The University of Calgary

A Heritage Conservation Strategy for Cliff Bungalow-Mission

Jason Michael Ness

A Master's Degree Project submitted to the Faculty of Environmental Design in partial fulfilment of the requirements for the degree of Master of Environmental Design (Planning).

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Faculty of Environmental Design

The undersigned certify that they have read, and recommend to the Faculty of
Environmental Design for acceptance, a Master’s Degree Project entitled:

**A Heritage Conservation Strategy for Cliff Bungalow - Mission**

Submitted by Jason Ness in partial fulfillment of the requirements for the degree of
Master of Environmental Design

Dr. Bev Sandalack
Faculty of Environmental Design, The University of Calgary
MDP Supervisor

Robert Graham
Heritage Planner, City of Calgary
Committee Member

Catherine Ascroft
Faculty of Environmental Design, The University of Calgary
Dean’s Appointed Examiner

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A Heritage Conservation Strategy for Cliff Bungalow - Mission

Abstract
This strategy provides recommendations for the conservation of existing heritage resources within the Calgary communities of Cliff Bungalow and Mission. Recommendations are also provided for the maintenance of the communities’ heritage character through the creation of guidelines for new development that is sympathetic and respectful of that character.

The strategy utilises tools such as heritage legislation, education and interpretation, land use designation and design interventions.

Recommendations focus on four geographical scales:

- The communities as a whole;
- Precincts representing assemblages of historic buildings based on function;
- Streetscapes representing continuous groupings of predominantly pre-World War II homes or commercial buildings;
- Individual buildings of significant historical or architectural merit.

In addition to the strategy itself, tools have been created that may be used by community members and heritage planners in the future. These tools are an illustrated and annotated inventory of extant and demolished buildings, and digitised geographical information systems (GIS) maps of the study area for the years 1911, 1961 and 2001.

As Cliff Bungalow and Mission are two of the oldest communities in Calgary, the purpose of this strategy is to conserve their cultural heritage resources and unique heritage character for future generations.

KEYWORDS
Heritage Conservation, Heritage Planning, Heritage Legislation, Heritage District, Conservation Covenants, Cliff Bungalow-Mission, Rouleauville
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Chapter One

Introduction

Almost as old as Calgary itself, the communities of Mission and Cliff Bungalow have a rich history and a unique identity that attract thousands of people to live there and many visitors to wander its streets. Mission is dominated both historically and visually by St. Mary’s Cathedral and its surrounding Catholic institutions, while Cliff Bungalow retains many intact streetscapes of middle class housing in a neighbourhood developed by the Canadian Pacific Railway prior to World War I. Today, due to the area’s popularity, the nature of local planning policies and Calgary’s economic and population growth, the neighbourhood is facing intense redevelopment pressure. In order to conserve important heritage resources in the two communities, and to ensure that new development enhances those resources, a comprehensive strategy is proposed.

In 1999, a series of block meetings was held in Mission as part of the City of Calgary Planning Department’s Mission Area Redevelopment Plan review process. Participants at the meetings were presented with surveys asking for their views on community issues. The survey’s findings revealed two major factors: first, a strong desire by all residents surveyed to conserve the heritage buildings, and second, the need for development guidelines to ensure that new structures are compatible with the historic character of the area. Public recognition,
the maintenance of historic buildings and houses, and community uses for institutional buildings rather than their replacement, were specifically mentioned.¹

The need to protect the communities' cultural resources is also explicitly acknowledged by the Cliff Bungalow-Mission Community Association. Heritage conservation is a key issue dealt with by the Association via its Development and Area Redevelopment Plan committees. As the elected representatives of the communities' residents, they have initiated several heritage-oriented programmes, including the installation of street signs using the original street names, the production of a set of postcards reproducing archival photographs of the area and the inclusion of articles on the history of the community and current heritage issues within the community newsletter.²

¹ Calgary, Planning Department, Report on Mission Block Meetings, (Calgary, 1999).
Context

Cliff Bungalow and Mission are inner-city communities located eight blocks south of downtown proper. The boundaries are 17th Avenue in the north, 1st Street SE (Macleod Trail South) and the Elbow River to the east, College Lane and an escarpment to the west, while the Elbow River forms the southern boundary. The area is bisected by 4th Street West, with Mission to the east and Cliff Bungalow on the west.

North, south and west of the community are other inner-city neighbourhoods. To the east are the Stampede grounds, Lindsay Park, and the community of Erlton.

Fig. 3. Cliff Bungalow-Mission in relation to the rest of Calgary.
Map adapted from "Residential Areas" map in *The Calgary Plan*, pg. 37.
The communities of Cliff Bungalow and Mission are simultaneously linked yet separate, and form a distinct geographical unit, bounded by natural barriers and busy 17th Avenue. The original communities (formerly called Rouleauville and Mount Royal) were annexed into Calgary in 1907, and since 1978, the two neighbourhoods have shared a single community association. Many people, including some residents, do not realise there are indeed two separate communities, and the area is often referred to simply as “Mission” or the “Mission District.” Yet there are distinctive differences.

The first difference, and that which is most relevant to this conservation plan, is that each community had a radically different inception. Mission was established by the Roman Catholic Oblates, and was later the Francophone village of Rouleauville. Within it are most of the area’s Catholic institutional buildings, such as the cathedral, convent, hospital and schools, (Holy Angels Roman Catholic School on the Cliff Bungalow side being the exception).

Cliff Bungalow, on the other hand, was originally part of the Canadian Pacific Railway’s Mount Royal development, and is dominated by single-family residential development, as well as three historic school buildings. Differentiation in the built environment was further encouraged with the adoption of separate Area Redevelopment Plans (ARPs) in the 1980s. While Cliff Bungalow’s ARP was relatively sensitive to the character of the area by allowing only low-rise residential development (with exceptions along the 4th Street and 17th Avenue...
Fig. 5. A common type of bungalow found in Cliff Bungalow-Mission. Built mainly in the 1920s, they closely resemble, and may indeed be, Sears-Roebuck kit houses.

Although new buildings have replaced many older ones, there nevertheless remains much potential for conserving and enhancing heritage resources within Cliff Bungalow-Mission.

Objectives
The purpose of this Master's Degree Project (MDP) is to recommend ways in which heritage structures, heritage streetscapes, and the heritage character in general may be maintained and enhanced in the Cliff Bungalow-Mission community. Recommendations will be geared to the community level so that the community association or residents may be empowered to take action themselves. Co-operation with governments, heritage organisations and businesses will also play an important role. Conservation measures will include the utilisation of legislative tools, design guidelines, design interventions, and interpretative techniques.

The two main goals of the strategy are, in order of importance:

1) To conserve important existing cultural heritage resources;
2) To conserve the heritage character of the community as a whole.
Protection and maintenance of existing heritage resources is of primary importance to this strategy because once the buildings are gone, they can never be replaced. Not all old structures are of equal importance; therefore the strategy will identify those structures and elements which are the most significant. It is recognised that change and redevelopment within these communities is not only inevitable, but can also be desirable. Therefore recommendations will be made for such redevelopment to take place while maintaining the overall character of the neighbourhood.

Furthermore, this strategy strives to provide the community and heritage practitioners with tools that may be of practical use in the future. While the recommendations may or may not be implemented, tools such as a comprehensive inventory (annotated and illustrated) of the community’s built structure and a digital historical atlas will provide the community with a starting point for its own heritage conservation endeavours.

This MDP will argue that heritage resources, whether they are single buildings, groupings of structures or artificial or natural landscapes, possess inherent value. They are the physical manifestation of cultural memory; and of the values, beliefs and achievements of those who lived before us who have shaped our contemporary culture. In the case of architecturally significant heritage structures, the labours of craftsmen and artisans should not be casually discarded if alternatives to demolition exist. Each historic building, streetscape and precinct will be dealt with on a case-by-case basis, because not all are of equal value (aesthetically,
socially or economically). It is recognised that there is pragmatic value to conserving our heritage, a topic that will be dealt with in more depth in Chapter Two on theory and practice. It is also recognised that new developments can enhance the community’s character, either through good design or sympathetic function.

**Methodology**

Cliff Bungalow-Mission is not merely a repository of significant individual buildings (although there are many that are associated with prominent Calgarians or events important to the development of the city and the region), nor is its unique character defined by a few select streetscapes. Rather it is the district in its entirety that is important, including its built environment, its social history and its natural and man-made landscapes, each of which has changed and will continue to change over time. Without the historical and aesthetic context of the whole, individual buildings or streets become isolated, losing much of their significance. When the historical fabric, represented by the relationship of structures to one another and of the built environment to the natural one, is replaced in a piece-meal fashion, it becomes disjointed and its context compromised, reducing its legibility. Any plan for the neighbourhood’s heritage conservation should be wholistic, while at the same time dealing with varying geographic scales and significant districts that exist within that whole. A multitude of tools should be employed in order to create a comprehensive strategy.
Step 1: Contextual Analysis
The first step was to engage in extensive research into the history of the community as a whole, its people, and the individual buildings within it. Important precincts were located, using such cultural indicators as ethnic and socio-economic groupings and distinct land-use differentiation (residential, commercial, and institutional).

In order to gain first-hand knowledge of the community and its heritage issues, the author simultaneously engaged in independent volunteer work with the community association's Area Redevelopment Plan Review Committee. It was decided that key informant interviews would not be conducted, as it was felt that enough information on local issues was available via the communities' newsletter, surveys previously conducted by the City of Calgary, and through the author's roles as a community volunteer and former Mission resident. However, it is acknowledged that these sources of information may tend to be biased towards a conservation mind-set as they are over-representative of residents, and are under or non-representative of other community interests, such as non-resident property owners and business owners.

Step 2: Inventory
Next, an inventory of the built environment was compiled. Using an inventory created for the community by the provincial government in 1995 as a baseline, the information was
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digitised, updated and expanded. The purpose of the inventory is twofold: first, to identify the heritage resources that still exist in the community; to identify opportunities for the conservation of individual sites, streetscapes and larger districts within the whole. Second, the inventory provides a practical resource for the community to use now and in the future. The digital nature of the inventory means it can easily and inexpensively be updated and reproduced as necessary.

Step 3: Digital Mapping

The data collected for the inventory was transformed into an historical atlas by means of Geographical Information Systems (GIS) software. Digitised maps were created for the years 1911, 1961, and 2001 (dates are based upon availability of maps and proximity to important periods of development). These digitised maps are figure-ground maps showing the relationship between building masses and the spaces in between. The two earliest figure-grounds used fire insurance maps as the base, while the 2001 version used a base-map from the City of Calgary, with the newest buildings drawn in freehand. These maps were then linked to databases of information. Selecting a structure on the map brings up a table of information specific to that building. Colour-coded thematic maps, also created from the database information, highlight such traits as building age and use. Like the inventory, the purpose of the atlas is to provide an information resource for the community, and to create a method of easily identifying trends and opportunities for heritage conservation. It also
creates snapshots in time that reveal how the built environment has evolved chronologically and spatially.

Step 4: Additional Research
Specific community research was supplemented by research into general heritage planning and conservation theory, examples of plans and projects undertaken in other jurisdictions, and a review of heritage legislation and incentives used today in Calgary, Alberta, and Canada.

This research and analysis were subsequently synthesised to determine the recommendations for conserving heritage resources and ensuring sympathetic new development in specifically outlined districts and on specific blocks. These recommendations are represented at four different geographical scales.

1) The community as a whole: These recommendations deal with planning and design initiatives that apply to the entire neighbourhood.
2) Heritage precincts: Significant groupings of heritage resources are identified with recommendations specific to each bounded district.
3) Heritage streetscapes: Those blocks with significant structures or a largely intact grouping of pre-World War II structures are identified and recommendations made.
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4) Within the preceding three geographic levels, individual structures of historical or aesthetic significance are identified; strategies are outlined for conservation of the most significant.
Chapter Two

Theory and Practice of Heritage Planning

Humanity has recognised for centuries that the physical constructions of the past are more than simply bricks and mortar. They are imbued with the traditions, values and personality of both individuals and the cultures that created them. Much theory has been written on the subject. Practices have been refined over time for the preservation and restoration of old structures, whether they are masterpieces of architectural expression or utilitarian constructions of folk culture. Over the past century, this theory and practice has been systematically codified, and an attempt has been made to create universal rules for the best practice. This chapter will examine the evolution of issues such as the scope of heritage, authenticity, and value. It will also look at the way this theory has been put into practice in other jurisdictions, focusing specifically on heritage districts. Two case examples will be examined: the Unionville Heritage Conservation District (Markham, Ontario) and a Provincial Historic Area (Fort McLeod, Alberta).
Heritage Conservation Theory

The Evolution of Conservation Theory

Jukka Jokilehto in *A History of Architectural Conservation* identified four main schools of "influence" in the development of conservation theory and practice:

- Monuments as Memorials (ancient times to present)
- Stylistic Restoration (late eighteenth century to present)
- Modern Conservation (nineteenth century to present)
- Traditional Continuity (twentieth century to present)

They are presented roughly in chronological order, but each continues to develop in parallel, and specific conservation practices may combine ideas from several of these influences.¹

Monuments as Memorial

The "Monuments as Memorial" influence began in ancient times, but came of age during the Renaissance. The first legislation designed to protect historic monuments was passed in A.D. 457 by the Roman Emperor Majorian.² During the Renaissance, the earliest impetus towards heritage protection was for ancient monuments, particularly the ancient inscriptions of the Greek, Roman and Egyptian civilisations, as they were valued as relics of these great cultures.

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and of the values they were felt to embody. They were catalogued and restored or preserved. Later political and ecclesiastical monuments and structures were given similar attention.³

Stylistic Restoration

Stylistic Restoration arose during a period where relativity of values, romanticism and historicism were influential ideas. It was thought that restorations should reflect lost stylistic integrity. This idea was carried out to the extent that new elements were added to create cohesiveness and to perfect the architect’s original ideal, as interpreted by the restorationist.⁴

Eugène Emmanuel Violet-le-Duc, architect and France’s Chief Inspector of Monuments, systematically codified this philosophy.⁵ His definition of restoration follows:

The term Restoration and the thing itself are both modern. To restore a building is not to preserve it, to repair it, or to rebuild it; it is to reinstate it in a condition of completeness which may never have existed at any time.⁶

Violet-le-Duc believed that “living” monuments, such as churches, were to be maintained and continuously adapted to meet the needs of its current users, while “dead” monuments, such as Roman ruins, should be preserved in their current state of decay as a document of the

³ Jokilehto, p.301.
⁴ Ibid., pp.302-303.
⁵ Ibid.
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past. For restorations, the replacement of original material with copies was acceptable, and modern materials and construction techniques should be substituted for inferior older ones, such as steel roof supports replacing wood.⁷

**Modern Conservation**

Modern conservation theory was conceived as a backlash against restoration. Its chief proponent was the art critic and theorist, John Ruskin. The theory emphasised preserving those elements that were genuine and original (and thus authentic) and respecting all layers that had been added over time, as well as the patina of age.⁸

Ruskin’s definition of restoration, taken from *The Seven Lamps of Architecture*, was in marked contrast to Violet-le-Duc’s. Ruskin stated:

> It means the most total destruction which a building can suffer: a destruction out of which no remnants can be gathered: a destruction accompanied with false description of the thing destroyed...¹⁰

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He believed that materials and workmanship must be true and honest to the original, and that it is essential to respect the creator’s intention. Maintenance of historic structures is crucial, as is conserving the entire historic fabric, rather than just individual monuments.\(^{11}\)

Ruskin, William Morris (the architect and artist) and many other prominent artisans and theorists founded the Society for the Protection of Ancient Buildings (SPAB) in 1877. The society issued an important manifesto in which it denounced the restoring, copying and moving of heritage structures as inauthentic. Rather, it called for conservative repair and regular maintenance and respect for all alterations and additions created throughout a building’s life-cycle. These beliefs earned it the nickname “Anti-Scrape Society”\(^{12}\).

The first half of the twentieth century was a devastating period for humanity’s built legacy. Two world wars and the environmental degradation initiated by the industrial revolution caused immense destruction of both individual buildings and historic districts. In response to this dire situation, global organisations formed that were dedicated to creating rules and programmes for the conservation of cultural heritage resources. The first such group was the United Nations Educational, Scientific and Cultural Organisation (UNESCO), whose constitution was ratified in 1946 with Canada as a charter member. A branch of the United Nations, UNESCO’s constitution states its mandate:

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\(^{11}\) Ibid., p.180.  
\(^{12}\) Ibid., pp.184-186.
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...for the purpose of advancing, through the educational and scientific and cultural relations of the peoples of the world, the objectives of international peace and of the common welfare of mankind for which the United Nations Organisation was established and which its Charter proclaims.\(^{13}\)

An important part of this advancement of cultural relations is the protection and interpretation of heritage sites deemed to be of global importance.

Twentieth-century theorists continued to develop principles for changes to heritage structures. Cesare Brandi, an Italian conservationist, outlined the following principles in 1963:

1) Any reintegration should be easily recognizable at close distance but, at the same time, it should not offend the unity that is being restored.
2) The part of material that directly results in the images is irreplaceable so far as it forms the aspect and not the structure.
3) Any restoration should be so made that it will not be an obstacle for necessary future interventions. Indeed, these should be facilitated.\(^{14}\)

His second point refers to the irreplaceability of the aesthetic component of a building. The structural component may be replaced if needed for stability, safety, or in order to meet modern needs. Brandi recognises that in some cases the structural components themselves may be of special significance.

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\(^{14}\) Jokilehto, p.236.
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ICOMOS
International Council on Monuments and Sites

The discovery of new scientific methods of documentation and maintenance influenced and broadened the scope of conservation efforts to include protection of historic areas and the development of international charters. In 1964 the Second Congress of Architects and Specialists of Historic Buildings was held, the result of which was the *International Restoration Charter*, more commonly referred to as the *Venice Charter*. This charter laid the foundation for the creation in 1965 of the International Council on Monuments and Sites (ICOMOS), an organisation that would bring together architects, restoration specialists, archaeologists and town planners. The *Venice Charter* remains the principal document of the organisation. ICOMOS is the principal advisor to UNESCO on heritage conservation issues. UNESCO and ICOMOS have been at the forefront of producing international guidelines and principles for both the theory and practice of conservation. Canada is a member nation of both organisations.

In 1972, UNESCO’s *Convention Concerning the Protection of the World Cultural and Natural Heritage* was adopted. It defined cultural heritage in three categories:

Monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of

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15 Ibid., pp.303-304.
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features, which are of outstanding universal value from the point of view of history, art or science;

Groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;

Sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.

It stated, “Each State Party to this Convention recognizes the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations” of its cultural heritage.\(^\text{18}\)

**Traditional Continuity**

The ideas of traditional continuity developed in parallel to those of modern conservation. The maintenance of living cultures and traditions and the principles of sustainability are emphasised. In order to encourage the continuity of culture, traditional continuity is accepting of change, an idea it holds in common with the modern conservation movement.\(^\text{19}\)

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\(^\text{18}\) UNESCO, *Convention Concerning the Protection of the World Cultural and Natural Heritage*, (1972), articles 1,4.

