	1) The first interview is completed.
	2) Develop a 'Historian Laureates' programming to allow for continued community-driven leadership and stewardship.	2) Long Term	2) First Laureate Lecture.
Celebrate Cultures	1) Using the Elders-Specific Open House as a template, develop an annual event for Elders.	1) Short Term	1) Second 'annual' event
	2) Work with Public Art Committee to review potential canvases via heritage resources (Abasand Wall example)	2) Long Term	2) Collaborative ideation with partners started.
Share Stories	1) Leverage current work with On-This-Spot and work with local partners to create an AcrGIS Stories Map and walking tours.	1) Medium Term	1) First online Story Map available.
	2) Leverage current work in Wayfinding to relaunch an interpretive signage and plaques program	2) Long Term	2) Plaque and interpretive signage at 1 st Municipal Historic Resource.



Municipal Staff Heritage Tour, 2022



Priority 5 – Indigenous Engagement

Commit to ongoing heritage-based relationships with Indigenous Peoples

Objectives:

1. The Relationship – Concerning heritage management, the Municipality commits to building and maintaining an authentic relationship with local Indigenous groups commencing with the HRMP adoption.
2. Mutual Advocates – When appropriate, the Municipality will work with and support Indigenous groups relative to heritage-based matters on a provincial, federal, and international scale.
3. Indigenous Stewardship – The Municipality recognizes and supports the United Nations Declaration of Rights of Indigenous Peoples (Stewardship of Indigenous Heritage) and will move forward with actionable support in the medium-term.

Recommendations for Immediate Actions:

1. Launch **Section 4.2-** Ongoing Indigenous Engagement of the HRMP.
2. The Municipality to support, assist and advocate for *United Nations Declaration of the Rights of Indigenous Peoples Act* (formerly, Bill C-15).



Horse River, 2021

Priority 5 – Indigenous Engagement

Objective	Action	Suggested Timeline	Success Indicator
The Relationship	1) Relationship Building (Section 4.2.1)	1) Short Term	1) Participation in at least one Indigenous cultural heritage-based activity per year.
	2) Continued Engagement (Section 4.2.2)	2) Ongoing	2) Annual invitations sent, and engagements conducted.
Mutual Advocates	1) Establish a routine, collaborative meetings with local Indigenous groups, municipality, AND provincial and federal heritage authorities.	1) Medium Term	1) Scope/Terms of Reference developed
	2) From a heritage management perspective, the Heritage Advisor will advocate for actions regarding UN Declaration Articles 11, 19 & 31 extending from <i>United Nations Declaration of the Rights of Indigenous Peoples Act</i> (formerly, Bill C-15).	2) Short Term	2) Recommendations drafted and presented to Council.
Indigenous Stewardship	1) Framework to Decolonize (Section 4.2.3)	1) Medium-Long Term	1) Scope created, working group formed, project initiated.
	2) The Municipality should initiate an Indigenous-led interpretation and recontextualization to review municipal interpretive signage and plaques in the Region. (Pond Carin placement at Forts Site as a pilot)	2) Long Term	2) Unveiling of first sign or plaque.

4.2 Ongoing Indigenous Engagement

As described in Section 3.5, Indigenous engagement concerning the development of the HRMP achieved valuable results that meaningfully informed the HRMP. There were, however, barriers (Covid-19, capacity, competing priorities, etc) that prevented the full depth and extent of engagement envisioned at the outset of the journey to developing an HRMP. The following action plan provides a path forward for continued collaboration with Indigenous groups that is consistent with the Municipality's reconciliation values and helps to address gaps in engagement prior to the development of the HRMP.

The action plan below is recommended for advancing Indigenous inclusion in heritage management in the Wood Buffalo region.

4.2.1 Relationship-Building

It is recommended that the Heritage Advisor seek opportunities to participate in Indigenous cultural heritage activities developed and offered by Indigenous groups in the Wood Buffalo region. Engaging in these activities is to advance the Municipality's relationship with Indigenous groups, learn about Indigenous perspectives concerning cultural heritage management, create awareness of the heritage management initiatives and identify heritage management synergies.

4.2.2 Continued Engagement

It is recommended that the Municipality continue to create opportunities for Indigenous groups to engage in heritage management in the Wood Buffalo region. The timing and nature of engagement outreach will depend on the nature and intensity of heritage management activities. At a minimum, it is recommended that the Municipality provide an invitation to a conversation about heritage management on an annual basis to all Indigenous groups in the Wood Buffalo region.

It is recommended that the Municipality continue collaborating with Indigenous groups to design and implement engagement tailored to a community's needs, interests and aspirations.

4.2.3 Framework to Decolonize Heritage Management

It is recommended that the Municipality collaborate with Indigenous groups to develop and implement a framework to decolonize heritage management and ensure that heritage management continues to be consistent with the TRC's Calls to Action identified as priorities by the Municipality.

