



Calgary



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CITY CLERK'S DEPARTMENT

Heritage Conservation Tools and Incentives

Standing Policy Committee on Planning and Urban Development

PUD2020-0249 | 2020 April 1





Heritage Value

Benefits of heritage conservation:

- Economic
- Social
- Environmental



A majority of Calgarians agree that conservation of Calgary's historic buildings and sites is important to them personally (**83%**), is important to Calgary's culture (**94%**) and more should be done to conserve them for future generations to enjoy (**86%**).*

*Source: 2020 Citizen Perspectives Survey Report - Heritage Conservation, March 24

State of Heritage Conservation in Calgary

Identified Resources

780+ Existing resources researched/evaluated by Calgary Heritage Authority for the Inventory

Protected Resources

- 99** Sites designated as Municipal Historic Resources
- 42** Sites designated as Provincial Historic Resources
- 8** Sites protected by other Legal Agreements

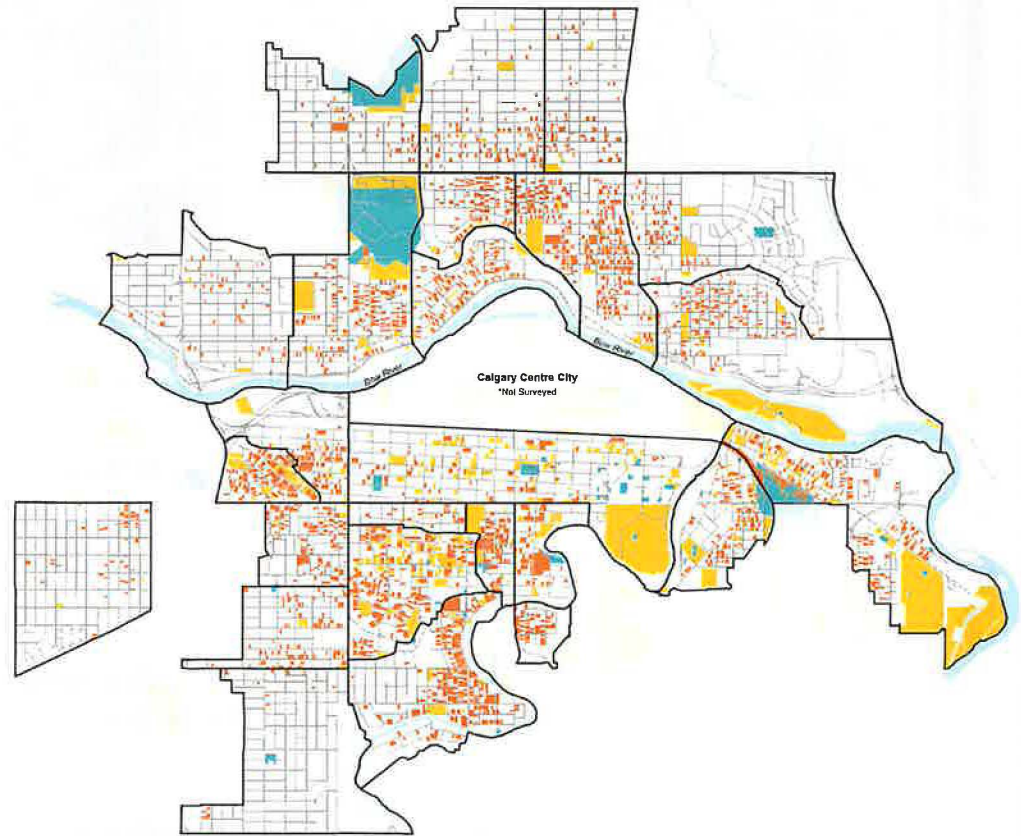




Why New Tools?