\(^\text{19}\) Jokilehto, p.304.
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This flexibility is apparent in adaptive reuse and rehabilitation, undertaken with criteria that defines both the valuable characteristics of a heritage site and those which may be discarded with relatively little impact. For instance, the US Advisory Council for Historic Preservation provides a definition for “rehabilitation” in the following:

Rehabilitation means the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.\(^\text{20}\)

The concept of “sustainability” was formally introduced with the publication of Our Common Future in 1987 by the United Nations’ World Commission on Environment and Development, popularly known as the Brundtland Commission. It defined sustainability as socially responsible economic development that protects the resource base and the environment for the benefit of future generations.\(^\text{21}\) On June 28, 2002, UNESCO’s World Heritage Committee released the Budapest Declaration. It states:

“We, the members of the World Heritage Committee, recognize the universality of the 1972 UNESCO World Heritage Convention and the consequent need to ensure that it applies to heritage in all its diversity, as an instrument for the sustainable development of all societies through dialogue and mutual understanding.”\(^\text{22}\)

\(^{20}\) Ibid., p.268.
\(^{21}\) Denhez, pp.8-9,13.
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**Restoration and Conservation in North America**

In North America, the nature of heritage conservation is exemplified by the restoration of Colonial Williamsburg, a key city in the historical formation of the United States of America. Restoration began in 1928 with extensive research undertaken in order to preserve the authenticity of existing structures. Re-constructions were deemed permissible, but only if based on authentic historical documentation. It was decided that a single time period should not be adopted, but rather the evolution of the urban centre between 1699 and 1840 should be represented. New materials were to be clearly marked so as not to be mistaken for originals.\(^\text{23}\)

Fiske Kimball, a consulting architect to the project, outlined the principles of restoration to be used at Colonial Williamsburg:

> From what you tell me, I judge the work will conform to the best principles of restoration, namely: (1) Reverently to preserve every vestige of the old where it survives, preferably on its original site; (2) where it does not, to exhaust first every vestige of evidence as to what the old was actually like; (3) where this evidence does not suffice, to work scrupulously in the style of the very time and place, yet with artistic sensitiveness.\(^\text{24}\)

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\(^{23}\) Jokilehto, pp.266-267.

These principles combine the desire for historical documentation and accuracy found in Modern Conservation theory, with the principle of recreating what no longer exists in order to reconstruct the larger contextual picture, as advocated by Stylistic Restoration.

Preservation policy was codified in the U.S. Secretary of the Interior’s Standards for Rehabilitation and the Guidelines for Rehabilitating Historic Buildings. These documents introduced the idea of rehabilitation of sites (as explained in the Traditional Continuity section), and placed greater emphasis on a respect for all phases of a site’s historical evolution. They also emphasised preservation of historic buildings and areas in general, rather than the former emphasis on only those sites of major importance.25

Two important principles found in the Standards are:

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historical material or distinctive architectural features should be avoided when possible.26

25 Jokilehto, p.268.
Theoretical Principles

Scope

What is “heritage”? Authorities today agree that it is not simply attractive or monumental buildings, a view commonly held in the past. Article One of the Venice Charter states,

The concept of an historic monument embraces not only the single architectural work but also the urban or rural setting in which is found the evidence of a particular civilisation, a significant development or an historic event. This applies not only to great works of art but also to more modest works of the past which have acquired cultural significance with the passing of time.27

Thus it includes entire towns, urban precincts and rural landscapes, as well as vernacular, folk, and utilitarian structures and groupings.

To address these different levels, ICOMOS organised a number of International Scientific Committees, whose scope expanded to include areas not easily accessible or visible to the public, such as archaeological findings.28 UNESCO’s 1972 Convention Concerning the Protection of the World Cultural and Natural Heritage grouped heritage resources into three categories: monuments, groups of buildings, and sites.29

27 ICOMOS, Venice Charter, p.110.
29 UNESCO, Convention Concerning the Protection of the World Cultural and Natural Heritage, (1972), found at http://www.unesco.org/whc/world_he.htm#dcbut
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**Heritage Definitions**
Definitions taken from Alberta Community Development’s Guidelines for the Rehabilitation of Designated Historic Resources

**Conservation**
"... all actions aimed at the safeguarding of heritage for the future. Its purpose is to study, retain and restore the culturally significant qualities of the resource with the least possible intervention."

**Preservation**
"... the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site."

**Restoration**
"... the accurate restoration of the form and details of the property, and its setting, as it appeared at a particular period of time, by means of the removal of later work and/or the replacement of missing earlier elements."

ICOMOS also recognised that the scope must be broadened from individual sites, and thus created the Charter for the Conservation of Historic Towns and Urban Areas. This Charter deals with both independent entities (such as villages), and areas within larger centres (such as historic centres or quarters). It encourages the protection of an area’s character by conservation of its urban pattern (lots and streets), relationship between mass and space, the scale, style and materials of buildings, the relationship of the district to its surrounding neighbourhoods and natural areas, and the district’s function.³⁰

**Authenticity**
Authenticity refers to the extent to which a heritage resource is true to its historical, geographical, or creative context. Changes in form, function or location can all affect the degree to which a heritage site is considered authentic.

The Venice Charter insists that restoration must be performed according to original primary sources: original plans, drawings, specifications and archival photographs. It must not enter into the realm of conjecture. Traditional techniques and materials must be used where at all possible. Any additions must bear a contemporary stamp, while at the same time respecting the character of the structure.³¹

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³¹ ICOMOS, Venice Charter, p.111.
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Heritage Definitions continued

Renovation
"... various levels of intervention including remodelling, recycling and rehabilitation. It refers to the improvement of existing buildings or neighbourhoods."

Reconstruction
"... the reproduction, by means of new construction, of the exact form and detail of an entire structure or part thereof which no longer exists, as it appeared at a specific period of time."

Rehabilitation
"... repairs and alterations to enable the efficient and contemporary use of the property, while at the same time preserving the significant historical and architectural features."

Adaptive Reuse is similar to rehabilitation, but involves a radical change in use for the structure. 1

In the 1970s, the World Heritage Convention mandated that World Heritage Sites meet a test of authenticity in design, materials, workmanship and setting. Like the Venice Charter, it states that any reconstruction must be done only where primary documents exist for guidance. Any site not meeting these operational guidelines would be ineligible for designation as a World Heritage Site. 32

Different methods of restoration create different levels or types of authenticity. 33

Recreations rebuild, based on historical and architectural research, what has been completely lost. This can be either specific elements of a structure or the entire structure itself. Mimicry is building something new to resemble closely, but not exactly, a structure of the past. The movement of elements or entire structures also affects authenticity in regards to the context of a heritage building to the surrounding structures, streetscape, and landscaping. Façadism (the keeping of a historical façade intact and in situ while removing the inside of a structure), maintains the visual context of the surrounding area, but the structure itself loses authenticity of form and function.


33 Authenticity also plays a role in interpretation. Should only the pretty and clean aspects of history be portrayed, or should it be an accurate reflection that reveals our flaws and disasters as well as our triumphs? The later view has become increasingly more accepted. Interpretation itself should not become an impediment to authenticity. Parks Canada in 1993 developed the concept of "commemorative integrity", which is achieved when "the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for the site's national historic significance are effectively communicated to the
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Value
For millenia, statutes have been drawn up for the protection of heritage sites, but they have tended to focus on buildings of architectural mastery or those that were of unequivocal historical significance. Legislation continues, for the most part, to protect only those buildings that are the best of the best, or the most representative of a desired style, time period or function. The definition is, for pragmatic reasons of cost and redevelopment potential, a narrow one.

The concept of “sustainability,” as outlined by the Brundtland Commission, is appreciated by the heritage community as conservationists strive to protect heritage resources for the benefit of future generations. Sustainability provides a powerful argument for the protection of buildings not only because of their intrinsic cultural value, but also because of their social and ecological value. The recycling of buildings preserves ecological integrity by recycling (not requiring the production of new materials) and through the reduction of waste. Such recycling, where there is a change in use, is known as “adaptive reuse”. Sustainable development ideas promote heritage conservation to other groups, such as those in the affordable housing and ecology movements, thus creating broader public interest.

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The effect of this philosophical shift is a more pragmatic and flexible approach to conservation. In the past, conservation focused on absolute preservation, which meant that structures could either retain their use or would be turned into museums. The newer attitude allows heritage structures to be reused in a radically different way. An example in the study area is the Tivoli Theatre, an art deco community movie house in Cliff Bungalow, which re-opened as shops and a coffee-house after it became uneconomic as a theatre. Similarly, the original 1905 St. Mary’s Parish Hall in Mission was converted into a train station in 1911 and then into a ballet studio in the 1990s; each use was a radical departure from the one before.

**Economic Value**

The increased frequency of adaptive reuse complements the growing body of evidence that heritage conservation is of economic value. Streets and communities with heritage character attract people due to their uniqueness and/or their association with childhood, familial or cultural memories. The patina of age, the addition over time of architectural elements that personalise structures, the mature trees and gardens are a richer visual experience than the rawness of new communities. Commercial streets are especially able to capitalise upon an area’s historical character.

A study of 1900s inner-city Calgary warehouse buildings, now rehabilitated and adaptively reused as condominiums, shows remarkable increases in assessment values. Such changes
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benefit both the city, through increased tax revenues, and the building owner, who is able to obtain much higher rents. The same is true for rehabilitated commercial buildings along Stephen Avenue in downtown Calgary.

<table>
<thead>
<tr>
<th>Property</th>
<th>Year of Rehabilitation</th>
<th>93 Assessment</th>
<th>98 Assessment</th>
<th>99 Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Hudson (Hudson’s Bay warehouse)</td>
<td>1995</td>
<td>$967 000</td>
<td>$5 178 320</td>
<td>$7 084 000</td>
</tr>
<tr>
<td>Lewis Lofts (Ashdowns)</td>
<td>1996</td>
<td>$1 389 717</td>
<td>$6 344 400</td>
<td>$9 150 000</td>
</tr>
<tr>
<td>The Imperial (Imperial Tobacco)</td>
<td>1997</td>
<td>$954 000</td>
<td>$6 729 030</td>
<td>$10 804 500</td>
</tr>
</tbody>
</table>

Fig. 2. Warehouse to Condominium Conversion: Assessed Values

**Theory in Practice**

Theory is only valuable if it is successfully put into practice. The Province of Alberta guides conservation for the sites designated as Registered or Provincial Historic Resources through a manual of *Guidelines for the Rehabilitation of Designated Historic Resources*. These guidelines are based principally on the United States Secretary of the Interior’s *Standards for Rehabilitation* and the *Guidelines for Rehabilitating Historic Buildings*, and show the influence of the principles compiled by organisations like UNESCO and ICOMOS.

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All owners of provincially designated structures must meet the guidelines before obtaining ministerial approval for additions, alterations, or restoration work. As well as specific rules relating to different materials and other aspects of the building, a general set of criteria have been drawn up, many of which are in tune with documents such as the Venice Charter.

These general criteria indicate that:

- All alterations must be done on the basis of thorough background research; they should not be based upon conjecture;

- If a new use is proposed it should be compatible with the structure so as to minimise changes. Maintenance of the original use is always preferred, but the guidelines recognise that this may not always be possible;

- Removal or alteration of any historic fabric should be avoided. Similarly, the integrity of the heritage characteristics of the entire site (landscaping, outbuildings) should be left intact;

- Alterations must be true to the period and style of the original, and must not reflect an earlier or later period;

- Some buildings reflect historical changes, such as additions or change of use. These changes should be preserved if they possess their own significance;

- Whenever possible, repair is favoured over replacement.\(^{36}\)

\(^{36}\) Ibid., pp.14-15.
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These guidelines mirror the statements of principles found in ICOMOS' charter dealing with the scope, authenticity, and technique of conservation and restoration. One place in which the guidelines differ from the Charter is in the nature of new additions. The Venice Charter specifically calls for new work to be done in a style that bears a contemporary stamp. It should be compatible with the old, but should also be clearly different so that the two periods may be delineated. Alberta’s guidelines state only that new work should be in a style compatible in size, scale, colour, material and character to the original, which does not preclude a modern style, but neither does it recommend it. It also allows for sympathetic alterations, whereas the Venice Charter more strongly discourages any addition that detracts from the building or its surroundings. These deviations from the Charter are representative of conservation philosophy in North America, which is more flexible in its allowance of changes that may increase the life span of a heritage structure than its European counterpart.

**Heritage Districts**

In recent decades many North American cities have created conservation districts in order to protect significant assemblages of heritage structures, streets and precincts. In most cases such districts are governed by a plan, whether statutory or otherwise, which presents guidelines as to what should and should not be done regarding changes to heritage structures,
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development of new buildings, and modifications to the landscape or the neighbourhood as a whole.

**Unionville in Markham, Ontario**

A good example of a contemporary plan is the *Unionville Heritage Conservation District Plan*, which creates a heritage area in part of Markham, Ontario. In 2000, the plan won the Heritage Canada Foundation’s Prince of Wales Award, which recognises local governments who have “manifested exemplary commitment to the preservation of the built heritage”.

The principal goal of the plan is to “ensure the retention and conservation of the District’s heritage resources and to guide change so that it contributes to and does not detract from, the District’s architectural, historical and contextual character.” Its objectives were to retain, conserve and restore the area’s heritage buildings, to conserve or reintroduce landscape and streetscape features, encourage compatible infill construction, and foster community support and pride for Unionville’s heritage legacy.

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37 Markham, *Unionville Heritage Conservation District: The District Plan*, (Town of Markham, 1997).
39 Markham, *The District Plan*, (Markham, 1997), p.11.
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The Ontario Heritage Act (Part V)\(^4^0\) is the enabling legislation by which municipalities may designate heritage conservation districts, and regulate development within the district through development guidelines and the building permit process. The Act also allows for the designation of specific heritage properties without the owner’s consent (Part IV), although individual properties cannot be simultaneously bound by both Parts IV and V of the Act, meaning the limitations and/or benefits of being included within the conservation district would be unavailable to a property designated as an individual heritage site, and vice versa.\(^4^1\)

The Unionville plan creates guidelines at three distinct levels. First, it deals with the minutiae of individual building design, recommending appropriate types of windows, doors, exterior cladding, etc., both for new buildings and for the renovation of older ones. Next, it outlines appropriate designs for maintaining the heritage character of the streetscapes. Recommendations are made both on a general level - massing, setback, height, and landscaping, etc. - as well as outlining appropriate styles for specific streets. This approach differs from the philosophy of the Venice Charter in that it encourages new development to mimic the old, thereby creating confusion as to what is original and what is new, potentially compromising the authenticity of the streetscape. Finally, it deals with issues that affect the area as a whole, such as parking, municipally constructed features such as roads and


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sidewalks, decorative streetlights, and street trees. To complement the legislative portion of
the plan, it outlines an interpretative programme designed to increase the awareness of
visitors and residents alike of the area’s history. This includes a plaque program for heritage
homes and businesses.

Implementation of the plan is undertaken through the application review process,
establishment of a review and approval authority (of which the town’s heritage planners are
members), creation of a heritage loan fund to assist with heritage property repair and
restoration, and an information campaign to inform the public and property owners of the
district and its policies.42

In contrast to the Ontario Heritage Act, the Alberta Historical Resources Act does not allow
for the designation of heritage properties or districts by municipalities without the property
owner’s consent, except where compensation is paid (which makes it too financially and
politically onerous for municipalities to put into practice). The Province of Alberta,
however, is able to designate either individual sites or districts without having to pay
compensation, although this is rarely done without the owner’s approval. A more thorough
examination of Alberta’s heritage legislation is found in Chapter Three.

42 Markham, The District Plan, pp.37-43.
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Fort Macleod, Alberta

Alberta’s only provincial historic district is the Fort Macleod Provincial Historic Area. The district includes mainly the historic main street structures that are typical of small town Alberta. Prior to implementation of the district, redevelopment in the town was governed by its land use by-law, which made no provision for heritage conservation.43

The Historic District has no over-arching plan. Its boundaries are set out in the Fort Macleod Provincial Historic Area Establishment Regulation,44 while land use designation is controlled by the Town of Fort Macleod’s Land Use By-Law,45 and development operating guidelines within the district are outlined in a memorandum of agreement between the government of Alberta, the town, and the Fort Macleod Provincial Historic Area Society (see Chapter Three for a more detailed look at the legislation itself).

The development operating guidelines include development standards which the Minister has to consider when approving development applications. The general standards for the area are as follows:

(1) A street development should provide historically appropriate settings, façade restorations, cleaning, uses and interpretations on, at, or in association with, existing historic structures in such a way as to make explicit the historic appearance, environment and uses of those structures and their relationships one to another.

43 Oldman River Regional Planning Commission, Town of Fort Macleod Land Use By-Law No.1270, (1980).
44 Fort Macleod Provincial Historic Area Establishment, Alberta Regulation 158/84.
45 Town of Fort Macleod By-Law No. 1270.
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(2) There should be no misrepresentation of the historic character of the historic area and in particular no alteration to it which seeks to recreate or represent a period earlier than the historic period in the absence of a supporting historical basis.

(3) New construction should be compatible with the historic character of the historic area, and should not imitate a style earlier than one relevant to the historic period unless an authentic reconstruction of a façade once part of the historic area is planned.

(4) Every reasonable effort should be made
(a) to provide for a building surviving from the historic period a compatible use that requires minimal alteration of the structure, or
(b) to use the structure for its originally intended purpose.

The development standards provide detailed guidelines for alterations, maintenance, repairs, rehabilitation and additions, as well as for completely new development. New structures are to be compatible with materials and styles of the outlined historic period.

Thus it strives to create a cohesive identity within the designated area, representing a typical main street of small-town Alberta. It strives for authenticity, although its avoidance of modern materials for new developments, even if used in a sensitive manner, could potentially lead to confusion as to what is original and what is new.
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Funding for the area is controlled by the Historic Area Society, established pursuant to the Alberta Societies Act. The board of the society includes representatives from the municipal council, the Fort Macleod Chamber of Commerce, the Fort Macleod Historical Society, the government of Alberta, property owners both in and outside the area’s boundaries, and the mayor of Fort Macleod. Much of the money came from Alberta Lotteries and the fund eventually totalled $1.725 million. From the remaining amount the society is able to give loans or grants to selected conservation or restoration projects.

Conclusion
In the end, a balance must be struck between a narrow purist approach and one in which practical realities are met. Each site has specific issues, needs, and solutions. Authenticity may inhibit an adaptive reuse that could save a building while, on the other hand, all contextual meaning may be lost if authenticity is sacrificed. It is the purpose of this Conservation Strategy to suggest the best combination of interventions to produce this balance. The strategy will not formally adopt any one school of conservation theory, but will instead use that theory which is most appropriate on a case by case basis. Primarily, the ideas and principles of modern conservation and cultural continuity are utilised.

46 The Societies Act, R.S.A. 2000, c. S-14, s. 3(1).
47 Les Hurt (Director, Heritage Resource Management, Alberta Community Development), private correspondence, (February 7, 2002).
Chapter Three

Sticks and Carrots: Legislative, Contractual and Financial Tools for Conservation

Over the past century, legislative tools have been created at all three levels of government in order to conserve heritage structures or districts. This chapter will outline the nature of these policies in order to reveal the options available for conserving cultural resources within Cliff Bungalow-Mission.

Heritage Legislation

Federal Legislation

Two Acts deal most specifically with heritage issues: The Department of Canadian Heritage Act\(^1\) and the Historic Sites and Monuments Act.\(^2\)

1) The Department of Canadian Heritage Act gives the Minister the power to provide grants for conservation and to purchase and own heritage structures.

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\(^1\) Department of Canadian Heritage Act, R.S.C. 1995, c.II.
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2) The Historic Sites and Monuments Act further outlines a legal role for conservation. This Act establishes a board to oversee commemoration, conservation, and preservation of historic places. It gives the Minister the right to purchase lands or structures of heritage value. Heritage areas are not explicitly dealt with, but could fall under the general description of historic places.³

The explicit criteria established by the Historic Sites and Monuments Board of Canada (HSMBC) establish what is, from a national perspective, historically significant. Three categories of significance are recognised: places, people, and events.