At a minimum, a framework to decolonize heritage management should:

- Be developed in collaboration with Indigenous groups.
- Addresses inequities, inequalities, and power imbalances in heritage management.
- Address systemic barriers to Indigenous participation in heritage management.
- Address relevant UN Declaration Articles, and TRC Calls to Action robustly and to the satisfaction of Indigenous groups.
- Embed an Indigenous lens, Indigenous worldview, and Indigenous values into heritage management in a manner that Wood Buffalo Indigenous groups broadly support.

4.2.4 Engagement

The above action plan is intended to address distinct but critical aspects of Indigenous relations concerning heritage management from the day-to-day components to meaningful, values-based work that will achieve long-term results. The action plan is intended to be a well-rounded point of departure for the Municipality to critically examine how it will engage Indigenous groups. The Municipality should recognize that the best guidance for engagement comes from the Indigenous groups themselves - deep listening will further meaningful engagement.

4.3 Issues & Obstacles

Several issues and obstacles have been identified concerning heritage management. Many of these issues are addressed in the Action Plan. Here is a recap of the issues and obstacles for reference purposes:

- **Funding** - Currently, there is only one primary funding source for both private and corporate-owned heritage properties.
- **Tax Incentives** - Federal, Provincial, and Municipal Tax Credits would be an advantage to local heritage but are currently unavailable.
- **Neglect** - Many older properties suffer from neglect, causing a loss of integrity.
- **Development** - There is heavy development pressure in many areas in the Municipality, leading to elevated risk.
- **Crown Land** - A critical mass of Crown Lands is present, which sometimes complicates the designation process.
- **Stewardship & Risk** - Resources in remote areas have elevated risk due to reduced monitoring and oversight. This risk includes both disaster (fire, flood, etc.) and amateur archeology.
- **Heritage and Environmental Stewardship** - At times, heritage conservation and environmental conservation appear to be in conflict with one another (preserving built heritage in a sensitive riparian environment, for example).
- **Lack of Knowledge** - In general, there is a lack of knowledge about the depth of extant heritage and heritage management practice.



5. Operations

A primary purpose of the HRMP was to create an operational guide with the intention of immediate stewardship upon the Plan's adoption.

The following is a start-up framework that sets out a procedure for the current level of heritage management. As the Action Plan (Section 4) is executed, this guide will grow and be adapted to serve the municipality and public interest best.

5.1 Oversight

Oversight of the Plan comes via a municipal steward or Heritage Advisor. This person manages both the implementation of the strategic actions and administers active heritage management. Therefore, all actionable and operational items from the Plan will be initiated and/or reviewed by the Heritage Advisor.

Municipalities (globally) approach this responsibility differently. Such a role is often positioned within one of two business units: Culture/Community or Planning. It is recommended for the Municipality that the Advisor comes via Community and Protective Services with support from Planning & Development, Communications & Engagement, and Indigenous & Rural Relations.

For proper checks and balances and transparency, it is recommended that the Heritage Advisor report back to Senior Leadership and Council at minimum once annually. Reporting to Council will allow for the work of the Heritage Advisor to be transparent – and everyone may track and monitor the HRMP's progress.

5.1.1 Advisor Role

The Heritage Advisor's role includes (but is not limited to):

- Administering/managing the HRMP
 - Implement the Action Plan
- Building and maintaining relationships with Indigenous groups
- Building and maintaining relationships with heritage property owners
- Building relationships with the heritage-focused communities, stakeholders, and individuals
- Managing the Heritage Survey, Inventory and Register of Historic Places
 - Manage the Evaluation Level 1 and 2 processes
- Managing the Municipal Designation process
- Providing (or ensuring) technical expertise on heritage-related matters to internal departments and for external inquiries
- Supporting Council in heritage-related decision-making
 - Recommend policy as required
- Developing procedures as required to ensure operations
- Providing **leadership** in all heritage-related activities and initiatives

5.1.2 Things to Learn

The Heritage Advisor is a multi-talented person (jack-of-all-trades) and will be responsible for answering and assisting on various heritage topics. Some essential early learnings that help ensure success are:

1. Local Histories

Develop an understanding of the local history. The Historic Context Statement (Appendix A) is only a starting point. Gain a deep understanding (read, listen) of multiple perspectives – including Indigenous cultural heritage.

Look at a wide variety of sources (primary and secondary research, Indigenous oral histories, and stories) and connect to the heritage communities, groups, and individuals who hold this critical information.

Both digital and hardcopy files (including books, periodicals, Traditional Use Studies, newspaper clippings, etc.) that have been collected throughout the project will be provided to help the Advisor build this foundational knowledge.

2. Extant & Lost Resources

Understand what resources remain, what has been lost, and the changes over time. The documents provided by the Alberta Heritage Survey are an excellent starting point – and learnings should continue with a comprehensive review of the current Survey, POIL and Inventory.

However, this ‘textbook’ learning cannot replace learning from the field, including engagement with Indigenous groups whose stories and histories are shared orally. The Advisor must be active in reconnaissance, windshield surveying and walking neighbourhoods, communities, waterways, and trails in the RMWB.



