

## **DESIGNATION OF GLENWOOD MANOR AS A MUNICIPAL HISTORIC RESOURCE**

### **EXECUTIVE SUMMARY**

Glenwood Manor is proposed for designation as a Municipal Historic Resource under Section 26 of the Alberta Historical Resources Act, after being requested by the property owner.

Designation offers legal protection to an evaluated historic resource, preserving it for the future and making the owners eligible for financial assistance in maintaining the property through existing Municipal and Provincial incentive programs.

### **ADMINISTRATION RECOMMENDATION(S)**

That the SPC on Planning and Urban Development recommends that Council give three readings to the proposed bylaw to designate Glenwood Manor as a Municipal Historic Resource.

### **RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2017 SEPTEMBER 13:**

That Council give three readings to Bylaw 43M2017.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

At the 2008 February 4 Combined Meeting of Council, through LPT2007-64, Council adopted the Calgary Heritage Strategy. The approved content of the Strategy states that significant historic resources “can and should be protected through designation bylaws”.

### **BACKGROUND**

Conserving historic buildings through legal protection is an internationally recognized best-practice in heritage planning, and is supported by the Calgary Heritage Strategy and Calgary Municipal Development Plan. Legal protection in Alberta is achieved through designating sites as Municipal and/or Provincial Historic Resources, enabled by the Alberta Historical Resources Act. The subject of this report concerns Municipal-level designation.

Prior to being designated, a property must be included on Calgary’s Inventory of Evaluated Historic Resources, a growing list of significant local heritage sites. The Inventory is maintained by the Calgary Heritage Authority, a Council-appointed advisory board comprised of members of the public, which evaluates potential Inventory sites and advises Council on heritage-related matters. Properties suggested for inclusion on the Inventory are researched and evaluated according to the Calgary Historic Resource Evaluation System. To date, there are 839 sites on the Inventory of Evaluated Historic Resources, including 70 sites that have been demolished.

As part of the designation process, the Alberta Historical Resources Act (Section 28[1]) specifies that Municipalities must compensate property owners for any decreased economic value related to designation. To avoid incurring this cost, City of Calgary Heritage Planning only moves to designate sites as Municipal Historic Resources if the property owner consents and waives any compensation associated with the Act, or if Council has otherwise directed the designation.

## **DESIGNATION OF GLENWOOD MANOR AS A MUNICIPAL HISTORIC RESOURCE**

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Property owners may choose to designate for a variety of reasons, including an interest in preservation. Additionally, a variety of incentives for designation are offered at the Municipal and Provincial level, including heritage conservation grant programs, and incentives through the planning approvals process.

The City of Calgary operates a heritage conservation grant program, offering matching funds for projects to restore, preserve or rehabilitate character-defining elements of a privately-owned, designated historic resource. The grant program is funded through an existing reserve receiving \$225,000 per year from the Planning & Development budget. Currently 59 of the 769 existing sites on the Inventory are eligible to apply for grant funding through this program. Applicants can apply for up to 50% of a conservation project cost, once every five years. Total grants received cannot exceed 15% of the assessed value of the property, determined at the time of application, for a period of 15 years. Additional information is included in Financial Capacity of this report, and full terms and conditions are available through [www.calgary.ca/heritage](http://www.calgary.ca/heritage).

Alberta Culture and Tourism operates a Provincial-level grant program, providing matching funds to owners of historic sites under terms and conditions established by the Alberta Historical Resources Foundation (available online through [www.culturetourism.alberta.ca](http://www.culturetourism.alberta.ca)). The designation of a property as a Municipal Historic Resource qualifies a property owner to apply for up to \$50,000 per year in Provincial matching funds, as opposed to a one-time grant of \$5000 available to non-designated sites.

It is unknown when, or if, a property owner will apply for incentives. Administration provides owners with information about all applicable incentive programs for their properties, and does not guarantee grant funds prior to approving a funding application. Furthermore, owners are made aware that both grant programs are commonly fully-subscribed, and funds may not be available at the time of application.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

Glenwood Manor is being proposed for designation as a Municipal Historic Resource. The property was first added to the Inventory of Evaluated Historic Resources in 1995, and has been determined as a property of “City Wide” significance. Using the framework of the Council-approved Historic Resource Evaluation System, the heritage value of Glenwood Manor includes:

- Person Value – being associated with notable Calgarians who resided there, including oil tycoon Samuel Nickle, City Councillors Pansy Pue and Elaine Husband, Industrial Coordinator of Calgary Power Ltd., Captain E.H. Parsons, and notable entrepreneur Lou Doll all lived in Glenwood Manor.
- Style Value – as a prominent and excellent example of eclectic Georgian Revival architecture with unique Spanish and Arts and Crafts influence.
- Symbolic Value – representing the wealth and success in Calgary during the late 1920s through its high-quality construction and details.

The property owners have requested designation of the property as a Municipal Historic Resource to protect the property in perpetuity and to make the property eligible for conservation grant funding from the City of Calgary *Historic Resource Conservation Grant Program*.

## **DESIGNATION OF GLENWOOD MANOR AS A MUNICIPAL HISTORIC RESOURCE**

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Glenwood Manor has been designated as a Provincial Historic Resource since 1997, with existing access to grants at the Provincial level through the Alberta Historical Resources Foundation.