- **Places** include archaeological sites, individual structures, an ensemble of buildings, a district, or a cultural landscape. To be deemed significant, a place must either illustrate a significant achievement or stage in the development of Canada, symbolise a way of life or important set of ideas, be explicitly and meaningfully associated with a nationally significant individual, or be associated with a significant event.

- **A significant person** must have made, either individually or as a representative of a group, an outstanding or lasting contribution at the national level.

³ Historic Sites and Monuments Act, 1985, C. H-4, sec. 2.
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- **A significant event** represents a defining action, episode, movement, or an experience in Canadian history.⁴

In general, "firsts" are not considered a reason for designation, except as part of a larger historical context; only one designation will be granted to commemorate any single person, place or event. For places to be designated, they must have been completed prior to 1975, their boundaries must be clearly defined, and their condition must be such that its historic and geographic context must be intact.

**Provincial**

The Constitution Act, 1867 places the responsibility for regulating private property on the provinces (section 92(13)), and from that responsibility flows the jurisdiction over heritage properties that are privately owned.⁵

Cultural resources in the province of Alberta are covered under the Historical Resources Act.⁶ To advise the Minister responsible for overseeing the Act, the Alberta Historical Resources Foundation (section 38) and the Historic Sites Co-ordinating Committee

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(Section 17) were created. The Act allows for the designation and protection of historic resources, and to achieve this it creates two levels of designation. Registered Historic Resources (section 19) require a ninety-day delay before demolition can take place, while Provincial Historic Resources (section 20) can not be destroyed nor substantially changed without approval from the Minister. Similarly, Provincial Historic Resources may not be sold without notice first being given to the Minister.7

Calgary Municipal Designation

In 1979, following the adoption of the Municipal Heritage Conservation Framework, the City of Calgary created an inventory of potential heritage properties within its city limits. These properties are deemed to be of cultural or architectural value. Individual structures, landscape elements, visual and historic landmarks and groupings of structures may all be included. Properties listed on the City of Calgary’s “Inventory of Potential Heritage Sites” are evaluated by independent consultants according to a Council-approved procedure and assigned a rank, in descending order of significance, of “A,” “B” or “C” by the Calgary Heritage Authority, depending on how well it meets the criteria. Properties may be upgraded or downgraded in rank as new situations occur.8

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7 Alberta, Historical Resources Act, Chapter H-9, .
Inclusion in the “Inventory” does not equal designation, and therefore does not prevent alteration of the inventoried properties nor does it obligate the City of Calgary to pay any form of compensation. The only restriction placed upon a property owner is a review by the city’s Heritage Planner of all demolition permits for properties so listed. The Heritage Planner’s recommendations are forwarded to the Calgary Heritage Authority for its review, which subsequently makes recommendations to Development and Building Approvals or, in the case of sites of high significance, City Council. Options for inventoried sites include municipal designation (allowing for the opportunity of density transfer), a request for provincial designation, awards programmes, and plaque programmes. A list of structures in Mission and Cliff Bungalow in the City of Calgary’s “Inventory” is found in Chapter Six (Table 1).

Under the Alberta Historical Resources Act, municipalities may designate properties as municipal heritage sites if such designation is deemed to be in the public interest. Property owners must be given sixty days notice, and the municipality is obligated to pay compensation for any decrease in the property’s economic value. Should the municipality and the owner fail to agree on appropriate compensation, the matter is referred to the Land Compensation Board (a provincial body). Any award made by the Board for compensation arising from a municipal designation is not tied to the protection of the designated site. This

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9 Ibid., p.3.
10 Historical Resources Act, R.S.A., C. H-9, sec.26,28.
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structural defect, in combination with Council’s uncertainty as to the amount of compensation, makes it too economically and/or politically onerous for a municipality to designate a property against its owners’ wishes.

Heritage Area / District Legislation

Heritage Areas: Federal
The federal Historic Sites and Monuments Act allows for the creation of heritage districts where assemblages of structures or other features are of national significance. The general criteria for designation of a national historic area by the Historic Sites and Monuments Board of Canada are the same as those for individual structures, but are supplemented by further guidelines specific to groupings of buildings. While individual buildings within an assemblage may not qualify as nationally significant, if they are collectively representative of a particular style, construction, or period, are of outstanding technological or social significance, or are strongly associated with nationally significant persons, events, or themes, then they may qualify for heritage area designation. The proposed district must have a “sense of history” where the historic characteristics dominate and are clearly set apart from their surroundings, and where “intrusive elements” are minimal.11

Heritage Areas: Alberta

Provision for heritage districts is established under the Alberta Historical Resources Act. It allows for the creation of a Provincial Historic Area within which the use, development and occupation of land or buildings can be regulated.\(^\text{12}\)

The Fort Macleod Provincial Historic Area, created by Alberta Regulation 158/84 (see Appendix B), is Alberta’s sole designated historic area. This regulation is merely a geographical description of the boundaries of the area. In itself it does not provide any regulations as to land use designation or protection of heritage structures, nor does it address the issue of compensation. A draft “Fort Macleod Provincial Historic Area Development Regulation” was drawn up, but was never authorised by Cabinet.\(^\text{13}\) This regulation would have allowed for provincial expropriation of significant heritage resources, would have prohibited development within the boundary of the historic area unless granted Ministerial approval, and would have outlined development standards and design guidelines for new developments and alterations to existing structures.\(^\text{14}\) In its place the Fort Macleod Provincial Historic Area Development Operating Guidelines were enacted as part of the

\(^{12}\) Alberta Historical Resources Act, R.S.A., C. H-9, sec. 24.

\(^{13}\) Les Hurt (Director, Heritage Resource Management, Alberta Community Development), private correspondence, February 7, 2002.
Memorandum of Agreement between the Government of Alberta, the Fort Macleod Provincial Historic Area Society, and the Town of Fort Macleod. Thus it holds less legal weight than if it were part of the Regulation. These official operating guidelines retained the need for Ministerial approval for new developments and the guidelines for such development, but dropped any mention of expropriation rights. A major difficulty in creating such designated areas is getting the approval of all owners within the area to accept a caveat on their property title in order to avoid the issue of expropriation.

Municipal Heritage Areas in Alberta

As outlined in the Historical Resources Act, municipalities may designate an area of historical importance. Such designation does not remove the necessity for a municipality to provide compensation for any economic loss that might occur to the owner arising from such designation, which makes it extremely difficult for municipalities to effect such designations.

Municipal Plans and Land-Use Bylaws

Municipalities can indirectly create a favourable climate for conservation, or an unfavourable one for development, through a municipal plan or land use by-law. Through these, massing, height and function may be controlled, and incompatible uses may be excluded from an area.

15 Alberta, Memorandum of Agreement Between Her Majesty the Queen in Right of Alberta as represented by The Minister of Culture, The Fort Macleod Provincial Historic Area Society and The Town of Fort Macleod, (Edmonton,1984).
16 Historical Resources Act, R.S.A., C H-9, sec. 27-28.
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Alberta municipalities may not use development control measures to explicitly preserve historical buildings, as was found in the case of Tegon Devs. Ltd. v. Edmonton City Council, which was a legal challenge under the Alberta Planning Act in 1977 and affirmed in 1979. The City of Edmonton had attempted to freeze development in an area which was to be given heritage designation by the province, but the court quashed the freeze, stating that it was not based on “legitimate planning objectives”.

Heritage Property Covenanting

While legal designation of buildings and districts by different levels of government was determined in the previous sections to be an unreliable method of providing comprehensive protection for a community’s heritage resources, there is a method of contractual agreement that allows the owner of a property (the “covenantor”) to protect a building (theoretically) in perpetuity, in exchange for giving up the right to redevelop certain aspects of the property. Called conservation covenants, this protection is monitored and enforced by a second party (called the “covenantee”), such as a government or a conservation organisation approved by the government. In Alberta, such covenants are governed under the Historical Resources

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Covenants
Legally binding agreements between two parties that surrender certain rights over the property.

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The main impediment to using covenants today is that there are no financial incentives given in Canada for such agreements on cultural property.

Covenants are legally binding agreements between two parties. Real estate is often described as being a “bundle of property rights.” These rights can include the right to subdivide, to construct buildings, to modify those buildings, and to modify the landscape. These individual rights may be separated from the bundle and transferred to another body in the form of an easement or covenant. Thus a covenant can be placed upon an entire structure, the façade only, or on both the building and its associated landscaping.

**Restrictive Covenant**
Enforces negative privileges only, and covenantor and covenantee are proximate landowners.

**Conservation Covenant**
May enforce both positive and negative privileges, and the covenantor may be a government or approved conservation group.

The most common form of covenant is the restrictive covenant. It enforces negative privileges, such as preventing the demolition of a building. With restrictive covenants, the covenantor and covenantee must hold land near one another.

In order to create a more flexible tool for protecting heritage properties, many provinces have created special conservation covenants. Conservation covenants share the basic principles of their restrictive counterparts, but differ in three major ways:

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20 Historical Resources Act, R.S.A. 2000, C. H-9, s.29.
21 Alberta Land Trust Society, *Preserving Working Ranches in the Canadian West.*
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1) Conservation covenants do not require the covenantee to hold property near the affected site. The Historical Resources Act allows such covenants to be held by the Minister in charge of enforcing the Act (currently the Minister of Community Development), the Alberta Historical Resources Foundation (a crown agency), a municipal council, or an approved historical organisation.22

2) Unlike restrictive covenants, conservation covenants can enforce positive privileges as well as negative ones. They can prevent the alteration of a property ("negative"), while simultaneously stipulating (for example) that regular maintenance of an acceptable quality be undertaken or that annual public tours of the property be allowed ("positive").

3) In Alberta, conservation covenants "run with the land," a legal phrase meaning they are not terminated when ownership of the property changes (unless such termination was outlined within the legal document).23 This is not necessarily the case with restrictive covenants.

22 Alberta, Historical Resources Act, section 25
23 Ibid., s.29(3).
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Under the Historical Resources Act, not all properties are eligible for covenants. Only those that would be eligible for federal, provincial or municipal designation, or those that are within a Provincial or Municipal Historic Area, can be covenanted.24

Culturally significant land or buildings are at a relative disadvantage for income tax purposes as compared to ecological conservation covenants or for movable cultural property that is given directly (fee simple) to an accepted body, such as a municipality, province or charitable group. The latter types of donations’ value will be appraised on the basis of their Fair Market Value (FMV).25

The definition of FMV, as outlined in the “Canadian Standards of Professional Appraisal Practice” is:

**Fair Market Value (FMV)**
The price a property will bring in the open market.

Market value means the most probable price that a property should bring in a competitive and open market under all conditions requisite to a fair sale, the buyer and seller each acting prudently and knowledgeably, and assuming the price is not affected by undue stimulus. Implicit in this definition is the consummation of a sale as of a specific date and the passing of title from seller to buyer whereby:

1) Buyer and seller are typically motivated;

2) Both parties are well informed or well advised, and acting in what they consider their best interests;

3) A reasonable time is allowed for exposure in the open market;

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24 Alberta, *Covenant Agreement* (draft), (Edmonton, 2001). This is a draft of the agreement to be used between the Calgary Civic Trust and covenantee owners.

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4) Payment is made in terms of cash in Canadian dollars or in terms of financial arrangements comparable thereto;

5) The price represents the normal consideration for the property sold unaffected by special or creative financing or sales concessions granted by anyone associated with the sale.²⁶

Potential Covenanting Bodies for Cliff Bungalow-Mission

- Calgary Civic Trust
- Heritage Canada Foundation
- Alberta Historical Resources Foundation
- Federal, Provincial or Municipal Government

When a donor retains the use of a property but gives up some rights via a covenant, the FMV is not applied to the property itself, but rather to the covenant. As covenants are not a tradable commodity, the FMV is virtually nothing, and therefore no tax advantage can be accrued.²⁷ This discourages home and business owners from placing covenants on property they intend to continue using, or property they intend to sell in the future. In the current situation, cultural conservation covenants are normally created through purely altruistic motives.

This differs from covenants that are designed for ecological conservation, which use the Fair Market Value method of assessment to determine the value of the property itself. For ecological covenants "...the Income Tax Act ... allows up to 100% of the total value of the allowable deduction for an environmentally sensitive property donation to be used as a deduction (in the case of individuals) from income in the first and up to five additional tax

²⁶ Canada, Guidelines for Valuers (Ottawa: Environment Canada, date unknown).
years.” The taxable amount of the resulting capital gain on such property is only 25%\(^{28}\) (for a full discussion of eco-gifts and ecological covenanting, see Appendix C).

In 2001, the Calgary Civic Trust obtained charitable status and in 2002 was designated an approved conservation group for the purpose of holding heritage covenants under the Alberta Historical Resources Act. The Heritage Canada Foundation already holds covenants and is investigating the implications for assuming a more active role as a National Trust. Thus, if the federal government creates an appraisal method and tax incentives similar to those for ecogifts, covenanting would be an effective method for heritage-minded property owners to protect their homes or businesses from significant alteration in perpetuity. It can already be a tool for those property owners not requiring tax breaks, such as the City of Calgary or the area’s school boards, which could sell their heritage properties while securing their protection and ensuring a regular schedule of maintenance and upkeep.

**Financial Incentives**

In June of 2001, the Department of Canadian Heritage launched the Historic Places Conservation Initiative. It consists of three programs:

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1) The Canadian Register of Historic Places will create a comprehensive listing of all historic places available via the internet.
2) The Canadian Conservation Standards and Guidelines will create guidelines available to the public for the conservation and rehabilitation of historic places.
3) A special certification process will ensure that federal financial incentives are only given to those historic places that are “appropriately conserved”.  

The purpose of these new measures will be to facilitate the creation of new financial incentives for the private sector, the goal of which is to promote conservation rather than demolition of historic places.

At the provincial level, the Alberta Historical Resources Foundation (AHRF) sponsors “awareness” projects, publications, and historic resource preservation.

Awareness projects include educational programmes, professional development within the heritage field, the creation of multi-media materials, and the erection of interpretative plaques or markers. Publications promote the province’s history; for example, the recently completed Mission and Cliff Bungalow walking tour booklet was co-funded by the City of Calgary and the AHRF.

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Funding for historical resource preservation can be applied to actual conservation or restoration measures, or can be used for architectural or engineering studies or for interpretative plans. Structures that are to be moved or completely reconstructed are ineligible for funding.  

Municipally, a Heritage Incentive Program (HIP) for historic commercial buildings was passed by Calgary’s City Council in June of 2002. The HIP, once fully implemented, will provide owners of commercial properties listed on the City’s “Inventory of Potential Historic Resources” with the ability to apply for grants, the waiving of development and building permit fees and priority processing of development permits for the restoration and rehabilitation of their buildings. These incentives will be contingent upon the building being designated a Municipal Historic Resource. These incentives are not available to owners of residential or institutional structures listed on the “Inventory”.  

Private sector organisations have also been established to support the financing of heritage projects. One example is the Canadian Pacific Charitable Foundation that administers the Canadian Pacific Heritage Fund. The fund provides matching grants to charitable organisations engaged in a project that relates to the history of the Canadian Pacific Railway

31 Calgary, Heritage Planners Report to the Calgary Heritage Authority, (Calgary: City of Calgary, April, 2002).
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(CPR). This particular organisation is relevant to this strategy as the CPR originally developed the Cliff Bungalow community.

**Conclusion**

Although there are many legislative tools available at all three levels of government for the conservation of both individual heritage structures and of historic districts, actual implementation in the study area will be rare due to economic and/or political factors. The federal government can designate only those buildings that are of national significance, and these are lacking in the Cliff Bungalow-Mission area. It could be argued that the intact parts of the Rouleauville district have this distinction. Provincial legislation is broad, but the ideology of the current government means that they are unlikely to impose conservation measures or impede development without the express consent of the owner. Finally, due to the politically and monetarily onerous policy of compulsory compensation, the City of Calgary will probably designate only properties it already owns or properties where the owner has initiated the request for designation and signed a waiver for the compensation.

The use of heritage legislation at any level may not be the best method for ensuring conservation of the area’s heritage resources, although it will always remain a possibility, particularly as ownership of property changes over time. Covenanting property is an

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alternative form of protection that can be initiated by the owner without direct government involvement, and is legally binding in perpetuity (or until the covenantor and covenantee mutually agree to terminate the covenant). Until governments provide significant incentives for property owners to initiate such protection, however, heritage covenanting will remain an uncommon method for conservation. Ultimately, such legal tools can only be part of a more comprehensive plan.
Chapter Four

The History of Cliff Bungalow-Mission

Mission and Cliff Bungalow are two of the oldest remaining residential communities in Calgary. This chapter endeavours to tell their history, particularly the evolution of the built environment, within the context of the development of the city. The intent is to reveal the social, economic and political forces that shaped the community, and to identify the important heritage characteristics and sites within the community so that they may be conserved and interpreted.

First Inhabitants

The first residents of the Mission area were the native groups who arrived more than 12,000 years ago. The curve of the Elbow River with its cottonwoods provided shelter from the elements not found on the open prairie that surrounded it (Fig. 1). For centuries, these groups used it as a wintering place and continued to do so after European settlers began to colonise the area. Three native cultures inhabited the area before the arrival of the groups who currently inhabit southern Alberta. These were followed by the arrival of the Blackfoot who migrated from the eastern woodlands, the Tsuu T'ina (Sarcee) who came south from the...
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northern woods in the 1700s, and the Stoney who travelled west from Manitoba with the fur trade.¹

As well as being an optimal wintering spot, the Elbow and Bow valleys provided opportunities for food procurement. Buffalo were driven down from Mount Royal into the backwaters of the Bow River where the immobilised animals could be easily killed. The Mona Lisa art store (7th Street and 16th Avenue) sits on one such kill site.²

*Kootisaw,* or “meeting of the waters,” was the Sarcee name for the area along the Bow from the Elbow to the High River³. Early European settlers gave the area east of 4th Street, in the crook of the Elbow, the name “Moccasin Flats” due to the continued presence of native encampments there. Later these natives would be joined by the Métis who built shacks along the river’s edge.

**Père Lacombe’s Mission**

It was the presence of the Blackfoot tribes that brought the first Europeans to the area. The Roman Catholic missionary Father Albert Lacombe had established missions of the Oblate Order in northern Alberta at St. Albert and Lac St. Anne, amongst the Cree. While in the

north, he envisioned similar missions for the south that would minister to the Blackfoot. With the blessings of his superiors, he travelled south to establish the mission of *Notre Dame de la Paix*. This name was chosen because Lacombe wanted to establish peace between the often warring Blackfoot Confederacy and its rivals, and between native groups and European settlers.\(^4\)

The first mission was located in what is now the Springbank area. Fathers Doucet and Scollen later moved it to the confluence of the Elbow (then called the Swift) and Bow Rivers. It was Doucet who welcomed the North West Mounted Police when they arrived in the area to build Fort Calgary in 1875.\(^5\) The Mounties quickly realised the strategic advantage of the mission’s location for their own fort. They promised the Oblates that if they moved further up the Elbow they would be given a free hand there. Thus was born the Mission district (Fig. 2).

Around the new mission, a Catholic precinct was created with the Diocese establishing an infrastructure of social services needed by the area’s growing population. These included the Church of *Notre Dame de la Paix* (1875), the Holy Cross Hospital (1891), St. Mary’s Parish

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Hall (1905), which was used for community functions and as a school, and St. Mary’s School (1909).

