



---

**Policy Title: Calgary Heritage Strategy and Policy**

**Policy Number: LUP007**

**Report Number: LPT2007-64**

**Approved by: Council**

**Effective Date: 2008 February 4**

**Business Unit: Land Use Planning and Policy**

---

## **BACKGROUND**

Historic preservation is a formal priority for City Council. The Calgary Heritage Strategy is a comprehensive, city-wide and strategic long term vision to support the preservation of Calgary's historic resources.

## **PURPOSE**

To provide:

- a vision, policies and actions to guide historic preservation initiatives in Calgary and
- position Calgary as a Canadian leader in historic preservation

## **POLICY**

[See attached document](#)

## **PROCEDURE**

[See attached document](#)

## **AMENDMENTS**

None.



# Calgary Heritage Strategy 2007

calgary.ca | call 3-1-1





Calgary Heritage Strategy 2007

**PROPOSED December 2007**

#### **Publishing information**

Title: Calgary Heritage Strategy

Author: Land Use Planning & Policy  
Planning, Development & Assessment

Status: PROPOSED – 2007 NOVEMBER 29

Printing date:

Additional copies: The City of Calgary  
Records & Information Management (RIM)  
P.O. Box 2100, Stn "M", #8115  
Calgary, Alberta T2P 2M5

Phone: (403) 268-5333 or call 3-1-1

Fax: (403) 268-4615

Web: [www.calgary.ca/heritage](http://www.calgary.ca/heritage)

### **Acknowledgements**

The preparation of this Strategy required contributions from many staff and business units at The City of Calgary as well as other organizations. In particular, the following are recognized for their involvement during the process:

- Centre City Planning and Design, LUPP
- Calgary Parks
- Corporate Properties and Buildings
- Calgary Heritage Authority
- Calgary Heritage Initiative

It is impossible to list all the contributions to this Strategy. However, all the input and support has been critical to the creation of this strategy.







## Table of Contents

Executive Summary.....	i	<b>Appendix I</b>	
Background .....	1	SMART Scoping And Progress To Date .....	47
The Calgary Heritage Strategy.....	5	<b>Appendix II</b>	
Vision and Principles .....	10	Summary Of Existing Policies And Programs In Support Of Historic Preservation .....	51
Incentives .....	17	<b>Appendix III</b>	
Cultural Landscapes .....	23	Calgary Heritage Authority Strategic Planning Process..	55
Calgary Heritage Authority .....	27	<b>Appendix IV</b>	
Heritage Awareness.....	31	Principles For The Management Of City-Owned Properties Listed On Calgary's Inventory Of Potential Heritage Sites .....	59
City-Owned Historic Resources .....	35		
Archeological Resources.....	39		
Additional Considerations .....	41		

# Executive Summary

---

Calgary is becoming a more mature city. There is a growing awareness of the value of historic resources and the positive role they play in creating a livable, thriving and desirable place to live and invest.

The Calgary Heritage Strategy (the Strategy) presents a new vision for historic preservation for The City. Calgary will be a place where The City works with a broad range of stakeholders: owners, developers, community groups and other levels of government to help build a culture of preservation. New development will continue and the best of the past will be integrated to create a hybrid of old and new that will be a source of civic pride and provide educational, environmental, social and financial benefits.

The key theme of the Strategy that runs throughout is **alignment and integration**. Historic preservation cannot be an isolated or stand alone activity. For success, historic preservation activities must be integrated into and aligned with overall planning and development initiatives. Too often in the past, historic preservation has been relegated to a “specialist” activity. Historic preservation is simply part of responsible city building and cannot be successful if it is relegated to a specific activity. Alignment with other levels of government, organizations and individuals can leverage support and will create a more positive environment to support successful historic preservation initiatives.

**The Strategy addresses the following main topic areas:**

**Vision and Principles:** A statement of basic historic preservation, fundamental, operational and sustaining principles that encourage best practices, creativity and alignment.

**Incentives:** An acknowledgement of the need for, and a commitment to continue to find effective and creative means to support the preservation and protection of historic resources.

**Cultural Landscapes:** This special category of historic resources was formally identified in the Parks Open Space Plan (2002). General policies are provided to support the identification, protection and management of these resources.

**Calgary Heritage Authority:** This Council appointed body identifies significant historic resources and provides advice to Council on heritage related matters. A major review of the management, role and function of this body is underway to build on past successes and ensure that Calgary has an effective citizen body to support historic preservation.

**Heritage Awareness:** A commitment to continue to support creative initiatives to help ensure Calgarians have opportunities to learn from and appreciate our historic resources which will build support for the Strategy.

**City owned Historic Resources:** The City currently owns over 50 sites that are listed on Calgary’s Inventory of Potential Historic Sites. The Strategy identifies actions to ensure The City is an exemplary steward of these resources.

**Archeological Resources:** The City has a responsibility to protect archeological resources on its lands. The Strategy identifies the need for a comprehensive approach to this issue and sets out actions to ensure the protection of these resources.

**Additional Considerations:** Historic preservation is a complex and broad area of activity. Issues that don’t fit neatly into conventional categories are identified and policies and actions are provided that address those issues.

Background

---

*"Change is accepted as an integral part of the urban landscape. Calgary's is an active development climate with old stone being replaced by new concrete everyday; the metamorphosis is exciting and full of potential. It is also very quickly altering the character and fabric of older parts of the city."*

### Calgary Municipal Heritage Conservation Framework, 1979

Calgary is built on land that includes a history stretching thousands of years. Calgary is a young and dynamic community with a rich, yet barely 125 year old settlement history. In that time, Calgary has forged an identity as a modern, energetic, and entrepreneurial city that offers an exceptional quality of life rooted in its western heritage and values. Marked by rapid change in the built environment, Calgary values its unique sense of place that provides a touchstone to its past.

Historic preservation is about values. We preserve historic resources because they have value to our community - aesthetic, historic, scientific, cultural, social, natural or spiritual qualities that make a place important or significant for past, present or future generations. Other levels of government are now acknowledging heritage values in more positive ways.

The Historic Places Initiative (HPI), begun in 2001, led by the Department of Canadian Heritage and Parks Canada, was started in 2001. It is a collaborative effort that involves all levels of government - local, provincial,

territorial and federal. HPI created tools to enable Canadians to learn about, value, enjoy and conserve historic places. The tools are:

- **The Canadian Register of Historic Places** - an online, public resource including information on protected heritage buildings in Alberta (and Canada)
- **The Standards and Guidelines for the Conservation of Historic Places in Canada** (Parks Canada 2003) - a practical guide to help with conservation decision-making
- Now concluded, the **Commercial Heritage Properties Incentive Fund** - a federal funding program to support the adaptive reuse of Canada's commercial properties

### HPI has stated:

"There is consensus on where Canadians will be when the Historic Places Initiative is fully implemented:

- Canadians will have built a culture of heritage conservation
- Governments will work together to achieve common goals

- Canadians will have the basic tools to protect historic places
- The Government of Canada will become a model custodian of historic places"





In 2006 the Alberta Minister of Tourism, Parks, Recreation and Culture announced three priorities:

- Lead the establishment of an all party MLA committee to develop recommendations on a Community Spirit Program for Charitable Giving to support increases for private charitable donations through tax credits and establish a Community Spirit Fund to provide matching grants for eligible philanthropic donations to Alberta based registered charities.
- Develop a plan for provincial parks and recreation areas to accommodate population growth and improve quality of life opportunities.
- Lead the development of a policy encompassing Alberta's cultural, historical and natural heritage.

These programs can all have a positive impact on historic preservation. Calgary's Heritage Strategy should be aligned and integrated with the efforts of other levels of government.

Alignment is key to the success of this Strategy. Over time, Calgarians have demonstrated a heightened awareness of the value of historic resources and have expressed

a desire to be more involved in their identification, protection and management. To be most effective, preservation efforts must balance a wide range of goals, issues, opportunities and constraints and be integrated and aligned with overall City planning principles, practices and processes.

All stakeholders can contribute to alignment and integration. The City will strive to be a leader to coordinate all three elements – identification, protection and management – to support the preservation of Calgary's historic resources.

The Calgary Heritage Strategy is focused on the main Key Result categories of the SMART Breakdown Structure approved by Council in 2005 of incentives, alignment and community support.

