



Town of Wainwright



Town of Wainwright  
**Heritage Management Plan**

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## Town of Wainwright

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Gord Snyder (Consultant) would like to thank the Town of Wainwright, the Town of Wainwright's Executive Staff, the Battle River Historical Society, the Wainwright Railway Preservation Society, the Buffalo National Park Foundation and the Committee of Stakeholders for their contribution and participation in the completion of this project.

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## Executive Summary

The Town of Wainwright Heritage Management Plan identifies practical and achievable objectives, actions and strategies to manage and protect Wainwright's historic places and is meant to build upon the vision and policies already formulated for previous town planning policy. This Heritage Management Plan has been developed for the consideration of the Wainwright Town Council to provide an administrative and operational framework for the ongoing protection of Wainwright's heritage resources. This plan would assist Council to direct heritage management in such a way that it could achieve the Town's specific and operational heritage objectives, and to promote local heritage in the community.

Today Wainwright displays a unique wealth of heritage including an historic business district. The Town originated as a village in 1908 with many commercial buildings rebuilt after the 1929 fire. Other important heritage resources include the valuable artifacts housed in the Wainwright Museum; the historic resources at the Wainwright Rail Park; the Pump Jack; the Battle River Trestle; and the many photographs and artifacts that still exist in private collections in and around Wainwright & District.

This Heritage Management Plan has been formulated to achieve successful results for Wainwright using existing heritage resources. The recommendations include the Town of Wainwright municipally designating a number of buildings and historic resources in the community. New provincial funding from the Alberta Historical Resources Foundation and the Municipal Heritage Partnership Program encourages municipalities to support their heritage and funds long-term, sustainable rehabilitation of such projects.

The recommendations also encourage a downtown plan to include current and proposed streetscape projects to enhance and encourage the downtown sector. This includes support for the historic community organizations that provide our major tourist and public attractions to include the Wainwright Museum, the Rail Park and the proposed Regional Heritage Centre. The first two attractions will drive visitors to the downtown sector and the Heritage Centre will act as a tourist resource, a visitor information centre and an interpretive centre all of which promote Wainwright & District. Wainwright has a devoted and determined volunteer group of community organizations that must be supported to the fullest degree.

The Town of Wainwright should access and include the studies and proposals that have and are being completed into the 2008 General Municipal Plan and these need to be reviewed, revised and adopted by Town Council as part of an overall plan for Wainwright and District. The General Municipal Plan should reference a Downtown Area Redevelopment Plan that includes tourism, a heritage and marketing plan and streetscape recommendations.

The Designation Process (Section 2) elaborates the Heritage Management functions as they relate to the Town of Wainwright Heritage Management Plan. This process and all of the forms and documents required to complete the process of municipal or provincial designation are included in the Historic Management Plan. The Designation Process itself is completed in several stages. These are the Application to Inventory stage, the Evaluation stage, the Application for Designation and Inclusion on the Municipal Register of Historic Places stage, and the Designation stage.

The Town of Wainwright Heritage Survey, the Town of Wainwright Heritage Inventory and the Town of Wainwright Heritage Register are the primary tools of heritage protection.

## Town of Wainwright Heritage Management Plan

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The Heritage Survey is a comprehensive recording and documenting of all potential historic sites in the area. The Heritage Inventory is a list of sites that have demonstrated that they are significant to the local history of the area and that they retain the integrity of their historically significant characteristics. The Heritage Register is drawn from the Inventory and represents those significant historic places that have been or will be designated as Historic Places by the Town of Wainwright.

It is important to identify the organizations that will develop and carry out the heritage management functions in Wainwright. The Wainwright Town Council would have a primary role as they would enact the necessary by-laws and make all official approvals of heritage management initiatives as well as approvals to designate individual historic places. It is recommended that the Town of Wainwright implement a Heritage Advisory Committee which could oversee implementation of the Heritage Management Plan and liaise between the various participants of the heritage management process. The Town of Wainwright Planning and Development Department would provide technical guidance, especially in matters regarding zoning.

The Heritage Advisory Committee, comprised of members of existing historical and community groups, is designed to provide advice to Council on heritage preservation, liaise between council and the community on matters of heritage and implement the evaluation process for potential historic places in Wainwright. The Owner is also important, as an historic place cannot be designated without the owners consent. The public would also be involved in the heritage management process both at the public consultation stage and later as they are approached to provide feedback concerning the heritage management process.

Section 3 in the Management Plan is Policy Considerations, the area that encompasses the administrative and legal framework for the implementation of the Wainwright Heritage Management Plan. Policy addresses the current heritage framework in the province and in the Town of Wainwright and elaborates on the main policy consideration for the Town Council to review before implementing a Heritage Management Plan.

The Town of Wainwright has no existing provincial or municipal designations but the owners of the Wainwright Hotel have made an application for Provincial Designation that is currently being assessed by the Province of Alberta. It is noted here that the Wainwright Post Office was evaluated by Public Works Canada in 1982 as part of a project reviewing heritage buildings in Alberta built before 1945 and at the time was listed as 'preserve' in their study. If owners choose to apply to provincially designate their buildings or if the Town of Wainwright municipally designates buildings, these are added to the list of Alberta and Canadian Historic Resources and become eligible for provincial funding opportunities.

To date, two owners have applied to the Town of Wainwright for Municipal Designation - the Wainwright Hotel and Voila. In addition, the Battle River Historical Society and the Wainwright Pump Jack Society have applied for Municipal Designation of the CN Station and the Pump Jack. The heritage consultant has also recommended to Town Council that they municipally designate the Old Town Hall and the Memorial Clock Tower.

The Legislative authority for heritage management at the municipal level is granted by the Historical Resources Act (HRA), which empowers municipalities to legally protect locally significant places through designation as Municipal Heritage Resources as contained in section 26-8. In Alberta, the municipality is required to compensate for designation if it results in loss of value to the owner. This is prescribed in section 28 of the Act, while section 29 of the same act addresses any conditions or covenants on land or a building between an owner and a recognized body such as the municipality.

Section 4 (Strategy Considerations) addresses the aspects of strategies that Town Council should consider, as they are central to effective heritage management. These strategies include heritage initiatives, maintenance strategies and overall integration of the Heritage Management Plan.

The Wainwright Heritage Management Plan has an implementation period of three to five years. The financial resources to support the implementation of the heritage management plan would be discussed by Wainwright Town Council after reviewing and approving the Heritage Management Plan. The groups who will implement this plan are the main actors discussed in section titled active participants.

### 1.0 Recommendations from the Consultant

The following summarizes the recommendations from the Heritage Management Plan:

#### IMMEDIATE ACTIONS (up to 1 year)

**Recommendation #1:** The municipality should set up a Heritage Advisory Committee to advise municipal Council on heritage-related issues in the community.

- Prepare a Terms of Reference for the Heritage Advisory Committee
- Prepare a Policy and Procedures Manual to help prepare members for their role on the Committee;
- Invite members of the community that have an interest in their heritage including representatives from existing community groups and historical societies;
- Invite a member of Development and Planning, Economic Development and Council to participate
- Assign a staff person to provide administrative support and advice;
- Identify program elements that can be annually supported or coordinated by the Committee.

**Recommendation #2:** The Town of Wainwright should formally adopt the Heritage Management Plan by by-law along with the accompanying policies and procedures for the protection of Wainwright's heritage resources.

- Conduct public consultation and present the Heritage Inventory and Heritage Management Plan to Community and Historical Groups;
- Develop a policy to amend the Inventory;
- Present Plan and all policies to the Department of Planning and Development and Town Council for approval and endorsement.

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**Recommendation #3:** A process should be put in place that allows the Planning and Development Department to review all zoning and subdivision, development and building permit applications affecting properties on the Inventory (those which might eventually be municipally designated).

- Develop policy procedures for the Processing of Permit Applications that affects resources on the Inventory and eventual Register;
- Obtain Policy Approval from Development and Planning and Town Council.

**Recommendation #4:** The municipality should strive to ensure that all work approved by the municipality follows conservation principles and guidelines that are endorsed by the municipality.

- Using the Standards and Guidelines for the Conservation of Historic Places in Canada, obtain endorsement from Planning and Development and Council to determine a set of standards and guidelines to assist owners and guide decisions affecting proposed alterations and rehabilitation of properties on the Heritage Inventory;
- Distribute standards and guidelines for staff and community use;
- Distribute information to explain the purpose and implementation of practices associated with these standards and guidelines.

**Recommendation #5:** The Municipality should establish a process to be endorsed by Council that describes the circumstances under which a property on the Heritage Inventory may be designated as Municipal Historic Resource and incentives to empower the program.

- Develop a designation process in coordination with a set of incentives;
- Use a specified form whereby owners can apply for Municipal Designation
- Use a proactive approach to designate places on the Inventory that are in jeopardy or have exceptional value to the community where the owners have not yet considered designation;
- Develop policies for managing designation processes that could include: voluntary designation without incentives; voluntary designation with incentives; and involuntary designation with compensation for approval by Council.

**Recommendations #6:** The Town of Wainwright should work with historical societies and the proposed Heritage Advisory Committee to promote heritage awareness through programming.

- Identify heritage programming that is currently in place;
- Do not duplicate efforts;
- Identify programming opportunities;
- Identify how these programs and events will be managed;
- Seek resources both inside and outside of the community for financial and advisory assistance



## SHORT TERM ACTIONS (1 to 2 years):

**Recommendation #8:** A special land use district should be considered for the downtown core as there are a concentration of heritage buildings and resources that are vulnerable to redevelopment.

- Consider identifying the downtown historic sector as Heritage Mixed Use in the Municipal Development Plan to include the area from the CN Station to the Post Office
- Produce a study to research and specify streetscape improvements that can be used to upgrade and enhance the downtown core to include street lighting, landscape management (trees), sidewalks, traffic initiatives including speed zones, etc.
- Include historic buildings and resources such as Museum, Rail Park and Buffalo Interpretive Centre into Municipal Development Plan.

**Recommendation #9:** Designate the Memorial Clock Tower and the Old Town Hall as Municipal Heritage Designations to show community support for historic preservation of heritage buildings and resources.

- Once the Town of Wainwright reviews and introduces Standards and Guidelines, Town Council should municipally designate a number of key heritage buildings. The Wainwright Hotel has already applied for Provincial Historic Designation and the Town has shown its support for the Provincial Historic Designation of the CN Station (Wainwright Museum).

**Recommendation # 10:** that Town Council hire a Heritage Advisor to coordinate and facilitate a Downtown Action Plan that addresses all the historic and streetscape possibilities and concludes with a completed plan within a one year period.

## MEDIUM TERM ACTIONS (up to 5 years):

**Recommendation #11:** That the Heritage Management Plan be reviewed once every five years.

## 2.0 Introduction

### 2.1 The Heritage Management Plan Process

#### Background

The Town of Wainwright has an interest and active desire to protect its built heritage as demonstrated by the continual support Town Council has given to Wainwright's historic and community organizations such as the Wainwright Main Street Project, the Battle River Historical Society, the Buffalo National Park Foundation, Wainwright Public Library and Communities in Bloom.