The Birth of Rouleauville

When Father Lacombe began permanent residency in the area, a new dream was born - that of the establishment of a Francophone Catholic community. The Oblates were primarily French-speaking, as were the Métis who had arrived to operate the bull teams carrying goods to and from Fort Benton in the United States and from the Canadian west, and who built Fort Calgary for the North West Mounted Police. As well as providing a community for these groups, Lacombe wanted to create a beachhead against the masses of Protestant British and Ontario Orangemen who were pouring into the west. This was a time of great animosity between Catholics and Protestants.

To aid the cause, he decided that the quarter section upon which the Oblates had been squatting should be given official homestead status. Having experienced the slowly turning wheels of the federal bureaucratic apparatus in the past, he boarded a train for Ottawa and headed to the office of the Minister of the Interior. After threatening to camp out in the office until the deal was sealed, Lacombe managed to obtain two quarter sections for his mission. The northern boundary of that claim is now 17th Avenue, and the western edge is 4th Avenue.

\[6\text{Ibid., p.8.}\]
Street, the area now known as Mission. It included the land south of the Elbow River to approximately what is Mission Hill. On April 5, 1885, the Diocese rented the southern area, today known as Roxboro, to J. F. Peel and Sparrow to open Calgary’s first brickyard.\(^7\)

The move to create a French-speaking community was greatly facilitated by the arrival of the brothers Rouleau from Quebec. Charles Borromée Rouleau was chief justice of the Supreme Court of the North West Territories. He built one of Calgary’s earliest and finest sandstone mansions on 4th Street, naming it Castel aux Près or “Mansion on the Prairie” (Fig.3). His brother, Dr. Edward Rouleau, became the chief surgeon for the newly established NWMP Fort Calgary and the Holy Cross Hospital.\(^8\) He too built a handsome, if less opulent, home near the church.

In their honour, the village of Rouleauville was incorporated in 1899. The names of the village streets reflected a Franco-Catholic heritage: Lacombe, Notre Dame, Scollen, Leduc, and Doucet; 4th Street was then called Broadway.

**The CPR’s Mount Royal**

The Canadian Pacific Railway (CPR) was the Mission’s neighbour, situated west of Broadway, where it controlled Section 9 (a “section” being a 640 acre parcel of land, with

\(^7\) Ibid., p.13.
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each assigned a number for identification). Under the terms of its agreement with the federal government to build a trans-continental railroad, the CPR was given all odd-numbered sections near their railway lines across the prairies. In Section 9, the CPR started subdividing lots for the rapidly expanding population and named it Mount Royal after the prestigious neighbourhood in Montreal. On top of the hill, large, luxurious mansions were built by those who were rapidly becoming wealthy from Calgary's real-estate boom and other expanding industries. At the bottom of the hill to the north and east were more modest homes (Fig. 4), many of which became the residences of CPR junior managers, engineers, and other employees. This lower section would be renamed Cliff Bungalow in the 1970s.

Like many of the CPR's subdivisions across the prairies, this new neighbourhood (now Cliff Bungalow) was partitioned into lots with small frontage widths, most only 25 feet wide, in order for the company to maximise its return - the exception being those which fronted or backed onto Hillcrest Avenue. The subdivision plans for the blocks west of 4th Street (Broadway) to the escarpment between 17th and 26th Avenues were registered by the CPR's land company with the Land Titles Office of Calgary between January 22, 1906 and June 2, 1910 (Fig. 4). The streets west of 4th Street were named after Canadian governors general and prominent CPR managers (Grey, Minto, Aberdeen, Stanley, Lansdowne, Lorne,

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Dufferin, Monck and Elgin Avenues). Streets were laid out in the CPR’s typical grid-iron pattern.

**Annexation**

After the turn of the century, the newly proclaimed City of Calgary began to plan for the annexation of the land south of 17th Avenue. This was facilitated by the inability of Rouleauville to provide adequate services to its residents. Applications were made by the village’s comptroller to Calgary’s chief clerk asking to share sewer and fire services, but the requests were denied each time. A dispute erupted between the two jurisdictions as to who controlled the Exhibition Grounds land, and who would thus be entitled to collect the applicable taxes. Concurrently, Calgary began negotiations with Canadian Pacific for the annexation of the lower eastern portion of Mount Royal. A letter from the city clerk to the CPR’s land agent, written October 23, 1905 reads:

> Dear Sir:-
> Will you please let me know if your Company is disposed to have the following quarter sections annexed to the City, namely, SE 1/4 of 17 and N.E. 1/4 of Section 9 [Cliff Bungalow]. The Council is prepared to consider the matter and annex the same to the

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11 City of Calgary Archives, *CPR subdivision map for Mount Royal, Calgary, #M001146.*
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City in the amendment of the Charter at the next session of the Local House provided your Company is willing for the same.\(^{12}\)

Both areas were successfully incorporated into the City of Calgary in 1907. To reflect this new status, the roads were renamed using the city’s new system. All avenues were to run east-west, while streets ran north-south. The city was divided into quadrants and the roads and houses numbered from the centre outwards.

**Boomtime**

During the period 1909-1912, Calgary in general and the Mission and Mount Royal areas in particular experienced a building boom. Buoyed by high agricultural prices, a massive influx of settlers, and the arrival of the Canadian Northern and Grand Trunk Pacific Railways, hundreds of houses and many commercial buildings were erected. Calgary became the headquarters for the Canadian Pacific Railway west of Winnipeg. Lines extended from downtown Calgary to Edmonton and south to the United States border, necessitating the construction of freight facilities between 1908 and 1910; the Ogden assembly and repair shops were built in 1912. Also in 1912, the city became the headquarters of the company’s Natural Resources Department.\(^{13}\) The population of Calgary between 1905 and 1915 grew from 12 500 persons to more than 67 000, a growth mirrored by the issuance of over 13 000

\(^{12}\) City of Calgary Archives, City Clerk’s Correspondence, Box 9, File 76.

\(^{13}\) Foran, Pp.97-98,100.
building permits during the same period. At the height of the building boom in 1912, more than twenty million dollars in building permits were issued. The boom led to a call for formalised town planning, leading to the implementation of a comprehensive set of building codes in 1914.

A large part of the construction boom was residential in nature and accounted for nearly seventy-five percent of new construction. New housing was aided by the introduction of low interest mortgages in 1908 (as low as five percent by 1909), the introduction of the electric street railway to outlying neighbourhoods, and affordable water, electricity and natural gas. Most of these new houses were built of wood, as good quality stone and brick were too scarce to be affordable. While the wealthy were building mansions in Mount Royal, the middle and working classes below the hill were building practical family homes in simple, yet elegant styles. Primarily one- to two-storey single detached homes, houses built during this period used adaptations of Queen Anne Revival, Greek Revival and American Foursquare styles. Decorative shingle work, Palladian and bay windows, and simplified classical columns were common features. Many of the plans and designs were likely chosen

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15 McGinnis, p.15.
17 Melnyck, pp.46-47.
or adapted from pattern books and used mass-produced elements, creating rows of nearly identical houses (Fig.5).\(^\text{18}\)

With many new families arriving in Calgary, schools were needed to educate their children. Students of all levels were initially taught within a single facility, but in 1905 the Board of Education changed its policy and separated high school and elementary students. During the boom, demand for educational facilities far outstripped the board’s ability to build new schools. In order to meet the city’s educational needs, small two-storey cottage schools were erected between 1908 and 1910, and beginning in 1913 one-and-a-half-storey brick bungalow schools were built (Fig. 6). Both types were designed to be turned into apartments or housing once more substantial schools for the area had been built.\(^\text{19}\)

The Public School Board built a cottage school west of 4\(^{\text{th}}\) Street in 1908 and the Cliff Bungalow School in 1919. The cottage school was turned into residences as planned, while Cliff Bungalow has retained an educational function to the present. In 1929 Western Canada High School opened its doors to accommodate students in its academic and technical training wings. It occupied the buildings of the former Western Canada College, a non-denominational private boys' school that operated on that site from 1906 to 1926.\(^\text{20}\)

\(^{18}\) Melnyk, pp.46,57-58,61,67,69.  
\(^{19}\) Melnyk, pp.90,96,98.  
\(^{20}\) A. Aumonier, Western Canada High School site report, (Calgary: City of Calgary, 1982).
The Separate School Board was equally prolific. The red brick St. Mary’s was opened in 1909. The Lacombe Separate School District No.1 was the first Catholic School District created in the North West Territories in 1885, and St. Mary’s was the first publicly funded Catholic School in Calgary (Fig. 7). Its name was changed to St. Mary’s Girls’ School upon adoption of a policy that segregated male and female students. Holy Angels School followed St. Mary’s in 1919, a successful attempt by the Separate Board to copy the bungalow type used by the Public Board.

Another major change to the community at this time was the arrival of the Canadian Northern Railway (CNoR). In 1911, real-estate agent Freddie Lowes (who developed several of Calgary’s communities) purchased $150 000 worth of land from the Oblates on behalf of the CNoR. This included St. Mary’s Parish Hall and Dr. Rouleau’s first house. The company planned to demolish both buildings, erect a hotel and station between 17th and 18th Avenues, then push the railway line northwards up 1st Street West to connect with the CPR’s terminal downtown. Due to a downturn in the company’s finances, however, and an inability to gain approval for the 1st Street line because of a dispute over the right-of-way, the

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21 Calgary Public Library, Cornerstones: St. Mary’s School, (Calgary, 2001), found at http://calgarypubliclibrary.com/res/lochist/tours/corner/stmarysc.htm
22 Society for the Preservation and Restoration of St. Mary’s School (1909), St. Mary’s School (1909), found at http://members.home.net/stmaryschool1909
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parish hall was converted into a station. It became the terminus of the Gooselake Line, which ran from Saskatoon.\textsuperscript{25}

One result of the steady increase in population was the building of two- and three-storey apartment buildings. City planners had frowned upon multi-family dwellings, as they feared the creation of the kind of tenement slums that existed in eastern Canadian and U.S. cities. The 1912 by-law required two thirds of a block's residents to agree, before one could be built. Nevertheless, the need for affordable accommodation necessitated the construction of higher-density housing. In 1911, there were only twenty-five apartment blocks in the entire city (most of which were luxury units) but by 1913 this number had ballooned to eighty-one, many of which were intended for those of more modest means.\textsuperscript{26}

**End of the Boom**

In 1913, the beginning of an economic recession caused the housing market to collapse. This downturn took place despite the success of the Dingman oil well in neighbouring Turner Valley, which began to produce crude oil in 1914.

The downturn further encouraged the construction of apartment buildings, as fewer Calgarians were able to afford their own homes, and developers of such buildings were given

new encouragement under the city’s first zoning bylaw, instituted in 1924. The by-law designated almost all of Mission and Cliff-Bungalow as “multiple dwelling.” The southeastern portions of Mission adjacent to the Elbow River were zoned for two-family residential, while Hillcrest Avenue and Cliff Street were to be single-family residential. As well as apartment blocks, some new single-family residential housing was constructed during the 1920s, being primarily small bungalows in the popular Craftsman style. Along the main streets, 17th Avenue and 4th Street were zoned for “intermediate commercial,” which allowed for small-scale retail buildings with residential above.\textsuperscript{27}

The by-law encouraged the continued establishment of retail uses along 4th Street. While the 1911 fire insurance maps show 17th Avenue as partially commercialised, 4th Street was still primarily residential. Within a few years, to meet the demand of the area’s burgeoning residential population, the street’s characteristic red-brick two-storey commercial buildings were built (Fig.8): the Bannerman Block (1911), Young Block (1912), and the Wright Block (later called the Aberdeen Block) (1913). Broadway, or 4th Street, had always been a major thoroughfare, crossing the Mission Bridge (first built in 1886), then heading up Mission Hill to join Macleod Trail, the road to Fort Macleod in the south. To meet the needs of travellers, the Blue Rock and Albion Hotels had been opened just north of the bridge by the late 1800s, and they continued to be much frequented in the early twentieth century. Commercialisation

\textsuperscript{26} Melnyk, pp.72-73.
\textsuperscript{27} City of Calgary Archives, Zoning Map and By-law No. 2835 of the City of CALGARY, 1924.

Fig. 8. Bannerman Block.
2000.
Sandalack and Nicolai, 2001.
was further facilitated by the introduction of the electric street railway on both 17th Avenue and 4th Street prior to World War I.

**Post World War II**

The decades following the Second World War saw major changes to the area's institutions. St. Mary's Girls' School received two cinder-block additions in 1957 to deal with increased enrolment, but by 1970 the building had ended its role as an educational facility, serving instead as a Pastoral Centre for the diocese. It has sat vacant from 1995 to the present. Its closure was necessitated by the creation of the modern St. Mary's High School on 18th Avenue in 1969. The last remnant of the original Western Canada College complex was demolished in 1958 to make room for a new addition to the high school in order to meet the needs of a larger pupil catchment area.

The Holy Cross Hospital has also changed dramatically, with many additions over the years. The oldest surviving addition is the 1928 brick McNabb Wing. After the Second World War more additions, including new high tech facilities, were added (Fig.9). A dramatic change occurred in 1969 as the ownership and operation of the hospital passed from the Catholic diocese and the Grey Nuns to the Province of Alberta. Further additions were built, with the final wing still under construction when the province closed the hospital as part of its programme of budgetary cutbacks in 1996. Today, the complex is privately-owned and
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houses such varied uses as medical clinics, an extension of the Mount Royal College campus, office space, and housing.  

Despite the early decline of the Rouleauville area as a Francophone enclave, efforts were made over the years to create a hub of services for French settlers who had scattered throughout the city. The Société St. Jean Baptiste, started during the Rouleauville era, agitated for the establishment of a Francophone national parish for the city, resulting in the creation of the parish of Ste-Famille and its church in 1928. After the Second World War other institutions gravitated to the area: the Caisse Populaire Ste-Famille Savings and Credit Union Ltd., and the Ste-Famille housing co-operative which opened the Villa Franco (now the Villa Jean Toupin) in 1974. Ste-Famille church was erected on 5th Street in 1964.  

Throughout the 1960s and 1970s, during another boom, 4th Street and 17th Avenue continued to grow as retail centres. To encourage a pedestrian orientation, streetscape improvements, such as light-standards, banners, benches and street trees, were undertaken by the city and the respective Business Revitalisation Zones (BRZs). The BRZs are associations run by a board of area merchants and representatives of the City of Calgary. Both the 17th Avenue BRZ and the 4th Street BRZ were established in about 1985.

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Many new apartment buildings were built during the 1950s and 1960s, replacing some of the original housing stock. These were primarily of the boxy three-storey walk-up variety (Fig.10). Clad primarily in brick or wood siding, they followed the modernist philosophy of simple geometric forms with little or no ornamentation. There was no attempt to blend with the area’s traditional styles. These new apartments were rental units that were particularly appealing to the new population of students and young adults who wished to live near the downtown employment centre and enjoy inner city amenities.

Even more rental units were built in the 1970s, ‘80s and ‘90s as high-rise apartment blocks were erected along the increasingly trendy 4th Street and 17th Avenue corridors (Fig.11). The introduction of Light Rail Transit within walking distance of the community in the 1980s enhanced the area’s desirability as a place to live for those attending the University of Calgary and other post-secondary institutions. More expensive apartments and condominium towers were built along 26th Avenue fronting on the Elbow River which appealed to the upwardly mobile and retirees who valued the inner city lifestyle. Smaller apartment blocks and townhouse complexes continued to be built within the core of the communities, particularly on the Mission side. There has been an increasing trend towards creating condominiums, rather than rental units, as the area continues to gentrify.

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Architectural styles in this period continued to reflect contemporary tastes, although some changes were noted. Some new developments began to include gables and horizontal siding, rather than flat roofs and modern exterior finishes, in order to complement the older houses in the area.

New Plans for Old Communities
Partly due to the intense pressure of redevelopment at the time, the 1970s and 1980s was a period of increased community activism; the Cliff Bungalow Community Association was formed in 1978 (the Mission District Community Association had existed since 1951). Another element was the creation of Area Redevelopment Plans (ARP) by the City of Calgary. ARPs are statutory plans created to provide development guidelines to deal with the unique problems being faced by established communities, such as transportation, housing, redevelopment, and quality of life issues. The first Area Redevelopment Plan for Mission was adopted in 1982, followed in 1984 by Cliff Bungalow’s ARP. The Mission ARP’s goals for the community were to accommodate population growth through higher density, encourage the growth of the two existing retail strips, increase parking, enhance the accessibility and use of area parks and improve the physical and social environment. Land use designation allowed for medium-density apartment redevelopment (130 units per acre), and high-density tower development (130 to 160 units per acre depending upon parcel size) at the southern edge along the river (Fig.12). Development along 4th Street and 17th Avenue...
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would be pedestrian oriented. The city would encourage this by installing decorative street treatments and amenities such as benches, garbage cans, enhanced lighting and extra wide side-walks along 4th Street, creating a better walking experience for visitors and residents alike.\textsuperscript{30}

This allowance of higher-density redevelopment resulted in the destruction of many of Mission’s original houses. Other problems faced by the community due to the ARP’s policies were traffic and parking issues, the encroachment of commercial uses into residential streets, and the creation of a visual barrier by the building of high-rises along 26th Avenue, which cast shadows over the surrounding houses. No attempt was made to redevelop in a manner respectful to the area’s traditional character. Neither were design guidelines (other than the density, height and massing regulations of the land use designations) established, as had been done in the 1988 ARP for Hillhurst / Sunnyside, which outlined voluntary development guidelines for both commercial and residential buildings.\textsuperscript{31} Developers were not encouraged through the ARP to take into account heritage character when designing their developments.

The 1984 Cliff Bungalow ARP had the same goals as those outlined in the Mission ARP. It differed in that it did not allow for high-density development anywhere within the

\textsuperscript{30} Calgary, Mission Area Redevelopment Plan (office consolidation), (Calgary, 1999), pp.4-5,9,15,20.
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community. The land use designation was divided into three policy areas: residential single detached, conservation and infill, and medium-density redevelopment (Fig. 13).³²

³² Calgary, Cliff Bungalow Area Redevelopment Plan, (Calgary, 1984), pp.3-5,22.
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Fig. 12. Land use designation map for Mission, 1982 (as amended in 1997).
City of Calgary Planning Department, Mission Area Redevelopment Plan.

Fig. 13. Land use designation map for Cliff Bungalow, 1984.
City of Calgary Planning Department, Cliff Bungalow Area Redevelopment Plan, 1984.
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The policies of Cliff Bungalow's plan helped preserve much of its heritage housing stock, while Mission's ARP encouraged the redevelopment and densification that continues to occur there.

In 1990, the Mission and Cliff Bungalow community associations amalgamated, forming the Cliff Bungalow-Mission Community Association, in order to deal with area issues more effectively. Increased development pressure in Cliff Bungalow and a change in priorities (both on the part of the planning department and the community's residents) led to a review of Cliff Bungalow's ARP. A complete revision was passed in 1993. The revised ARP strove to encourage a more balanced variety of housing types, the maintenance of the pedestrian orientation of the 4th Street and 17th Avenue retail strips, and the enhancement of open spaces in the community. To achieve these priorities, the maximum potential density of the neighbourhood was lowered by redesignating some residential blocks from RM5 (85 units per acre) to RM3 (45 units per acre), and some commercial blocks from C-3(27) (maximum 27 metres in height) to C-3(16) (maximum 16 metres) (Fig.14). It also recommended that the city buy the Cliff Bungalow School site from the Calgary Public Board of Education, to be used as community space and park. This was eventually accomplished, and the school now houses a Montessori pre-school and the Cliff Bungalow-Mission Community Association. The result of the policies of Cliff Bungalow's revised ARP is that much of the

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33 Calgary, Cliff Bungalow Area Redevelopment Plan. (Calgary, 1993), pp.vii,viii
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pre-World War II housing stock has been maintained intact, and the heritage schools retain their institutional function within the community.