## INTRODUCTION

*"A country without a past has the emptiness of a barren continent, and a city without old buildings is like a man without a memory."*

**Graeme Shankland, British Architect and Planner (n.d.).**

There is a long history of interest in preserving Calgary's historic resources. In 1911, a local newspaper advocated

for the preservation of Calgary's original Town Hall, as it was about to be demolished:

*"Some day in the dim and distant future Calgary people will seriously regret the absence of the relics of the days gone by, such as the old town hall and the like, and will marvel that the city officials in ancient days were so shortsighted as to dispose of them for their value as firewood."*

**Editorial Notes, Morning Albertan 26 Jan. 1911**

Historic resources encompass more than historical monuments and buildings. The Alberta Historical Resources Act defines a historic resource as:

*"... any work of nature or of humans that is primarily of value for its palaeontological, archaeological, prehistoric, historic, cultural, natural, scientific or esthetic interest including, but not limited to, a palaeontological, archaeological, prehistoric, historic or natural site, structure or object".*

This definition illustrates the broad range of potential historic resources. While the focus of this Strategy is on built heritage – buildings, monuments, parks and gardens – it embraces a broad concept of heritage and the positive role it plays in an evolving modern city. This definition encompasses not only individual sites, but also areas such as streetscapes, cultural landscapes and natural areas.



## Background

---

The City has a consistent record of acknowledging the value of historic resources and providing support for their preservation. From the creation of Heritage Park to the approval of the Beltline Heritage Incentives, the Stephen Avenue Heritage Area Society, and support for the Calgary Heritage Authority, The City of Calgary has introduced a wide variety of programs and policies in support of historic preservation.



# The Calgary Heritage Strategy

---



The goal of The Calgary Heritage Strategy is to support the identification, protection and management of Calgary's historic resources.





## ROLE OF THE CALGARY HERITAGE STRATEGY

The Calgary Heritage Strategy describes a strategic, long-term approach to support preservation of Calgary's historic resources. The Strategy contains long-term visions and principles and includes specific, short and medium-term actions. It will be used as follows:

1. To provide guidance for long range heritage planning decisions
2. To provide input into corporate work plans and budgets
3. To provide a source of ideas/inspiration
4. To contribute to Calgary's prosperity and quality of life.

### Legal Basis

The Calgary Heritage Strategy is a non-statutory policy document and does not supersede any other existing approved Area Redevelopment Plans, Policy Consolidations, or Bylaws. It specifically supports a Council Priority.



Council Priorities 2006-2008 (Consolidation and Reference)

## Item 1.13 Heritage Management Plan

- Develop and implement a Heritage Management Plan
- Increase staff capacity to assist in administering the current Heritage Program and in implementing the Historic Resource Management Plan

## Relationship to Other Plans, Policies and Strategies

It is anticipated the Calgary Heritage Strategy will be consistent and aligned with the imagineCALGARY Long Range Urban Sustainability Plan (2006), the Municipal Development Plan, and Calgary Transportation Plan (both currently under review as Plan It). The Heritage Strategy is the pre-eminent document for heritage planning and action throughout the city. It will be implemented through both statutory and non-statutory plans, policies, bylaws, strategies and actions. This Strategy provides a broad framework for the acknowledgement of existing heritage initiatives or the preparation and development of more detailed area specific or topic specific plans and strategies. The Strategy relates to, but does not encompass other heritage related institutions such as Fort Calgary and Heritage Park.

## Financial and Budget Implications

As a strategic document, this Strategy does not contain specific budget increase references or cost estimates for individual projects or initiatives. Specific actions or initiatives will be costed and presented to Council as part of the regular budget approval process.

## Why Preserve?

The benefits of historic preservation are well known and widely accepted. Overall, historic preservation is acknowledged as simply part of good city building.

Specific benefits of historic preservation include:

### Educational

A cross-section of historic resources traces the city's evolution through time and thereby provides a sense of continuity between generations and a living teaching tool. An awareness of the city's past, as witnessed through its heritage buildings and areas, serves to enhance our perspective and understanding of where we are now.

## Environmental

The reuse of existing structures has significant environmental benefits and achieves significant energy savings:

- Less construction and demolition debris enters the waste stream
- No energy used for demolition
- No energy used for new construction
- Reuse of embedded energy in building materials and assemblies (brick, glass, steel, etcetera).

## Improved Environmental Quality

Preserving historic buildings maintains a human scale of structure and detail that isn't often achieved in new development; they generally provide a rich range of detail and texture and provide a diverse and attractive pedestrian environment. Retained historic structures can anchor redevelopment projects to add character and layers of history.

Historic buildings present a unique image, with a rich symbolism that enhances community pride and "sense of place".



### Economic

Rehabilitated historic structures result in increased municipal property taxes. They can stimulate increased commercial activity on adjacent sites (e.g. Inglewood Main Street and Stephen Avenue) and can increase tourism activity and spending. The Calgary Stampede is an excellent example of how celebrating heritage can serve as a significant tourist attraction. Calgary's historic resources can reinforce and support these initiatives.

### Social

Historic resources are important for the integration of our many newcomers to Calgary. They help build a sense of identity and pride. Historic buildings create a sense of place and can serve as a catalyst for community revitalization.

Overall, historic preservation plays a significant role in achieving many of The City's goals and commitments. Preserving historic resources meets Smart Growth objectives and can provide significant Triple Bottom Line benefits.



## VISION AND PRINCIPLES

### VISION

The 2005, the Council approved results of the SMART Scoping process established the vision for this Strategy as:

**“TO CREATE A VISIONARY, CREDIBLE, CORPORATELY ALIGNED STRATEGY WHICH  
POSITIONS CALGARY AS A CANADIAN LEADER IN HISTORIC PRESERVATION”**

This Heritage Strategy supports The City of Calgary’s Corporate Vision of:

**“WORKING TOGETHER TO CREATE AND SUSTAIN A VIBRANT, HEALTHY, SAFE AND  
CARING COMMUNITY.”**





## HISTORIC PRESERVATION PRINCIPLES

### IDENTIFY – PROTECT – MANAGE

Best practices in historic preservation around the world have established the preservation principles of identify, protect and manage. A successful heritage strategy requires attention to all three steps. Simply identifying historic resources does not actively support rehabilitation. Formal protection and responsible management is integral to the long-term physical protection of heritage value.

#### Identify:

Not everything merits preservation. The first step in any heritage preservation strategy must be to identify those resources that have significant heritage value. Calgary's Inventory of Potential Heritage Sites is a list of historic resources the Calgary Heritage Authority has evaluated according to a set of criteria approved by City Council and that have been determined to have significant heritage value and are worthy of preservation.

#### Protect:

Once identified, Calgary's significant historic resources can and should be protected through Designation Bylaws as set out in the Alberta Historical Resources Act. This protection prevents demolition, provides appropriate management of physical interventions and is critical to ensuring effective management of historic resources.

#### Manage:

Once protected, historic resources must be managed to protect their heritage value. This does NOT mean that they cannot be changed or altered. The **Standards and Guidelines for the Conservation of Historic Places in Canada** (Parks Canada, 2003) provide guidance in how to ensure heritage value is preserved while ensuring that all historic resources continue to have productive uses.

The Calgary Heritage Strategy provides policies and specific, targeted actions to support the identification, protection and management of Calgary's historic resources.



## FUNDAMENTAL PRINCIPLES

### 1. Values

Historic preservation is about values. We preserve historic resources because they have value to our community - aesthetic, historic, scientific, economic, cultural, social, natural or spiritual qualities that make a place important or significant for past, present or future generations.





Historic preservation contributes to other broader values. This Strategy aligns with the Fundamental Principles of the Centre City Plan:

- Build livable, inclusive and connected neighbourhoods
- Put pedestrians first
- Create great streets, places and buildings – for people
- Ensure the Centre City remains and grows in reputation as a location of choice for business
- Create a lively, active and animated environment
- Be a model of urban ecology

## 2. Alignment

To be most effective, historic preservation efforts must be integrated and aligned with overall community and City goals, planning principles, practices and processes across all stakeholder groups. Successful historic preservation is a matter of balancing a wide range of goals, issues, opportunities and constraints.



Calgary's Heritage Strategy will also align with the Alberta Provincial and Canadian Federal heritage programs. Working together supports more successful preservation results.

**Internal Alignment:**

Recently, the Centre City Plan (2007) included policy on Downtown heritage resources:

*"The City will strive to be a leader in preserving and enlivening heritage resources using the following tools:*

- a. Land use policies and bylaws;*
- b. Tax relief or incentives;*
- c. Advocacy, stewardship and promotion;*
- d. Partnerships and collaborative relationships; and*
- e. Any other innovative approaches."*

This Policy applies to the whole City.

**External Alignment:**

The Calgary Heritage Strategy will align with the best heritage conservation practices and principles of both the Alberta Provincial and Canadian Federal Governments including standards and criteria for the evaluation of

historic resources, the **Standards and Guidelines for the Conservation of Historic Places in Canada** (Parks Canada 2003) and the data standards for inclusion on the Canadian Register of Historic Places.

This Strategy will also align with international heritage principles found in relevant international heritage charters including:

- The Appleton Charter for the Protection and Enhancement of the Built Environment (ICOMOS\* Canada, 1983)
- The Florence Charter on Historic Gardens (ICOMOS1981)
- The Burra Charter (ICOMOS Australia 1999)

\* ICOMOS is a UNESCO affiliated international non-governmental organization of professionals, dedicated to the conservation of the world's historic monuments and sites.