Since 2001, the Town of Wainwright has partnered with the Alberta Main Street Program and the Alberta Heritage Resources Foundation who have granted hundreds of thousands of dollars to preserve and protect the historic downtown centre. This partnership has resulted in numerous studies and strategies to preserve and revitalize the downtown core that have produced draft Standards and Guidelines and streetscape recommendations that include street lights, wheelchair accessibility, sidewalks and traffic speed regulations.

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These documents have been attached as appendices to the Town of Wainwright Historic Management Plan and can be assimilated into the new Municipal Development Plan that is currently being developed by the Town of Wainwright Planning and Development Department.

Numerous studies, strategies and policies have been funded but few have been formally approved or moved forward since 1986 and this includes the Municipal Development Plan. An exception to this would be the Town of Wainwright Community Tourism Action Plan which was revised in 1993 after being established under by-law 88-6 as passed by the Town of Wainwright on June 21, 1988.

When Council presented the Municipal Development Plan (then known as the General Municipal Plan) in 1986, it was with the comments that Council was committed to the Plan and that they believed that it would be a waste of time not to specify some measures by which the implementation of their policies could be tested. In 1986, they agreed that Council should formally review and update the General Municipal Plan every five years or at the time of election of a new Council. The Town of Wainwright is responsible to the citizens and the community to maintain and uphold a General Municipal Plan and change it according to the needs of the community every five years.

To that end, it is recommended that the Town of Wainwright complete a Municipal Development Plan in 2008 using the available information that has been collected to help determine the current needs of the community to include promoting the historic centre and that the historic buildings such as the Memorial Clock Tower, CN Train Station, Old Town Hall and resources such as the Wainwright Museum, Rail Park and the proposed Regional Heritage Centre be promoted as attractions to the district. It is further recommended that the Municipal Development Plan apply and assimilate the recommendations brought forward in the Town of Wainwright Historic Inventory and Management Plan. The Heritage Management Plan should be part of the updated Municipal Development Plan.



## **What is a Heritage Management Plan?**

**The Town of Wainwright Heritage Management Plan is designed to ensure that the town's heritage buildings and resources are protected for the future.**

The plan to protect the heritage buildings and resources is based on three coordinated approaches that include a process for managing and protecting the sites, a policy indicating the direction and intent of the Town in protecting its heritage and resources, and a strategy to move forward with recognizing and encouraging heritage development.

Heritage is best protected when it is used and this is in keeping with the national Historic Places Initiative and is one of the key underlying principles in the Wainwright Historic Management Plan. Adopting new uses for old buildings while retaining their heritage character and their overall contribution to Wainwright's sense of place will be a significant contribution to the preservation of Wainwright's heritage.

### **The Heritage Management Plan**

The Town of Wainwright Heritage Management Plan has identified practical and achievable objectives, actions and strategies to protect and manage the heritage buildings and resources of the Town of Wainwright.

The Heritage Management Plan will be reviewed by Town Council to direct heritage management efforts in a manner that achieves the Town's specific and operational heritage objectives, to inform broader development in the town and promote awareness of local heritage buildings and resources in the community.

The preparation stage involved several departments from the Town of Wainwright Management Staff, including Planning and Development and the Economic Development Officer; members of local historical societies and the Stakeholder's Committee; staff from the Municipal Heritage Partnership Program and Gord Snyder, heritage consultant for the project. Snyder coordinated the development of the Heritage Management Inventory and Plan.

The Heritage Management Plan will be reviewed by the Wainwright Town Council, and implemented by the Director of Planning and Development, and a Heritage Advisory Committee. It is intended that the Heritage Management Plan objectives and activities will be integrated with the various other future planning initiatives undertaken by the Town of Wainwright.

## **2.2 Goals and Objectives**

The goal of the Town of Wainwright Heritage Management Plan is to protect the heritage buildings and resources of Wainwright and to promote an awareness of Wainwright's rich heritage to ensure that the stewardship of our heritage; past, present and future is at the heart of development in the Town of Wainwright.

The objectives of the Town of Wainwright Heritage Management Plan are to develop a method of protecting historic resources in Wainwright in such a way that it conforms to provincial standards.



### 2.3 Overview of the Heritage Management Plan

The Town of Wainwright Heritage Management Plan is comprised of four sections plus appendices containing supportive documentation. The sections include:

#### **Introduction**

The introduction describes the purpose of the Wainwright Heritage Management Plan. It also describes those who will implement the plan to include both the developers and the users. The introduction describes the geographic and historical context of Wainwright & District and the key heritage buildings and resources.

#### **Designation Process**

Proposed implementation plans and roles of the participants in the Heritage Management Plan will be described and the process for evaluation and designation will be elaborated upon.

#### **Policy Considerations**

The section on policy considerations discusses the context of heritage resources in the province and in the Town of Wainwright by drawing on the two relevant legislative authorities; the Alberta Historic Resources Act and the Alberta Municipal Government Act. Discussion of the local context includes the existing planning framework of the town such as the Municipal Development Plan and the Land Use Bylaw. The provincial heritage climate and relevant programs for the management of heritage resources in Wainwright will also be described.

#### **Strategy Considerations**

The strategy section describes how the plan will be implemented and gives it a time frame while also addressing the resources available for implementation, monitoring and evaluating the plan over time. It includes a discussion of heritage programs and available and potential incentives. Finally, maintenance strategies for surveys, inventories and registers will be addressed.

#### **Appendices**

The appendices provide supporting documentation for the major sections of the Wainwright Heritage Management Plan.

## 3.0 The Primary Tools of Heritage Protection

### 3.1 The Heritage Survey

The Heritage Survey is a comprehensive recording and documenting of all potential historic places within a proposed boundary area. These resources are all over 50 years of age and are documented and researched for information such as date of construction, and original and early owners of the site. The Heritage Survey follows provincial guidelines, the sites are photographed and their construction and design features are described using a standard set of codes. This information is then compiled in a survey form of the site and copies of the form are retained by the province and the local government in local archives. The site survey forms become the record of all potential historic places of an area. It is also the basis for further heritage research, and protection of local historic places and resources.

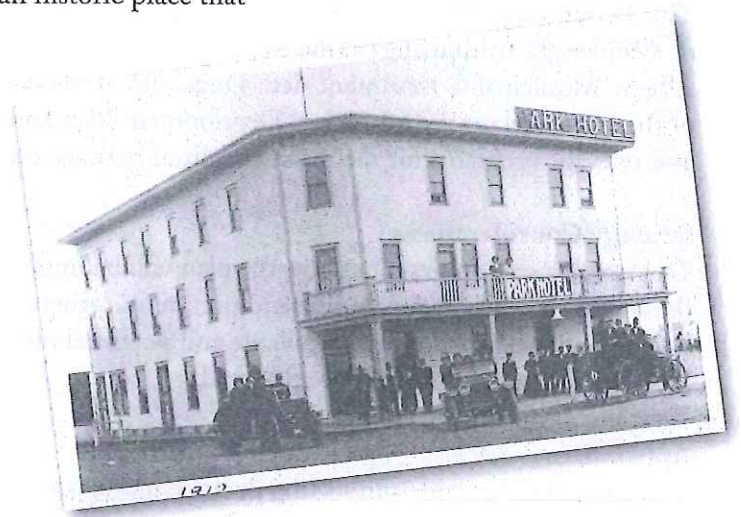
### 3.2 The Heritage Inventory

The Heritage Inventory is a list of heritage resources that are locally recognized as historic places. This list is identified by the survey process which follows provincial guidelines and the sites on the list have been evaluated according to established criteria and have demonstrated that they are significant to the history of the local area and retain integrity as a site, building or resource. A site must demonstrate that it has significance and it retains integrity in order to be placed on the inventory. In order for a site to be included on the Wainwright Heritage Register, it must first be included on the Town of Wainwright Heritage Inventory.

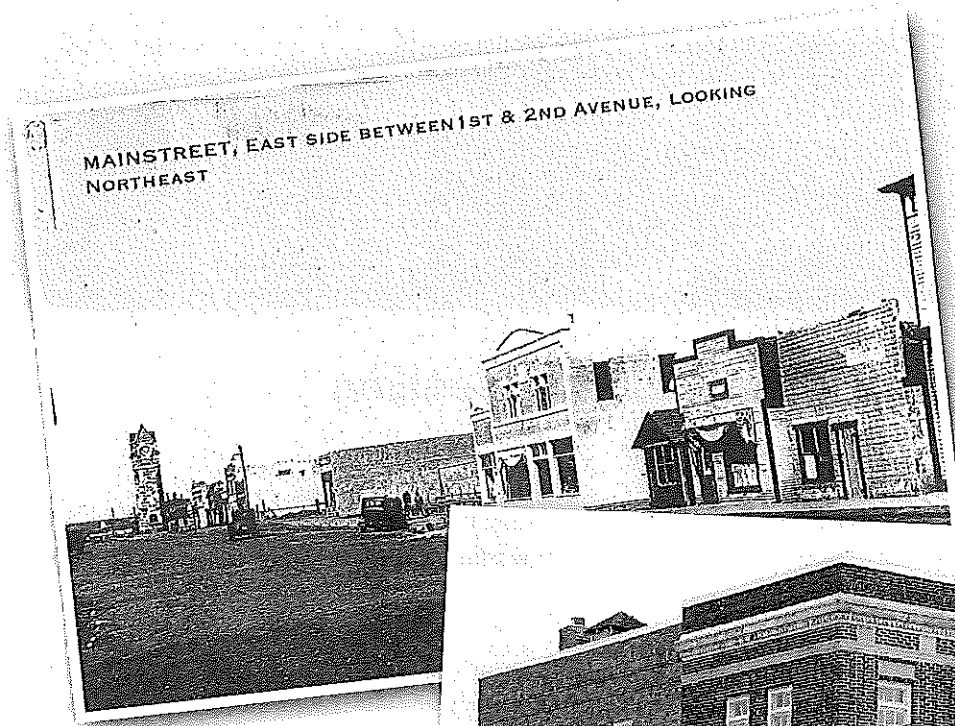
### 3.3 The Heritage Register

The Heritage Register is a list of historic places that have been designated by the municipality. Sites that are included on the Register have first been included on the inventory. The sites that are promoted to the Heritage Register, however, are municipally designated historic places, and therefore are afforded a more effective level of protection and recognition than the Heritage Inventory. Furthermore, the Heritage Register is linked with the provincial and national registers, such that an historic place that has been designated municipally will be recognized provincially and even nationally as an historic place.

As designation requires the consent of the site owners, owners may be compensated. A variety of incentives can be provided for owners, including the current provincial funding for renovations and maintenance of designated historic places.