Pond Carin, 2022

3. Heritage Frameworks (historical resources management/cultural resources management)

INVENTORY SITE FORM

CULTURE HISTORIC SITES

Legal _____ TYPE _____ SUB-TYPE _____

Borden Number _____

Address _____

Town *FT MC MURRY*

Name _____

Date of Construction _____

Original Use _____

Active/Occasional Use/Abandoned/Ruins/Demolished _____

Condition: Structure _____ / Repair _____

Style _____

Present Use _____

Alterations _____

Dimensions _____ X _____

View _____



Date of Photo *1979*

Source *M. Rasmussen*

Negative Number *F1 R99*

NUMERIC 0 1 2 5

ALPHA A I Z S X B

Alberta Heritage Survey - 1979, Site ID #34556
Airport -Row Housing

5.1.3 Work Plan

Heritage management is not completed all at once; just as heritage is developed and lost over long periods, heritage management is a long and ongoing process. Heritage management is as much about the process as the product, especially in relationship building with property owners, the regional communities and Indigenous groups.

Measured and incremental movements are essential for overall success. Annual work plans should be developed to guide the process, but these must be flexible and adaptable to meet the communities' needs best. While ad hoc approaches are sometimes needed, thoughtful planning will help meet the Objectives of this Plan.

5.1.4 Procedure/Policy

Using this operational guide as the starting place, the Heritage Advisor should develop ongoing, written procedures to guide the continued heritage work – this will help with future transitions or changes within the administration (transition planning).

Additionally, the delivery of the Action Plan might indicate the need for specific heritage-related policy. It is within the Advisor's role to provide policy recommendations when required.

5.2 Heritage Designations

A primary focus for the Advisor is to manage the municipal heritage designation process. Designations are voluntary and driven by property owners. Owners who choose to designate, initiate the process with an application. The Advisor then works with and/or assists the property owner with the following (more depth is provided in the continuing Sections).

1. Initiate - the property owner applies for designation
2. Conduct Heritage Survey documentation
3. Evaluate the resource (Heritage Inventory)
 - a. Conduct Evaluation Level 1 – Statement of Integrity
 - b. Draft Statement of Significance
 - c. Conduct Evaluation Level 2
4. Build a relationship with the owner
 - a. Agree on designation
5. Develop a compensation understanding
 - a. Sign Waiver
6. Issue a Notice of Intention to Designate
 - a. Municipality serves 60 days' notice that the resource is being designated a Municipal Historic Resource
7. Draft Municipal Historic Resource Designation bylaw
 - a. Discuss and agree with the owner
 - b. Council passes bylaw
8. Register on title
9. Complete and submit mandatory documentation for listing on the Alberta and Canadian Registers of Historic Places
10. Provide ongoing assistance to the owner and provide oversight of heritage resource



5.3 Heritage Listings

The phrase *Heritage Listing* or being *listed* refers to known resources that appear formally on one of the Municipality's heritage datasets. Sites on the Heritage Survey and Places of Interest List are considered *listed*.

The phrase *Heritage Status* refers to protected resources. *Status* means protected at any level: municipal, provincial, federal or First Nations. Regarding HRMP and municipal stewardship, *status* refers to places protected by bylaws as Municipal Historical Resources or Municipal Historic Areas. These sites comprise the Register of Historic Places (Section 5.6).

5.3.1 Unique Identifier

Listed sites and *Status* sites are given unique identifiers to assist with organization, data entry, and file keeping. The Municipality uses three different types of numbering:

Heritage Survey: this number string is assigned by the Alberta Heritage Survey.

HS – XXXXXX

HS = Heritage Survey

XX = Assigned by Alberta Heritage Survey – a sequential number

Inventory & POIL A: this number is assigned by the Heritage Advisor.

HR-2022-001

HR = Heritage Resource

2022 = Year of file creation

001 = Numeric order of file creation – this **will** reset annually

NOTE: sites on POIL General may not have an assigned number.

RMWB Register of Historic Places: this number is sequential.

MHR-2022-001

MHR or MHA = Heritage Status

2022 = Year of designation

001 = Numeric order of designation – this **will not** reset annually

Heritage Information (Register, Inventory, Survey and Research Files) should be available for specific municipal purposes (Planning & Development, GIS, etc.). Likewise, the Heritage Advisor should retain this information in office.

5.4 Heritage Survey

From the **Action Plan**:

1 – Stewardship – Implement ongoing heritage management and conservation of Historic Places

1- Implementation – The HRMP should be implemented with an anticipated +75% of Action Items completed within a 5-year scope.

Heritage Manage-ment	1) Survey & Inventory – HRMP will begin detailed surveying and evaluation as a part of regular pro-gramming.	1) Short Term & On-going	1) Use a phased approach to launch a formal sur-vey to identify sites up to 1981.
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The Municipality does not currently have an up-to-date Heritage Survey. It is essential that a Heritage Survey is revisited and that the Municipality complete this vital work in the short term.