**3. Creativity**

Calgary is in the midst of an active development climate and rapid change to the urban landscape continues. At the same time, there is an increased awareness of the value of Calgary's historic resources and a desire to protect these resources.

This situation creates unique threats to existing buildings and at the same time, creates unique opportunities to provide incentives to encourage preservation. The current development environment will change and as it does, The City's approach to historic preservation must adapt. Consequently, the Calgary Heritage Strategy must be a "living", action-oriented document. As the environment changes, the Strategy must be adjusted.





### OPERATIONAL PRINCIPLES

1. In light of strong development pressures and changing circumstances, there is a need to implement a range of innovative conservation techniques and to pursue policy directions which effectively address the unique circumstances facing conservation efforts in Calgary.
2. Buildings, streetscapes and areas need not necessarily be preserved as monuments or museums of the past; they should continue to be functioning elements of the urban fabric and every effort should be made to seek out viable alternative uses for underutilized heritage properties.
3. Stimulate private historic conservation efforts to the fullest extent possible and facilitate the active involvement of public groups expressing an interest in heritage conservation. In situations in which private initiatives are ineffective or inadequate, The City may consider direct intervention.
4. The City should set an example through the identification, protection and management of those historic resources, it owns.
5. The identification and evaluation of historic resources must reflect public attitudes, interests and values.

6. This strategy ensures a broad and inclusive view of heritage. The thrust of Calgary's heritage policy must support efforts to conserve and/or enhance all of the city's historic resources including historic structures, streetscapes, parks and gardens, landscapes, natural features, archeological sites, artifacts, etcetera.
7. The public should be provided with accurate interpretation of historic resources, through information that effectively communicates the importance and value of the resource.
8. Align efforts to preserve and protect Calgary's historic resources with other City of Calgary Corporate goals, processes and procedures.
9. Ensure the Calgary Heritage Strategy aligns with other levels of government and organizations including, but not limited to Heritage Canada, ICOMOS (International Council on Monuments and Sites) the Calgary Heritage Authority, the Calgary Heritage Initiative, Chinook County Historical Society and others as appropriate.
10. Integrate and align the Calgary Heritage Strategy in other City policies and documents where appropriate including the Municipal Development Plan, Area Redevelopment Plans, etc.

### IMPLEMENTATION PRINCIPLES

This Strategy embraces the Centre City Plan Implementation Principles of:

- **It's About People**

Citizens should be involved in the identification, protection and management of Calgary's historic resources. The Calgary Heritage Strategy is intended to benefit Calgarians and their support is critical to its success.

- **It's About Creativity**

Creativity must be fostered and supported in order to excel and achieve great things. Along with this comes an element of risk taking. What may be appropriate for historic preservation in older communities may not be appropriate in a city just over 100 years old. It is accepted and expected that sometimes initiatives may not have the desired results but that valuable learning and experience is always a positive outcome of any creative endeavour.

- **It's About Flexibility**

The Calgary Heritage Strategy is not perfect. There will always be new and unforeseen information, situations and opportunities that may require an alternative



approach. The Strategy will be flexible in order to achieve the best possible outcome that is consistent with the Vision and Fundamental Principles.

- **It's About Collaboration**

Great things can be achieved when the talents and resources of many people work together toward common objectives. The scope of what is envisioned in the Calgary Heritage Strategy will require collaboration among diverse interests, including governments, educational institutions, business, arts and culture, community and the non-profit sector.

## SUSTAINING ACTIONS

The sustainable preservation and management of historic resources depends on sound principles; clear policies based on those principles; quality decisions and adequate funding to support those activities. Therefore, this Strategy proposes the following actions to guide implementation and help sustain the strategy.

### Annual Report

Administration will provide or facilitate an annual report to document and update City Council on progress made toward implementation of the Strategy. This will be done either directly by Administration or through the Calgary

Heritage Authority or any other appropriate body. The Annual Report will also identify new goals and metrics and report on progress towards those goals.

### Calgary Heritage Website

Revise and maintain the existing City of Calgary website and other publications to directly reflect the content of the Strategy.

### Monitoring

The 2005 Council approved SMART Scoping process results identified key results and metrics for the Strategy. Since then, Administration has taken steps to implement a number of those results prior to completion of the Strategy. Progress on these issues is summarized in Appendix I – SMART Scoping and Progress. The proposed Annual Report should continuously identify new goals and metrics and report on progress towards those goals.





# Incentives

---

## CONTEXT

Once historic resources are identified, the next step in the heritage process is protection. At the municipal level, protection is achieved through a Designation Bylaw, as set out in the Alberta Historical Resources Act. Designation prohibits demolition and protects the heritage value of the property through a specific approval process that governs alterations.

In general, incentives and financial assistance support rehabilitation and encourage owners to seek designation. This moves properties from the “identified” category to the “protected” category.

A protected historic resource must have a productive use to survive. This can be an economic use such as an office or apartment building. A protected historic resource can also have a cultural use such as a theatre, rehearsal or gallery space; it can be a landscape, park, or monument but it must have a productive use to survive.

Historic resources can have significant costs attached, and there is a clear need to provide incentives for the protection, rehabilitation and management of historic resources. This includes commercial and non-commercial properties, from offices and apartment buildings to churches, schools, public buildings, parks and houses.

The City of Calgary has limited legal options to prevent the demolition of privately owned historic resources. To prevent demolition, The City must designate the property by Bylaw as a Municipal Historic Resource (as set out in the Alberta Historical Resources Act).

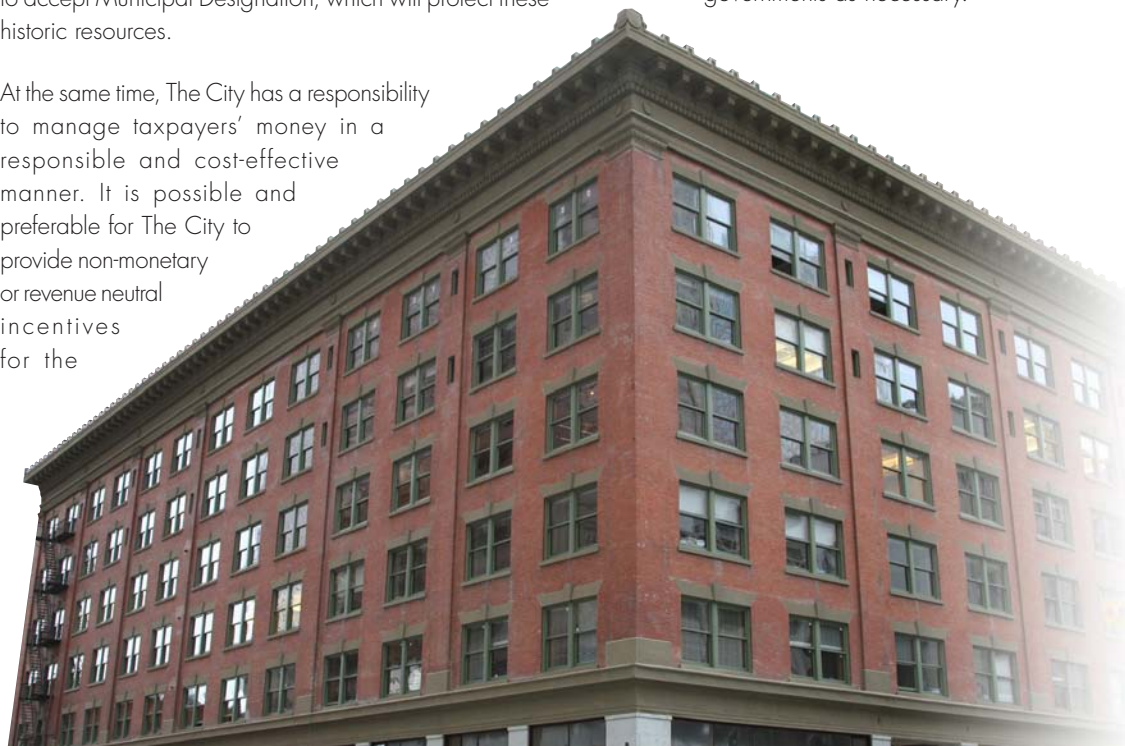
The Historical Resources Act requires The City to compensate the owner for any loss of economic value arising from designation. As a result, designation effectively requires owners’ consent and collaboration. This can be achieved by providing incentives to encourage owners to accept Municipal Designation, which will protect these historic resources.

At the same time, The City has a responsibility to manage taxpayers’ money in a responsible and cost-effective manner. It is possible and preferable for The City to provide non-monetary or revenue neutral incentives for the

conservation of historic resources.