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## 4.0 Natural, Physical and Cultural Setting

### 4.1 Natural Setting

Wainwright is a strong vibrant community located in east central Alberta near the beautiful Battle River valley and is the major service center for the region. It is a progressive community of 5800 (plus 500 at CFB Wainwright) with a historically stable economy and steady growth.

Located 200 km (125 miles) Southeast of Edmonton, Wainwright is at the junction of Highway 14 (E-W) and Highway 41 (N-S) and is on the Main Line of Canadian National Railways. The Town of Wainwright has an elevation of 675 meters (2200 feet).

### 4.2 Highways

- Highway 14 is a major east-west route from Edmonton east to the Saskatchewan border.
- Highway 41 travels north-south from north of Bonnyville to the US border

### 4.3 Historical Setting

The historical setting is central to any study or evaluation of Wainwright's heritage. This includes major influences on town settlement and the types of structures and resources that the people of the Wainwright area have created.

The railroad was a major influence on town settlement and agricultural, oil and the Buffalo National Park followed by the DND had a major effect on town development. Like many prairie towns at the beginning of the century, the railway lines determined the town site and the prominent businesses were duly located on and around the Main Street and close to the train station. This typically included a post office, town hall and fire station, hotel, livery, restaurants, laundry and other businesses such as department and drug stores which were centrally located but catered to the whole district.

### 4.4 Industry

Agriculture continues to be the basic industry of the community. The varied terrain supports a diverse production of crops and livestock. Oil and gas were discovered in 1921 and since then have remained important industries for Wainwright. Both oil and gas wells continue to be drilled in the area. With its diversified economy, Wainwright has long experienced a steady growth, a trend expected to continue into the future.

## 5.0 A Community Vision for Heritage Resources

The Wainwright Fire of July 21st, 1929, was the worst fire in the history of Alberta towns. It destroyed practically the entire business section of Wainwright as well as many residences. With the help of insurance and a lot of work and willpower, the town was rebuilt from September 1929 through December 1931. Of the fifty one buildings in our designated historic downtown area, twenty eight heritage buildings date back to that period. A Number of others were built between 1932 and 1950.

The heritage buildings and resources of the Town of Wainwright reflect the economic, social and political history of the town and district. Several key heritage features exist in the town and district that reflect Wainwright's vibrant history.

Some of the key elements of Wainwright's heritage are the historic centre which includes the CN Station (Wainwright Museum), Post Office, Old Town Hall, Memorial Clock Tower and the Wainwright Hotel and the Battle River Trestle reflects the importance of the railway on the entire district and the Pump Jack reflects the importance of the oil and gas industry.

### 5.1 Public Consultation

A public consultation process will be determined once the initial stages of developing the heritage plan are complete and there is a sufficient framework established to generate public response.

### 5.2 The Participants in the Process

A number of participants will be involved in Wainwright's Heritage Management and the people involved in this process include:

#### **TOWN COUNCIL**

Wainwright Town Council will review submissions from the Wainwright Heritage Advisory Committee to make decisions regarding Wainwright's heritage buildings and resources.

#### **TOWN OF WAINWRIGHT PLANNING AND DEVELOPMENT DEPARTMENT AND ECONOMIC DEVELOPMENT OFFICER**

Members of the Town of Wainwright Management, Planning and Development and the Economic Development Officer will provide technical guidance through the designation process in matters concerning zoning and processing permit applications related to heritage preservation; the department and town management will also provide administrative support to the heritage management process.

#### **HERITAGE PROGRAM ADMINISTRATOR (currently Wainwright Main Street Coordinator)**

It is advised that someone be appointed to oversee the implementation of the management plan. The responsibilities include providing conservation and restoration advice; acting as an intermediary for obtaining information; acting as coordinator for the Heritage Advisory Committee and other participants and partners; monitoring heritage management programming; technical aspects of heritage planning and including compiling and updating records of designated places and areas.



Town of Wainwright Heritage Management Plan

to A Community Vision for Heritage



### **HERITAGE ADVISORY COMMITTEE**

One of the basic recommendations for the Wainwright Heritage Plan is for Town Council to appoint a Heritage Advisory Committee to help move the management process forward. The Heritage Advisory Committee could act in an advisory capacity directing council regarding all matters relating to the history of the Town of Wainwright. This committee would identify and select historic places for inclusion on the Wainwright Inventory and would evaluate and make recommendations to council for inclusion of sites on the Wainwright Register. The group would also act as a liaison between town council and community groups on matters of historical concern.

### **THE OWNER**

The owners of the heritage buildings and resources, either municipal or private, are the stewards of Wainwright's heritage resources. They may initiate the process to have their site evaluated based on the information that they submit when they complete the Municipal Historic Resource Designation Form. The owner's consent is required in order to designate a building and it is the owner that agrees to maintain the heritage character of the site.

### **THE PUBLIC**

Members of Wainwright's community will be involved in the heritage management process as part of the public consultation process prior to implementation of the plan. The public will also be approached to provide feedback on the process of heritage management in the Town of Wainwright. The community plays a key role in the success of heritage management and the basic premise of the entire project is that the heritage buildings and resources become a source of pride to the Town of Wainwright and are protected and promoted as valuable assets of the community as both history and as a tourist draw for the town.

### **Local Historic Resources**

#### **BATTLE RIVER HISTORICAL SOCIETY (WAINWRIGHT MUSEUM)**

The Wainwright and District Museum originated under the leadership of the Battle River Historical Society. Through donation the Museum collection has gradually grown and now houses hundreds of documents and artifacts. The old Alberta Government Telephones building was the home of the Museum for the first decade but became crowded and began to deteriorate beyond repair.

It was not until 1983 that the Museum found a new home when the Town of Wainwright provided the society with the basement of the R.C.M.P. building rent free for two years until a more permanent facility could be found. It was in 1983 too that the Battle River Historical Society was incorporated under the Societies Act of the Province in Alberta.

Now strategically located in the CN Station in the centre of the historic district, the Museum boasts exciting displays, a gift store and a restaurant. The Wainwright Museum, the Rail Park and the historic buildings on Main Street stand as the main tourist attractions in the Town of Wainwright.

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The objective of the Wainwright and District Museum is to collect, conserve, display, research and interpret the artifacts or documents related to the surrounding region. As a result, the Museum has constantly strived to learn more about events that have shaped the past with the aim of transposing this information into both interesting and informative displays.

### **BUFFALO NATIONAL PARK FOUNDATION (Proposed Regional Heritage Centre)**

In 2001, a group of individuals from the community of Wainwright had a vision to preserve the fast disappearing history of Buffalo National Park, one of Canada's earliest wildlife preservation efforts. Artifacts, photographs, and local knowledge about the important role Buffalo National Park played in saving the plains bison from extinction was in danger of being lost forever.

The Buffalo National Park Foundation currently is in the developmental stages of a Heritage Centre to help to maintain the important stories of this area. It will contain historical materials and artifacts and act as a tourist information centre that includes significant interactive and educational components. The Buffalo Gallery, housed in the Wainwright Museum, is the first exhibit developed by the Society as it begins to capture and preserve the important stories of the district.

### **WAINWRIGHT MAIN STREET PROJECT**

Since 2001, the Town of Wainwright has partnered with the Alberta Main Street Program and the Alberta Heritage Resources Foundation who have granted hundreds of thousands of dollars to preserve and protect the historic downtown centre. This partnership has resulted in numerous studies and strategies to preserve and revitalize the downtown core that have produced draft Standards and Guidelines and streetscape recommendations that include street lights, wheelchair accessibility, sidewalks and traffic speed regulations. These documents have been attached as appendices to the Town of Wainwright Historic Management Plan and can be assimilated into the new Municipal Development Plan that is currently being developed by the Town of Wainwright Planning and Development Department.

### **WAINWRIGHT RAIL PARK PRESERVATION SOCIETY**

Formed in 1995, the Wainwright Railway Preservation Society collects and preserves artifacts reflecting the history of Canadian National Railways and its predecessors in the Wainwright, Alberta area. The society intends to fully restore each piece in the collection and create an historically significant interpretive park that will be an asset to the Wainwright area.