Another outgrowth of the revision process was the community association’s initiation of the annual Lilac Festival, a street party held on 4th Street that combines entertainment, the raising of awareness of local issues, and the selling of goods by local merchants and craftspeople.

In 1999, at the request of the area alderman, a revision of the Mission ARP was begun in response to the community’s concerns regarding intense pressure in both the commercial and residential redevelopment sectors. The review reflects a growing awareness (by both the planning department and the public) of the value of environmental and heritage conservation in maintaining a community’s identity and its cultural heritage resources. The Calgary Municipal Plan, the Transportation Plan, and the draft Mission ARP (released in 2001) show greater concern for issues of urban design and sustainability. This draft mirrors the revised Cliff Bungalow Area Redevelopment Plan in its support of lower building heights and lower density in some areas, the creation of home offices, and the enhancement of green spaces. For the first time, it focuses on maintaining the community’s heritage character.

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The Future of Cliff Bungalow-Mission’s Past

As the city matures, greater importance has been placed on the area’s heritage. A programme for reinstituting the original street names, the establishment of Rouleauville Square in 1995, and the publication of a detailed historical walking tour booklet in 2001 all indicate an increased interest in learning about and conserving the area’s heritage. It is the intent of this MDP to continue this momentum by suggesting practical ways in which the heritage of the area may be conserved, celebrated, and respected.

Chapter Five

Historical Atlas

The built form of an area changes over time and these changes can be analysed on various maps. Different plan view representations of Cliff Bungalow and Mission illustrate the evolution of form and space, the replacement of old buildings with new, and the changes in street patterns, lot sizes and building massing.

Three types of maps are presented here. First, planning and cartographic maps show the layout of lots, the street changes, and the evolution of the nomenclature of both the community and the streets. Second, a set of aerial photographs shows how the built form has evolved. This set also shows a three-dimensional perspective, revealing the manner of vertical growth in the community. Finally, a set of figure ground maps, created specifically for this project, uses Geographical Information Systems (GIS) software. These GIS maps show the relationship between built structure and open space. Thematic colour-coded maps show the characteristics of building use and age.
1883 Survey Map

In 1883 the CPR arrived in the Calgary area and produced this survey map: one of the earliest maps to show the Mission area.

Section 10 is already clearly identified as the Roman Catholic Mission, showing the first church in its location near the Holy Cross Hospital. A graveyard was also in the area. The graves are said to have been moved to make way for expansions to the hospital, but their new location is unknown.

Section 9 belonged to the Canadian Pacific Railway as part of its deal with the federal government to create a transcontinental railway. It was open prairie and agricultural land in 1883.

The main section lines indicated on the map would in time become the major thoroughfares of 4th Street and 17th Avenue.

Fig. 1. Plan of Township No.24, Range 1, West of Fifth Meridian, by the Dominion Lands Office, Ottawa, 1883. Glenbow Museum and Archives.
1891 Street Map

This map is one of the earliest street maps produced for the rapidly growing town of Calgary and its outlying districts.

The streets have been laid out and the blocks subdivided into 50-foot wide lots. The subdivision pattern is not the traditional French Canadian one of long narrow lots fronting on the river, with the exception of the church area in the north (and the area across the river which was not actually built), but rather is the traditional prairie gridiron advocated by the railroads.

Street names reflect the Franco-Catholic nature of the community, commemorating the founding Oblate Fathers, prominent citizens like the brothers Rouleau, and important patron saints.

What is to become Cliff Bungalow has not yet been subdivided, and shows as a blank area on the map.

Fig. 2. “Plan of the Town of Calgary compiled from Registered and Govt Plans by Messrs Jephson & Wheeler. D. L. Surveyors &c.” 1891. City of Calgary.
1911 CPR map of Mount Royal (Cliff Bungalow)

This map of Cliff Bungalow was drawn before it was known by that name. The neighbourhood was originally developed as part of the Canadian Pacific Railway's Mount Royal community, with the opulent mansions on the hill and the more modest homes below.

The map clearly shows the CPR's preferred narrow lot subdivision plan. Blocks K through N have 25-foot frontages, while the rest are 50 feet (most of which would later be subdivided in half). The exceptions were the larger lots along Hillcrest Ave. and Elgin Ave. (Elbow Drive), which was the transition zone between upper and lower Mount Royal.

As the legend to the right indicates, the subdivision plans were filed with the Land Titles Office between 1905 and 1911.

Fig. 3. Canadian Pacific Railway, Mount Royal Calgary lot map. 1911. City of Calgary Archives, #M001146
1924 Street Map

By 1924 the lot subdivisions on both sides of 4th Street can be seen. Although most lots are shown as 50-foot frontages, almost all had been divided in two for actual construction.

Note that 5A Street has been superimposed on the land that was the Western Canada College grounds. Street names have been converted to the city's standard number and direction system.

This map continues to label the Mission side as Rouleauville, seventeen years after its dissolution as a village.

Fig. 4. "Harrison and Ponton’s Map of the City of Calgary." Harrison, Ponton & Parker, Surveyors and Engineers. October 27, 1924. City of Calgary.
1934 City of Calgary
Zoning Map

This map accompanied the city’s first zoning bylaw.

By this time most of the community has been zoned for multi-family dwellings, allowing for the construction of the low-rise apartment buildings that proliferated after World War II during the building boom.

Already 4th Street and 17th Avenue have been identified as suitable commercial strips.

Note that the blocks occupied by schools are zoned for residential.

Fig. 5. “Zoning Map and By-law No. 2835 of the City of Calgary.” 1934.
City of Calgary Archives.
Public transportation was an important aspect of post-war transportation policies, particularly as the inner city (of which Mission and Cliff Bungalow were now a part) began to increase in density and the downtown core continued to expand as the dominant employment centre.

In the late 1940s, the old streetcars were replaced by electrical powered trolley-buses, and later by gasoline powered buses. Not until the 1980s would rail transportation again provide a method of mass transit for Mission area residents.

Fig. 6. “Official Map of the City of Calgary with index of streets and avenues, bus routes, hospitals and neighbourhoods”. United News (Wholesale) Ltd. May 1959. City of Calgary Archives, #M003204.
2001 Transit Map

This contemporary map shows the changes to the neighbourhood that have occurred since the printing of the previous transit map in 1959.

The community to the west of 4th Street was officially named Cliff Bungalow in the 1970s.

East of Mission and across the Elbow River, where once the CNR train yards stood, is the Lindsay Park Athletic Centre, which includes an aquatic centre. A large park surrounds the centre.

During the 1980s Light Rail Transit, known colloquially as the LRT or C-Train, was introduced to the city. Victoria Park-Stampede and Erlton-Stampede stations are within walking distance of Mission.

Fig. 7. 2001 Bus Route Map, Calgary Transit.
Fig. 8. Oblique view of Mission looking north along 4th Street. Glenbow Archives, NA-1604-18.

Circa 1890 Oblique View “Air” Photo

Not a true air photo, this photograph was presumably taken from Mission Hill, looking north. It shows mostly open prairie in what is now Cliff Bungalow-Mission.

Just north of the Elbow River and its recently constructed Mission Bridge are the Albion Hotel and the Calgary Pigeon Shooting Club (which would become the Blue Rock Hotel in 1893). To the west of the hotels was Moccasin Flats, a place where native groups continued to set up camp and hold pow-wows.

Already a major thoroughfare, 4th Street links up to Mission Road south of the Elbow River, climbing to the top of Mission Hill, then joining up to Macleod Trail which connected Calgary to Fort Macleod and other points south.
1924 Air Photo

The oldest air photo available, this picture was digitally altered to highlight the Cliff Bungalow-Mission area.

By 1924, Cliff Bungalow had been almost completely developed with single family houses. Also visible are the two bungalow schools (A,B) and Western Canada College (C) on the west side.

Mission, still has many undeveloped blocks. The wooden wings of the Holy Cross Hospital (D) are evident on the east side. The brick McNabb Wing, the oldest remaining portion of the hospital, would not be built for another four years.

Note the railyards in the area that is now Lindsay Park (E). These Canadian Northern Railway lines crossed the Elbow to the north ending at the CNR station (F) (the former St. Mary’s Parish Hall).

Fig. 9. 1924 Air Photo. University of Calgary Library.
1961 Air Photo

Substantial changes had taken place within the community by 1961, particularly in Mission.

Cliff Bungalow is largely unchanged, although a few small apartment blocks have displaced single-family dwellings, and a few large commercial buildings have been built along 4th Street. Western Canada High School (formerly the college) has expanded (A). Note the presence of mature trees, best illustrated by those encircling Triangle Park (B) in the south-west.

Mission has undergone major changes. Most of the blocks are now filled in with small houses and medium-density apartment blocks. The Holy Cross (C) has expanded significantly, and St. Mary’s High School (D) has been built in the northeast corner.

Fig. 10. 1961 Air Photo. University of Calgary Library.
1961 Oblique View Air Photo

This oblique photo shows the differing heights of structures within the community.

All of the older housing stock is from one- to two-and-a-half storeys. Higher and more massive apartment blocks are interspersed among them. Large commercial buildings can be seen along 4th Street. A couple of high-rise apartment towers have been built along 26th Avenue in south Mission along the Elbow River.

The new wings of the Holy Cross Hospital dominate the skyline.

Fig. 11. 1961 Oblique Air Photo. University of Calgary Library.
1999 Air Photo

This is the most recent air photo available for the area.

Many new apartment blocks have been built in both of the communities, a fact that is starkly evident from this photo. Both 17th Avenue and 4th Street are now vibrant commercial strips. High-rise towers have been built along the Elbow River in the southern portion of Mission, their shadow-cast dramatically visible (A).

The ecological and recreational potential of the area has been expanded with the conversion of the CNR railyards into Lindsay Park and its accompanying sports centre (B). A mature tree canopy is visible throughout the community.

Fig.12. 1999 Air Photo. University of Calgary Library.
1911 Figure Ground

This figure ground map is based upon a 1911 Fire Insurance Map, the oldest available. It shows the footprints of all buildings in the community, including outbuildings such as sheds, garages and barns.

By 1911 Cliff Bungalow (called Mount Royal), has begun to fill in, although many of its houses will be constructed a year later (1912).

Mission is largely empty in the south. Along the river is a clustering of shacks, many inhabited by the Métis community.

Institutions such as Western Canada College or the Holy Cross are smaller or broken up into individual buildings that will later be joined.

Fig. 13. 1911 Figure Ground Map. Source: 1911 Fire Insurance Map
1961 Figure Ground

Like the 1911 figure ground map, this was based on a fire insurance map.

Both Mission and Cliff Bungalow have matured, and almost all of the gaps have been filled in with housing or businesses. Second stage development has occurred where apartment buildings have displaced older single-family housing, evident here as large blocks amidst much smaller ones.

Large commercial and mixed-use buildings are evident along the 17th Avenue and 4th Street strips. Institutional buildings such as the hospital and Western Canada High School have been enlarged and their disparate buildings joined together.

Note that new bridges have been added at 25th Avenue and at approximately 1st Street SW (the CNR train bridge).

Fig. 14. 1961 Figure Ground Map. Source: 1961 Fire Insurance Map
2001 Figure Ground

The 2001 map is based on a 1999 City of Calgary map showing the outlines of building footprints. It has been updated by hand to reflect several buildings in the last two years. It is up-to-date as of May 2002.

Since the 1960s, even more apartments have been built. Particularly noticeable are several large structures in the south, particularly the massive Roxboro House on 4th Street and 26th Avenue. The former hospital, Western Canada High and St. Mary’s High School have continued to expand.

Despite all the new development, it is clear that a sizeable amount of original single-family housing remains intact, particularly in Cliff Bungalow.

Fig. 15. 2001 Figure Ground Map. Source: City of Calgary Land Use and Mobility.
1911 Land Use

This figure ground map has been colour coded to show the various land uses in the communities.

In 1911 the vast majority of structures are single family residences. The only medium-density residential building is the Scottish Nursing Home in the south-west corner.

Institutional buildings are prominent, particularly the Catholic Precinct in the north-east.

Few commercial structures are evident on 4th Street and 17th Avenue at this time. They are predominantly residential, and many of these old houses have today been converted into trendy shops and restaurants.

The solitary industrial use (the large grey square at the south end) is the R.C. Thomas Ice Houses.

Fig.16. 1911 Land Uses. Source: 1911 Fire Insurance Map.
1961 Land Use

By the 1960s, the modern patterns of land use have emerged.

Both 4th Street and 17th Avenue are clearly delineated as commercial strips.

Many medium-density residential blocks are dispersed throughout the communities, particularly in Mission. A few high-density towers have been built at the southern curve of the Elbow River.

The major institutional groupings remain, and a new one has been added along Cliff Street in the west, with the addition since 1911 of Cliff Bungalow School and Holy Angels School.

Fig. 17. Land Uses. Source: 1961 Fire Insurance Map.
2001 Land Use

Many new medium-density apartment and condominium buildings have been added since 1961. It has become the dominant type of housing in Mission.

High-rise towers now predominate along the southern edge of the Elbow River east of 4th Street.

Office buildings have been added to the commercial buildings along 4th Street.

The institutional buildings, although sometimes changing form and function, have endured throughout the century.

Fig. 18. 2001 Land Uses. Source: Sandalack and Nicolai, 2001.
2002 Periods of Development

The communities of Mission and Cliff Bungalow have developed in successive waves.

The pre-Rouleauville era (pre-1899) saw the birth of many of the area's institutions. Some of these buildings are not reflected on this map because newer ones, such as the Holy Cross, have replaced the original structures.

The period when Rouleauville existed as an independent village, (1899-1907), saw the beginning of the housing base in Mission.

From 1908 to 1918 a massive building boom occurred and most of the community's two-storey houses were built.

A smaller boom followed in the 1920s and many bungalows and some apartment blocks were constructed.

The 1950s, 60s and 70s saw many small apartment blocks replace older housing, and retail strips develop. From the 1980s to the present, redevelopment has been guided by the Area Redevelopment Plans (see the previous chapter).

Fig. 19. 2002 Periods of Development.
Chapter Six

Cliff Bungalow-Mission Today:
Issues and Opportunities for Creating a Sense of History and Place

Cliff Bungalow and Mission are now inner city communities undergoing yet another period of transition. A vibrant local economy, growing civic population, and an increased interest in living close to inner city amenities have increased the area’s redevelopment potential. Developers are describing the Mission area as “ripe for redevelopment of higher-end multi-family homes.”

Demographics
The neighbourhood’s demographics are different from those of the city as a whole. Figure 1 compares the population, age breakdown and percentage of home ownership in Cliff Bungalow, Mission and within the city.

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Fig. 1
Selected Demographic Variables for Mission, Cliff Bungalow, and the City of Calgary as a Whole

<table>
<thead>
<tr>
<th>Demographic</th>
<th>Mission</th>
<th>Cliff Bungalow</th>
<th>Calgary</th>
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<tbody>
<tr>
<td>Population in 2001</td>
<td>3682</td>
<td>1976</td>
<td>876,519</td>
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<tr>
<td>Population Change From 2000</td>
<td>+0.5%</td>
<td>-1.2%</td>
<td>+1.8</td>
</tr>
<tr>
<td>%5-14 Year Olds</td>
<td>1.4</td>
<td>2.1</td>
<td>13.3</td>
</tr>
<tr>
<td>%15-19 Year Olds</td>
<td>0.9</td>
<td>1.9</td>
<td>6.8</td>
</tr>
<tr>
<td>%20-24 Year Olds</td>
<td>11.1</td>
<td>10.5</td>
<td>7.7</td>
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<td>%25-34 Year Olds</td>
<td>36.8</td>
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<td>16.8</td>
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<td>%35-44 Year Olds</td>
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<td>%45-54 Year Olds</td>
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<td>10.5</td>
<td>14.3</td>
</tr>
<tr>
<td>%55-64 Year Olds</td>
<td>7.1</td>
<td>4.6</td>
<td>7.1</td>
</tr>
<tr>
<td>%65-74 Year Olds</td>
<td>7.2</td>
<td>3.6</td>
<td>5.3</td>
</tr>
<tr>
<td>% Home Ownership (units owned)</td>
<td>23.7</td>
<td>19.4</td>
<td>68.4</td>
</tr>
</tbody>
</table>

Adapted from the City of Calgary 2001 Civic Census.

Compared to the Calgary norm, both communities have significantly lower numbers of children, but higher numbers of young adults, both 20-24 and 25-34 year olds. Home ownership is dramatically lower in Cliff Bungalow-Mission; the vast majority of residents are renters.

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The community has followed the classic sequence of gentrification. The community was born as a working and middle class neighbourhood, but as it grew older it attracted a younger and more transient crowd who valued its affordable rental accommodation and proximity to cultural facilities, shops and downtown jobs. Students, artists and so-called members of various “counter-culture” groups helped create the community’s unique and “trendy” atmosphere. Today it is entering the later stages of gentrification as those who are financially better off and less transient gradually displace the existing residents. This is evidenced by the replacement of rental accommodation by owner-occupied condominiums. This transition from rental to ownership sometimes occurs in existing structures, but more commonly it is through new development. Although home ownership remains low in comparison to the city as a whole, it has doubled in Mission since 1986, and has done likewise in only ten years in Cliff Bungalow. This trend should continue as several new condominium projects have been approved or are seeking approval at the time of writing.

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</thead>
<tbody>
<tr>
<td>Mission</td>
<td>11.7%</td>
<td>15.0%</td>
<td>17.0%</td>
<td>23.65%</td>
</tr>
<tr>
<td>Cliff Bungalow</td>
<td>9.7%</td>
<td>9.5%</td>
<td>18.6%</td>
<td>19.37%</td>
</tr>
</tbody>
</table>


The move away from rental housing and the nature of the existing population have made the provision of affordable housing a priority for the Cliff Bungalow-Mission Community.
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Association, and for the City’s Land Use Planning Division as part of its creation of a new Area Redevelopment Plan (ARP) for Mission. A 2001 study on affordable housing in Mission, which was prepared for the City of Calgary, concluded that heritage preservation and affordable housing issues could be solved simultaneously by allowing for single family residences to be “suited” or converted into rooming houses. The study indicates that for such conversions to be successful, the City must provide “quality guidelines, rental caps, parking incentives, and reduction on utility charges and possible rental subsidies.” It also recommends the down-zoning of the affected properties.³

Built Form

Despite significant change over the past century, Cliff Bungalow-Mission retains many original physical characteristics, and these characteristics distinguish the area from many of Calgary’s communities built since the Second World War. Streets are laid out in an easily traversible and navigable gridiron pattern. Sidewalks are separated from the roadway by grassy boulevards, often lined with original trees.

Following the conventions of the day for middle class residential neighbourhoods, (particularly those set out in the Canadian Pacific Railway’s land development policy), lot frontages were narrow, and front yards were small or non-existent. The narrow lot size,

³ Graham Edmunds, Mission Area Study on Affordable Housing for The City of Calgary, (Calgary: Graham Edmunds, August 2001), pp.2,18.
combined with the placement of pattern book houses in pairs or groups of similar forms, create a repetitive cadence of architectural features, such as roof lines and porches. The repetition is not monotonous, however, due to the wide variety of placements of windows, bays and entryways in the front façade. Bungalows built during the 1920s, for instance, were often built in pairs, each being a mirror image of the other. Variation in colour and decorative detailing provided individuality. The original rhythm of the street has been ignored and altered, with a few exceptions, by new developments (particularly those built during the 1960s and 70s) with long horizontal frontages on what was originally a vertically-oriented streetscape with narrow, tall pre-World War I houses and apartment blocks.