When capacity allows, the Advisor should initiate a formal heritage survey to identify heritage resources within a 35 to 50-year scope.

A phased approach is recommended by defining a specific area for surveying (geographic, community-specific, or other rationales). The availability of resources and Advisor capacity should determine the scope for each year’s work. This approach should be considered annual project work until all focus areas are canvased.

Sites outside the focus areas may be included in the annual survey, if they are considered high priority. Property owners may also request to add their site to the Heritage Survey and surveying those sites should be conducted when possible.

Heritage Survey must be completed under provincial guidelines – currently guided by the Alberta Heritage Survey Program.

Alberta Heritage Survey included 458 records. Cursory fieldwork was conducted to review as many of those as possible. All files from this work (photographs, research, etc.) have been provided as a starting point. The municipality should continue working with Alberta Heritage Survey to bring the records up to date. The Project Team will assist with this work in the transition to municipal stewardship.

Routine surveying allows for monitoring of specific heritage areas and heritage at-risk areas. Further developing the baseline data and reviewing trends will allow for better and informed decision-making in heritage management.

5.5 Places of Interest List

The Heritage Advisor should regularly update the Places of Interest List (POIL). POIL can be unlimited and should grow throughout the life cycle of this Plan. When Places of Interest are discovered, they are added to the list.

All sites on POIL *should* be present in the Heritage Survey. This is not the status of the RMWB POIL. Surveying the POIL sites should be a priority and possibly the first phase of the ongoing Heritage Survey.

5.5.1 POIL A & General

The POIL comprises two separate lists:

POIL A – 20 higher priority sites queued for evaluation

POIL General – 43 sites of general interest

Sites entering POIL should be placed on the General list. POIL A should be kept at a reasonable number. POIL A should be set at a number that can be properly evaluated in a ~4-year timeframe. Evaluation could be expedited via additional resourcing or due to imminent need.

As sites are elevated to the Heritage Inventory, they are removed from POIL A. Likewise, if a site is not promoted, it moves back to POIL General with detailed notes and rationale attached.

5.6 Heritage Inventory

As noted in the **Action Plan**, updating the Heritage Inventory should be an ongoing project starting in the short term. The Heritage Advisor should review POIL A annually to determine which sites are moving forward with evaluation.

Sites meeting pre-defined criteria may be elevated to the Heritage Inventory – the list of significant sites eligible for designated Municipal Historic Resources.

For each site, a Resource Evaluation Level 1 should be completed, and if applicable, a draft Statement of Significance should be prepared.

5.6.1 Evaluation Level 1 – Statement of Integrity

Resource Evaluation Level 1 is a specialized evaluation to help the Advisor review specific criteria and consider the resource's history, potential significance, and integrity. It is a reasonably typical review process for developing an overall Statement of Integrity.

The form concludes with a recommendation crafted by the Advisor. The recommendation could be any variety of actions: develop a draft SOS, move to Evaluation Level 2, complete more research, do not elevate to Inventory, revisit for detailed inspection, etc.

A template Resource Evaluation Level 1 form has been provided in Appendix F.

5.6.2 Statement of Significance (SOS)

After Evaluation Level 1 has been completed, the Advisor may recommend drafting a Statement of Significance. An SOS is a short informational piece with three components: 1) a description of the resource, 2) its heritage value, and 3) a point-form listing of the character-defining elements (CDEs).

Once a site moves forward to designation, the SOS is attached to a Municipal Historic Resource Bylaw, and the CDEs become the regulated portion of the resource.

An SOS must be completed under provincial and federal guidelines. A guide to drafting SOS has been provided to assist the Heritage Advisor in meeting all applicable standards.

5.6.3 Evaluation Level 2^{8,9}

Resource Evaluation Level 2 is a new approach to evaluation. This is an additional layer of review, above-beyond typical or standard assessment. It was developed specifically for the Municipality to provide a deeper, principled review of a resource.

Level 2 requires substantive engagement with impacted communities, individuals and/or organizations. Specifically, Resource Evaluation Level 2 should include direct engagement with Indigenous groups – allowing for applying an Indigenous Lens to evaluation.