### **WAINWRIGHT PUBLIC LIBRARY**

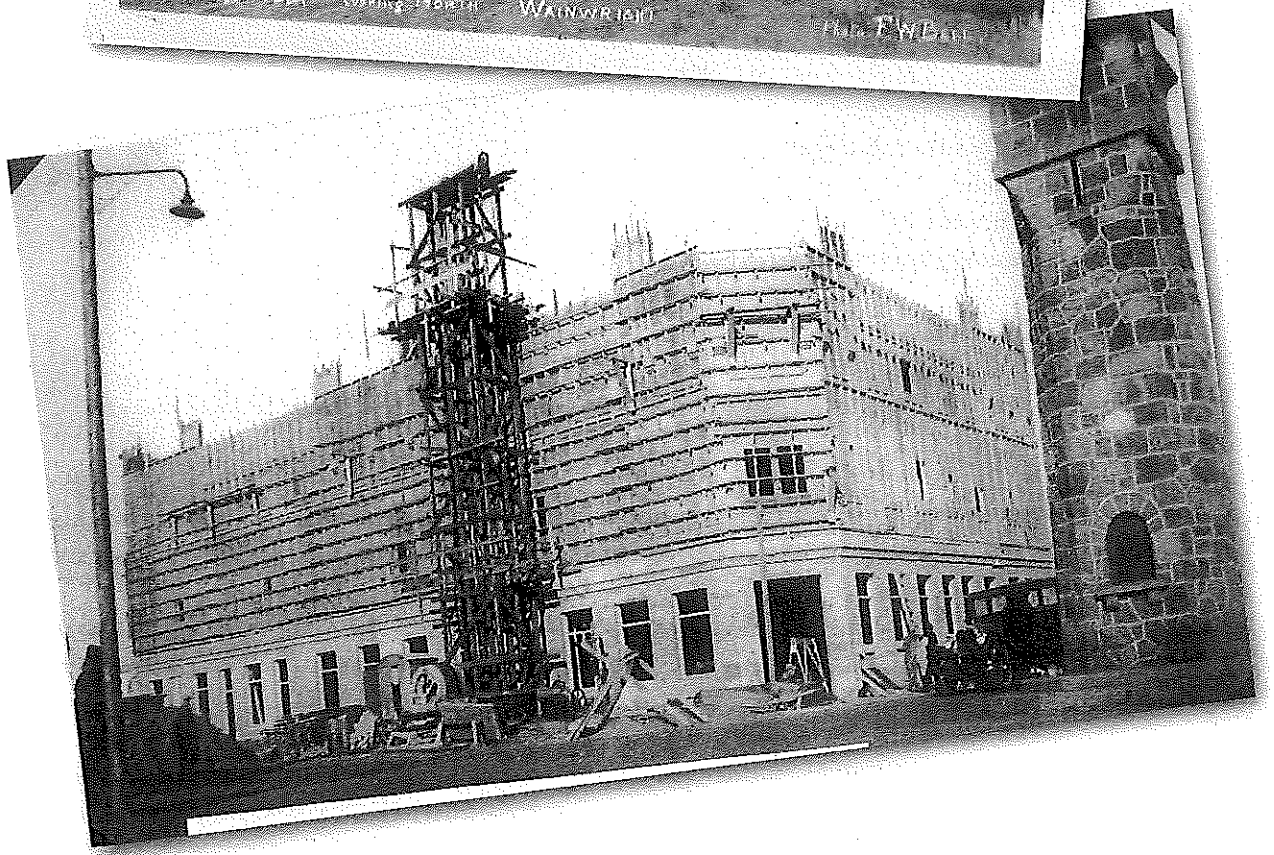
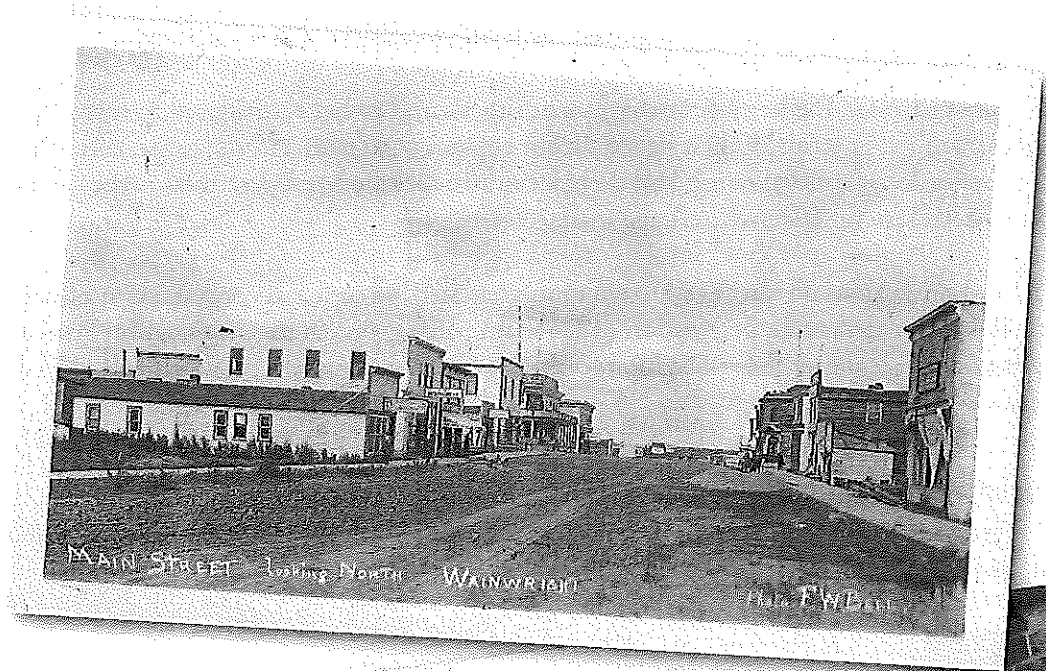
Library services and programs include public internet access, story time for children, moms and babes classes, adult information nights, no school Fridays, summer reading, guest speakers and authors, delivery service to seniors, and provision of low vision aids.

### **WAINWRIGHT PUMP JACK PROJECT**

In homage to the oil industry that was such an important part of Wainwright's history, a dedicated group of volunteers are currently collecting funds to restore and house one of Alberta's first pump jacks that will be displayed in Petroleum Park as a proud memorial to the oil industry's contribution to Wainwright and the Province of Alberta.

Town of Wainwright Heritage Management Plan

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## 6.0 Designation Process

The Town of Wainwright Heritage Management Plan addresses and describes the heritage management functions and the administrative and legislative framework that enables these functions, and the management strategy which is the broader scope of what Wainwright is trying to achieve with its heritage.

The first of these processes, the heritage management functions, is what is addressed in this section. They are discussed and described in terms of their process from beginning to end, and the forms and other documents that facilitate the processes of evaluation and designation are included and described as they are important to the procedures necessary for effective heritage management.

The benefits and restrictions of Heritage Designation are related as well as a consideration of what types of resources can be designated and a description of the main participants in the Designation Process. Finally, the process is elaborated, including the application, evaluation, and designation processes and a description of how these processes evolve.

### 6.1 Benefits and Restrictions of Heritage Designation

Heritage Designation involves some considerations on the part of the owner. The benefits and restrictions of designation include:

#### **BENEFITS**

- Listing on three registers
- Owner recognition certificate
- Possible plaque
- Financial incentives
- MHPP funding and assistance

#### **RESTRICTIONS**

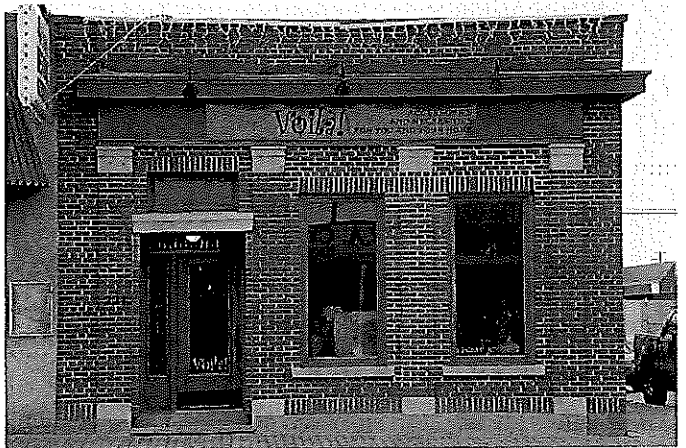
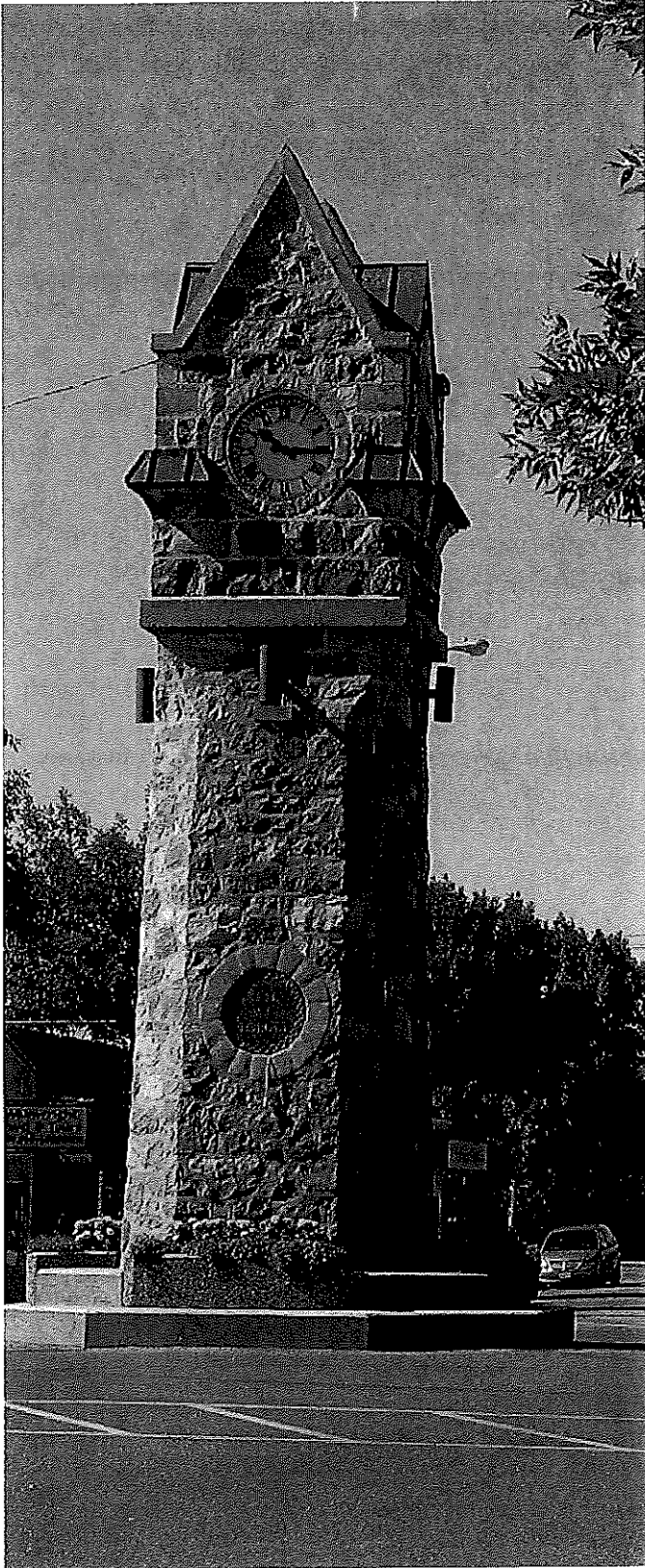
- Owner is the primary steward
- Owner agrees to maintain heritage character as defined in the Statement of Significance

A site that is designated can be eligible for a number of different incentives (as later discussed in this document). For example, a municipally designated site will be recognized by the province and will be eligible for funding.

Incentives are established to compensate the owner for loss of value attributed to the designation status and the maintenance of the heritage character of the site. Aside from that, a designated site has advantages for the Town of Wainwright and for the community.

The owner is the primary steward of the heritage resource and responsible for its ongoing protection. It is the owner's responsibility to maintain the site in accordance with the heritage character of the site as defined by the Statement of Significance (SOS). This includes the maintenance of the character defining elements listed in the SOS.

Town of Wainwright Heritage Management Plan



## 6.2 What Can Be Designated

Heritage buildings and resources that the Town of Wainwright designate must be eligible sites and must also satisfy both the Significance and Integrity criteria in order to be placed on both the provincial and national registers as well.

Buildings, sites, cultural landscapes and other resources are at least eligible for designation provided they are neither a Type 1 nor a Type 2 resource.

Significance and Integrity criteria are discussed later in the document. The resource's eligibility is the most basic consideration and these are determined according to the following exclusions.

## 6.3 Resources not Eligible for Designation

### **Type 1: Resources not eligible for designation:**

- Buildings, structures or objects outside of Alberta's jurisdiction
- Buildings, structures or objects that are situated in an historical park or village
- Small moveable objects
- Reconstructions
- Human remains

### **Type 2: Resources that are not ordinarily eligible for municipal designation (under special circumstance, exceptions may be made to the Type 2 Exclusions):**

- Cemeteries
- Birthplaces or graves
- Resources that have been moved
- Resources primarily commemorative in nature
- Resources that have achieved significance in the last 50 years

## 6.4 Designation Process

### **6.4.1 The Application Process**

The identification of historic places in the Town of Wainwright that should be considered for designation can be determined by the Wainwright Historic Inventory or from suggestions by the Heritage Advisory Committee. The public may also initiate the process when an owner of a potential heritage site feels that his or her site warrants consideration because of its heritage value.