Natural Features
The community is also distinctive in its natural characteristics; it is nestled within the natural boundaries of the Elbow River and the Mount Royal escarpment. These borders delineate the neighbourhood and provide natural corridors and homes for a variety of urban wildlife. The number of native plant species is a reminder of the prairie and riverine habitats that preceded the establishment of the community, and are heritage resources in their own right.
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Recent Design Studies
Two recent studies of the community have suggested ways in which the design of new developments could be more sympathetic to the neighbourhood’s character. The first is Cliff Bungalow - Mission: townscape and process, a collaboration between the Cliff Bungalow - Mission Community Association and The Urban Studio of the Faculty of Environmental Design, University of Calgary. It analyses the communities’ character through a variety of methods, including historical evolution, neighbourhood character, streetscape profiles, building types, building mass and density, and the public realm. It then identifies issues and opportunities for maintaining and enhancing the character of the communities through better transitions between old and new buildings and alternatives to current land use designation. It identifies the following as guiding principles for creating a new vision for the area’s physical development: improving linkages, enhancing the public realm, respecting the current context (built, historical, heritage and overall character), developing site and block-specific guidelines, and strengthening community participation.  

"It is intended to provide tools for residents, planners, developers, architects and others involved in the community development process to test development proposals and make better decisions regarding the community’s urban structure (the streets, blocks and public spaces)."

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5 Ibid., p.1.
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Relevant to the maintenance of the area’s heritage character, the study outlines opportunities for creating transitions between existing structures and new ones that take into account massing, intensity and function of use, and architectural style, and it recommends that heritage character should be considered. In order to encourage development that is sympathetic to the communities’ character, the study proposes two new land use designations. RM-3* (floor area ratio [FAR] equals 2.3) is an alternative to RM-3 (FAR = 1.8) that would ensure new residential structures have separate accesses at grade and a maximum of four stories, thus maintaining the pedestrian nature of the community and creating an articulation of the front façade that is more in tune with the rhythm of existing single family homes. RM-5* (FAR = 2.84) as opposed to RM-5 (FAR = 2.37), would allow for five stories, 11 meters in height to the eave, and an additional 3 meters within a 60 degree roof angle. The study states: “This alternative is more sensitive to the community character (it lowers the perceived height of buildings) while allowing for comparable densities in a more flexible form.”

The second is a design exercise sponsored by the City of Calgary that allowed a number of architects to propose ways in which new developments could be integrated with existing heritage properties. Examples included infilling and joining new developments physically to older homes. A third alternative proposes new residential units be built in the back-yards of

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6 Ibid., pp.44-49.
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existing homes, thus creating a streetscape in an alleyway that is traditionally merely an access point for parking and garbage removal and a utility right-of-way. At the time of writing, this study has not yet been officially published.

Sense of Place and History
The main objective of this MDP is not to create something new, rather it is to maintain and enhance what already exists. Cliff Bungalow-Mission already possesses what newer communities (particularly those of the New Urbanist persuasion) strive for: a vibrant street life, a diversity of unique shops and personal services close to home, a feeling of community and a “sense of place.” An important factor in this sense of place is the neighbourhood’s awareness of history in a city which is only a hundred years old. As mentioned in Chapter One, many residents cite the heritage character of the community as being an important reason for their choosing to live in Cliff Bungalow-Mission.

True sense of place cannot be created on paper; it is something that evolves over time. Residents gradually transform the sterility of a new community by adding those amenities that appeal to their practical needs or individual flights of fancy. A shed or vegetable garden in the back, a fruit tree or lilac bush in the front, or a piece of artwork on the wall, each softens the conformity and emptiness of a neighbourhood in its infancy. These are localised expressions, the kind of “vernacular” that Michael Hough speaks of in Out of Place: Restoring Identity to the Regional Landscape, elements that are essential to create, or in the
A Heritage Conservation Strategy for Cliff Bungalow-Mission

case of the Mission area, maintain a unique identity.\textsuperscript{7} The identity is enhanced by its association with people and events, whether it be the memories of childhood or the knowledge that an important public figure once lived in the house down the block; in other words the area’s sense of history.

**Heritage Character**

The communities’ heritage assets, both the buildings and the less tangible character, are many. Some of these assets are:

- A still largely natural riverbank along the Elbow River and the escarpment separating Cliff Bungalow from upper Mount Royal;
- The historically and aesthetically important assemblage of Roman Catholic buildings surrounding St. Mary’s Cathedral;
- Many intact streetscapes with character homes and apartment blocks built prior to World War II which now have mature gardens and avenues of trees;
- The vibrant 4th Street shopping strip with its adaptive re-use of old homes and commercial buildings;
- A multitude of buildings which are associated with people or events important to the evolution of Calgary, Alberta and Canada, and which together tell the story of this neighbourhood;

\textsuperscript{7} Michael Hough, *Out of Place: Restoring Identity to the Regional Landscape*, (New Haven: Yale University Press, 1990), p.34.
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- Recognition that the history of the community is important, exemplified in such initiatives as an annual historical walk, a self-guided walking tour, and the Rouleauville Square interpretive park.

While many new developments have ignored the historic flavour of the community, some have tried to integrate older styles without mimicking them. Three examples depicting 1) an entirely new development, 2) an addition to an existing structure, and 3) the adaptive reuse of a heritage building are examined below.
518-19 Avenue
This example shows a new development which has been designed to complement the architectural styles of the original homes around it and thus maintain the heritage character of the streetscape.

Surrounded by two-and-a-half storey Queen Anne style houses with gabled-hip roofs, the 1994 multi-family housing development uses gabled roof elements, horizontal siding, square vertical banisters on the balconies, tall, narrow windows, and bay windows to mirror the dominant elements of the adjacent homes. Yet it does not pretend that it is of the same era; it is clearly a modern structure.

The structure’s massing is also complementary. Its height is similar to the buildings beside it, and despite its width being double the width of the surrounding houses, it is visually broken up so that it instead resembles two or three individual structures, rather than one wide one.
536-19 Avenue

This American Foursquare style house, built in 1910, shows how an old home can be expanded in a way that is sympathetic to the original. During the late 1980s the house was doubled in size in order to create an additional living unit.

The addition complements the original portion with its similar proportions, roofline, placement of windows and doors, and a continuation of the clapboard siding. At the same time, the new portion does not attempt to be a mirror image of the old. Modern metal banisters are used on the balconies rather than the solid clapboard walls of the original, and a simple gabled element reflects the older dormer window.

Furthermore, the addition is clearly separated from the original home by a setback in the wall of the front façade.
House of Israel, 102-17 Avenue SE

The House of Israel was a Jewish community centre and synagogue, built in 1929. The congregation moved to a new building in 1991, and this historic structure sat vacant until the late 1990s when it was converted into condominiums.

This is an example of a successful adaptive reuse project where a structure has undergone a transition to a radically different use. Such a transition necessitated the gutting of the interior spaces, yet the building’s contribution to the streetscape has been maintained, which is particularly important in this case in that it is adjacent to a larger assemblage of historically significant buildings which make up the cathedral precinct.

While significant changes have been made to the building’s façade (such as the addition of new windows and doors, the insertion of below-grade garage access, and a change in colour from white to buff), the original shell has been maintained and thus its proportions and massing remain intact. Other distinctive elements, such as its Juliet balconies and central flagpole have been maintained. The building remains the distinctive neighbourhood landmark it has always been.
Examples of development unsympathetic to heritage context.

Obstacles

Although many heritage assets still exist, there are many problems to be solved. Unsympathetic changes to the area's heritage character have been made, and continue to take place. This is inevitable, as the community is a living, evolving one, not a museum. As shown in the examples above, steps can be taken to mitigate the damage done to the essential characteristics that create its historical ambience. Examples of unsympathetic redevelopment as defined by this strategy are as follows:

- Buildings whose proportions are radically different from the original structures, such as wide, horizontally-oriented apartment blocks with little or no articulation along the façade, and high-rise apartment and office blocks;
- Structures built with modern materials that are in stark contrast to historical antecedents;
- Disruption of the historical patterns of form and void by creating setbacks or side-yards differing from the norm along the particular block;
- Structures that are unsympathetic to the pedestrian orientation of the streetscape;
- Degradation of the pedestrian oriented environment to allow for greater ease of use by automobiles, such as the creation of one-way streets on 2nd and 5th Streets (under review by the City at the time of writing);
- Removal of all or a portion of many of the community's treed boulevards.
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Loss of heritage character, or damage to heritage resources, can also occur through improper or infrequent maintenance, potentially resulting in an aesthetically distasteful streetscape, or worse, the necessity for demolition. Inappropriate renovations (inappropriate from a heritage perspective), while potentially adding individuality to the streetscape, can and have resulted in radical transformations that destroy the historical context of a building.

Opportunities
From these assets and issues come the opportunities for conserving the heritage of Cliff Bungalow - Mission - both the physical heritage and its overall character.

Legislative Preservation
- Legislation allows for the protection of both individual structures and larger assemblages of buildings, streetscapes and natural features;
- Cultural covenants allow owners to initiate protection for their own properties.

Land Use Designation
- By influencing the form and function of development, new structures can enhance rather than detract from the character of the neighbourhood.

Urban Design
- Design interventions can tie together heritage elements, creating a legible and aesthetic heritage precinct.
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**Education and Interpretation**

- Interpretative signage and walking tours can educate residents and visitors about the communities’ history and create a meaningful sense of history for the area;
- Seminars and instructional materials inform residents of the opportunities and best practices for conserving or restoring their homes or places of business.

The following chapter expands on these opportunities and gives specific recommendations for measures to conserve existing cultural resources while allowing for redevelopment that is sensitive to the existing community.
Chapter Seven

The Strategy: Recommendations for Heritage Conservation

There is no magic formula that will prevent the loss of Cliff Bungalow-Mission’s heritage character or its finite resources. Rather, a comprehensive strategy must be formulated to use different conservation tools on varying scales. Buildings, streetscapes, precincts and the district as a whole each require a different approach to maintain their integrity as heritage resources. The creation of a comprehensive plan for the community requires legislative restrictions and incentives, educational and interpretative programs, guidelines for new development, and direct urban design interventions. These should be used strategically and in conjunction. In the end, it is the aim of a conservation strategy to ensure that the significance of the communities’ cultural resources and the sense of place and history are appreciated by the area’s residents and visitors alike, for it is a love and respect for this heritage that will ultimately decide its future.

Although the communities have changed in the past century (not always in ways that were sympathetic), there is much remaining which is worth conserving. There are many nearly intact residential streetscapes with continuous rows of original character homes, mature gardens and avenues of trees. The area around the cathedral retains its ecclesiastical and
A Heritage Conservation Strategy for Cliff Bungalow-Mission

institutional function, and 4th Street’s historic commercial buildings accommodate a steady stream of shoppers and diners to this day.

Yet there are also areas that are threatened. Although many new developments being proposed for the neighbourhood will be built on vacant or partially-vacant lots, some developments require the destruction of significant structures. At the time of this writing, a proposal by the Catholic Board of Education to replace the old St. Mary’s Girls’ School (1909) with a modern replica is under consideration (with demolition of the original already begun) and a medium-density residential development proposed for 18th Avenue would necessitate the destruction of two Rouleauville-era homes (pre-1908), of which only nine exist. These examples exhibit a trend because as existing vacant lots are filled, the pressure will increase to replace older buildings with new ones.

This chapter will give recommendations for conserving, preserving, and interpreting the communities’ heritage resources where appropriate. Suggestions are made to plan new development (not only inevitable but also desirable if sympathetic) which enhances the character of the communities rather than detracts from it. Recommendations will be presented in three geographical scales:

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- Cliff Bungalow-Mission in its entirety;
- Significant precincts;
- Character streetscapes on a block-by-block basis.

Particular recommendations for individual structures will be discussed within each of the three scales.

This strategy is intended to be a starting point - a kind of catalyst to inspire the implementation of projects that will conserve the neighbourhood’s heritage. Recommendations for each project will be broad-based, as the specific aspects of implementation should be determined on a project by project basis. The specific aspects of implementation will differ depending on variables such as availability of funding sources, level of public interest / apathy (especially critical for the recruitment of volunteers), political climate, the general economic climate (particularly as it affects redevelopment pressure), and the state of heritage legislation at any given time. Because these variables are not predetermined, recommendations in this strategy are given in general terms to maintain flexibility, as the outlined projects would not be initiated simultaneously but instead would be implemented over a number of years or decades.
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Legend

- Significant Buildings
- Heritage Character Streetscapes
- Mission-Rouleauville Precinct
- Original Rouleauville Boundary
- Cliff Bungalow Residential Precinct
- 4th Street Heritage Precinct
- 4th Street Retail & Arts Strip
- Cliff Bungalow Heritage Schools Precinct
- St. Mary’s Cemetery

Key to Individual Buildings on next page.

Fig. 1. Opportunities: significant heritage buildings, streetscapes and precincts within Cliff Bungalow-Mission.
1999 air photo, University of Calgary Library.
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<thead>
<tr>
<th>Building</th>
<th>Year Built</th>
<th>Notes</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Western Canada High School</td>
<td>1928</td>
<td>• formerly Western Canada College</td>
<td>Civic Inventory; category C</td>
</tr>
<tr>
<td>B Red Cross Children’s Hospital</td>
<td>1913</td>
<td>• now rental suites</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>C Athlone Apartments</td>
<td>1940</td>
<td>• formerly Athlone Apartments</td>
<td></td>
</tr>
<tr>
<td>D MacKinnon House</td>
<td>1895</td>
<td>• oldest structure (but originally located outside Cliff Bungalow-Mission</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>D</td>
<td></td>
<td>• moved from other side of 17th Ave., 1924</td>
<td></td>
</tr>
<tr>
<td>D</td>
<td></td>
<td>• former boarding house lived in by Sir Sam Steele</td>
<td></td>
</tr>
<tr>
<td>E Shepney House</td>
<td>1906</td>
<td>• a prefab made by the British Columbia Mills &amp; Trading Co., which began production of ready-mades in 1904</td>
<td></td>
</tr>
<tr>
<td>F St. Mary’s Cathedral</td>
<td>1955</td>
<td>• third church on site</td>
<td></td>
</tr>
<tr>
<td>F</td>
<td></td>
<td>• prominent landmark</td>
<td></td>
</tr>
<tr>
<td>G St. Mary’s Parish Hall</td>
<td>1905</td>
<td>• built as St. Mary's Parish Hall</td>
<td>Provincial Historic Resource</td>
</tr>
<tr>
<td>G</td>
<td></td>
<td>• converted into Canadian Northern Railway station, 1911</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>G</td>
<td></td>
<td>• currently the home of the Alberta Ballet</td>
<td></td>
</tr>
<tr>
<td>H Dr. Rouleau’s House</td>
<td>1888</td>
<td>• oldest in situ structure</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>H</td>
<td></td>
<td>• home of Dr. Edward Rouleau, prominent physician</td>
<td></td>
</tr>
<tr>
<td>I McHugh House</td>
<td>1896</td>
<td>• built by prominent Rouleauville family, the McHughs</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>I</td>
<td></td>
<td>• used since 1959 by the Catholic Church to house a number of different social service and ecclesiastical groups</td>
<td></td>
</tr>
<tr>
<td>J House of Israel</td>
<td>1929</td>
<td>• oldest building associated with Jewish community</td>
<td>Civic Inventory; category C</td>
</tr>
<tr>
<td>J</td>
<td></td>
<td>• used as community centre, school &amp; synagogue</td>
<td></td>
</tr>
<tr>
<td>J</td>
<td></td>
<td>• converted into condominiums in 2000</td>
<td></td>
</tr>
<tr>
<td>K Sibley Apartments</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>L CNR bridge</td>
<td>1913</td>
<td>• built by the Canadian Northern Railway to connect the station to the railyards across the Elbow River</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>L</td>
<td></td>
<td>• currently used as a pedestrian bridge to Lindsay Park</td>
<td></td>
</tr>
<tr>
<td>M Sacred Heart Convent</td>
<td>1893</td>
<td>• oldest non-residential building</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>N St. Mary’s Girls’ School</td>
<td>1909</td>
<td>• first school in the NWT’s first Roman Catholic School District</td>
<td>Civic Inventory; category A</td>
</tr>
</tbody>
</table>
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<table>
<thead>
<tr>
<th></th>
<th>Heritage Building</th>
<th>Year</th>
<th>Notes</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>O</td>
<td>Flexford House</td>
<td>1912</td>
<td>early brick apartment house</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>P</td>
<td>McNabb Wing, Holy Cross Hospital</td>
<td>1928</td>
<td>earliest extant wing of the hospital</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>Q</td>
<td>Tivoli Theatre</td>
<td>1937</td>
<td>converted into shops in 1992</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>R</td>
<td>Young Block</td>
<td>1912</td>
<td>demolition began July, 2002</td>
<td></td>
</tr>
<tr>
<td>S</td>
<td>Wright Block</td>
<td>1913</td>
<td>commercial with apartments above</td>
<td></td>
</tr>
<tr>
<td>T</td>
<td>Bannerman Block</td>
<td>1911</td>
<td>commercial with apartments above</td>
<td>Civic Inventory; category C</td>
</tr>
<tr>
<td>U</td>
<td>Himmelman Construction Workshop</td>
<td>1923</td>
<td>house designed and lived in by prominent architect George Lang</td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>Lang House</td>
<td>1911</td>
<td>lived in by Premiers William Aberhart and Ernest Manning</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td>W</td>
<td>Aberhart House</td>
<td>1927</td>
<td>lived in by Premiers William Aberhart and Ernest Manning</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>X</td>
<td>Cliff Bungalow School</td>
<td>1919</td>
<td>one of several &quot;bungalow&quot; schools built for the growing population</td>
<td>Civic Inventory; category A</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(was intended to be converted into apartments)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>today used as Montessori school and community centre</td>
<td></td>
</tr>
<tr>
<td>Y</td>
<td>Holy Angels School</td>
<td>1919</td>
<td>Roman Catholic &quot;bungalow&quot; school</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>today used as Montessori school (soon to be converted into part of</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Rundle College)</td>
<td></td>
</tr>
<tr>
<td>Z</td>
<td>Treend House</td>
<td>1922</td>
<td>lived in by prominent Treend and Hannen families</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>1</td>
<td>Twin Gables</td>
<td>1913</td>
<td>a fine example of the Craftsman style</td>
<td>Provincial Historic Resource</td>
</tr>
<tr>
<td>2</td>
<td>Yale Apartments</td>
<td>1912</td>
<td>example of Foursquare type apartment blocks</td>
<td>Civic Inventory; category B</td>
</tr>
<tr>
<td>3</td>
<td>Mahood House</td>
<td>1912</td>
<td>resided in by prominent physician Dr. Stanley Mahood and influential</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>businessman Frederick Mannix</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Davidson Real Estate Office</td>
<td>1913</td>
<td>built as a temporary office, it retains its commercial use</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>prominent Safran family used it as a confectionery</td>
<td></td>
</tr>
</tbody>
</table>

Table 1. Index to individual heritage buildings listed on Figure 1.
A Heritage Conservation Strategy for Cliff Bungalow-Mission

Implementation Timeline

The following timeline outlines the proposed implementation order for the recommendations to be discussed. It begins with those recommendations that can be completed quickly and at a comparatively low cost, and ends with those that are more complicated or costly. It also places priority on conserving important structures or character elements that are in imminent danger of destruction. Included in the timeline are potential funding sources and recommended implementing bodies.