The requirements of land economics, specialized knowledge, skills and materials can make historic preservation an economic challenge. Support from all levels of government can help overcome these challenges.

The 1998 Calgary Municipal Development Plan (1998) states: “Continue to explore strategies to further heritage preservation and remain involved with senior governments as necessary.”





The municipal level of government has the most flexibility and can provide direct support through the municipal property tax and development approval systems, development fees, direct grants, and other means. The provincial and federal governments may have less flexibility to provide direct support but can also provide significant support through the tax systems and other programs.

From support of the Calgary Heritage Authority to direct grants and density bonusing and other creative means, The City of Calgary provides a broad range of incentives to support the preservation of historic resources. These are summarized in Appendix II.

## POLICY

- Once identified, Calgary's significant historic resources should be afforded protection through Designation Bylaws as set out in the Alberta Historical Resources Act. This protection prevents demolition and provides appropriate management of physical interventions that may affect the heritage value.
- The City should endeavour to provide a broad range of assistance and incentives for all owners of historic resources to seek statutory designation of historic resources and to encourage their rehabilitation.



- The City of Calgary will work with senior levels of government to promote and align appropriate programs and support for municipal historic resource preservation.

- The City should support the reuse of its own historic resources to align with other City objectives, especially regarding use as public, cultural or social facilities.
- *"The City will place a high priority on making its heritage buildings available for use by cultural and educational institutions, uses that have a difficult time finding space in the private market."*

*Centre City Plan (2007)*

## ACTIONS

- Continue to deliver existing incentive programs to support the rehabilitation and statutory designation of Calgary's municipal historic resources.
- Provide technical advice and assistance to owners of historic resources to assist with rehabilitation and access to incentives that may be provided by other organizations or levels of government.
- Maintain up to date information to assist finding creative and flexible means to encourage and support collaboration with the other stakeholder groups.



- The City should support and participate in National preservation organizations and venues to promote and align Calgary historic initiatives with other groups and levels of government.
- Review existing incentives, particularly the **Heritage Incentive Program** (matching grant program) and make recommendations to Council to improve effectiveness and take-up of this Program.
- Amend the applicable [Centre City] density bonus systems to provide greater opportunities for density bonusing for heritage building designation and preservation.

*Centre City Plan (2007)*

- Work with The City's Intergovernmental Affairs Unit to engage senior levels of government to explore alternate means to support municipal historic resource preservation.
- Continue to explore the feasibility and opportunity for specific incentives and partnerships to encourage the designation of historic resources. Priorities include:

### Tax Abatement

Many Canadian and American jurisdictions have successfully used tax abatement as an incentive for the preservation of historic resources.

Under normal circumstances, if an owner restores or rehabilitates a historic building, the assessed value goes up and so do the property taxes. Under a heritage tax abatement program, the assessed value and the property assessment can be frozen at the pre-improvement level for a period, resulting in substantial tax savings for the owner.

In 2004, City Council approved tax abatement for the historic Lougheed Building that, in effect, defers any increase in the municipal property taxes for up to 15 years or until the owner has accrued a total of \$2.1 million in municipal property tax savings. From then on, The City will collect the full, increased amount of property tax, the building will have been fully restored, and it is statutorily protected through a designation Bylaw; with no direct cost to The City of Calgary.

### Permit Fee Forgiveness

The City of Calgary Building Permit Fee Schedule allows for a maximum rebate of \$10,000 for building features that support environmental efficiency. Similar rebates could be applied to protected historic resources.

### Affordable Housing/Community Revitalization

Historic preservation and rehabilitation support community social health and revitalization. As a special category, consideration may be given to heritage sites that also support affordable housing and overall Community Revitalization.

### Cultural Facilities/Alternate Uses

Historic structures often provide attractive spaces for cultural uses such as theatres, workshops and studios. "Character" commercial space can find a niche market. The City will place a high priority on supporting appropriate, alternate uses in historic structures as a means to encourage their productive reuse.

*"The City will place a high priority making its heritage buildings available for use by cultural and educational institutions, uses that have a difficult time finding space in the private market."*

*Centre City Plan (2007)*

### Direct Control Land Use Designation

The Alberta Historical Resources Act empowers municipalities to designate Municipal Historic Areas and "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.” At present, there are no statutorily designated Municipal Historic Areas. To achieve formal designation of a municipal historic area requires formal agreement from every property owner, which mitigates against this approach. The City will explore the possibility of alternate means to protect historic areas. Other Alberta municipalities have used Direct Control Land Use districting to encourage retention of significant historic residential areas.

### Demolition Disincentives

Statutory designation as a Municipal or Provincial Historic Resource is the only legal means to prevent demolition of structures in Alberta. The Alberta Occupational Health and Safety Code governs demolitions. So long as an owner demonstrates they are adhering to the Safety Code, The City must issue a permit to allow demolition.

The City has the power to designate a site as a Municipal Historic Resource without the owner’s consent. However, the requirement to compensate the owner makes this a difficult option to achieve.

City Policy has empowered the Calgary Heritage Authority to take some action in cases of threatened demolition of significant historic resources in Calgary:

Historic Resource Impact Assessment on Sites Proposed for Demolition

*“In cases of the highest significance, the Board (CHA) can, in accordance with council-approved policy, refer potential heritage sites to the Province for its consideration regarding designation under the HRA. The Board can also request the Province to consider an Historic Resource Impact Assessment of a potential heritage site threatened by demolition.”*

Some jurisdictions in North America have powers to prevent, delay or discourage the demolition of privately owned historic resources.

The 1979 Heritage Conservation Framework also considered methods to discourage demolition of historic resources including:

- interim demolition refusal
- demolition fees
- conditional demolition permits.

These methods require changes to the Alberta Occupational Health and Safety Code, which would require Province-wide consultation and support or a change to the Municipal Government Act to empower municipalities to create their own demolition regulations. The City should investigate these changes.







# Cultural Landscapes

---

### CONTEXT

Cultural landscapes are a specific category of historic resource that fall under the definition of historic resources as identified in the Alberta Historical Resources Act.

The City of Calgary's Open Space Plan (2002) includes general City Policy on the management of cultural

landscapes and sets out a preliminary strategy to identify, protect, enhance and promote cultural landscapes because of their importance to The City of Calgary.

Cultural landscapes are illustrative of the evolution of human society and settlement. They have acquired cultural (including spiritual) meaning or have been deliberately altered in the past for aesthetic, cultural, or functional reasons. Cultural landscapes are made up of elements that include land patterns, landforms, spatial organization, vegetation, circulation

systems, such as paths and roadways; water features, built features, and views or other visual relationships. Calgary examples include Reader Rock Garden, Central Memorial Park, Union Cemetery, Nose Hill Archaeological site, Battalion Park, and the Colonel Walker Homestead.

The Open Space Plan also calls for the development of a Cultural Landscape Management Plan. Because of their unique characteristics and uses, individual, detailed management plans are required for a number of specific cultural landscapes such as Reader Rock Garden and Central Memorial Park.

City Parks and Planning staff are collaborating to create an overall Management Plan for The City's cultural landscapes and a framework for the management of specific examples.

The overall Cultural Landscape Management Plan will be directed toward the management of landscapes managed by Calgary Parks. Most of these will be parks and public open spaces, including gardens, community social places and recreation areas, along with historic sites. Other landscapes managed by Calgary Parks such as specific streetscapes, cemeteries and institutional sites will also be included. Many of these landscapes will have multiple purposes.





## POLICY

- Identify, protect and manage cultural landscapes owned by The City of Calgary by developing an overall Cultural Landscape Management Plan and a detailed framework for the management of specific examples.
- Promote the Cultural Resource Management principles of value, public benefit, respect and integrity.
- Advance public, administrative and business understanding and appreciation of cultural landscapes.

- Promote knowledge of, access to and enjoyment of cultural landscapes.
- Ensure public and administrative support and the availability of sustaining financial and human resources.
- Include cultural landscapes among the administrative interests like Natural Areas Management and Urban Forestry.
- Balance conservation of cultural landscapes with the needs and pressures to change them for other urban purposes and involve interested parties in the process.
- Recognize threatened cultural landscapes and initiate action accordingly and effectively.

## ACTIONS

- Develop an overall Cultural Landscapes Management Plan and a framework for detailed Cultural Landscape Management Plans for specific resources, e.g. Reader Rock Garden. This will be done by Calgary Parks staff in accordance with the Open Space Plan, in collaboration with Heritage Planning staff.
- Engage in ongoing evaluation of the significance of cultural landscapes in Calgary through the Calgary Heritage Authority.
- Institute a cultural landscape review as part of all appropriate statutory plan circulations.





# Calgary Heritage Authority

---

### CONTEXT

The Calgary Heritage Authority (CHA) was first established in 1979 as the Heritage Advisory Board. In accordance with the SMART scoping approval, a review of the management, role and function of the Calgary Heritage Authority is underway. (See Appendix III).