In either case, the evaluation of a site is formally initiated with the completion of the Town of Wainwright Heritage Inventory Application Form. The interested applicant is usually the owner and in the case of a building owned by the Town, the owner would be the Town of Wainwright. Regardless, the applicant must complete the form (the Heritage Advisory Committee could provide assistance to the applicant).

### 6.4.2 The Evaluation Process: Town of Wainwright – Historic Places Evaluation Criteria

Assessing potential historic places in the Town of Wainwright was and can be achieved by evaluating the heritage buildings and resources for their significance and integrity. The initial work to determine this information was done by creating the Historic Survey and Inventory for the Town of Wainwright. Both significance and integrity standards are required to proceed with heritage designation.

#### SIGNIFICANCE

Five Significance Criteria are considered when a potential historic site in Wainwright is being evaluated. These criteria are: Theme/Activity/Event; Institution/Person; Design/Style/Construction; Information Potential; Landmark/Symbolic Value. Each of these criteria helps the evaluator consider whether or not the resource is significant for its category.

In the Theme/Activity/Event criterion, the evaluator must assess whether or not the resource is directly associated with a theme, an activity, or an event of significance to the history of Wainwright. A resource is significant according to the Theme/Activity/Event criterion if it satisfies one of the conditions, i.e. it is directly associated with a theme of significance to the history of Wainwright, or it is directly associated with an event of significance, etc.

A heritage building or resource only needs to demonstrate significance for one of the five criteria in order to be considered significant to the history of Wainwright and then placed on the Wainwright Heritage Inventory. This flexibility, combined with the variety of criteria allows for many types of resources to demonstrate significance with respect to the history of Wainwright.

The five Significant Criteria for the Town of Wainwright, along with their conditions are listed on the Town of Wainwright Historic Place Significance Evaluation Form. These conditions are the questions that the evaluator must ask himself/herself when evaluating the resource for significance.

#### INTEGRITY

The evaluation of a historic building or resource's integrity is the second part of an assessment of a potential historic place. The evaluation for significance is not sufficient for listing on the Town of Wainwright Inventory of Historic Places. The heritage building or resource must also meet the criteria for integrity, which is the ability of the resource to convey its significance. A good example would be if the resource has been deemed significant because of its construction and the use of local materials, those materials must still be present in the structure, particularly on the structure's exterior, for it to be significant.

There are seven criteria for integrity that may be applied to potential historic places. For each resource, certain aspects of integrity are more relevant than others. The aspects of integrity that are relevant to the resource's assessment are those that are linked closely to the resource's significance. The seven integrity criteria for the Town of Wainwright are Location, Design, Environment, Materials, Workmanship, Feeling and Association. These criteria are listed and defined in the document titled the Town of Wainwright Historic Place Integrity Evaluation Form, listed in Appendix 6.



### 6.4.3 Application for Designation and Inclusion on the Register of Historic Places

Once a site has been placed on the Town of Wainwright Municipal Heritage Inventory, the Heritage Advisory Committee informs the owner by mail. If the owner wishes, he/she may complete the designation form to be considered for designation and inclusion on the Wainwright Register of Historic Places. The applicant would then complete the Municipal Historic Places Designation Application Form. Because the Designation application form may be completed by an interested party other than the owner, it is required that the application for designation be signed by the owner.

### 6.4.4 The Steps of the Application, Evaluation and Designation Processes

To be included on the Heritage Inventory, a number of steps are required once an application has been submitted. The application is reviewed by front line staff to ensure it is complete and then it is forwarded to the Heritage Advisory Board. The application would then be reviewed by the Heritage Advisory Board for exclusions and either evaluated by the Board or ruled ineligible and returned.

After the initial evaluation, the site would be evaluated for criteria and at this point the owner can appeal if they wish. After this process, a draft Statement of Significance would be completed and the site would be placed on the Inventory – an automatic notification would be made to both Council and the owner and the site would be listed on the Inventory.

After a designation application has been submitted, it is reviewed by the Heritage Advisory Board to ensure it is complete and then passed on to Council for a designation review. If Council accepts the recommendation, a notice of intent to designation would be sent to the owner. An objection by the owner equals an end to the process.

The owner would then sign an agreement or a waiver of compensation and a bylaw would be drafted for Council. After the passing of the designation bylaw and the registration on the title, the site would then be listed on the Town of Wainwright Register of Historic Places.



## 7.0 Policy Considerations

### 7.1 Policy Considerations for Wainwright's Heritage

The Town of Wainwright Heritage Management Plan is a document that outlines processes, strategies and policies that would be required for effective management of Wainwright's heritage buildings and resources.

After reviewing the Town of Wainwright Heritage Management Plan, Wainwright Town Council could elaborate its approach to heritage management and its policy to support such management. Such policy could include the necessary definitions, standards, types, and legislation and incorporate the major partnering programs such as the Historic Places Initiative (HPI), and the Municipal Heritage Partnership Program (MHPP).

This section explores policy considerations starting with a background such as definitions, the current national and provincial heritage frameworks and the legislative authority surrounding heritage resources. This is followed by some general considerations of the main tools of heritage protection. The section continues with considerations for the Heritage Advisory Committee, assistance programs, public participation, protection of historic resources, and finally implementation.

### 7.2 Definitions and Background

#### 7.2.1. Historic Place Definition

Wainwright has determined the definition of Historic Place and Heritage Value from the Standards and Guidelines for the Conservation of Historic Places in Canada.

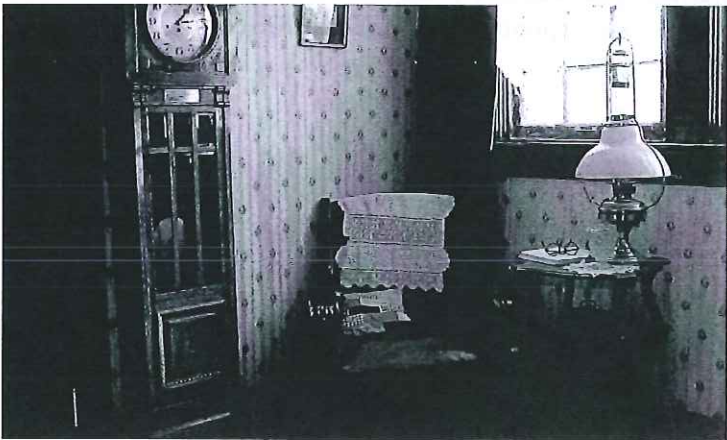
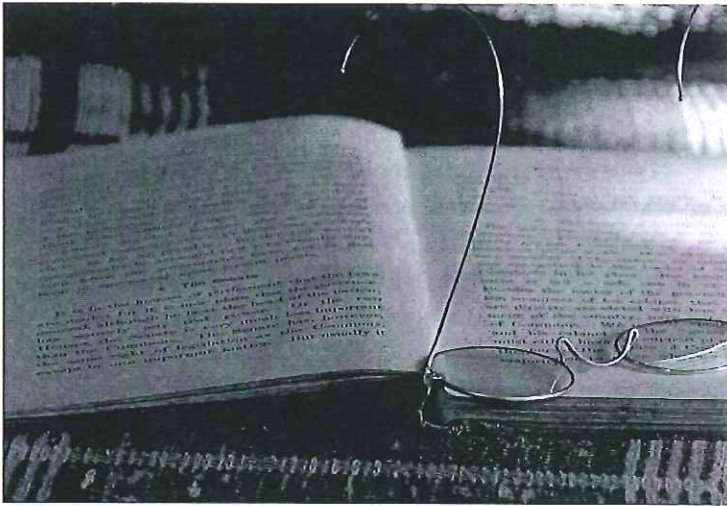
Historic Place is a structure, building or group of buildings, district, landscape, archaeological site or other place in Wainwright that has been formally recognized for its heritage value.

Heritage value is determined by application of the Town of Wainwright heritage evaluation criteria for determining significance and integrity, which are outlined in Section 2 (Process). The criteria are designed to examine the aesthetic, historic, scientific, cultural, social or spiritual importance of significance for past, present or future generations to determine which resources are to be selected for the Inventory. The heritage value of a historic place is reflected in its character defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

#### 7.2.2 Adoption of Standards and Guidelines for the Conservation of Historic Places in Canada

It is recommended that the Town of Wainwright adopt the Standards and Guidelines for the Conservation of Historic Places in Canada to guide interventions on historic places in order to achieve a balance between conservation and functional requirements. The emphasis is on sound practical advice for conserving our rich and irreplaceable heritage. The intent of the Standards and Guidelines is to provide a set of common reference standards to guide restoration and rehabilitation of historic places ensuring that they can continue as useful resources within the life of a community while preserving their heritage value.

Town of Wainwright Heritage Management Plan



Because Municipal and Provincial Historic Resource designation does provide protection, the province has chosen these as the primary means of protecting historic resources in Alberta. Municipalities and local governments have a voice in identifying, protecting and conserving their own significant heritage. Funding eligibility guidelines of the Historical Resources Foundation for Municipal Historic Resources have now been raised from 25,000 every 5 years to up to 100,000 per year.

### 7.3 Heritage Framework

#### 7.3.1 Historic Places Initiative

The provinces and territories of Canada, in collaboration with the federal government, have created a program to recognize and manage Canada's historic resources called the Historic Places Initiative. HPI includes tools and incentives to help recognize and protect historic places. Its primary tools are the provincial and national registers of historic places, and The Standards and Guidelines for the Conservation of Historic Places in Canada, which guides conservation and alteration of historic buildings. The national heritage register is called The Canadian Register of Historic Places; Alberta's register is called The Alberta Register of Historic Places.

#### 7.3.2 Municipal Heritage Partnership Program (MHPP)

The Municipal Heritage Partnership Program (MHPP) assists municipalities in identifying and managing their historic places. The program provides funding opportunities and expertise to municipalities to establish or maintain a municipal heritage conservation program. The Government of Alberta is committed to helping municipalities become stewards of their own unique heritage and the guiding force for protection of what is historically important to the community. The MHPP offers flexible cost-sharing opportunities to support surveys, inventories and management plans.

### 7.4 Legislative Authority

#### 7.4.1 Historical Resources Act

The Historical Resources Act (HRA) empowers municipalities to legally protect locally significant places through designation as Municipal Historic Resources as contained in section 26-8 of the Act. The HRA gives the municipality power to protect both individual historic resources and historic resource areas. The designation, in the form of a bylaw, is issued and maintained by the local municipal council. The following section of the HRA gives the Municipality the power to designate a Municipal Historic Resource.

Designation as Municipal Historic Resource

- 26(2) A council of a municipality, after giving the owner 60 days' notice, may by bylaw designate any historic resource within the municipality whose preservation it considers to be in the public interest, together with any land in or on which it is located that may be specified in the bylaw, as a Municipal Historic Resource.

## Town of Wainwright Heritage Management Plan

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The following gives the Municipality the power to designate as a Municipal Historic Area;

- 27 (1) If it is of the opinion that the preservation of the historical character of any part of the municipality is in the public interest, a council may by bylaw
- (a) designate that part of the municipality as a Municipal Historic Area, and
  - (b) prohibit or regulate and control the use and development of land and the demolition, removal, construction or reconstruction of buildings within the Municipal Historic Area.