<table>
<thead>
<tr>
<th>Implementation Priority</th>
<th>Project</th>
<th>Implementing Bodies</th>
<th>Potential Funding Sources</th>
</tr>
</thead>
</table>
| 1                       | Creation of organisation to deal specifically with heritage projects (CB-M heritage organisation). | • Community Association  
• Individual volunteers                              | • seed money from Community Association  
• individual donations of money, goods or time     |
| 2                       | Community-wide heritage district identification (welcome signs, street signs, heritage plaques). | • CB-M heritage organisation co-ordinating with Community Association  | • Alberta Historical Resources Foundation                                                  |
| 2                       | Protection of important endangered structures (maintenance, renovation, purchase, designation, etc.). | • CB-M heritage organisation  
• Municipal, Provincial and Federal governments as appropriate (designation and grants)  
• Private individuals, corporations or organisations (for purchase option) | • Calgary Heritage Incentive Program (for municipally designated commercial properties)  
• Alberta Historical Resources Foundation (for provincially designated properties) |
A Heritage Conservation Strategy for Cliff Bungalow-Mission

<table>
<thead>
<tr>
<th></th>
<th>Community awareness programs</th>
<th>CB-M heritage organisation</th>
<th>Calgary Foundation</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td></td>
<td></td>
<td>Alberta Historical</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Resources Foundation</td>
</tr>
</tbody>
</table>

| 3 | Creation of Heritage Character Design Guidelines for the community as a whole and for identified heritage streetscapes. | CB-M heritage organisation and community association | Cost sharing potential with the City of Calgary |
|   |                                                                                                               | City of Calgary (if included within the ARPs)         |

| 3 | Heritage Precinct projects | CB-M heritage organisation in consultation with community association | Calgary Heritage Incentive Program |
|   |                            | Municipal, provincial or federal government as appropriate | Alberta Historical Resources Foundation |
|   |                            |                                                               | Department of Canadian Heritage |
|   |                            |                                                               | Private organisations such as the Canadian Pacific Heritage Fund or the Calgary Foundation |

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Cliff Bungalow-Mission Heritage District

Implementing Body
The first step towards implementing a comprehensive conservation strategy is the creation of a body that will oversee the projects and bring together funds, volunteers, and a resource library. At present, most heritage issues in the community are reviewed by the Community Association’s Development and Mission ARP Review committees. External organisations, such as the Society for the Preservation and Restoration of St. Mary’s School (1909), deal with specific aspects of the community’s heritage.

In order to approach issues in a more substantive and comprehensive way, rather than in the current piecemeal and *ad hoc* manner, a body could be created that would deal exclusively with heritage matters. Other organisations could of course also undertake heritage projects, but it is hoped they would co-ordinate with the new organisation so that duplication of resources could be avoided. The new body could either be a committee of the community association, or it could be an external society, with a title such as the “Cliff Bungalow-Mission Heritage Society.” One benefit of an association with the community is the sharing of resources, such as fundraising, volunteers, the community-wide distribution of the newsletter, and being able to use the community centre. Alternately, an autonomous body would allow greater participation by those who are not residents of the community, yet are interested in supporting its conservation. It would also be more stable and less affected by changes in the political climate of the neighbourhood (i.e. an ideological shift created by a
A Heritage Conservation Strategy for Cliff Bungalow-Mission

change in the composition of the community’s executive could dissolve or limit a community committee). It could be legally constituted as a charitable organisation under the Societies Act so that it could receive charitable donations. Despite its autonomy, an external committee should be closely tied to the community association. The community’s president could serve on the board of the conservation society, and other community officers (such as the development officer), could have either a full position on executive or play an *ex officio* role.

**Education**

A key step in creating respect for the area’s heritage resources is to foster pride in the area’s rich history. Many owners and residents already appreciate the heritage character because it attracted them to live or set up shop in the community in the first place. The next step, however, is to create a desire to protect not only their own houses and places of business, but also surrounding heritage properties and the character of the community as a whole.

The benefits for residents and businesses are many. Besides the pride and sense of history that comes from understanding the context in which one lives, there are also more tangible benefits. A respect for one’s community should result in an increase in the maintenance of buildings and associated landscaping that comes with the pride of living in a special place,

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A Heritage Conservation Strategy for Cliff Bungalow-Mission

thus increasing property values. As houses built in the 1900s become rarer in Calgary, their values will further increase because people looking for an old home seek out areas such as Cliff Bungalow-Mission. Many businesses in the area are not part of major chains, and therefore one way in which they attract customers is to locate in an area where people congregate because of its atmosphere. In the section of 4th Street from 20th Avenue to 23rd Avenue, a unique atmosphere is created in large part through the heritage buildings, including original commercial blocks, as well as houses and the former Tivoli Theatre, converted to retail or restaurant use.

There are many things the community can do to create this awareness. Some projects have already been successfully initiated by various groups, such as the installation of street signs with the original street names, the publication of an excellent walking tour brochure in 2001 by the City of Calgary, and the annual guided tour by a local historian during Historic Calgary Week in August. Further programs (outlined below) can complement these projects.

Recommendations
Heritage District Identification
The community does not need to wait for official legislative designation as a heritage district in order to begin identifying itself as such. A first step could be the repainting of the community's welcome signs to read “Welcome to the Cliff Bungalow-Mission Heritage District,” or “Mission District Historical Area.”
Community Plaque Programme
A second step could be the implementation of a community specific plaque program. The City of Calgary erects six plaques annually on significant buildings citywide. A community programme would supplement the City’s by placing plaques on any property built prior to World War II (the period in which the majority of the community’s historic development occurred), with the consent of the owner. Post-WWII buildings should also be recognised if they are connected with important people, events or trends (such as architectural styles) in the community. The body responsible for heritage issues within the community should determine which properties would qualify.

Such programmes have been successfully undertaken by small community historical societies in other cities, such as in Toronto. By stating the year of construction, the first owner or resident and a short summary of any interesting historical aspects, it would increase knowledge of the community’s social history. Plaques could be funded either entirely through the community association, in conjunction with another organisation (the city, the province), or be cost-shared with the property owner. The Alberta Historical Resources Foundation also provides grants for heritage plaque programmes. Businesses along 4th Street and 17th Avenue who have adapted old houses to commercial use may be particularly interested in having such plaques mounted on their place of business, as the unique history of
A Heritage Conservation Strategy for Cliff Bungalow-Mission

the area can encourage customers to experience something different from that of the shopping mall or big box store.

Other Educational Programmes
Other programmes might include monthly or weekly guided tours of the community. These would complement the Historical Walking Tour brochure and the highly popular annual guided tour given during Historic Calgary Week. Interested homeowners could also host house and garden tours. Such tours would help to increase the historical knowledge of the area residents. Special tours could be given to the children attending area schools.

Workshops could be held regularly by the community to educate residents on how to conserve and maintain old homes, or how to do renovations that are respectful of a building’s original character. Seminars could be presented on the programmes and funding available for heritage homes, such as rehabilitation grants (through the Alberta Historical Foundation or the City of Calgary for appropriately designated structures, or those that may become available in the future), designation, and covenanting. Representatives of the relevant government departments or societies could present these talks.

Legislative Tools
Designation

As outlined in Chapter Five, legal designation cannot be relied upon as the sole, or even the major method of preservation or conservation. The vast majority of structures in the community are not unique enough to receive such designation, and some that are do not have owners who are receptive to the limitations imposed by designation. There are several instances, however, where designation at either the municipal, provincial or federal level would be appropriate.

1) Federal

At the present time, there are no federally designated sites within Cliff Bungalow-Mission, and there are no sites owned by the federal government or any of its departments. Taken individually, there is probably no single structure that would fit the criteria of being nationally significant, either by age, architecture or associated event. While there are people who may be considered nationally significant associated with the Mission district, such as Father Albert Lacombe or Sir Samuel Steele, the buildings where they lived or worked are not as significant as other buildings they used or built elsewhere in the province.

Although there are no individual buildings of national significance, it can be argued that the original Roman Catholic Mission precinct at the core of Rouleauville is significant. The attempt to set up a Franco-Catholic enclave amidst a Protestant majority on the southern plains is worthy of consideration for national designation. The district still contains some of
A Heritage Conservation Strategy for Cliff Bungalow-Mission

the original nineteenth-century institutional structures that formed the nucleus of Rouleauville, namely the Sacred Heart Convent (Fig.3) and St. Mary’s Parish Hall. Of major importance is the fact that both the convent and St. Mary’s School were at the heart of Lacombe School District No. 1, the first school district established after the creation of separate Catholic and Protestant school boards in the North-West Territories (of which Alberta was then a part). Chief Justice Charles-Borromée Rouleau, a Mission resident, was a key player in that decision, and the Sacred Heart Convent is the home of the Faithful Companions of Jesus who came to Calgary to establish a Catholic system of education. Taken as a whole, the precinct contains many structures that are significant to the prairies or western Canada. As a whole, these buildings exemplify the role of religion in the historic development of Canada, and therefore may qualify for consideration by the Historic Sites and Monuments Board as a National Historic District.

National Historic Site designation is strictly commemorative and does not provide protection against demolition or alteration (with the exception of National Historic Parks, which is an inappropriate level of designation for this community). It would be easier, therefore, to obtain the required unanimous consent of property owners, which is required for the designation to be approved, than if restrictions were placed upon the property limiting its redevelopment potential (as, for example, is the case for provincially designated individual buildings).
Legend

Village of Rouleauville boundary

proposed Catholic Mission National Historic District

Rouleauville era structures

other significant precinct structures

Fig. 4. Mission-Rouleauville precinct.
A Heritage Conservation Strategy for Cliff Bungalow-Mission

**Recommendations**

It is recommended that application for National Heritage District status should be initiated. This is a process that may take years, so long term planning is important.

The historic district should include St. Mary’s Cathedral, the original St. Mary’s Parish Hall, Sacred Heart Convent, and St. Mary’s Girls’ School. The CNR bridge could be included because it is directly linked to the historical evolution of St. Mary’s Parish Hall. Although the cathedral is newer (1955) than the aforementioned buildings, it was built in the same place as its predecessor, serves the same function, and remains the spiritual heart of the community. It is also a prominent landmark with architectural merit.

Although there are other structures related to the Catholic Mission (such as the remaining Rouleauville era houses on 18th Avenue and the Holy Cross Hospital), they are not joined in a cohesive and identifiable manner with the major buildings. Newer structures are interspersed within the old, which destroys the contextual integrity. Thus an expanded area would not meet the Historic Sites and Monuments Board of Canada’s criteria for national designation.

[During the writing of final revisions to this document the demolition of old St. Mary’s School began. The loss of this building throws into question the viability of the proposed Catholic Mission National Historic District to such an extent that this recommendation may]
A Heritage Conservation Strategy for Cliff Bungalow-Mission

no longer be feasible. The loss of this structure is illustrative of the significant impact that the destruction of a single key cultural resource can have on the historical character of a community.]

2) Provincial

As previously mentioned, two structures in Cliff Bungalow-Mission already have provincial designation: St. Mary’s Parish Hall and Twin Gables.

There are other buildings that are provincially significant. The most obvious is the home of former Alberta premier and founder of the Social Credit movement in Canada, William Aberhart. It was also the home of a second premier, Ernest Manning, who lived in the basement suite while under Aberhart’s tutelage. A second significant site is the 1920s McNabb wing of the former Holy Cross Hospital, the oldest remaining portion of that institution. As neither the hospital nor Aberhart’s house are currently endangered, it is unlikely they will receive any sort of designation unless the process is initiated directly by the owner, but the community could open negotiations with the owners.

The structures that are listed as “A” category sites on the City of Calgary’s “Inventory of Potential Historic Sites”, and which meet the criteria of the Historical Resources Act, should be given first priority when seeking designation, as their historical significance and contextual integrity has already been determined valuable. However, the highest priority
A Heritage Conservation Strategy for Cliff Bungalow-Mission

should go to sites that are in danger of demolition or severe alteration, even if they are a “B” or “C” category structure.

Too much of the original Cliff Bungalow-Mission has been lost for it to be considered for Provincial District designation as an entity, but much of the southern portion of Cliff Bungalow’s residential sector is intact, as are its three brick schools. The area still demonstrates the way in which the CPR developed communities with a grid-iron street pattern, and 25-foot lot frontages. The CPR was the largest and most influential community builder in Alberta at the turn of the twentieth century. The pattern book houses are indicative of pre-WWII community building. As such, the area could be considered worthy of provincial designation (see Figure 1 for area boundaries).

**Recommendations**

The Aberhart House and the McNabb wing are not currently endangered, but any opportunity for designation that may arise (such as sympathetic ownership) should be explored.

3) **Municipal**

The City of Calgary owns two properties in the community, Cliff Bungalow School and Holy Angels School, neither of which have received official designation. Many of the area’s most significant sites have been evaluated and placed on the City’s “Inventory of Potential Heritage Sites”, although there are a few (such as the BC Mills ready made house) that have
A Heritage Conservation Strategy for Cliff Bungalow-Mission

not. It is unlikely that the City would use its power to designate any structures, let alone an entire area, without full approval from the owners, due to the compensation stipulated in the Historical Resources Act. As the property owner, the City could designate the two school properties at any time without paying compensation. A formal request to the Calgary Heritage Authority would initiate a review of the buildings’ status.

Recommendations
The following properties should be evaluated (or re-evaluated) for inclusion on the City of Calgary’s Inventory of Potential Heritage Sites (see Appendix A, located on the attached CD-ROM, for full descriptions of each building’s significance):

- Shepney House (228-18th Avenue)
- MacKinnon House (219-17th Avenue)
- Sutherland Carriage House (615-22nd Avenue)
- Davidson Real Estate Office (2002-4th Street)
- Young Block (2120-4th Street)
- Wright Block (2206-4th Street)
- A.B. Himmelman Garage (514A-25th Avenue)
- Athlone Apartments (330-19th Avenue)
- Nendick-Sheldon Duplex (621 & 623-22nd Avenue)
- 5th Street Cottage School (2300-5th Street)
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- Mahood House (529-19th Avenue)

A formal request could be made by the Community Association to the Calgary Heritage Authority to review Municipal Historic Resource designation for the Cliff Bungalow and Holy Angels Schools. If the review is favourable, the Authority would forward its recommendation to City Council for its final decision.

**Covenanting**

Covenanting is an opportunity for the community to achieve effective legal protection of important structures without having to deal with the government process of designation. Indeed, covenanting should be targeted towards those properties that are least likely to be approved for official designation. Owners of properties rated as “B” or “C” on the City of Calgary’s Inventory of Potential Heritage Sites should be contacted and informed of the process first. This method is particularly suitable for homeowners, as resale of a covenanted property may be easier than for commercial or institutional structures.

Following any change in the federal tax laws to provide incentives for cultural covenanting, the Community Association could engage in an active education program to make residents and business owners aware of the benefits (and restrictions) of placing a heritage covenant on part or all of their property. The Association should work closely with the Calgary Civic Trust and the Heritage Canada Foundation in order to stay informed of ongoing
A Heritage Conservation Strategy for Cliff Bungalow-Mission

developments in the applicable legislation, and to pair these organisations with interested property owners.

**Incentives**

A guide is necessary to inform property owners of the incentives available for restoring and conserving their heritage homes and businesses. Currently the only financial incentives are those given by the Alberta Historical Resources Foundation, as outlined in Chapter Four. Articles in the community newsletter would inform the public of these benefits. Annual workshops could be given with representatives from relevant government departments explaining the incentive programmes. Local properties could be used as case studies.

**Special Heritage Districts**

Although the Cliff Bungalow-Mission area needs to be considered as an entity, it should be recognised that there are important districts within the greater conservation district. This study identifies four main heritage precincts: the Mission-Rouleauville precinct, the 4th Street Heritage Commercial, Cliff Bungalow Residential, and the Cliff Bungalow Heritage Schools precinct. Additionally, St. Mary's Cemetery, which is physically separated from the community by the Elbow River, should be considered an associated precinct due to its close historical ties to the Mission and to Rouleauville. The term “precinct” is used to distinguish these areas from the larger heritage “district” of Cliff Bungalow-Mission.
Mission-Rouleauville Precinct

While only four structures previously mentioned would fit the criteria for national designation, there is much that can be done to conserve and interpret the heritage resources of the greater Mission-Rouleauville area. This district contains those buildings associated with the Roman Catholic Diocese, such as the Cathedral and its associated buildings, the convent, the former Holy Cross Hospital, the former St. Mary’s Parish Hall, Mission’s three Catholic schools, and the houses that made up the village of Rouleauville (see Figure 1 for boundaries). Although the entire community of Mission falls within the original boundaries of Rouleauville, the sole remaining structures from that time are found on 17th, 18th and 19th Avenues and on the northern portion of 2nd Street. Thus it is recommended that only these blocks be included within the Rouleauville Historic District, with two exceptions (see Figure 4).

Although the former Holy Cross site has no structure remaining from the pre-1907 era - its earliest remaining wing was built in 1924 - it is nevertheless a continuation of one of the oldest and most important institutions in the community. It should be included within any interpretative framework. The second exception is a site that is not actually within Mission. St. Mary’s Pioneer Cemetery is across the Elbow River and on top of Mission Hill, overlooking the Rouleauville site. Within it are buried most of the village’s most important figures, including the brothers Rouleau, the McHugh family, and many of the Sisters of the Faithful Companions of Jesus. The cemetery was an integral part of the life cycle of the

Fig. 8. Rouleauville Square. An interpretative park commemorating the village of Rouleauville. 2001.
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village’s citizens, and should be included within the Historic District. More detailed recommendations for the cemetery will be discussed later in the chapter.

The area has already been partially delineated by interpretative and decorative techniques. Rouleauville Square is a park that has been created in front of St. Mary’s Cathedral in what was once a section of 1st Street SW and parking lots. Through plaques it tells the story of the community’s Francophone and Catholic heritage. It boldly reminds passers-by of the settlement’s origins through brick sculptural murals facing busy 17th Avenue and 1st Street. Turn-of-the-century replica light standards and decorative brick paving visually ties together the park, the cathedral, and the original St. Mary’s Parish Hall, which is a Provincial Historic Resource. This treatment continues onto the former CN railway bridge which has been converted into a pedestrian path to Lindsay Park and which contains more interpretative plaques.

Recommendations
1) Continue the special street treatment of light standards, benches and garbage cans where appropriate, and distinctive paving for sidewalks and crosswalks on the following roads:
   • 18th Avenue from Centre Street to 4th Street. This street contains the Cathedral, St. Mary’s Parish Halls, Rouleauville Square, and all of Rouleauville’s remaining housing stock.
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- **19th Avenue from 1st Street SW to 2nd Street.** This runs along the front of the Sacred Heart Convent and provides a view of the back of St. Mary’s Girls’ School. Any modifications here should be respectful of the Faithful Companions of Jesus privacy.

- **2nd Street from 17th Avenue to 23 Avenue.** This street contains St. Mary’s Girls’ School and the former Holy Cross Hospital site, both of which were important institutions established by the Catholic church.

Other streets that could receive similar treatment are:

- **21st Avenue from 4th Street to the Lindsay Park pedestrian bridge.** This is not a historically important street *per se*, but it would visually entice people from busy 4th Street and the park into the historic area, as well as provide an ancillary community service in creating a legible route from the community’s interior to Lindsay Park’s entrance.