In 1999, Council approved the merger of the City of Calgary Heritage Advisory Board (HAB 1979), with the Calgary Municipal Heritage Properties Authority (CMHPA), which was established in 1985 by an Act of the Alberta Legislative to promote the restoration of Calgary's heritage buildings.

In June 2000, the CMHPA Act was revised by the **Calgary Heritage Authority Act**, an Act of the Alberta Legislative to include the HAB's responsibilities and to effect a change of name to The Calgary Heritage Authority. Ten to twelve members of the public are appointed annually by City Council.

The [Calgary Heritage] Authority is empowered to raise funds as a registered charity under the Charities Act.

#### Duties include:

- Advising Council on all matters relating to heritage resources in the city of Calgary

- Evaluating potential heritage sites and maintaining the "Inventory of Potential Heritage Sites" in Calgary
- Reviewing planning permit applications that may affect designated and potential heritage buildings
- Recommending buildings to City Council for designation under the Alberta Historical Resources Act
- Monitoring the effectiveness of legislation which affects heritage conservation objectives and proposing appropriate amendments
- Awarding citations to citizens for significant achievements undertaken on behalf of heritage conservation in Calgary
- Presenting interpretive plaques annually, during a ceremony at City Council, in conjunction with Community Associations and the Chinook Country Historical Society in order to raise heritage awareness

In order to meet its objectives, the CHA operates with four committees:

- Property Management
- Evaluation and Review (of potential heritage sites)

- Public Awareness
- Finance and Legislation

### Calgary's Inventory of Potential Heritage Sites

A primary responsibility of the CHA is to maintain and amend Calgary's Inventory of Potential Heritage Sites. This is a list of sites evaluated by the CHA in accordance with criteria originally approved by Council in 1983. The criteria were amended in 1995 but are now outdated and do not align with Alberta Provincial and Canadian Federal heritage evaluation systems.

The CHA and Administration have undertaken a review of the existing heritage evaluation system. The draft system has been extensively tested and Administration will be recommending a revised heritage evaluation policy and procedure to align with the Alberta Provincial and Canadian Federal heritage evaluation systems to Council in 2008.

### Awards

The CHA also plays a role in promoting public awareness of the value of Calgary's historic resources, through their biannual community plaque program and Lion Awards. In 2005, the CHA began sponsorship of an annual Heritage Award as part of the Calgary Awards Program.



The CHA Lion Awards are citations to citizens who have undertaken significant initiatives in support of heritage conservation in Calgary. The awards are juried by the CHA and are presented biannually at a public reception. The awards recognize contributions in the following categories:

- Restoration, rehabilitation, and adaptive reuse of heritage buildings
- Compatible new design in a heritage context
- Community or neighbourhood revitalization
- Landscape preservation
- Heritage conservation advocacy
- Heritage publication, education, scholarship or exhibit.

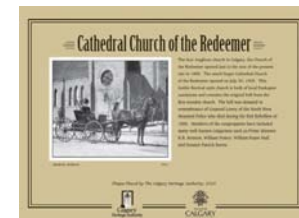
The CHA, in conjunction with Community Associations and the Chinook Country Historical Society, awards interpretive plaques annually to sites considered to be of historic significance to their respective communities. Plaques are presented to the property owners and a community association representative during a ceremony at City Council. The plaques interpret the history of each site and its importance to the development of Calgary.



2003 Plaque  
Calgary Labor Temple (1912)  
229 11 Ave. S.E.



2003 Plaque  
Parkhill School (1912)  
3650 2 St. S.W.



2005 Plaque  
Cathedral Church of the Redeemer (1905)  
218 7 Ave. S.E.



2005 Plaque  
Western Block (1905)  
1001 1 St. S.W.





### Publications

The CHA sponsors publication of a variety of historic walking tours, brochures and education materials. These include:

- Atlantic Avenue Inglewood
- Mission and Cliff Bungalow
- Historic Downtown Calgary
- Stephen Avenue Historical Walking Tour for Students.

### Property Management

The Calgary Heritage Authority Act provides the CHA with significant powers related to ownership and management of heritage properties on behalf of The City of Calgary. The role of the CHA, in relation to City-owned heritage properties will be reviewed as part of the overall review of the management, role and function of the CHA in context with the Council direction to prepare a Management Plan for City-owned heritage properties.

### POLICY

- The City will support the active engagement of Calgary citizens in the identification, protection and management of the Calgary's historic resources.

### ACTIONS

- Complete the review of the management, role and function of the Calgary Heritage Authority to identify the most appropriate and effective role for the Calgary Heritage Authority in the identification, protection and management of Calgary's historic resources. Present findings and recommendations to Council by year-end 2008.
- Complete the review of the evaluation system for potential heritage sites and present final recommendations for Council approval.
- Continue to update the Inventory of Potential Heritage Sites by supporting the evaluation of resources through direct support, community engagement and alignment with other programs and organizations.

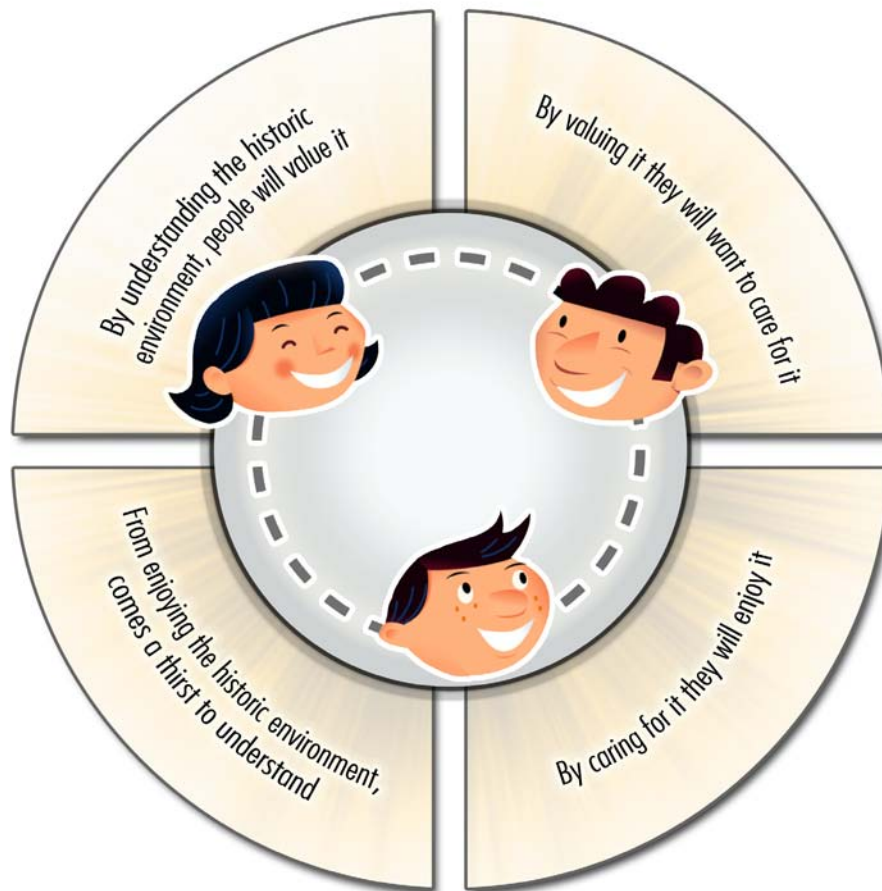
# Heritage Awareness

---

## CONTEXT

“It is not enough simply to retain old buildings just because they are old; there is a need for, above all, the development of an involvement program which will heighten public concern for, and interest in the city’s heritage resources.”

Municipal Heritage Conservation Framework (1979)



### THE HERITAGE CYCLE:

- By understanding the historic environment, people will value it
- By valuing it they will want to care for it
- By caring for it they will enjoy it
- From enjoying the historic environment, comes a thirst to understand

Broad public awareness of heritage values - what they are and how they can be identified, promoted, protected and managed is fundamental to this heritage strategy.

The Calgary Heritage Authority is a major partner with The City of Calgary in providing a variety of heritage awareness programs and opportunities.

In 2006, a number of Community Associations and organizations formed the Community Heritage Roundtable. With significant support from City heritage staff, this has evolved into an informal series of regular meetings to learn about historic preservation, share information and support mutual efforts to raise awareness and preserve significant historic resources.