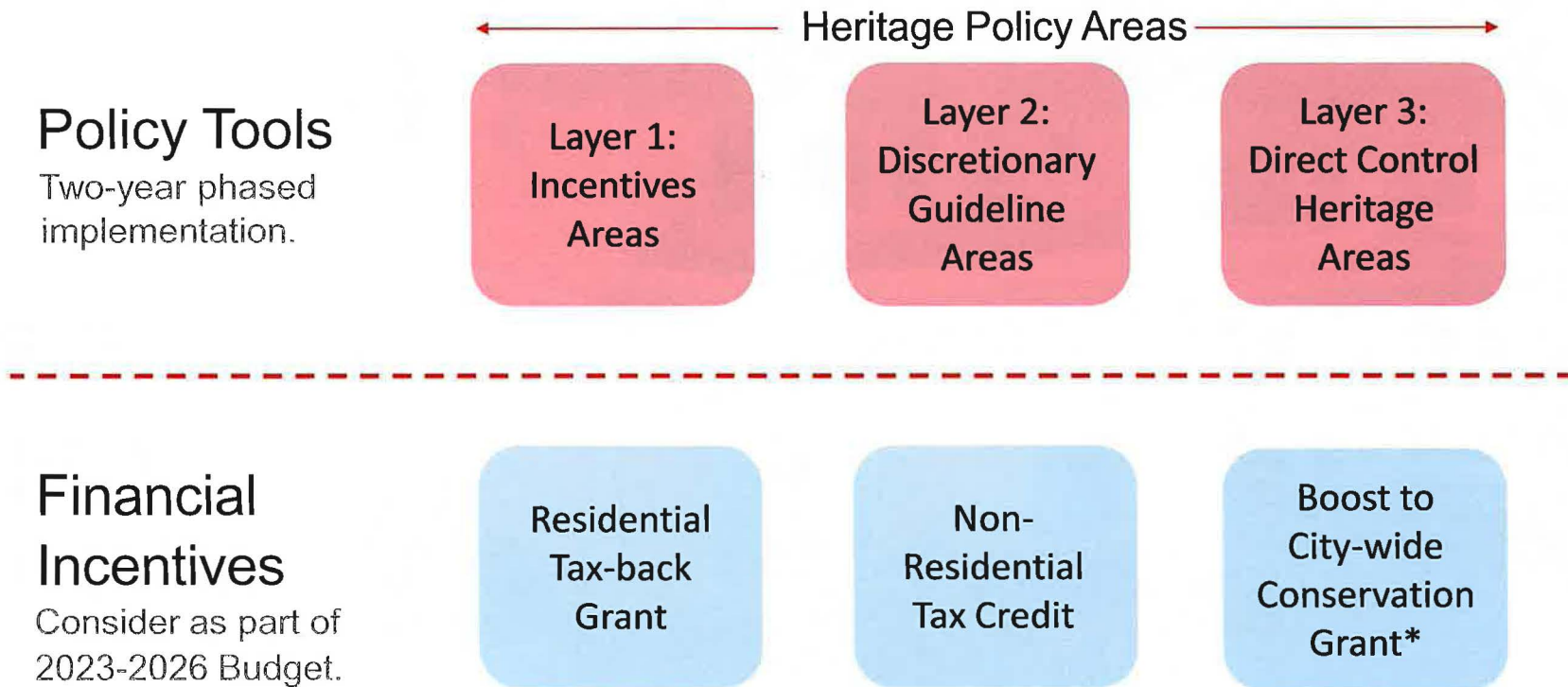
- Current tools are limited
- Support Next Gen Planning
- Supports community identity and place

- Windshield survey:
 - 26 communities
 - 4000+ sites





Summary of Proposed Tools and Incentives



*Should a near-term financial incentive be desired.

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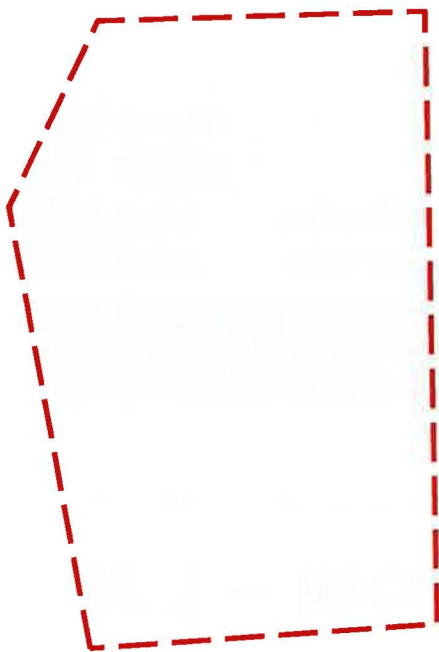


Heritage Policy Areas





Heritage Policy Area



A **heritage policy area** is a planning tool used to provide place-based policy to conserve and enhance historic neighbourhoods, while allowing for contextually appropriate growth and change.