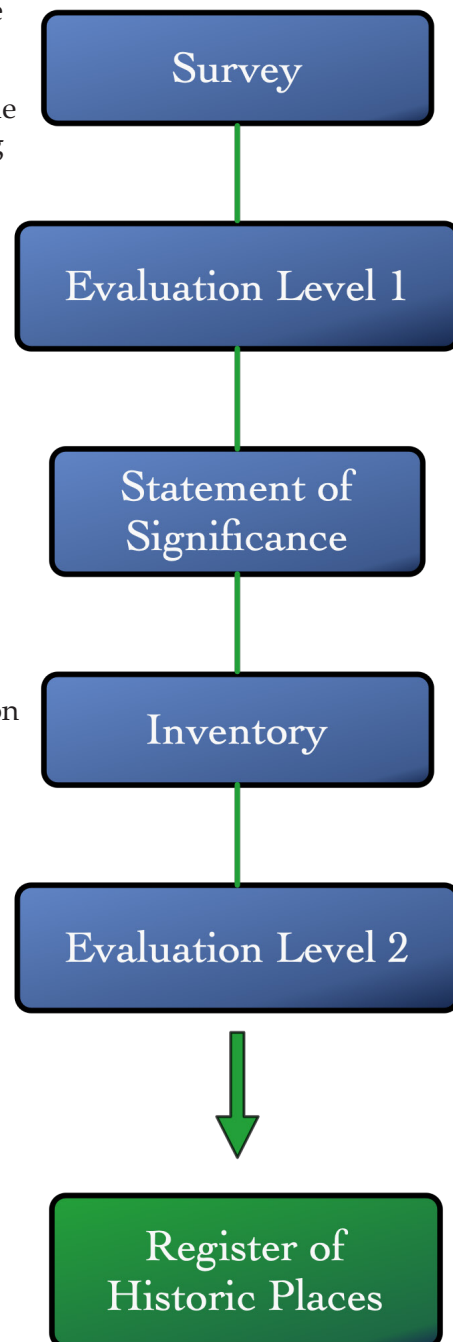
Resource Evaluation Level 2 form completion should not be done in isolation but should be an open and collaborative process.

The following is a suggested process:

1. Develop comprehensive knowledge of the resource
 - a. Review Level 1, SOS, research, etc.
 - b. Review with the property owner
 - c. Identify relevant and impacted stakeholders
2. Create an ad hoc committee or working group of stakeholders
3. Provide a package of information as preparatory homework for the committee
4. Meet as needed to complete Evaluation Level 2
5. Craft recommendation with committee consensus

8. This will sometimes be a rigorous process and may require time, capacity, and resourcing. Resource Evaluation Level 2 should only be completed for sites moving forward to the municipal designation.

9. The Project Team recognizes this process is academic and colonial and expects it to evolve as the Municipality moves forward with the Framework to Decolonize Heritage Management (Section 4.2.3).



6. Work with Indigenous and Rural Relations (IRR) to forward information package, completed Evaluation Level 2 and recommendation to Indigenous groups
 - a. Request feedback
 - b. Conduct meeting or engagement if requested
7. Review all feedback – iterate as required
8. Craft recommendation for Council

A template Resource Evaluation Level 2 form has been provided in Appendix F.

Once a resource has passed Levels 1 & 2 and has a draft SOS, it can move towards a listing on the Register of Historic Places.

5.7 Municipal Register of Historic Places

The Municipal Heritage Register is the formal listing of protected sites in the Municipality. Under the Alberta Historical Resources Act, these sites are protected as Municipal Historic Resources or Municipal Historic Areas. The process for the Heritage Advisor to follow is outlined in the Act. It is critical that the Advisor know and understand the Act – and follow its evolution.

Sites that have been protected and are on the Register are also eligible for listing on the Alberta AND Canadian Registers of Historic Places. Once listed on these Registers, sites may be eligible for specific funding or other incentives.

Mandatory Documentation

Mandatory documentation must be completed for a site to be elevated to all three Registers. This documentation must meet all Provincial and Federal Standards. This work should be coordinated with the Provincial Authority, which guides the completion of this documentation. Most mandatory documentation is completed during Survey and Inventory, making this a light administrative task.

5.7.1 Application for Designation

Designations are owner-driven and owner initiated via an application process. A template application has been provided in Appendix F. Applications should be reviewed by the Heritage Advisor, specifically:

1. Is the resource listed on the Heritage Survey?
2. Is the resource listed on the Heritage Inventory?
 - a. Has Evaluation Level 1 and draft SOS been completed?
3. Has Evaluation Level 2 been completed?