### POLICY

- Support a heightened awareness of the value of, and issues regarding preservation of Calgary's historic resources, both within the Corporation and in the general public.
- Continue to initiate and support a range of heritage awareness programs (both internal and external to the Corporation) including the Lion Awards and Community Heritage Plaque Program, publications, presentations, workshops, websites or any other appropriate means.
- Provide support for the heritage organizations, education programs and presentations, and presentations to other groups as needs and opportunities arise (Calgary Heritage Initiative, Community Heritage Roundtable, City Hall School, service clubs, real estate organizations, developers etcetera).
- Continue and expand support for The City of Calgary heritage website as a means to increase public access to heritage information.
- Support collections including The City Archives, Calgary Library, Canadian Architectural Archives, University of Calgary or any other organization

to support public access to information on historic resources in Calgary.

- Incorporate local history interpretive elements through such means as plaques, public art, concrete etchings or other textural and photographic inserts in public realm improvement projects.

### ACTIONS

- Provide financial and professional support for heritage awareness presentations, workshops, conferences, walking tours, lectures, etcetera, through support of the Calgary Heritage Authority and other community-based organizations.
- Continue to provide support for the delivery of the Lion Awards and Community Heritage Plaque Program.
- Explore the potential to develop partnership projects between community associations, and other organizations and document those that support historic preservation.
- Work with the tourism industry to develop material to help promote an understanding and appreciations of Calgary historic resources.

- Encourage owners and developers to incorporate historic interpretation as a component of all historic preservation projects or any new development where appropriate.
- Enhance the publicly accessible database of sites on Calgary's Inventory of Potential Heritage Sites through a GIS-based, web accessible database.
- Integrate the Inventory of Potential Heritage Sites data with appropriate City databases and records wherever possible, including CLIPS, POSSE and My Property.
- Ensure all historic sites that are eligible are listed on the Canadian Register of Historic Resources.
- Audit paper heritage files to deaccession information to appropriate repositories such as City Archives, Calgary Library etc.
- Keep The City of Calgary heritage website current with City heritage policies, procedures and processes.
- Incorporate heritage interpretation elements in the design and development of a 13 Avenue South West Greenway in the Beltline.

*Centre City Plan (2007)*

# City-Owned Historic Resources

---

## CONTEXT

“The City should set an example through the protection and enhancement of those heritage resources which it presently owns.”

*Municipal Heritage Conservation Framework (1979)*

“The City will serve as a role model for the creative use and adaptive re-use of City-owned heritage buildings and excellence in maintenance and restoration.”

*Centre City Plan (2007)*



The City owns over 50 sites currently listed on the Inventory of Potential Heritage Sites and has consistently identified the need to set a positive example as a steward of these resources. The responsibility for these properties is spread throughout the Corporation – Corporate Properties, Parks, Transportation, and Utilities and Environment Protection are all responsible for various historic resources.

There is no overall approach to the management of these resources to ensure that their heritage values are protected and enhanced. Over time, deferred maintenance on some of these sites has resulted in serious deficiencies and ongoing problems.

There have been initiatives in the past that were meant to provide appropriate management policies and procedures for City-owned historic resources. In 1995 The Calgary Municipal Heritage Property Authority (CMHPA) was established to take an active, hands-on role in the management of these resources. Ownership of 5 City-owned historic resources was transferred in trust to the CMHPA from Corporate Properties. No significant further action was taken and the primary management of these sites remained the responsibility of Corporate Properties.

Since their creation, the Calgary Heritage Authority has consistently lobbied for, and supported the proper management of City-owned historic resources. This included the concept of the creation of a maintenance reserve created from income generated by the subject properties.

In 2000, Corporate Properties informed the CHA it was in favour of the establishment of a maintenance reserve as proposed by the Authority, but wanted all property returned to Corporate Properties' control and the reserve fund to be under its control also. The Authority would be relegated to an advisory role only.

The Calgary Heritage Authority continued to lobby City Administration on this issue and in 2001 The City commissioned a report on the condition of 15 sites. The July 2001 Municipal Heritage Properties Site Inspection Report identified outstanding maintenance requirements for 15 City-owned structures on the Inventory of Potential Heritage Sites for the 2002-2007 period to be \$1.1 million. (NOTE: study was limited to basic, minimum maintenance items only – did not include roof replacement, foundation, HVAC etc. Overall costs are significantly greater.)

In 2004, at the request of the Calgary Heritage Authority, Corporate Properties' annual operating budget was increased by \$200,000 to begin to address the maintenance shortfall. In 2005, City Council approved \$900,000 in one-time capital funding for this purpose.

Because of the current staffing situation and construction climate in Calgary, all parties involved had to realize that it has been difficult to make progress on this issue. At the same time, a constructive and important preliminary step would be to approve a set of overall principles to guide the management of City-owned historic resources.

## POLICY

- Take a strategic, long-term view of the role and value of all City-owned heritage assets, especially when decisions are made about change or disposal, and recognize the crucial importance of preventative maintenance. The continuing, consistent care of heritage assets is fundamental, not only to good conservation practice, but also to efficient and economical property management; in other words, it sustains both the heritage and market values of the assets.
- Develop a Management Plan for City-owned historic resources listed on the Inventory of Potential Heritage Sites.

## ACTIONS

- Serve as a role model for the creative use and adaptive re-use of City-owned heritage buildings and excellence in maintenance and restoration.
- "Place a high priority on making City-owned heritage buildings available for use by cultural and educational institutions, uses that have a difficult time finding space in the private market."





### *Centre City Plan (2007)*

- Adopt Principles for the Management of Properties listed on Calgary's Inventory of Potential Heritage Sites (see Appendix IV) as the basis for a Management Plan for City owned historic resources listed on the Inventory of Potential Heritage Sites.
- Make maintenance of the 15 City-owned sites described in the 2001 Calgary Municipal Heritage Properties Site Inspections a high priority to ensure expenditure of existing budgets.
- Scope the issue of identification, protection and management of City-owned historic resources as an input into the preparation of the 3 Year Department Business Plans and Budgets.
- Bring forward a report recommending Council issue Notices of Intention to Designate appropriate City-owned properties as Municipal Historic Resources in accordance with the Alberta Historical Resources Act.



# Archeological Resources

---

# ARCHAEOLOGY

## CONTEXT

The identification, protection and management of archaeological resources in Alberta is the responsibility of the Province of Alberta as set out in the Alberta Historical Resources Act. The City can play a key role in assisting the Province in fulfilling this responsibility.

As a major landowner, The City of Calgary has a responsibility regarding archaeological resources on land it owns. In 2001, at the request of the Calgary Aboriginal Urban Affairs Committee, a citywide Inventory of Native Archaeological Sites was completed. It showed that there are 103 Native archaeological sites within the city boundaries (at that time) on lands owned by either The City or the Province of Alberta.

The SMART Management process identified a Management Plan for Archaeological Resources as a component of Calgary's heritage strategy.

A draft "information sharing agreement" has been prepared between the Province of Alberta and The City to ensure that The City has up to date data on significant archaeological sites within Calgary. This is the first step

to work out ways that The City and the Province can continue to work together to help preserve important archaeological resources.

A Provincial/City working group is established to develop protocols to ensure compliance with Historical Resources Act archaeological provisions.

## POLICY

- Collaborate with the Province to ensure adherence to the provisions of the Alberta Historical Resources Act about archeological resources on property owned by The City.
- Work with Provincial authorities to ensure the protection of archeological resources within Calgary.

## ACTIONS

- Develop a comprehensive Archaeological Management Plan to ensure the identification, protection and interpretation of significant archeological resources in Calgary.

- Work with Provincial authorities to provide assistance relating to archeological resources through appropriate means, including data sharing, permit flagging and notification, etcetera.



## Additional Considerations

---

## POLICY CONSOLIDATION

### CONTEXT

This Strategy references numerous specific policies, processes and procedures supporting preservation of historic resources in Calgary. It does not include all City of Calgary heritage related policies, processes and procedures. These should be consolidated into one

document. This will increase staff efficiency, help ensure Corporate Alignment on heritage issues and provide stakeholders with clear information.

### POLICY

- Provide, consistent, current and clear information to all stakeholders on The City's policies, processes and actions supporting preservation of historic resources.

### ACTION

- Consolidate all City policy and procedures related to historic preservation.

## LEGAL ISSUES REVIEW

### CONTEXT

Statutory designation of Municipal Historic Resources is a legal process governed by the Alberta Historical Resources Act. Statutory designation of historic resources requires legal advice and review and sometimes involves complex legal issues that require legal resources.

The Alberta Historical Resources Act was first proclaimed in 1976 and has been subject to only minor amendments since then. As The City of Calgary has implemented the Act, a number of problematic provisions have been identified. These include restrictions on City Council's ability to delegate certain authorities, the required 60-day notification period prior to passage of a designation bylaw and issues surrounding the requirement to compensate owners as a condition of statutory designation.





The Municipal Historic Resource Designation Program, approved by City Council 1993 June 28 (revised and approved by City Council 1996 February 26) set out a process to designate a site as a Municipal Historic Resource. Since that time, the committees and process have changed, and requests to designate sites now normally come from the owner. Consequently the policy is no longer applicable and should be revised.