### 7.4.2 Compensation

The municipality is required to compensate for designation in Alberta if it results in loss of value to the owner. Other jurisdictions have adopted the convention of entering in to an agreement with the existing owner where the owner waives his right to compensation and also agrees to rehabilitate or restore certain parts of the building in return for funding that is offered. In the case of the Town of Wainwright, the current available compensation for designation is from the province. The agreement and the work to be completed will have to also be negotiated with the province. The following is the wording in the act that relates to compensation. This will need to be further investigated by the Town lawyer to determine the best approach to the developing a waiver.

- 28(1) If a bylaw under section 26 or 27 decreases the economic value of a building, structure or land that is within the area designated by the bylaw, the council shall by bylaw provide the owner of that building, structure or land with compensation for the decrease in economic value.
- 28(2) If the council and the owner cannot agree on the compensation payable under subsection (1), the owner or the council may apply to the Land Compensation Board established under the Expropriation Act to determine the amount of compensation payable by the council to the owner for the decrease in economic value.

### 3.3.3 Condition or covenant on land

Section 29 of the Historic Resources Act is designed to provide the municipality with the opportunity to register an agreement with the property owner. In most jurisdictions this takes the form of a maintenance agreement whereby the owner agrees to maintain the property in accordance with the agreement and in keeping with the principle contained in the statement of significance for the historic place. The relevant clause from the Act is as follows:

- 29(1) A condition or covenant, relating to the preservation or restoration of any land or building, entered into by the owner of land and
- (a) the Minister,
  - (b) the council of the municipality in which the land is located,
  - (c) The Foundation, or
  - (d) An historical organization that is approved by the Minister,
- may be registered with the Register of Land Title.

## Town of Wainwright Heritage Management Plan

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- (2) When a condition or covenant under subsection (1) is presented for registration, the Register of Land Titles shall endorse a memorandum of the condition or covenant on any certificate of title relating to that land.
- (3) A condition or covenant registered under subsection (2) runs with the land and the person or organization under subsection (1) that entered into the condition or covenant with the owner may enforce it whether it is positive or negative in nature and notwithstanding that the person or organization does not have an interest in any land that would be accommodated or benefited by the condition or covenant.
- (4) A condition or covenant registered under subsection (2) may be assigned by the person or organization that entered into it with the owner to any other person or organization, mentioned in subsection (1), and the assignee may enforce the condition or covenant as if it were the person or organization that entered into the condition or covenant with the owner.
- (5) If the Minister considers it in the public interest to do so, the Minister may by order discharge or modify a condition or covenant registered under subsection (2) whether or not the Minister is a party to the condition or covenant.
- (6) If the Minister discharges or modifies a condition or covenant under subsection (5), the Minister shall register a copy of the order with the Register of Land Titles and the Register of Land Titles shall endorse a memorandum discharging or modifying the condition or covenant on the certificate of title to the land.
- (7) This section applies notwithstanding section 48 of the Land Titles Act.
- (8) No condition or covenant under this section is deemed to be an encumbrance within the meaning of the Land Titles Act.

# RSA 1980 cH 8 s25; 1994 cM 26.1 s642 (28); 1996 c32 s5 (34)



## 7.5 Existing Planning Framework

### 7.5.1 The Municipal Government Act

The Municipal Government Act provides the legislative framework for municipal planning. There are a number of ways in which planning through the act may support planning for heritage such as including a heritage protection approach in the general municipal development plans, and more specifically, through area structure plans and area redevelopment plans. The Municipal Government Act gives specific power to municipalities to allocate taxes to heritage resources.

### 7.5.2 The Town of Wainwright Municipal Development Plan

The Municipal Development Plan provides general town-wide policies for housing, transportation, environment, parks and future growth. While heritage is not addressed specifically, many of the policies such as increasing density in specific areas and maintaining diversity of housing types will have implications for heritage properties. Heritage can also be a catalyst for supporting other goals in the plan. This is in keeping with the integrated approach to heritage development.

The Town of Wainwright is currently undergoing a revision of the Municipal Development Plan (then called a General Municipal Plan) that was adopted in 1986. At the time of the Wainwright Main Street Project Resource Team Report in 2001, a draft copy of the Plan was expected but since then Council has retained the original plan making amendments and changes over the years.

The current Municipal Development Plan includes policy statements for residential, commercial, recreational, industrial, and transportation land uses. The framework for the new plan is in its infancy and it is hoped that the recommendations for the Town of Wainwright Heritage Management Plan can supplement the new plan and become part of the planning process and be included in the Appendices being developed for a current Town of Wainwright Municipal Development Plan.

The revision process provides an opportunity for the Main Street Project to recommend policy statements related to economic development, design, green space, pedestrian traffic, commercial activities and heritage preservation.

page 2-1, Section 2/Downtown Initiatives 2001 WMSP Resource Team Report Sept 2001

The Wainwright Main Street Project Resource Team Report dated September 2001 is an important document that was developed by members of the community and by professional resource consultants who were brought in to advise the team. It was produced and supported by the Alberta Historical Resources Foundation and Alberta Community Development.

The project involved Merinda J. Conley, Program Chief; Stanley King/Principal, The Co-Design Group; Scott Vaughan/Organization Consultant, Alberta Community Development; Mickie Holland/Design Consultant, Holland Roth Architects; Jennifer Hyde/Manager, Inglewood/Brz Main Street Project; Fraser Shaw/Economic Development Consultant, Alberta Main Street Project; and members from Historic Sites and Archives; Wainwright Main Street Board; Town Council representative; and in addition, many Wainwright business and political representatives participated in the visioning session called the Co-Design Fair.

## Town of Wainwright Heritage Management Plan

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### The Municipal Government See acknowledgements; WMSP Resource Team Report Sept 2001

As the new Town of Wainwright Municipal Development Plan evolves, we will see that the Planning and Development Department has acted on a number of the initial recommendations brought forward from the original Resource Team Report have been acted on over the years in the process of revitalizing the Downtown Sector. The Town of Wainwright has partnered and supported the Wainwright Main Street Project and other historical organizations realizing the importance of these groups to the progress of the community. Our Wainwright Museum and Rail Park are important tourism resources and organizations like Communities in Bloom have moved the beautification process forward throughout the community and including Main Street. The Wainwright Main Street Project has helped businesses to rehabilitate and renovate and to add signage and awnings to improve the Downtown Core.

In fact, none of the new recommendations for the 2008 Town of Wainwright Heritage Management Plan are far from the original recommendations made in 2000/2001. It is now necessary for the Town of Wainwright to complete the new General Municipal Plan as it relates to our new and growing municipality.

Current support from Town Council, Town Management and historical and other community organizations have approved and supported the grant from Municipal Heritage Partnership Program (MHPP) to create the Heritage Inventory and Heritage Management Plan. The 2001 Resource Plan had already advocated such recommendations as creating an historic centre for tourism and trade (to include restoration of such buildings as the Old Town Hall – a project currently underway as part of the 2008 Wainwright Centennial) and recommendations to conduct an inventory and look into designating buildings, adding to the décor of Downtown (streetscapes, trees, lighting and traffic control).

The new Heritage Management Plan highlights tourism resources like the historic buildings and resources in the downtown core and surrounding district to include the CN Train Station (Wainwright Museum), Memorial Clock Tower, Wainwright Post Office, Old Town Hall, Wainwright Hotel and resources like the proposed Regional Heritage Centre (Buffalo National Park Foundation), the Wainwright Rail Park (Wainwright Rail Park Preservation Society) and the Wainwright Pump Jack Project. Community groups like the Battle River Historical Society, Wainwright Main Street Project, Chamber of Commerce, Communities in Bloom and the Wainwright Public Library have all worked over the past years to improve the Town of Wainwright.

Support for a new General Municipal Plan and the Heritage Management Plan can now help the Town of Wainwright to put some practical and achievable recommendations in place and accomplish the transition required to move the Town through the next decade. The recommendations that follow include immediate, one-to-two year, and long term (up to five years) for the Town to move forward.

Urban design values and the major amenity, The Wainwright Museum in the heart of the town (and the planned Regional Heritage Centre) are also highlighted in the plan as major contributors to the downtown sense of place. Heritage designation, protection and specific initiatives relating to heritage programs would all contribute to achieving a multitude of the objectives for the downtown core and indeed, the entire Town of Wainwright.



### 7.5.3 Land Use Bylaw

The Land Use Bylaw provides for Direct Control districts to be identified. The Direct Control district may be developed for designated places.

### 7.5.4 General Framework Considerations

Heritage management in the Town of Wainwright is the responsibility of the Town of Wainwright Council, designated staff, and the Town of Wainwright Heritage Advisory Committee (if indeed, one is formed).

Historic places should be valued by the Town of Wainwright and as such conservation and protection of historic places should be integrated with all Town activities where applicable, such as municipal planning activities and public works. Heritage is an integral part of the Town of Wainwright, and it is recognized as a valuable asset for the Town. All Town staff should consider the heritage potential, procedures, and processes for dealing with heritage issues in their respective areas.

#### **The following considerations are recommended:**

That the Wainwright Town Council can designate a number of the Historic Places as described in the Historic Resources Act for listing on the Alberta Register of Historic Places and the Canadian Register of Historic Places (Old Town Hall and Memorial Clock Tower and other works on the Heritage Inventory).

That the Town of Wainwright adopt the provincial criteria for determining significance of historic places, the provincial criteria for determining the integrity of historic places, the standards for documentation as required for documentation as required for registration for historic places, and the standards and guidelines for the conservation of historic places.

That a Heritage Management Assistance Program be developed for the Town of Wainwright. The purposes for which the program can be used including preserving, interpreting, restoring and researching of Historic Places. That the Town of Wainwright Heritage Management Plan will be reviewed and updated as required at least every five years.

## 7.6 Register of Historic Places

**Using the information collected for the Town of Wainwright Heritage Survey and Inventory, Council can review and create a Town of Wainwright Register of Historic places; a list of municipally designated places to be nominated for listing on both the Alberta Register of Historic Places and the Canadian Register of Historic Places. Owners of designated places are eligible for incentives through the Town of Wainwright and the Alberta Historical Resources Foundation.**

**The Town of Wainwright Register of Historic Places would be maintained by the Town of Wainwright and would consist of a database, which includes the Statements of Significance, standard documentation and other required background information.**

**Owners of designated places could receive a symbolic designation certificate from the Town of Wainwright in an appropriate ceremony that recognizes their contribution to the conservation of historic places in the Town of Wainwright.**

**The Register would be maintained as a paper file and may also be in other formats for the purpose of management and communications, such as databases or web sites.**

### 7.7 Heritage Advisory Committee

One of the major recommendations of the Town of Wainwright Heritage Management Plan is that Town Council shall approve and appoint a Heritage Advisory Committee. The Wainwright Main Street Program Board (and the Alberta Main Street Program and Alberta Historical Resources Foundation), Battle River Historical Society and other community organizations have been advising Town Management and Town Council since 2000 on the heritage process as it relates to the Alberta Main Street Program. The Wainwright Main Street Project has been acting on behalf of the downtown historic centre and a committee representing all the historical organizations should now be formed. A Heritage Advisory Committee could report to Council as a valuable resource as it relates to historic buildings and resources.