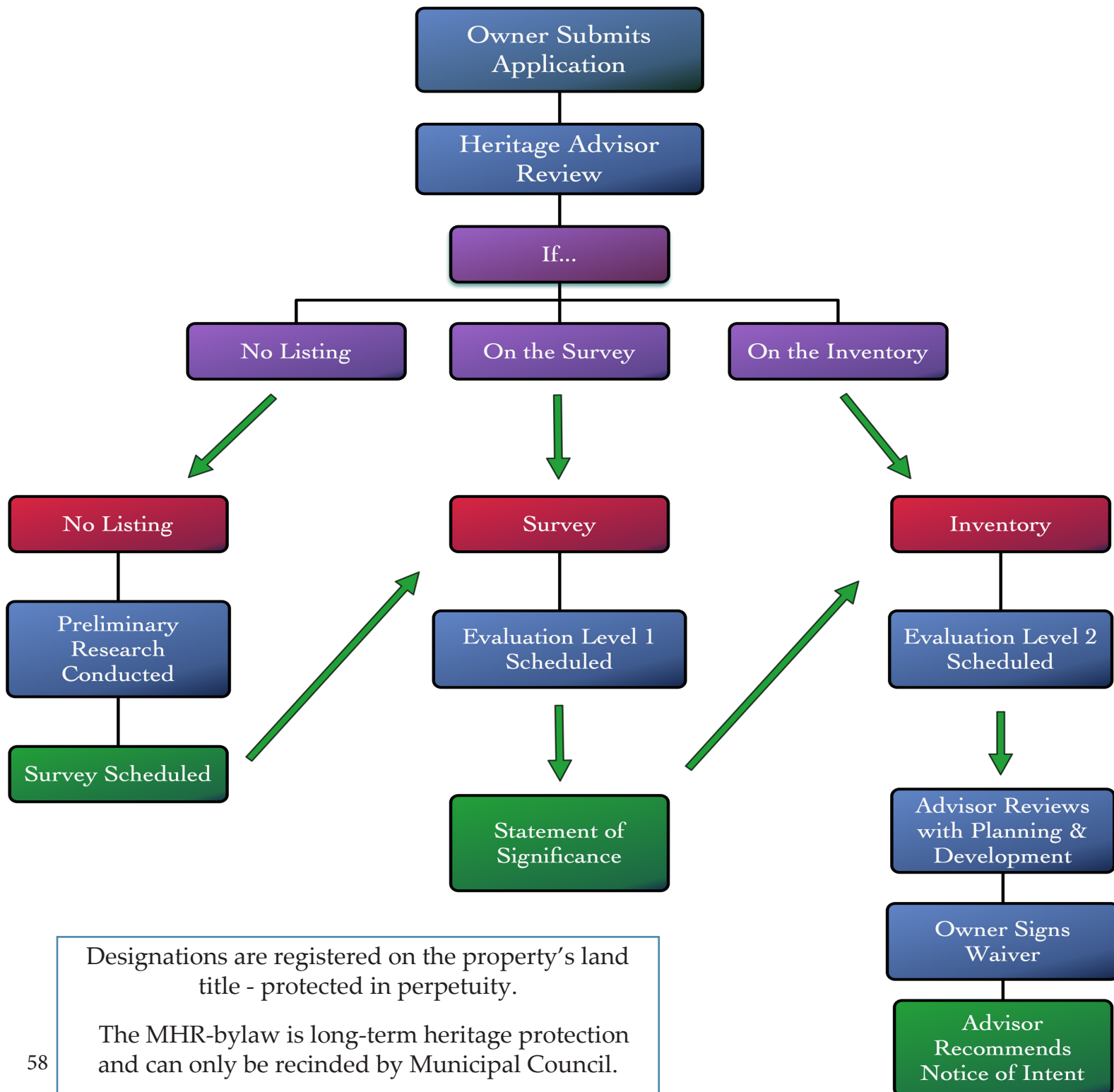
If the answer is no to any question, more work is required. The Advisor works with the property owner to move the designation forward.

When yes to all questions, the application moves to a roundtable discussion with Planning & Development. Once there is consensus at the administrative level, the Advisor continues the process.

Heritage designations are owner-driven and initiated via a voluntary application process

The heritage resource may or may not already be present in the Municipality's data-set. Once application is made, the Heritage Advisor starts a formal review to learn more about the heritage resource. This review starts with the questions: Is this an unknown or known resource? Is it present on the Heritage Survey or Inventory?

The workflow could proceed via the following chart.



5.7.2 Waiver

The next step is a formal compensation agreement between the property owner and the Municipality. The Historical Resources Act, Section 28 stipulates that a municipality must compensate property owners for any 'decrease in economic value' that may occur due to designation. The owner and municipality must agree on compensation.

"Many owners of Municipal Historic Resources have waived compensation because they are eligible to apply to the Alberta Historical Resources Foundation for financial assistance to support approved conservation work if the resource is listed on the Alberta Register of Historic Places."¹⁰

All private property owners pursuing Municipal heritage designations will be asked to sign a waiver releasing the Municipality from its obligation to compensate under the Historical Resources Act. The Heritage Advisor will instead work with private property owners to pursue any grant funding that may be available to compensate for a decrease in the economic value of the property resulting from designation. If a property owner does not wish to waive their right to compensation, the Municipal heritage designation process does not proceed any further.

This type of agreement protects a municipality but does not limit the property owner's ability to apply for provincial grants. A template waiver has been provided in Appendix F.

5.7.3 Bylaw

If an application has been 'approved,' the Heritage Advisor will recommend that the municipality issues a *Notice of Intent to Designate a Municipal Historic Resource*. The Heritage Advisor, accompanied by the property owner, will formally request that Council initiate this process. A template Notice of Intent (NOI) has been provided in Appendix F.