Traditionally, it is a designated district with significant development controls applied to private property (ex: Cabbage Town, TO).

Calgary does not have these same provincial powers/controls to designate districts or prevent demolition.



Layer 1 – Incentive Areas

Incentivizing the retention of heritage assets

Geographic Extent	Who is Impacted	Level of Control
Broad, applied to all identified heritage assets (~4,100) across the city	Only identified heritage assets	low

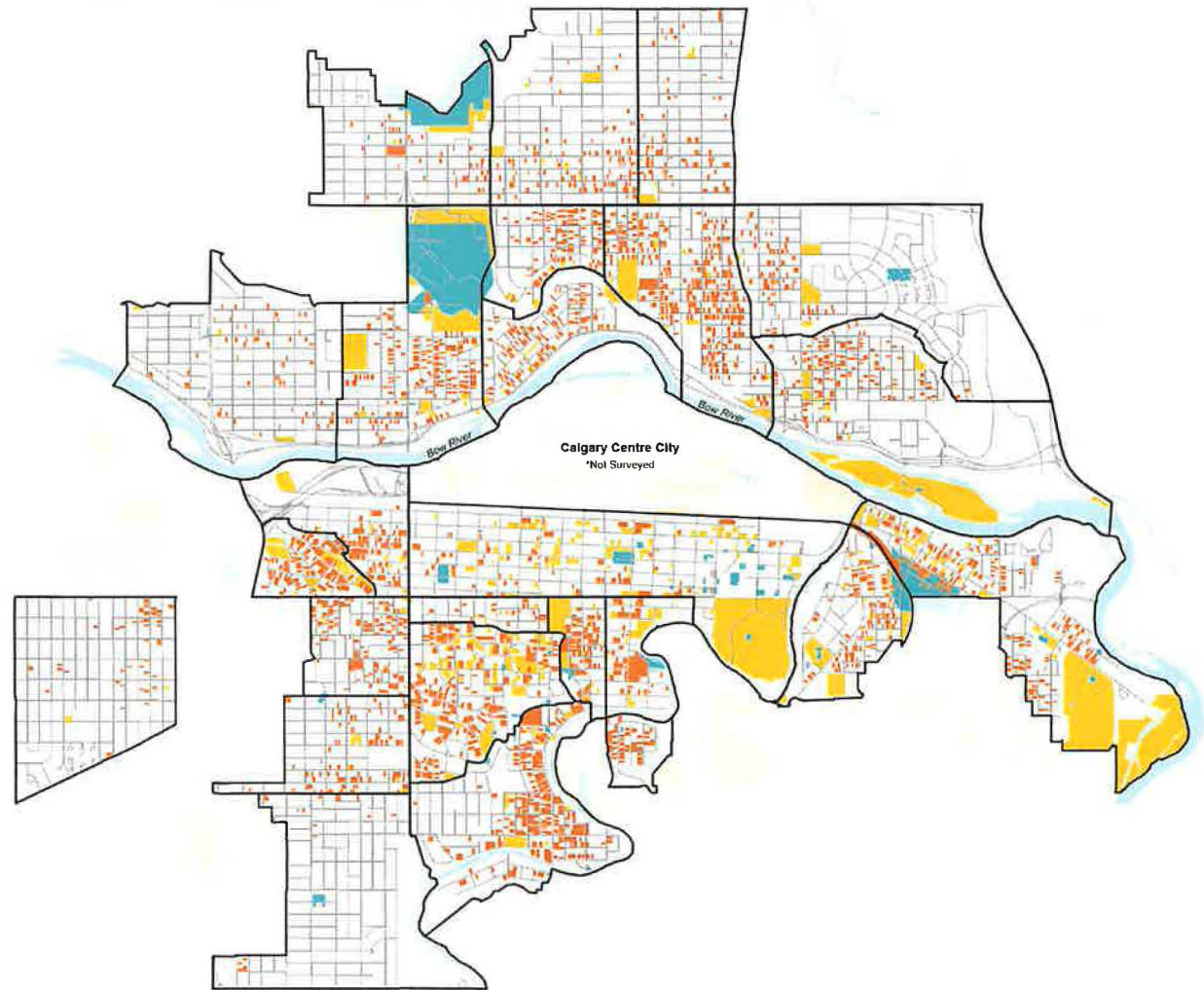
Potential Policies

- Additional permitted uses
- Additional discretionary uses
- Higher max density
- Higher max parcel width/easier consolidation of properties
- Increased flexibility on site (reduced setbacks, increased lot coverage)
- Reduced/eliminated parking requirements
- Expedited approvals



Incentive Areas - Extent:

- More than 4,100 residential *heritage assets*.
- 100% of identified residential *heritage assets*.