The Alberta Main Street Program is now working closely with the Municipal Heritage Partnership Program to create a new vision for heritage buildings and resources in Alberta. The formation of a Town of Wainwright Heritage Advisory Committee as created by Council could include former Board members of various historical groups in Wainwright and thus amalgamate goals and objectives of the organizations to form a new committee to speak to Wainwright's future. The committee is typically comprised of representatives of the Town appointed by Council, including Town Council, who have a special interest in and a knowledge of the town's past.

This committee would make recommendations to Town Council regarding historic places as they apply to the Heritage Survey, Inventory and Management Plan and also make general recommendation on conservation and interpretation of historic resources.

The Heritage Advisory Committee would review applications for listing on the Wainwright Historic Inventory and for designation and listing on the Wainwright Register of Historic Places in accordance with the policies and processes outline in the Town of Wainwright Heritage Management Plan.

The Heritage Advisory Committee would assist owners and interested parties concerning the inventory process to identify the benefits and responsibilities of designation.

The Heritage Advisory Committee would review and comment on the use and planned use for designated resources (in relation to Character Defining Elements and the Standards and Guidelines).

The Heritage Advisory Committee would liaise with other municipal, regional, provincial and national groups with whom they share common goals and interests.

The Heritage Advisory Committee would assist with and encourage the development of a Heritage Management Assistance Program for the Town of Wainwright.

The Heritage Advisory Committee would promote/support heritage awareness initiatives relating to the survey, inventory and designation of Wainwright's historic places.

The Heritage Advisory Committee would review the Wainwright Inventory of Historic Places as required. Listed historic places that have had inappropriate alterations or that have been demolished will be removed from the inventory and/or Register as required.

## **7.8 Heritage Management Assistance Program**

Heritage conservation incentives for the Town of Wainwright may include a variety of financial and non-financial incentives. In addition, the Heritage Advisory Committee may assist the property owner in applying for funding from the province.

The Town of Wainwright may provide both financial and non-financial incentives to property owners in the Town of Wainwright to encourage preservation and protection of historic places as required.

## **7.9 Considerations for Public Participation**

The Town of Wainwright could encourage public participation and preservation of the town's heritage through the Heritage Advisory Committee.

The Town of Wainwright Inventory of Historic Places could be promoted and available to the public for review and consideration.

Where possible the Town of Wainwright and the Heritage Advisory Committee would encourage, and collaborate with other groups concerning heritage programs to promote heritage awareness in the region.

## **7.10 Considerations for the Protection of Historic Resources**

The Town of Wainwright would protect its historical resources for the education and enjoyment of future generations.

The Town of Wainwright would institute a Municipal Heritage Designation Program, where by a standardized process will result in selected resources receiving Municipal Designation. These resources would in turn be protected by a municipally passed bylaw.

The Town of Wainwright would adhere to the federally adopted Standards and Guidelines for the Conservation of Historic Places in Alberta as a basis for the assessment of all heritage permit applications and negotiations. Town staff and the Heritage Advisory Committee could receive training on the Standards and Guidelines for the Conservation of Historic Places in Canada from the Province of Alberta.

Formal, written contractual agreements addressing compensation (section 28 of Historic Resources Act) can be negotiated between the Town of Wainwright and resource owners. These agreements are meant to protect and conserve a site without altering municipal government regulations such as zoning, use or density. Such agreements outline the responsibilities of both parties and may be suited to establish the amount, timeline and other details of financial and/or non-financial compensation. The designation is registered on the land title, and therefore remains in effect after the property is sold.

### **7.11 Implementation**

The Town of Wainwright may designate a Heritage Program Administrator to be responsible for the implementation of the Heritage Management Plan.

## **8.0 Strategy Considerations**

The Wainwright strategy for heritage management will evolve as the approach that Town Council adopts to manage the heritage buildings and resources develops.

There are also some points that are central to managing heritage resources. These central aspects are discussed in this section and include implementation, heritage initiatives, maintenance strategies, and a consideration of overall integration of the Town of Wainwright Management Plan and also evaluation and monitoring of the plan.

### **8.1 Implementation**

### **8.2 Time Frame**

The Town of Wainwright Heritage Management Plan will have an implementation period of three and five years. This is in accordance with the policy of the Municipal Heritage Partnership Program (MHPP) for a Heritage Management Plan.

### **8.3 Financial Resources**

The Town of Wainwright does not currently have specific financial resources allocated to heritage management in the town. Town Council should consider the allocation of funding to deal with local heritage issues once the Heritage Management Plan has been reviewed by Council.

### **8.4 Recommended Heritage Initiatives**

The Town of Wainwright could provide owners of significant buildings with support and incentives. These incentives are meant to persuade owners of significant buildings to allow their property to be designated and placed on a Municipal Heritage Register.

#### 8.4.1 Incentives

There are a number of existing provincial incentives and possible municipal incentives that the Town of Wainwright could offer. In addition to the incentives listed below, the Town of Wainwright can offer advice and support to property owners, including assistance in completing the various forms for designation and necessary documentation in order to redeem incentives.

**Existing provincial incentives and possible municipal incentives include:**

##### **THE ALBERTA HISTORICAL RESOURCES FOUNDATION**

Funding is provided for work that is aimed at safeguarding the character-defining elements of a historic place in order to retain its heritage value and extend its physical life. This may involve **preservation, restoration or rehabilitation** or a combination of these actions. There are 'Guidelines for Funding Eligibility' accompanying the grant application forms.

Funding is also provided for architectural and engineering services, studies, historic structure reports, or concept plans associated with the conservation of a historic resource.

Funding is not provided for the purchase of a historic resource, moving a structure from its historic location, or the total reconstruction of a historic resource.

Work completed in the year prior to an application deadline will be considered for funding if it was carried out in consultation with a Heritage Conservation Advisor from the Historic Resources Management Branch and is in keeping with the Standards and Guidelines for the Conservation of Historic Places in Canada.

**The level of funding for Provincial Historic Resources and Municipal Historic Resources** will be determined on the basis of size/scale of the historic resource and scope of the proposed project. Provincial Historic Resources will be given priority. The adjudication process will also take into consideration the state of the grant program's budget and the project's conservation priorities. **The maximum grant per application for Municipal Historic Resources is \$50,000.**

**A Local Historic Resource** (a historic place that has not been designated a Provincial or Municipal Historic Resource, or a Municipal Historic Resource that is not on the Alberta Register of Historic Places) may qualify for a one-time matching grant of up to **\$5,000.**

**Consultation with a Heritage Conservation Advisor** is essential at the outset of a project to ensure that the proposed work is in keeping with the Standards and Guidelines for the Conservation of Historic Places in Canada. This will also help with determining eligible projects costs and funding requests when submitting the application.

**Select cemeteries** may qualify for a matching grant of up to **\$5,000** if the cemetery is associated with a significant historic event; contains graves of significant provincial or national figures; or contains distinctive historic landscapes or grave architecture.

## Town of Wainwright Heritage Management Plan

A minimum grant of \$1,000 may be applied for in the Historic Resource Conservation category.

Application may be submitted on an on-going/project by project basis.

Normally, grants up to 50% of eligible costs may be awarded. Higher amounts may be considered for charities and non-profit organizations that can demonstrate financial need.

Up to 25% of the total eligible project costs may be matched with volunteer labour, donated equipment, materials, or professional services.

Grant payments are normally released after work has been completed and inspected by a Heritage Conservation Adviser, and related receipts are approved.

### TAX FREEZES OR REBATES

Municipal tax freezes and rebate incentives may be offered to owners of municipally designated buildings. These tax incentives will last for a predetermined length of time, and will be decided on a case-by-case basis.

For example, municipalities may choose to forgive part of the municipal portion of the property tax on a heritage property as long as the property is municipally designated. In these cases, the tax relaxation may be calculated based on the extent and cost of the rehabilitation.

### DIRECT GRANT

The Town of Wainwright may offer a direct grant to a site owner in order to offset loss of value or to assist in site maintenance (Wainwright Museum, for example).

### WAIVER OF FEES ON HERITAGE PROJECTS

The waiving of administrative fees associated with heritage projects is a financial incentive for owners of historic buildings. Examples of fees that may be waived include those associated with applications for zoning change, development permits and building permits, etc.



## **8.4.2 Maintenance Strategies**

The Town of Wainwright Heritage Inventory is an important tool for protecting Wainwright's heritage. Maintenance of heritage management tools in Wainwright is important in ensuring their continued usefulness.

New information that is brought to light concerning the general history of the town or the specific history of sites may require the reconsideration of such sites. As well, changes in municipal policy or community attitudes may indicate other areas of focus with respect to local heritage and management practices should incorporate these values.

## **8.5 The Town of Wainwright Heritage Survey**

The Town of Wainwright Heritage Survey may need to be updated and if the Heritage Advisory Committee finds or has a site brought to its attention and decides that a new historic place warrants recording, the site would then be added to the Survey. Any site that the Heritage Advisory Committee wishes to add to the Inventory must first appear on the Wainwright Heritage Survey. Updates to the Survey, including the demolition of the site, should be completed periodically as the Survey acts as a record of potential historic places in the town.

## **8.6 The Town of Wainwright Heritage Inventory**

The Town of Wainwright Heritage Inventory should be considered and updated if necessary every five years. If new sites have been added that fulfill the significance and integrity criteria, or if important information is discovered concerning a site already on the Survey, the site will be further researched, have a draft Statement of Significance written and will be included in the Inventory. In order for a site to appear on the Wainwright Heritage Register, it must first appear in the Wainwright Heritage Inventory.

## **8.7 The Town of Wainwright Heritage Register**

The Wainwright Heritage Register would be updated as needed and when Council municipally designates a site, it will automatically be added to the Register. Similarly, when a site is removed from the inventory due to lost significance or integrity, it will likewise be removed from the Register, and as a result will no longer have access to funding or incentives.



TOWN OF WAINWRIGHT

TO BE COMPLETED BY THE APPLICANT

MUNICIPAL HERITAGE INVENTORY APPLICATION FORM

1. BACKGROUND INFORMATION

Name of Proposed Municipal Historic Place

\_\_\_\_\_

Municipal Address

\_\_\_\_\_

Name of applicant (can be different than current owner)

\_\_\_\_\_

Address \_\_\_\_\_

Telephone (res/bus/fax) \_\_\_\_\_

Declarative statement

"I/We \_\_\_\_\_ request that the property be listed on the Wainwright Inventory of Historic Places in accordance with the Town's bylaws, policies and regulations.