The NOI starts a sixty-day waiting period. During this time, a draft bylaw protecting the site as a Municipal Historic Resource (MHR) will be vetted and agreed to by the Heritage Advisor, Planning & Development, Legislative Services, and the property owner. Once the sixty days have passed, the completed MHR-Bylaw will be brought to Council. A template MHR-Bylaw has been provided in Appendix F.

If upon Third Reading, Council approves the bylaw, the resource becomes a Municipal Historic Resource – protected by both the municipal government and the Alberta Historical Resources Act. The site is protected in perpetuity and required to comply with the terms of the MHR-Bylaw.

Once protection is in place, the site is elevated to the Municipal Register of Historic Places. The Heritage Advisor will assist in completing and filing all additional information and material related to the designation (mandatory documentation, register on title, etc.).

10. Government of Alberta. *Creating a Future for Alberta's Historic Places; Part 6 Managing Historic Places: Designating Municipal Historic Resources*, Edmonton, AB. pg 7.

First Nations & Heritage Designation

A Band Council Resolution can protect a historic site as Historic Resource on Reserve.

Protected resources, **including those on Reserve**, are eligible for Government of Alberta Heritage Grants for approved conservation work

Historic Resource-Band Council Resolution template has been provided in Appendix F.

5.7.4 Maintenance Standards & Review

Sites that have been protected must meet a minimum standard of maintenance to avoid demolition by neglect. The Heritage Advisor will use the bylaw, Standards and Guidelines for the Conservation of Historic Places in Canada and discretion to provide oversight. Sites on the Register should be recorded annually to track the resource, including photography and field notes.

Additionally, all interventions (conservation, restoration, renovation, or repair work) on an MHR will require a substantive review and approval by the Heritage Advisor. Assistance in this task is available from the Government of Alberta's Heritage Conservation Advisors (HAC). HACs will advise on all interventions, help ensure compliance with the Standards and Guidelines and can offer expertise to assist with approvals on conservation activities.

As detailed in the following section (5.8), the heritage authority (Council or appointed official) retains absolute discretion in approving intervention (conservation, restoration, renovation, or repair work). It is recommended that Municipality work collaboratively with the property owner (the resource's primary steward) and the HAC to develop the most appropriate intervention plan.

The Policy Review (Action Plan: 1-Stewardship; 2-Heritage Management; Action 2) could reexamine the creation of a Heritage Advisory Board (Section 3.6) to further assist with approvals, appeals and oversight.

5.8 Development Permit Review

Intervention on protected resources requires review and approval by the Municipality (Heritage Advisor). The Heritage Advisor should work with Planning & Development to ensure that all proposed work meets the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Alberta Historical Resources Act, Section 26

(6) *Notwithstanding any other Act, no person shall*

(a) destroy, disturb, alter, restore or repair an historic resource that has been designated under this section, or

(b) remove any historic object from an historic resource that has been designated under this section,

without the written approval of the Council or a person appointed by the Council for the purpose.

(7) The Council or the person appointed by the Council, in its or the appointee's absolute discretion, may refuse to grant an approval under subsection (6) or may make the approval subject to any conditions it or the appointee considers appropriate.

If work is not in compliance with accepted Standards, the Heritage Advisor must work with the property owner to reconcile any issues.

The Heritage Advisor, in consultation with Planning & Development, should prepare a formal Letter of Support (or Letter of Noncompliance) for each instance of intervention related to a Municipal Historic Resource.

5.8.1 Heritage Listing – Development Review

The unfortunate heritage loss rate (68%) suggests a proactive approach to development review is required. Heritage Advisor should work with Planning and Development to develop a review system for all heritage properties in the Municipality.