## POLICY

- Review the Alberta Historical Resources Act to identify potential improvements from a City and heritage stakeholder perspective.
- Ensure The City has the required legal expertise to address all legal issues related to the statutory protection of historic resources.
- Ensure that the statutory designation process is optimized to provide efficient and timely response to opportunities to statutorily designate sites as Municipal Historic Resources.

## ACTIONS

- Review the Alberta Historical Resources Act and engage appropriate Provincial authorities to explore potential to amend the Alberta Historical Resources Act to increase the efficiency, effectiveness and clarity of the Act.
- Review and revise The Municipal Historic Resource Designation Program, approved by City Council 1993 June 28 (revised and approved by City Council 1996 February 26) to align with the current situation and to optimize the process to statutorily designate sites as Municipal Historic Resources.



# PERMIT REVIEW

## CONTEXT

At present all applicable plans, including development permits, building permits, rezoning applications, and other planning documents are circulated to Heritage staff for input and comment. City heritage staff also review all demolition permit applications.

All sites listed on the Inventory of Potential Heritage Sites are flagged for review on POSSE. Existing City Policy set out in the Permit Review for Heritage Implications section of The City of Calgary Heritage Management Program Policies and Procedures sets out a process to review development and building permits for sites on the Inventory of Potential Heritage Sites.

Since this Policy was approved, there has been an increase in the number of sites on the Inventory as well as sites designated as Municipal Historic Resources. Once designated by bylaw, certain alterations to historic resources are subject to approvals under the Alberta Historical Resources Act. Not all potential alterations subject to these approvals require a development or

building permit. The current economic climate has also resulted in a significant increase in the number of permits to review and the existing Policy is no longer appropriate.

At present, there is no alternative approval process to always ensure that the heritage value of designated historic resources are protected.

## POLICY

- Ensure that all appropriate applications that may impact sites listed on the Inventory of Potential Heritage Sites are reviewed as part of any approval process.
- Implement an approval process to govern alterations to designated Municipal Historic Resources to ensure the protection of their heritage value.

## ACTION

- Review City Policy related to permit review associated with historic resources and propose amendments as appropriate.





## STEPHEN AVENUE SPECIAL HERITAGE THEME AREA SIGN POLICY

### CONTEXT

Stephen Avenue is one of Calgary's most significant historic resources. In 2002, a portion of the Avenue was declared a National Historic District. The Land Use Bylaw includes rules governing signs within the Circa 1912 Theme Area along Stephen Avenue. These rules are outdated and do not deal with new and emerging sign technologies.

### POLICY

- Manage change on Stephen Avenue to protect its heritage values and preserve its status as a National Historic District.

### ACTION

- Complete a review and revision of the Stephen Avenue Special Heritage Theme Area Sign Policy in conjunction with any proposed overall review of Land Use Bylaw sign regulations.

## ARCHITECTURAL/URBAN FRAGMENTS AND ARTIFACTS

### CONTEXT

Part of a city's historic fabric are fragments such as the misspelled street number stamped in the concrete in 1911, original street lights and stone walls, "ghost signs" or the sandstone Burns family crest that supported a fluorescent backlit sign.

The City has periodically salvaged or acquired architectural fragments and artifacts. These include items from the Alexandra Theatre, the original Centre Street Bridge Lions, and the Crown Building façade, etcetera.

These items are not always reused and sometimes remain in storage for long periods with no specific plans for reuse. It is important to develop procedures that consider:

- criteria for collecting
- documentation
- storage and long-term preservation
- permanent collection vs. salvage and reuse.

### POLICY

- Support the identification and retention of historic fragments as interpretive opportunities, urban design features and integrate these into new developments.
- Maintain current information on the origin, type, location, and condition and reuse plans or potential for any significant architectural fragments in The City's care.
- Promote the reuse of architectural fragments that allows public access and provides historic interpretation.





- Discourage retention of architectural fragments unless there is a plan in place for reuse, (dismantling and storage for possible future reuse is a solution of last resort and without a clear plan for reuse, fragments are often lost due to neglect or lack of adequate protection).

### ACTIONS

- Identify and document historic fragments such as stamped concrete, stone walls, streetlights, etcetera.
- Develop policies and procedures relating to the collection and reuse of architectural fragments that consider:
  - criteria for collecting
  - documentation
  - storage and long-term preservation
  - permanent collection vs. salvage and reuse.
- Include a category on the Inventory of Potential Heritage Sites for historic urban fragments.



# Appendix I

---

## SMART Scoping And Progress To Date

In 2005, Council approved the SMART Scoping process results to guide creation of the Calgary Heritage Strategy. Since then, Administration has taken steps to implement a number of those results prior to completion of the Strategy. Progress on those issues is summarized here.

### 1. Develop Incentives to Protect Historic Resources.

- Beltline Density Transfer and Bonus Policy approved
- Unused Parking Potential Transfer Policy approved

### 2. Generate Community Support

- Provided support for Community Heritage Roundtables
- Partnered with Province on the Parkdale Community Heritage Inventory Project
- Public engagement – Heritage staff have given numerous presentations and workshops to community groups and organizations and schools

- Provided increased support for the Calgary Heritage Authority Lion Awards

- Collaborated with Calgary Board of Education on sites including Central High School (Safran Centre), Connaught School and Western Canada High School

### 3. Align with Corporate Initiatives

- Collaborated with Parks on Cultural Landscape preservation projects including Reader Rock Garden, Central Memorial Park and the creation of Cultural Landscape Management Plans
- Participated with Arts and Culture section to explore ways to integrate heritage with broader cultural initiatives
- Collaborated with Corporate Properties on issues relating to City-owned historic resources including the Deane House and the Public Building
- Provided increased support and advice for Development and Building Approvals
- Numerous City documents incorporate policies to support the preservation of historic resources including, Mission ARP, Beltline ARP, Centre City Plan and Draft Hillhurst Sunnyside ARP

### 4. Align with Provincial and Federal Heritage Programs

- Participated in the Alberta Municipal Heritage Partnership Program (secured a matching grant to support the Parkdale Community Heritage Inventory project)
- Adopted the Federal Standards and Guidelines for the Conservation of Historic Places in Canada (Parks Canada, 2003) which provide guidance for interventions relating to historic resources
- Aligned with Canadian Register of Historic Places standards to ensure inclusion of designated Calgary Municipal Historic Resources on the Register
- Completed and tested draft revisions to the City's Heritage Evaluation Procedure to align with Provincial and Federal standards (to be presented for Council approval in 2008)
- Participated in national heritage organizations including the Heritage Canada Foundation and ICOMOS Canada (International Council on Monuments and Sites)



#### 5. Sites protected through Municipal Designation Bylaws

- Designation Bylaws passed: Lougheed Building, Victoria Sandstone School, Victoria Bungalow School, Firehall #1
- Engaged additional heritage staff to process outstanding Designation Bylaws including: Crandell/Hart House, Underwood Block, Reader Rock Garden, Central Memorial Park, Simmons Mattress Factory, St. Louis Hotel, Hillier Block, King Edward Hotel, Weston Bakery, Westbourne Baptist Church, Oliver Residence, Stevenson Grocery, Rundle Ruins and others

#### 6. Increase Heritage Staff

- 1 FTE increase in LUPP staff in 2006 to hire an additional Heritage Planner
- Calgary Parks hired full time Conservation Landscape Architect in 2007.
- 2 LT staff hired in 2007 to assist in program implementation



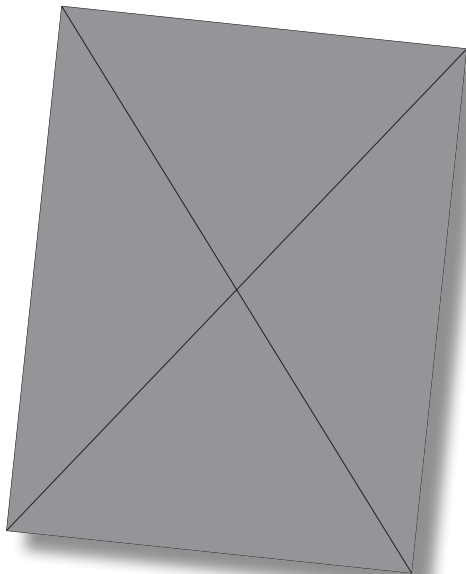


## Appendix II

---

## Summary Of Existing Policies And Programs In Support Of Historic Preservation

EXCERPTS FROM  
MUNICIPAL DEVELOPMENT PLAN - 1998



### Guideposts for Calgary . . . 2020

"2. We are our past. The best choices for the future will build on our heritage, our values and our strengths.