Date \_\_\_\_\_

Owner Information (if different from applicant)

Name of Owner \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_

Legal Land description

Lot number \_\_\_\_\_

Block number \_\_\_\_\_

Plan number \_\_\_\_\_

Has your building/site been designated by the provincial Government as a

Provincial Historic Resource? Yes  No

If Yes, when? \_\_\_\_\_

Registered Historic Resource? Yes  No

If Yes, when? \_\_\_\_\_

2. PRESENT CONDITION OF PROPOSED HISTORIC PLACE (to be used for condition report)

Roof \_\_\_\_\_

Exterior building envelope \_\_\_\_\_

Doors and windows \_\_\_\_\_

Foundation \_\_\_\_\_

Other \_\_\_\_\_

3. REASON FOR LISTING ON THE WAINWRIGHT HERITAGE INVENTORY

Brief description of why applicant thinks the resource is significant? (i.e. What is its value in relation to the Town of Wainwright criteria for significance?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

List possible criteria of significance (Check all that apply)

- Theme
- Activity
- Event
- Institution
- Person
- Design
- Style
- Construction
- Landmark
- Symbolic
- Setting

If possible attach/include information to support your application.

- Personal records
- Personal photographs
- News clippings
- Other

4. PHOTOGRAPHS OF PROPOSED RESOURCE

Please provide current digital photographs of the property

Taken within one month of this application:

- A minimum of four exterior photos including one of each façade.
- Ensure that all photos have name, date and location of the site indicated.
- Any historic photos of the site and structure will be extremely helpful in the review of this application.





TOWN OF WAINWRIGHT

TO BE COMPLETED BY THE APPLICANT

MUNICIPAL HERITAGE INVENTORY APPLICATION FORM

- Photos remain the property of the Town of Wainwright.



MUNICIPAL HISTORIC PLACES DESIGNATION APPLICATION FORM

1. BACKGROUND INFORMATION

Name of Proposed Municipal Historic Place, and Municipal address:

\_\_\_\_\_

Applicant Information (application must have current owners consent)

Name of Applicant \_\_\_\_\_

Address \_\_\_\_\_

Telephone (res/bus/fax) \_\_\_\_\_

Declarative Statement

"I/We \_\_\_\_\_ request that the property be listed on the Wainwright Inventory of Historic Places and, with the consent of the owner, that the historic place be designated as a Municipal Historical Resource in accordance with the Town's bylaws, policies and regulations.

Date \_\_\_\_\_

Legal Land Description

Lot number: \_\_\_\_\_

Block number: \_\_\_\_\_

Plan number: \_\_\_\_\_

Tax Roll number: \_\_\_\_\_

Please attach

- > Current certificate of Title (photocopy of full certificate)
> Current Legal survey of the place to be designated if available (the survey must be prepared by an Alberta Land Surveyor)

Has your building/site been designated by the Provincial Government as a:

Provincial Historic Resource? Yes [ ] No [ ]

If Yes, when? \_\_\_\_\_

Registered Historic Resource? Yes [ ] No [ ]

2. REHABILITATION INCENTIVE INFORMATION (to be used for condition report)

If you are applying for financial assistance from the province's Alberta Historical Resources Foundation (AHRF) program additional information will be required.

The nature of rehabilitation proposed and the type of financial assistance that is being requested. Consultation with the Town to review the scope of work proposed for your historic place is recommended.

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\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_

Owner's signature \_\_\_\_\_

Owner's signature \_\_\_\_\_



# TOWN OF WAINWRIGHT

TO BE COMPLETED BY THE HERITAGE  
ADVISORY COMMITTEE

## HISTORICAL PLACE SIGNIFICANCE EVALUATION FORM

### A. THEME/ACTIVITY/EVENT

Resources directly associated with themes, activities or events that have made a significant contribution to the broad patterns of the town's history can be designated. To meet the above criteria the resource must satisfy one of the following conditions:

- Is the resource directly associated with a theme of significance to Wainwright's history?
- Is the resource directly associated with an activity found within Wainwright?
- Is the resource directly associated with an event of significance to Wainwright history?

How is the historic place associated with the above criteria?  
Please provide your response below.

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### B. INSTITUTION/PERSON

To merit Town of Wainwright designation because of significance for its association with an institution or person, a resource must satisfy one or more of the following conditions:

- Is the resource directly or closely associated with an institution that had a substantial impact on the Town of Wainwright?
- Is the resource directly or closely associated with a person who had a substantial impact on the Town of Wainwright?
- Is the resource directly associated with a person who had an important impact on the Town of Wainwright?
- Is the resource associated with an institution that had an important impact on the Town of Wainwright?

How is the historic place associated with the above criteria?  
Please provide your response below.

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### C. DESIGN/STYLE/CONSTRUCTION

To merit Town of Wainwright designation because of significance for its style or type or method of construction a resource must satisfy one of the following conditions?

- Is the resource an excellent example of a style or type or method or construction that is uncommon within the Town of Wainwright or area?
- Is the resource a very good example of a style or type or method of construction that is uncommon within the Town of Wainwright or area?
- Is the resource the only, or the first, or the last, or representative of a significant phase in the development of a style or type or method of construction within the Town of Wainwright or area?
- Is the resource an excellent or very good example of the work of a master within the Town of Wainwright?

How is the historic place associated with the above criteria?  
Please provide your response below.

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TOWN OF WAINWRIGHT

TO BE COMPLETED BY THE HERITAGE  
ADVISORY COMMITTEE

HISTORICAL PLACE SIGNIFICANCE EVALUATION FORM

D. INFORMATION POTENTIAL

To merit Town of Wainwright designation because of significance for its potential to yield information, a resource must satisfy one or more of the following conditions:

- Does the resource provide important information about a particular theme, event, institution, or person that is not available in any other format or form?
- Does the resource provide important information about a particular type of building, structure or object that is not available in any other format or form?
- Does the resource provide an opportunity to test hypotheses, corroborate or amplify currently available information or reconstruct the sequence of cultures that is not available in any other format or form?

These criteria most often applies to archaeological sites that would be addressed under separate provincial legislation and are normally the jurisdiction of the province.

How is the historic place associated with the above criteria?  
Please provide your response below.

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E. LANDMARK/SYMBOLIC VALUE

To merit the Town of Wainwright designation because of significance for its landmark/symbolic value a resource must satisfy one or more of the following conditions:

- The resource is significant if it is particularly prominent or conspicuous and contributes to the distinctive character of the Town of Wainwright or area.
- The resource is significant if it has acquired special visual, sentimental or symbolic value that transcends its function or physical characteristics within the Town of Wainwright or area.

How is the historic place associated with the above criteria?  
Please provide your response below.

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HISTORICAL PLACE INTEGRITY EVALUATION FORM

This assessment may require a site visit, which the Heritage Advisory Committee would do.

A historic place that has been determined to have significance by the advisory committee must also meet all of the following integrity criteria.

1. INTEGRITY OF LOCATION

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2. INTEGRITY OF DESIGN

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3. INTEGRITY OF ENVIRONMENT

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4. INTEGRITY OF MATERIALS

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5. INTEGRITY OF WORKMANSHIP

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6. INTEGRITY OF FEELING

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7. INTEGRITY OF ASSOCIATION

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INTEGRITY ISSUES

Discuss potential Integrity Issues and how they may be addressed.

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## STEPS IN CREATING DESIGN GUIDELINES:

**ONE / Analyze your district's character.** It is essential to have a clear understanding of the history of the district and how that history is reflected by its physical characteristics, such as the architecture, landscape, and street plan. Ideally, the buildings, streetscapes, and setting should be identified in a district information package. Has the district evolved over time or does it represent one period in time? Decide exactly what it is that needs to be protected!

**TWO / Identify historic preservation goals and district needs.** Will buildings in the district be preserved, as is; or rehabilitated for new uses; or restored to an earlier appearance? Will different approaches to work be applied, depending upon the significance, use, and interpretation? In this section, identify the approach or approaches to work that will protect the historical value and significant features of the district, e.g., preservation, rehabilitation, or restoration. Include general Standards or principles for all treatments for which guidelines will be written. Guidelines, however, should be custom-tailored to the particular history and characteristics of the district. For example, if a town has six districts and they differ in appearance and the kinds of work needed to protect them, then each one should have a specific set of guidelines.

**THREE / Review other district guidelines.** See how other historic districts have developed design guidelines in order to prevent "reinventing the wheel." Choose basic elements that apply to your own historic district and adapt them to yours. Especially note successful methods of illustrating preservation concepts.

**FOUR / Write specific guidelines for your district.** Design guidelines should address the special character of your district and the work needed to protect it. Draft an illustrated history that identifies significant characteristics and features of the district, such as buildings, streetscapes, and landscapes. The use of photos and drawings throughout to reinforce key points is strongly recommended. Information on materials maintenance, repair and replacement should be included, as well as guidance on new construction in the district. If restoration is a recommended treatment for the district, guidelines on those approaches should be included. Make guidance on the treatment of streetscape (including signage) and landscape features an integral part of the publication.

**FIVE / Review your design guidelines.** While in final draft, review the guidelines, asking a number of questions: Are they consistent with the provisions of the local by-laws? Do they achieve the original goals? Are there administrative problems? Do they conflict with the policies, by-laws and other codes? If other levels of government have heritage guidelines, do your guidelines agree with the principles in their standards? Are they consistent with the particular needs of the district? Will the guidelines meet with community support? How do we want to use the guidelines? Are they truly advisory in nature or should we call them "standards" or "criteria" because we want to make them requirements? Answering questions like these can prevent problems that might otherwise arise later.

<http://www2.cr.nps.gov/workingonthepast/writingsteps.htm> December 13, 2002

## **BENEFITS OF LOCAL HISTORIC DISTRICTS**

**Local districts protect the investments of owners and residents.** Buyers know that the aspects that make a particular area attractive will be protected over a period of time. Real estate agents in many cities use historic district status as a marketing tool to sell properties.

**Local districts encourage better design.** It has been shown through comparative studies that there is a greater sense of relatedness, more innovative use of materials, and greater public appeal within historic districts than in areas without historic designations.

**Local districts help the environment.** Historic district revitalization can, and should, be part of a comprehensive environmental policy.

**The educational benefits** of creating local districts are the same as those derived from any historic preservation effort. Districts help explain the development of a place, the source of inspiration, and technological advances. They are a record of ourselves and our communities.

**A local district can result in a positive economic impact from tourism.** A historic district that is aesthetically cohesive and well promoted can be a community's most important attraction. The retention of historic areas as a way to attract tourist dollars makes good economic sense.

**The protection of local historic districts can enhance business recruitment potential.** Companies continually re-locate to communities that offer their workers a higher quality of life, which is greatly enhanced by successful local preservation programs and stable historic districts.

**Local districts provide social and psychological benefits.** A sense of empowerment and confidence develops when community decisions are made through a structured participatory process rather than behind closed doors or without public comment.