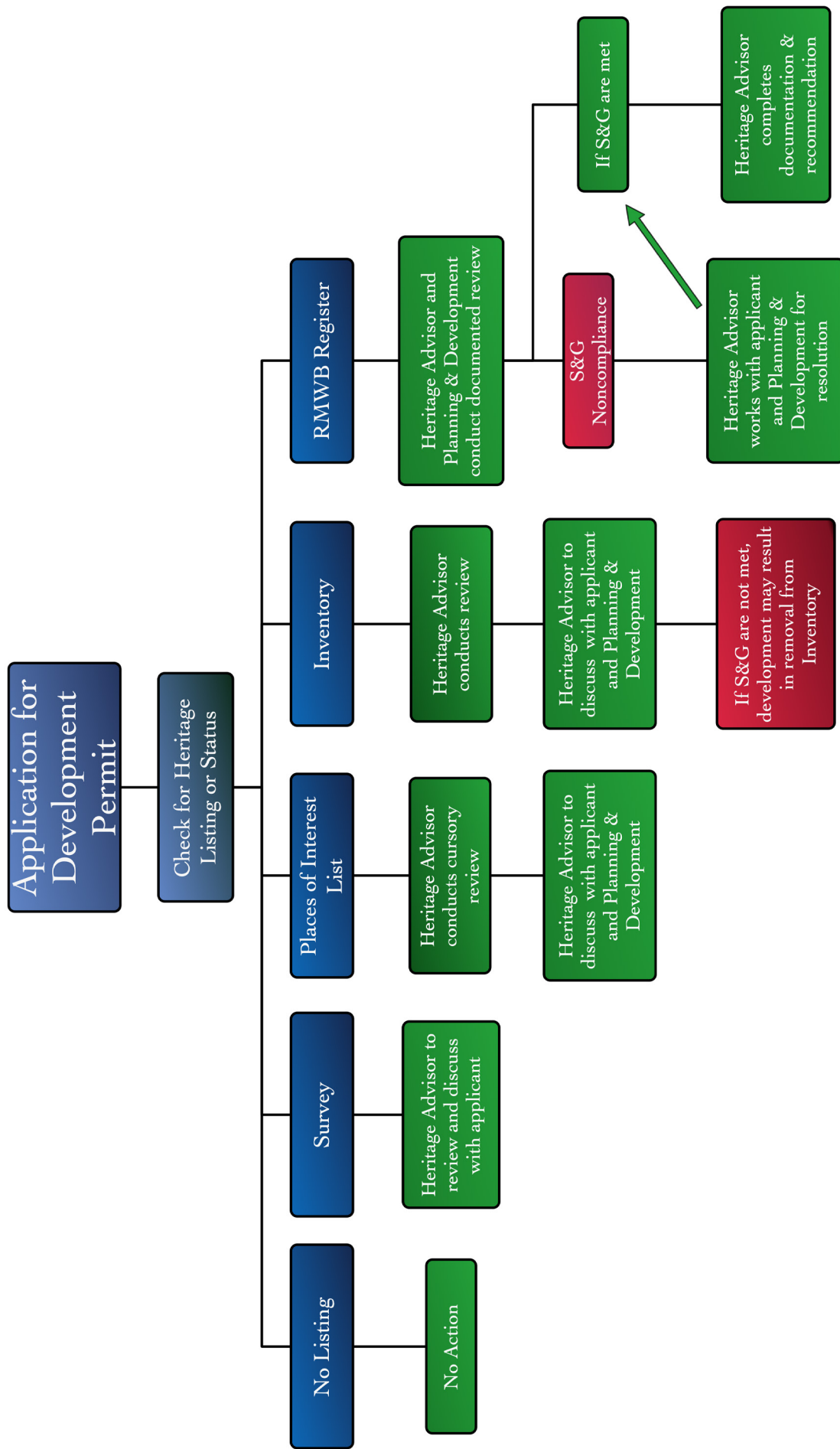
A tactic for the longer term is for the Heritage Advisor and Planning & Development to integrate the Heritage Review in the existing process of Provincial Circulation for leases. Work with Planning and Development to integrate the Heritage Advisor as part of this review.. This provides a double check (provincial and municipal) for work outside urban centres.

A specific emphasis in this multi-jurisdictional review should be on Indigenous-led components to help ensure the Indigenous Cultural Heritage is protected throughout the region.

1 – Stewardship – Implement ongoing heritage management and conservation of Historic Places

3- Shared Stewardship – In the medium term, the Municipality will work with communities to create administrative tools and/or planning for shared stewardship responsibilities.

Shared Stewardship	2) Integrate the Heritage Review into the existing process of Provincial Circulation for leases. Work with Planning and Development to integrate the Heritage Advisor as part of this review.	2) Long Term	2) Establish an internal process and successfully provide comments for applications.
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5.9 Heritage Advisor - Other Responsibilities

As the position develops, additional roles and responsibilities should populate the Heritage Advisor's portfolio. This includes:

Research: Heritage Advisor should work to establish research assistance for heritage projects and properties. Guidance and direct services should be available to the community. The Advisor should work to develop a schedule of services (including applicable fees, if any). At a minimum, a list of available resources in the RMWB should be assembled to help guide researchers in historical research.

Funding: Heritage Advisor should establish and maintain a system to assist heritage interests and property owners with funding sources. This includes keeping records of existing programs (municipal, provincial, federal, corporate, etc.) – and offering advice on applying for funding. This may consist of functioning as a first-level liaison with the funding agency and/or assisting with applications.

Technical Advice: Heritage Advisor should establish and maintain a system to provide Technical Advice and Recommendations to heritage property owners (not restricted to MHR). This includes advice on preservation, restoration, retrofitting, renovation, remodeling, stabilization, etc. Heritage Advisor should establish and maintain a database of heritage contractors, tradespeople, artisans, and architects.

Heritage Advisor should explore the development of a Heritage Design Guide. Such a guide could inform repair and restoration projects, adaptive reuse of historic places, and design standards to ensure sympathetic infill in heritage areas.



XY Post, Outbuilding - October 2021

Regional Municipality of Wood Buffalo Heritage Resources Management Plan



Completed for
The Regional Municipality of Wood Buffalo

Completed by M. Dougherty Consulting

Michael Dougherty – Historical Resources Consultant
Janais Turuk, M.A. – Indigenous Relations

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