### 2-3.4 Heritage, Arts and Culture

*"Calgarians recognize the importance of the past and its physical legacy to future generations. The City of Calgary is committed to conserving, revitalizing and celebrating its rich and varied history.*

#### Policies

#### Heritage

#### 2-3.4.1A

Continue to explore strategies to further heritage preservation objectives and remain involved with senior governments as necessary"

### LAND USE BYLAW 2P80

Existing provisions for the CM-2 Downtown Business District allow for the transfer of unused density from sites designated, by Bylaw, as Municipal Historic Resources to other sites within downtown.

### LAND USE BYLAW 1P2007

The new Land Use Bylaw allows for the consideration of parking relaxations for sites listed on the Inventory of Potential Heritage Sites.

### COMMERCIAL CONVERSION

A number of Area Redevelopment Plans in the Inner City have policies related to the conversion of residential buildings to commercial office use if the structure is listed on The City of Calgary's "Inventory of Potential Heritage Sites." Such conversions on lands which are designated for residential purposes require a land use amendment application.

### HERITAGE INCENTIVE PROGRAM (HIP)

In 2003 Calgary City Council approved funding of \$225,000/year to create a Heritage Incentive Reserve Fund. Commercial A and B buildings on Inventory of Potential Heritage Sites that pay municipal property taxes are eligible for up to 50% of the value of approved restoration and rehabilitation costs to a maximum of \$300,000.

**NOTE** – there has been very little take-up of this program and the Calgary Heritage Strategy recommends the program be reviewed and amended.

## AREA REDEVELOPMENT PLANS

A number of Area Redevelopment Plans have policies to support the preservation of sites listed on the Inventory of Potential Heritage Sites. These include the density bonus and transfer incentives, potential parking relaxations, support of alternate uses and other means.

## SPECIAL HERITAGE RESERVE FUND

In 1995 Council established the Special Heritage Reserve Fund, using revenues raised through the sale of the historical artifacts (gargoyles) from the historic Calgary Herald Building.

**Purpose:** for high profile projects which demonstrate an aspect of historical preservation or which promote awareness of Calgary's history

**Established:** 1995 (OE95-36). This is an operating reserve fund that retains investment income

**Source of Fund:** Received \$169,000 from the auction of the gargoyles from the Herald Building in 1994.

**Authority for spending:** Expenditures from the Fund must be used for historical preservation purposes, approved by Council, and recommended by the Calgary Heritage Authority.

Past expenditures from the fund include the restoration of City Hall, a City initiated study on the retention of St. Mary's School, a study to relocate the Center Street Lion Sculptures, actual relocation of the lion sculptures, Central Memorial land use and feasibility study, Deane House restoration and restoration of the Lacombe Home Water Tower.

## UNUSED PARKING POTENTIAL TRANSFER

In 2006 Council approved the creation of a policy to implement the transfer of unused parking potential from designated Heritage Sites in Downtown Calgary. This policy was approved by Council in November of 2007.







# Appendix III

---

## Calgary Heritage Authority Strategic Planning Process

In 2006 Administration engaged the services of Paradox Inc., (a national consulting practice devoted exclusively to not-for-profit and public sector organizational development) to assist in reviewing the management, role and function of the Calgary Heritage Authority. The first phase of this project is nearing completion. The final phase will be completed and results presented to Council by the end of 2008.

### Project Summary

#### Goal:

- to clarify the role and function of the Calgary Heritage Authority and improve its effectiveness and the way it serves Council and the community.

While the main purpose of the Calgary Heritage Authority is to advise and assist City Council on matters relating to the conservation of properties of historic or architectural value, in practice it appears the work of CHA has evolved into a wide range of activities that may or may not be strategic in nature. The extraordinary breadth of the ACT

governing the CHA and its lack of articulation of a clear mandate contributes to the current need for clarity and direction that the Authority members and City Heritage Planners have identified as key issues.

Public and not-for profit organizations must be grounded in an effective strategic approach with clear, useful and understood vision and mandate in order to be able to satisfy their stakeholders and create public value. Leaders in these organizations must cultivate strategies to address changing circumstances and develop a coherent and defensible basis for their decisions.

The expectations of internal and external stakeholders have grown considerably for public organizations such as the CHA. Combined with the expectation of a municipally appointed organization such as the CHA to take a strong role in community leadership connected to civic-identity (imagineCALGARY), pressure is being brought to bear on public organizations to enhance organizational and community achievement.

Based on the work completed by Paradox Inc. in 2006 and early 2007 with the CHA and The City of Calgary, a process has been designed to incorporate the key elements of an overall strategic planning process from the initial stages through subsequent implementation, review and evaluation.

The process is broken into four main areas:

#### PHASE 1: FAMILIARIZATION

- Research, mandate analysis, stakeholder analysis, process and timeline approval

#### PHASE 2: CLARIFYING ROLE

- Stakeholder engagement, vision, mandate, mission and values definition

#### PHASE 3: CLARIFYING FUNCTION

- Stakeholder engagement, operating model development, identification of strategic issues and goals and objectives, strategies, budgets and action plan development

#### PHASE 4: IMPLEMENTATION

- Implementation plan, monitoring and evaluation processes.



## Project Deliverables

### PHASE 1: FAMILIARIZATION

- Formation of a strategic planning committee and formalization of planning process
- An inclusive list and analysis of CHA stakeholders - An analysis of how, where, when and why to involve them in the process
- Analysis and understanding of current CHA mandates
- Identification of CHA competencies
- Understanding by The Strategic Planning Committee and City heritage staff of CHA's internal strengths/weaknesses and external opportunities and challenges
- A summary of good practices associated with municipal heritage organizations as well as municipal organizations operating in other sectors
- An overview of heritage sector and community trends

### PHASE 2: CLARIFYING ROLE

- Framework for engagement of internal and external stakeholders
- Engagement of the broader heritage sector in all its diversity for the purpose of soliciting input on how the CHA might better serve the community
- Engagement of internal stakeholders for the purpose of soliciting ideas on how the CHA might better serve this group and/or become a more effective partner within The City operating structure
- Development of vision, mission and mandate for the CHA
- Facilitate CHA planning retreat
- Engagement with internal and external stakeholders for the purpose of soliciting feedback and input on the proposed new vision and mission for the CHA
- Development of a "straw-model" for the future CHA based on research and stakeholder input

### PHASE 3: CLARIFYING FUNCTION

- Formalized operating model – including recommendations on governance, operations, and relationship with City departments

- Strategic Issue identification based on research, industry and community trends and stakeholder input
- Engagement with select group of stakeholders on draft of strategic plan
- Endorsement by key internal and external stakeholders of the strategic plan
- Approved three year strategic plan that includes:
  1. Three-year budget
  2. Goals and objectives
  3. Strategies to achieve vision and mission

### PHASE 4: IMPLEMENTATION

- Development and initial implementation of annual action plans
- Development of a monitoring process in order to gauge progress on goal achievement

Development of an evaluation process to ensure important features of the strategy are being maintained throughout.





# Appendix IV

---

## Principles For The Management Of City-Owned Properties Listed On Calgary's Inventory Of Potential Heritage Sites

### 1. Championing Quality/Setting a Good Example

It is essential to The City's credibility as stewards of the historic resources that they set a good example in the wider historic environment.

This means demonstrably achieving the standards they expect of others.

The benefits of good governance in managing City-owned historic resources and the repercussions of failure adequately to manage or maintain them, especially historic resources of long-standing civic importance (such as City Hall, fire halls, parks and gardens should not be underestimated).

### 2. Make the most of heritage assets

Many heritage assets, particularly historic buildings that have, or had, a functional purpose, are capable of continuing beneficial use.

City-owned historic buildings represent a major public investment. Although such buildings need not always remain in public ownership, being generally well constructed, they can be inherently sustainable and often capable of significant adaptation to meet changing needs.

### 3. Providing access for everyone

With thought and care, historic buildings can usually be made accessible to all members of the community without compromising their character and quality.

Where possible, City-owned historic resources will be accessible to the public, either through their general use or through special arrangements for particular occasions or events.

### 4. Know what you own

In order to review and rationalize City-owned property and plan for funding and managing heritage assets, it is essential to have full and up-to-date information on the extent, nature and physical condition of the portfolio.

### 5. Develop a City-wide strategy

Different Business Units are responsible for City-owned historic resources. A consistent strategy, across Business Units, that is regularly reviewed within The City's overall strategic plans, is key to keeping heritage assets in compatible, functional and productive uses, or determining appropriate disposal.

### 6. Sale of heritage assets

Take a positive attitude to sales. The sale of heritage assets, especially those that are potentially straightforward to adapt to alternative uses, may provide the best solution for such property.

### 7. Avoid dereliction and risk

Every effort should be made to avoid heritage assets standing empty, since this puts them at significant risk of damage and decay. A strategy to deal with vacant historic buildings and/or other City-owned heritage assets is also vital.







THE CITY OF  
**CALGARY**  
LAND USE PLANNING & POLICY