Layer 2 – Discretionary Guidelines Areas

Provides design guidelines for all properties within an identified area. New construction is discretionary, requiring design review.

Geographic Extent	Who is Impacted	Level of Control
Delineate policy area with a 25%+ concentration of heritage on a block face	Both heritage assets and non-heritage buildings	medium

Guideline Considerations

- Discretionary design guidelines (roof pitch, massing, fenestration, materiality, etc).
- Guidelines would apply to all building forms in the policy area (including townhouses, etc), not just single-detached forms.



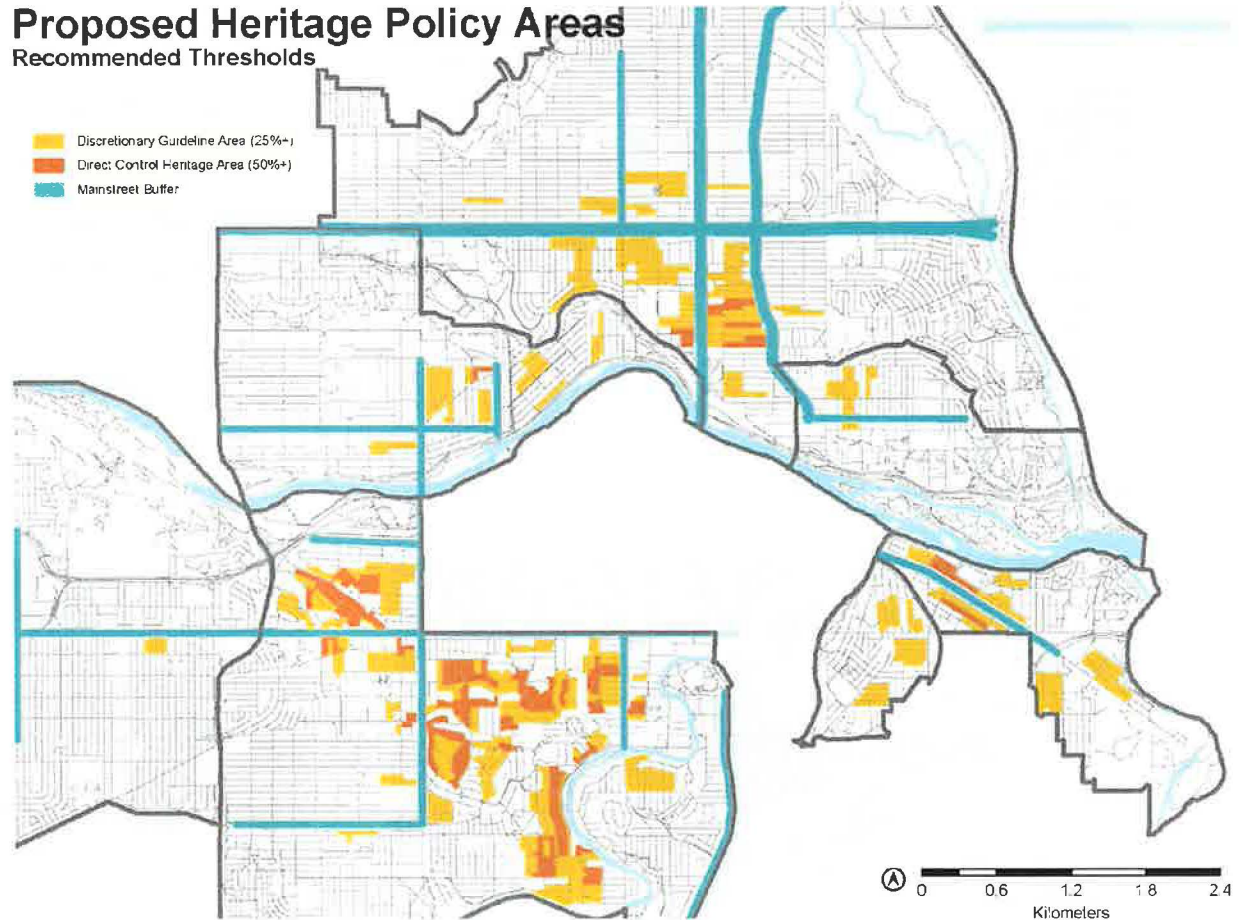
Scenario 1:

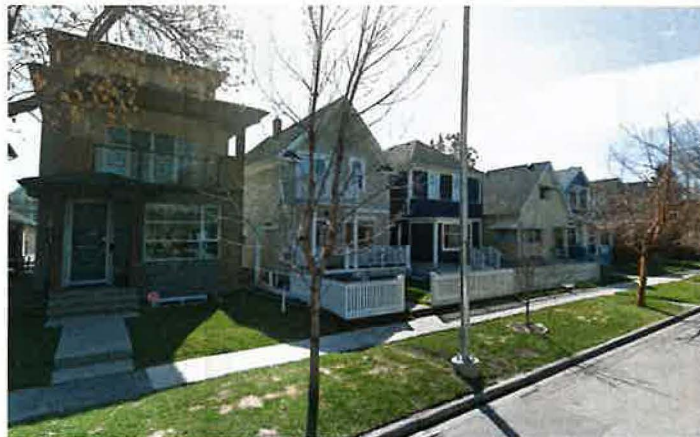
Discretionary Guidelines - Extent:

- 2,271 residential *heritage assets*.
- 2,923 non-heritage buildings.
- 55% of identified residential *heritage assets*.
- Approximately 350 hectares of policy area.

Proposed Heritage Policy Areas Recommended Thresholds

- Discretionary Guideline Area (25%+)
- Direc: Control Heritage Area (50%+)
- Mainstreet Buffer





25-50% Thresholds

- As low as 1 in 4 buildings a *heritage asset*.
- As many as 3 in 4 buildings could be new infill, and would qualify.
- Captures areas where older homes have been modified, but are still near original form.





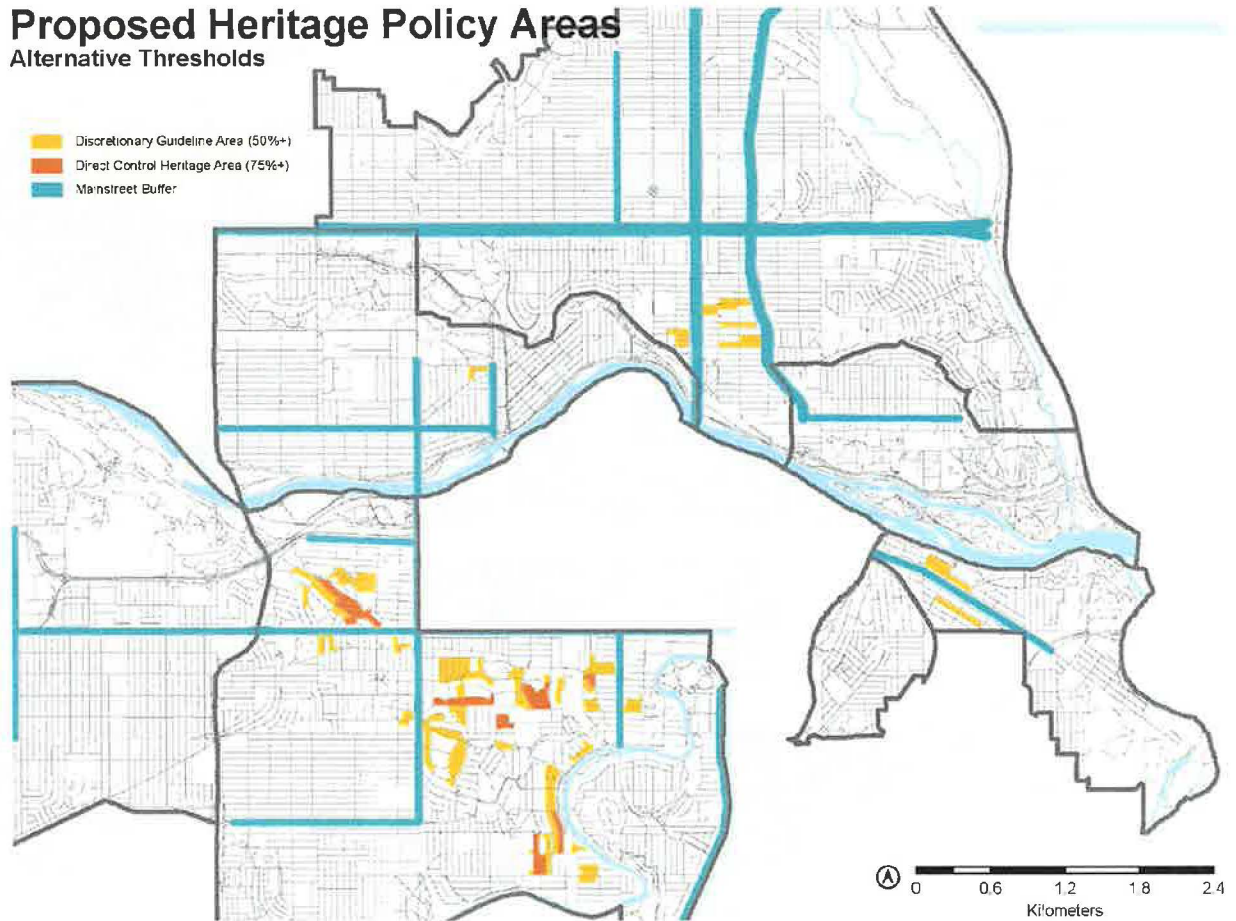
Scenario 2:

Discretionary Guidelines - Extent:

- 745 residential *heritage assets*.
- 344 non-heritage buildings.
- 18% of identified residential *heritage assets*.
- Approximately 90 hectares of policy area.

Proposed Heritage Policy Areas
Alternative Thresholds

- Discretionary Guideline Area (50%+)
- Direct Control Heritage Area (75%+)
- Mainstreet Buffer





50%-74% Thresholds

- 1 in every 2 buildings a *heritage asset*.
- Area is much higher integrity than lower thresholds.





Layer 3 – Direct Control Heritage Area

Mandatory for properties with and without a heritage asset

Geographic Extent	Who is Impacted	Level of Control
Policy area boundary determined by a 50%+ concentration of heritage on a block face	Both heritage assets and non-heritage buildings	high

Potential Policies

- Mandatory context-specific form regulations (massing, setbacks, roof pitch, etc)
- Architectural Controls applied through a DC

Additional Considerations

- Will require extensive City resources to tailor policy and mandatory guidelines to each community
- Would likely require the greatest level of property owner support



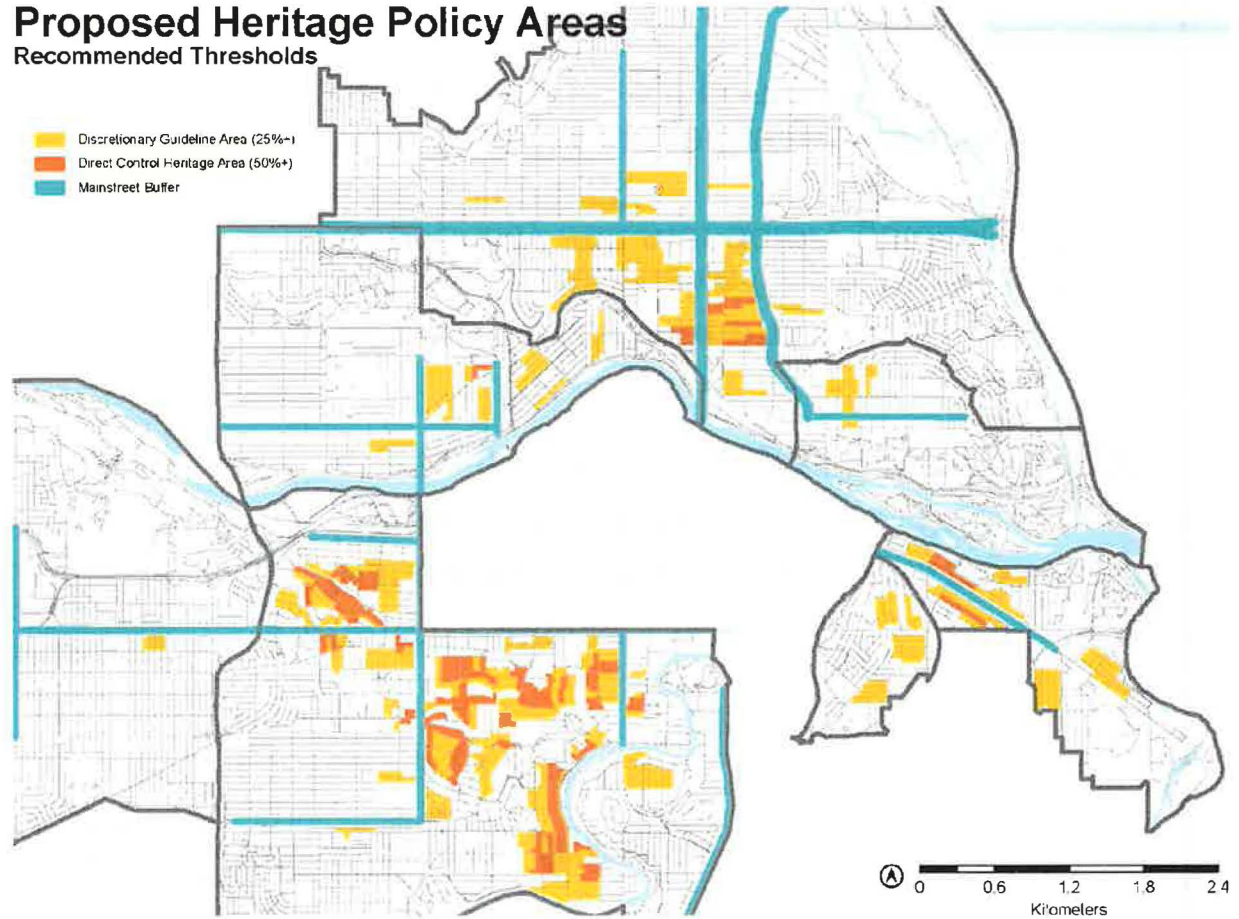
Scenario 1:

Direct Control Heritage Areas Extent:

- 745 residential *heritage assets*.
- 344 non-heritage buildings.
- 18% of identified residential *heritage assets*.
- Approximately 18 hectares of policy area.

Proposed Heritage Policy Areas Recommended Thresholds

- Discretionary Guideline Area (25%-1)
- Direct Control Heritage Area (50%+)
- Mainstreet Buffer





Scenario 2:

Direct Control Heritage Areas:

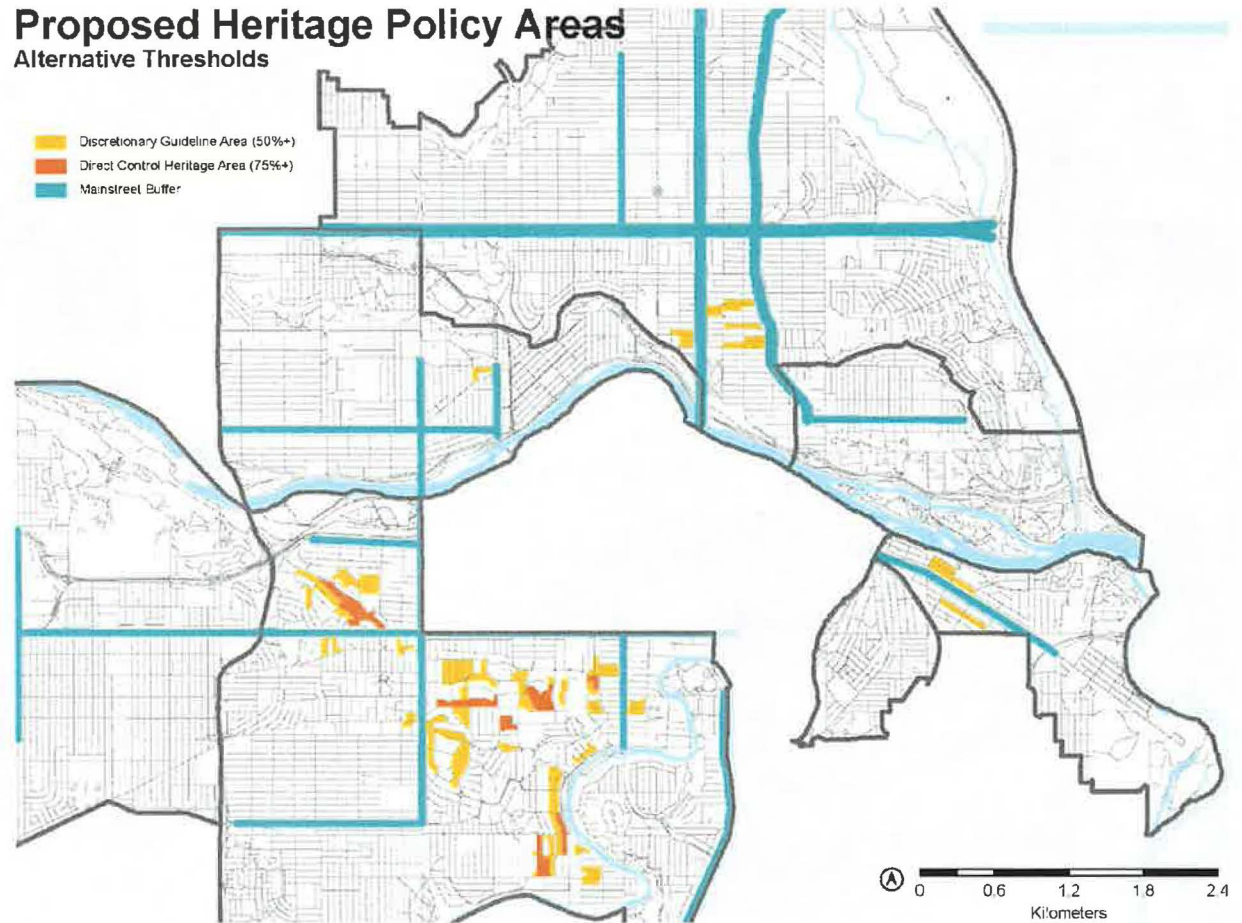
Extent:

- 168 residential *heritage assets*.
- 34 non-heritage buildings.
- 4% of identified residential *heritage assets*.
- Approximately 90 hectares of policy area.

Proposed Heritage Policy Areas

Alternative Thresholds

- Discretionary Guideline Area (50%+)
- Direct Control Heritage Area (75%+)
- Mansstreet Buffer



Financial Incentives





Financial Incentives



- Current City approach generally works for this type of heritage, but the magnitude is not sufficient
- Further resources are needed to meet the needs of many (particularly non-residential) owners
- Example - Conservation Grant Program has \$500,000 annually; similar program in Edmonton has ~\$2,000,000 annually
- Financial incentives are an important and successful tool for heritage conservation used around the world



Financial Incentives

For 2023-2026 Budget

Residential Tax-back Grant

- Owners of designated properties receive partial tax reimbursement
- E.g. 15 Years up to \$50,000 total
- Not tied to conservation work

Non-Residential Tax Credit

- Owners doing conservation work on designated properties receive partial tax reimbursement annually
- E.g. Totaling 50% of project cost, up to 50% of assessed value

Near-term Option

Boost to City-wide Conservation Grant*

- Current funding insufficient to meaningfully address both residential and non-residential conservation.
- “Secondary” recommendation to bring city-wide program in alignment with other municipalities

*Should a near-term financial incentive be desired.



Recommendations of Attachment 13

That the Standing Policy Committee on Planning and Urban Development recommend that Council direct Administration to:

1. Undertake a two-year phased implementation program (Q3 2020 – Q3 2022) to implement the heritage area tools through the local area planning process and associated Land Use Bylaw amendments, then return to the Standing Policy Committee for Planning and Urban Development to report on the progress and success of the program, and identify a city-wide implementation strategy;
2. Return to the Priorities and Finance Committee no later than Q1 2022 with refined financial incentives packages for consideration in the 2023-2026 Calgary budget deliberations; and,
3. Develop a scoping report with recommendations for an approach to heritage on main streets and return to Standing Policy Committee for Planning and Urban Development no later than Q2 2021.



Recommendation

Direct Administration to return to the Standing Policy Committee on Planning and Urban Development no later than 2020 October 7 with any updates on this work, and for further consideration of Administration's pre-COVID-19 recommendations as outlined in Attachment 13.