Designation of Glenwood Manor at the Municipal level offers an additional layer of protection to a significant Historic Resource, and provides the owners with access to another funding source when making repairs and rehabilitations as required. Beyond its existing status as a Provincial Historic Resource, Municipal Designation grants Administration a decision-making role in future changes and conservation, working alongside Provincial Conservation Advisors. 17 sites on Calgary's Heritage Inventory have both Municipal and Provincial protection.

The proposed bylaw (Attachment 1) identifies the elements of the property that contribute to its heritage value and must be treated appropriately in any future changes or conservation work.

### **Stakeholder Engagement, Research and Communication**

The owner of Glenwood Manor requested Municipal Historic Resource designation 2016 December 19.

Per the Alberta Historical Resources Act, a 'Notice of Intention' to designate the property must be issued to the property owner sixty (60) days prior to passage of a designation bylaw by Council (anticipated Council decision on 2017 November 13). A notice was issued 2017 August 22 via registered mail, with a postage receipt indicating delivery 2017 August 24.

All twelve condominium owners of Glenwood Manor reviewed the proposed designation bylaw throughout spring 2017, and have expressed in writing that they are in agreement with it being presented to the SPC on Planning and Urban Development, and Council (Attachment 2).

The Calgary Heritage Authority has expressed support of this proposed designation as outlined in Attachment 3 to this report.

### **Strategic Alignment**

Council priorities outlined in The City's *2015 – 2018 Action Plan* include the fostering of "A city of inspiring neighbourhoods". Historic resources are an integral component of such neighbourhoods and their retention contributes to the diversity and character of their surroundings.

The City of Calgary *Municipal Development Plan* supports the conservation and protection of Calgary's historic resources. The plan identifies historic preservation as part of good city building and community identity, and encourages property owners to conserve Calgary's historic resources.

The City of Calgary *2020 Sustainability Direction* includes an objective for Calgary to become a "diverse and socially inclusive city that respects its heritage and the arts," as well as a strategy to "support the preservation of Calgary's historic resources".

The City's *Calgary Heritage Strategy* (2008) recommends that identified historic resources should be protected by designation bylaws, when possible, to ensure their preservation. This

## **DESIGNATION OF GLENWOOD MANOR AS A MUNICIPAL HISTORIC RESOURCE**

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protection prevents demolition, provides appropriate management of physical interventions and is critical to ensuring effective management of historic resources.

### **Social, Environmental, Economic (External)**

#### **Social**

Historic resources connect us to our past, our future, and to each other. They provide places of learning and places of understanding for all Canadians. Historic resources are integral to the identity of our community and help to strengthen its distinctiveness. Historic resources add to the beauty, character and visual interest of our urban environment, which contribute to the city's liveability and are sources of community pride.

#### **Environmental**

The preservation of historic places capitalizes on their embodied energy. Re-using existing resources requires a much smaller expenditure of materials and energy than demolishing and reconstructing a city's building stock.

#### **Economic (External)**

Historic resources add character and visual interest to a streetscape, increasing the attractiveness of the area to investors. Designation of historic resources ensures these attributes are protected, and the resulting certainty promotes high-quality investment. Additionally, tourists and residents are attracted to areas with historic resources.

### **Financial Capacity**

#### **Current and Future Operating Budget:**

Designation of Glenwood Manor will have no operating budget implications for The City of Calgary.

Designation will make the property eligible to apply to The City of Calgary's Heritage Conservation Grant Program, funded through an existing reserve administered by Heritage Planning, which receives \$225,000 per year from the Planning & Development budget. Until 2022, \$85,000 of this total is allocated to an existing grant agreement with the Lougheed Building (FCS2004-20, approved 2004 March 22). The unsubscribed balance is available to eligible applicants on a 'first-come/first-serve' basis. Designated heritage resources may apply to the grant program once every five years (as needed), for matching funds up to 50% of a conservation project cost. Total grants received cannot exceed 15% of the assessed value of the property, determined at the time of application, for a period of 15 years. As of the writing of this report, the grant program reserve is close to being fully subscribed. Applicants may still submit grant requests at any time, which will be held in queue until such time as grant funds become available.

#### **Current and Future Capital Budget:**

Designation of Glenwood Manor will have no capital budget implications for The City of Calgary.

### **Risk Assessment**

No risks have been identified in designating Glenwood Manor as a Municipal Historic Resource. The property owner is in agreement with the proposed designation, which does not affect

## **DESIGNATION OF GLENWOOD MANOR AS A MUNICIPAL HISTORIC RESOURCE**

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activities in the building or on the property, allows the owner to retain all rights to the individual enjoyment of their property, and does not prevent the property from being sold.

The Heritage Conservation Grant Program risks under-serving historic property owners if reserve funding does not increase in some proportion to the number of designated properties. A lack of available funding may discourage some owners from applying for designation.

### **REASON(S) FOR RECOMMENDATION(S):**

The property is identified on Calgary's Inventory of Evaluated Historic Resources, as a site of 'City-wide Significance' for its Person, Style and Symbolic value, making it eligible for designation as a Municipal Historic Resource.

The owners of the property have formally requested designation. Protecting Calgary's historic resources is an identified objective of The City.

### **ATTACHMENT(S)**

1. Proposed Bylaw 43M2017
2. Bylaw Agreement from Owners
3. Calgary Heritage Authority Letter of Support