- **18th Avenue from 1st Street SE (Macleod Trail) to Centre Street.** The former House of Israel building (now condominiums) is neither part of Rouleauville nor associated with the Cathedral District, but is an important site in its own right. It is the oldest remaining structure associated with the Jewish Community. It reinforces the ecclesiastical nature of the area, and is an excellent example of how the ethnic components of Rouleauville quickly broadened after the village’s dissolution.
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Additional interpretative plaques could be placed in front of the following Rouleauville-era structures, or other important buildings, if the property owners are in agreement:

- **18th Avenue**: Dr. Rouleau House, McHugh House, House of Israel, Stepney House, and the Sibley Apartments;
- **19th Avenue**: Sacred Heart Convent;
  - **2nd Street**: St. Mary’s Girls’ School, McNabb Wing of the Holy Cross Hospital, and the Hartoft Bungalows.

2) Create a pocket park with interpretative panels in front of the McNabb Wing of the Holy Cross. The McNabb Wing is the oldest extant portion of the former hospital; it was built in 1928. Now that the facility no longer serves its century-long use as a hospital, it is essential that the memory of the hospital be kept alive, for those who worked, received care, or were born there, but also for the generations to come. The park would also be an amenity for those who continue to work, live, or visit the structure.

3) Install the remaining heritage street signs throughout Mission. Some have already been installed. These street names - those of the founding Oblate Fathers and the Mission’s patron Saints - are a clear indication that this is a special area within Calgary. Special entry signs could also be placed on the major roads leading into the community, identifying the area as the “Mission District” or the “Cliff Bungalow-Mission Heritage District.”
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4) Apply to the federal government for designation as the Catholic Mission National Historic District (see the legislation section for more detail on this recommendation).

4th Street Heritage Commercial Precinct
Due to the efforts of the community and the Business Revitalisation Zone (BRZ), 4th Street has a legible identity. Although there certainly are gaps, the most successful sections of 4th Street are characterised by their pedestrian orientation, street-level commercial use and the distinctive street treatments added in the 1980s. The telling of the street’s history remains to be undertaken.

The heritage precinct itself is a portion of the greater retail strip. It runs from the Tivoli Theatre in the north to the Bannerman Block in the south. Within the precinct, three important heritage commercial buildings remain: the Bannerman Block (1911), the Young Block (1912), and the Wright Block (1913). Many of the old houses that once lined the street have been successfully converted into popular shops and restaurants, as has the art deco Tivoli Theatre.

Funding for future renovations to commercial properties along fourth street that are listed on the City’s “Inventory” (the Tivoli Theatre and the Bannerman Block), or may be listed on it
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in the future, could come from the City of Calgary’s Heritage Incentive Program. This would be contingent upon municipal heritage designation.

Recommendations
1) Place interpretative plaques on all heritage structures along the street, including converted houses, with the agreement of owners. Many building owners may participate, as it is often an added attraction for patrons if the structure has an interesting history.

2) Place plaques on selected new buildings commemorating important structures that were built on the site previously, such as Roxboro House, built on the site of the Albion Hotel. The City of Calgary will install a heritage plaque commemorating the Blue Rock Hotel in spring 2002, the first such plaque to be produced for a building that no longer exists.

3) Examine the possibility of bringing back the 4th Street streetcar. 4th Street was home to the White Line, which often included a tiered sightseeing car. Running a route from downtown and ending across the Mission Bridge would provide a novel way of bringing visitors (and residents) from the Stephen Avenue heritage district to the Cliff Bungalow-Mission Heritage District. If passengers could disembark at each block, it would enhance the area’s pedestrian orientation and even act indirectly as a traffic calming measure. It would increase the understanding of the area’s history because commercial strips followed the streetcar routes. At the same time it would provide a form of entertainment for tourists and
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other visitors that would enhance the viability of 4th Street businesses. Reciting the history of the area and its buildings as they are passed would further enhance the educational and tourist potential.

Cliff Bungalow Residential Precinct
Due to lower-density land designation in Cliff Bungalow’s separate Area Redevelopment Plan, the community possesses the largest block of pre-World War II housing and the most intact heritage streetscapes within the study area. It also includes the 1937 Cliff Triangle Park and the natural landscape of the escarpment (the cliff after which the community is named).

Recommendations
1) Implement the aforementioned plaqueing, education, and covenancing programmes.

2) Complete the installation of the heritage street signs. The original street names were the surnames of governors general and important CPR businessmen. These names tie the community to Mount Royal, which also uses this naming system, and of which Cliff Bungalow was originally a part.

3) Allow for the voluntary down-zoning by interested owners of properties on heritage character blocks (as outlined in the Heritage Streetscapes section of this plan) to R-2 land-use
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designation. Such a redesignation would ease redevelopment pressure on heritage streets by allowing only single-detached, semi-detached and duplex dwellings to be built in place of the existing housing stock. Currently these streets are primarily designated as RM-3 or RM-5, which allows for three-storey townhouse and four-storey apartment development respectively. Under the planning process, such redesignations would require a public hearing before City Council, at which neighbouring property owners would be given the opportunity to register any objections they might have to the change. If heritage covenants become economically advantageous, this programme of down-zoning could be discontinued, as covenanting would offer more effective protection.

4) Allow for easier conversion of single-family residences into suited units, rooming houses and live-work domiciles. As outlined in the Graham Edmunds’ study on affordable housing, parking restrictions should be relaxed for older houses that are to be turned into multi-family rentals. Home businesses should be allowed, without detracting from the residential nature of a street. Non-resident parking and external signage should be kept to a minimum.

5) Explore creative ways of integrating heritage homes into new developments, such as those proposed in the study done by the City of Calgary discussed in Chapter Six.

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4 City of Calgary Bylaw 2P80, sec.23,28,30.
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Cliff Bungalow Heritage Schools Precinct
This area includes the Holy Angels and Cliff Bungalow schools, Western Canada High School (formerly Western Canada College), and part of the escarpment. The school properties form a nearly continuous band of green space running from 17th Avenue almost to 25th Avenue. The structures provide aesthetic continuity as each is composed of rough, dark brown brick.

Recommendations
1) Submit applications to the Calgary Heritage Authority for designating the Cliff Bungalow and Holy Angels schools.

2) Erect interpretative panels beside Cliff Bungalow School describing the history of the CPR in Calgary and its role as a land developer. The land on which the two bungalow schools sit was originally bequeathed to the city by the CPR to be used as educational or recreational space. A potential funding source is the Canadian Pacific Heritage Fund.
St. Mary's Cemetery

There is a fourth special district that does not actually lie within the boundaries of either community, yet it was intimately attached to the early history of the Mission District, and it is appropriate that it be linked more closely to the present community. St. Mary’s Pioneer Cemetery (originally called St. Mary’s Cemetery) was established in 1866 as a place to lay to rest those who lived in the Catholic Mission and later Rouleauville communities below. It is located across the Elbow River to the south of Mission, and at the top of Mission Hill. It is within the southern quarter section that was the original land grant given to the Oblates. In it are buried many of Rouleauville’s most important families, such as the Rouleaus themselves and the McHugh Family (both of whom have original houses still standing). The Faithful Companions of Jesus who ran the Sacred Heart Convent and taught in the Catholic schools have their own separate section.

Recommendations

1) Currently the cemetery cannot be easily accessed from Cliff Bungalow-Mission. To do so on foot one has to cross to the other side of the Elbow on the 25th Avenue bridge or the Mission bridge, then travel through the communities of Erton or Roxboro (as the riverbank is private property) to get to the Erton / Roxboro Natural Area. This is followed by a hike up a dirt path to reach the top of Mission Hill, and finally one must stoop through a makeshift opening that has been cut in the chain-link fence surrounding the cemetery. There is no signage indicating the cemetery at the terminus of the path.
First, access could be obtained to the riverfront in Mission and a path built in front of the apartment towers there. The path on the Mission side of the Elbow River now exists only between 25th and 26th Avenues. This new path would then cross the river on a pedestrian-only bridge ending in the Erlton/Roxboro Natural Area (and thus providing the community with access to more green space at the same time). Signage should indicate direction to the cemetery, as well as outlining appropriate behaviour within a burial ground.

The path up the hill could be improved to make it a less difficult climb, although it should be noted that this path has likely existed for decades and is itself a part of the area’s heritage. Those who are mobility-restricted can use the main street entrance (again clear directional signage would be beneficial). The chain-link fence surrounding the cemetery could be replaced by a more attractive and appropriate fence in wrought iron or wood, or by a manicured hedge. A proper gate could be added at the top of the walking path.

Alternately, a less expensive method would be the erection of signage to guide people along existing streets and pathways in the community of Erlton to the cemetery’s main entrances.

2) At the base of the path leading up to the cemetery, interpretative boards could be placed to explain the cemetery’s history, its connection with Rouleauville and the Mission across the
river, and tell the stories of the interesting people buried there. No interpretative notices should be placed within the burial ground itself.

3) A walking tour of St. Mary’s Pioneer Cemetery should be created, similar to the one that has been done for the nearby Union Cemetery.

Funding for these initiatives could come partially from grants given by the Alberta Historical Resources Foundation, which provides money for cemeteries that are significant to the historical development of Alberta.

**Heritage Streetscapes**

There are a number of blocks within Cliff Bungalow-Mission that can be characterised as heritage streetscapes; that is, they have a large number of extant original structures that are contiguous and therefore create a historical context.

This next section will outline the dominant characteristics of these heritage blocks, such as style, landscaping and setbacks, height and massing, and note important individual structures where applicable. Both sides of a block (north and south or east and west) are considered a single streetscape.
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Guidelines or interventions will be suggested for some blocks, while for others the streetscape is simply identified as being a significant contribution to the heritage character of the communities.

A Calgary precedent for design guidelines that encourage redevelopment to be sympathetic to the existing community character are found in the Hillhurst-Sunnyside Area Redevelopment Plan of 1988. Hillhurst-Sunnyside has a similar urban-village atmosphere, was built during the same early booms as Cliff Bungalow and Mission, and has experienced similar redevelopment since. Its ARP produces compatibility guidelines for everything from height and massing, to exterior cladding materials, to window types. Such guidelines may be flexible and therefore subject to some interpretation, but nonetheless would be a powerful tool for streetscape design. At the time of writing, the Mission ARP is being rewritten, and thus it is an ideal time for such guidelines to be included.

General Recommendations
The principles of ICOMOS’ Charter for the Conservation of Historic Towns and Urban Areas are appropriate for the “heritage streetscapes” of Mission and Cliff Bungalow. Any new development, additions to existing development, or renovations should be compatible with the dominant characteristics of the block. New developments should not engage in

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5 Calgary, Hillhurst / Sunnyside Area Redevelopment Plan, (Calgary: City of Calgary, 1988 (office consolidation 1999)), sec.2.4.1.1-3.4.1.5.2.
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mimicry (in other words, should not be exact replicas of early buildings which would dilute the authenticity of the original stock). Contemporary elements can enhance the area if they are in harmony with existing elements.

More importantly, new buildings should be compatible in height, massing and setback. A ten-storey building among single family homes is inappropriate, unless it is stepped down in such a way as to mitigate the stark difference in heights. If it has a wide façade, it could be broken into visual units that mirror the rhythm of the existing structures, which are generally placed upon 25-foot lot frontages. Change is not bad, as long as it occurs in a sensitive manner.

It should be noted that for those blocks not identified below (blocks that have been redeveloped to such an extent that little or no heritage value remains) innovative use of contemporary styles is appropriate, as are revival styles. Developments following principles of good design and respecting other aspects of the community, such as its orientation towards pedestrian activity, will enhance the overall ambience of the neighbourhood.

Specific voluntary heritage compatibility guidelines should be created for each block identified due to the diversity of building types (it is beyond the scope of this strategy to create the specific guidelines here).
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If sufficient money can be raised, a fund could be established by the main heritage implementing body to provide grant money for maintenance or renovations to those properties on identified heritage streetscapes that are not eligible for municipal, provincial or federal designation, but none-the-less contribute to the overall heritage character of the neighbourhood. Such grants should be contingent upon the proposed work following a chosen standard such as Alberta Community Development’s Guidelines for the Rehabilitation of Designated Historic Resources.7

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18th Avenue: Centre Street to 1st Street SW

This block contains some of the community's oldest houses, including the 1888 Dr. Rouleau House and the 1895 McHugh House. The original St. Mary's Parish Hall (later the CNR station and currently the home of the Alberta Ballet), and the 1955 St. Mary’s Cathedral, the heart of the Roman Catholic Mission. Special street treatments such as fancy paving materials and period lamp-posts have been used to tie together Rouleauville Square (a commemorative park), the Cathedral, the old St. Mary’s Parish Hall, and the former CNR railway bridge, which is now used by pedestrians.

The dominant architectural residential styles are adaptations of Queen Anne, American Foursquare, and Craftsman. Queen Anne houses range from the fanciful McHugh house with its corner turret and gable windows, to the much plainer, stripped down versions on the west portion of the north side. Setbacks are relatively even, but spacing between the houses varies greatly. Ecclesiastical buildings on the block are in the Neo-Gothic and “Boomtown-Baroque” styles.

Recommendations Five houses on this block were built during the Rouleauville era (1899-1907) or earlier. Their maintenance and preservation should be given special consideration, and each could receive an interpretative plaque that would be visible from the public sidewalk. New development on 17th or 18th Avenues would detract from the visual dominance of St. Mary’s Cathedral. Because of the very special nature of this block, it would be an inappropriate place for medium-density development to occur.
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18th Avenue: 2nd Street to 4th Street

This streetscape is an eclectic mix of houses ranging from Craftsman style bungalows to simple two-and-a-half-storey wood sided homes. The red brick Sibley Apartments stands out dramatically with its double bayed façade and heavy cornice; it is one of three matching apartment buildings in Mission built in this style and is a category B site on the City’s “Inventory”. This block contains several of the community’s oldest houses, including three from the Rouleauville era.

Recommendations The parking lot beside the Sibley Apartments detracts from the aesthetics of the streetscape and the residential nature of the block. If alternative parking arrangements can be found, infilling of a residential nature would enhance the street. Heritage plaques could be erected identifying those homes that were once part of the Village of Rouleauville, and for the Sibley Apartments.
19th Avenue: 2nd Street to 4th Street

This block contains both houses and apartment buildings built before the end of WWII. A set of four simple two-storey houses with Queen Anne details are accompanied by a pair of nearly identical but mirror-image Craftsman bungalows built in the 1920s. The sprawling brick Art Deco Leah Manor (formerly the Athlone Apartments) is on the west end, while the Mission style Heritage House (formerly the Belvedere Apartments) anchors the east end. The south side of the block has been completely redeveloped.

There is a relatively even setback of all properties on the block, and a boulevard runs the length, except in front of Leah Manor, containing mature street trees and shrubs. Except for the one-storey bungalows, there is a consistent height of two to two-and-a-half-storeys. Each lot has a narrow side yard. There is an empty lot beside the Leah Manor, which at the time of writing is for sale.

Recommendations

When the empty lot is developed, the new structure should be no higher than the apartment building beside it in order to best maintain the continuity of the street. Trees on the street are nearing the end of their life cycle. When they are removed, they could be replaced to maintain the community’s long established urban forest. If alternate parking arrangements can be found, the boulevard, which originally seems to have fronted Leah Manor, could be restored.
19th Avenue: 4th Street to 5th Street

This block contains one of the most intact, and well kept set of pre-World War I houses on the Mission side. A new development and a major addition to an existing home on the north side have been integrated so as to preserve the integrity of the massing, height, gabled roof-line and set-back of the streetscape, as elaborated previously in Chapter Six. On the south side is the Dr. Mahood house. Dr. Mahood was a prominent Calgary physician, and the house was also occupied by Frederick Mannix, patriarch of the highly influential Mannix family and their business empire. Other prominent Calgarians have also lived on the block (see Inventory for details).

Recommendations  New development on this block, unless done in a sympathetic fashion, would disrupt the historical and aesthetic context of the streetscape. Evaluate the Dr. Mahood house for inclusion upon the City’s “Inventory of Potential Heritage Sites”. Erecting commemorative plaques celebrating the homes of prominent Calgarians would enhance residents and visitors’ knowledge of the area’s history.
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20th Avenue: 2nd Street to 4th Street

Consisting of a mixture of styles, from craftsman bungalows to a corner turreted Queen Anne revival home, this streetscape is more intact than most in Mission. Mature trees and landscaping enhance its character.

Recommendations As most of Mission has already been redeveloped, maintenance of the homes on this block would conserve one of the few remaining streetscapes that are largely untouched by newer structures, and thus is contextually and aesthetically intact.
20th Avenue: 4th Street to 5th Street

This streetscape in Cliff Bungalow is primarily single-family housing, but also contains 1941 Ritchie Apartments in the moderne style, whose rectilinear surfaces, white stucco, and absence of ornamentation give it a clean, modern appearance.

Recommendations Like many of the blocks in Cliff Bungalow, no individual structure here is of particular historic or architectural importance. However, taken as a whole, this streetscape adds to the contextual integrity of the entire proposed Cliff Bungalow Residential Precinct, and the retention of these properties would aid in conserving the overall heritage character of the neighbourhood.
21st Avenue: 2nd Street to 4th Street

This streetscape is a mixture of old and new, of single family residential and apartment blocks. The two 1960s apartment blocks on the north side sit next to the 1912 Flexford House apartments, providing some continuity of massing and use. Single family houses are a mixture of Craftsman and side gabled bungalows, and two storey homes. The south side has been mostly redeveloped, but still contains an attractive grouping of three two-and-a-half-storey pattern homes with stylistic characteristics borrowed from the Queen Anne and Greek revival styles. None of the properties on this block are deemed as historically significant.

Recommendations  This could be an appropriate block for new development to take place, if factors such as height, set-back and pedestrian orientation are compatible with the existing structures. Retention of the trio of houses on the south side would help maintain the heritage character and cultural memory of the community by maintaining a pocket of older homes amidst newer developments.
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21st Avenue: 4th Street to 5th Street

This block on the Cliff Bungalow side is a mixture of various forms and styles of single family residential, from the corner turreted Queen Anne Revival home to two and two-and-a-half pattern book houses. Also on the block is a 1940s apartment complex in a simplified moderne style. Some of the properties on the south side have had modern renovations added that make them appear newer than they actually are. No property has been identified as possessing significant historical ties.

Recommendations Retention of the houses on this street would help maintain the heritage character of Cliff Bungalow overall, which is significantly more intact than Mission. Restoring the surface cladding and other features of those properties that have been significantly modernised would enhance the heritage character of the street. If new development is to occur, maintenance of the predominantly two-and-a-half-storey height, 25 to 50 foot frontages and common setback would preserve the overall articulation and feel of the block.
22nd Avenue: 2nd Street to 4th Street

This Mission block is dominated by groupings of bungalows with simple Craftsman detailing. Also on the block are two-storey pattern houses, a post-World War II moderne apartment block, and it is anchored by the side of the red brick commercial block on 4th Street.

Recommendations  If new development occurs, maintaining a low height and narrow frontage articulation at the pedestrian level would maintain the dominant aesthetic characteristics of the block. Maintenance of the existing older homes would help maintain the remaining heritage character of the Mission side, which has been largely redeveloped.
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22\textsuperscript{nd} Avenue: 4\textsuperscript{th} Street to 5\textsuperscript{th} Street

This series of seven houses is the last intact tract of houses on the block; redevelopment has occurred on both sides, leaving only small groups of one, two or three pre-WWII houses. All of these houses are characteristic of the pattern book residences that dominate Cliff Bungalow. They borrow some features from the Queen Anne style, such as patterned tiling in the gables and the use of bay windows. One home is of the side-gabled and dormer bungalow variety. The five western-most houses form a grouping known colloquially as the “Painted Ladies” (after the brightly painted houses in San Francisco).

They are situated on the typical 25 foot CPR lot, with very narrow side-yards and a common setback. Mature conifers dominate the vegetation.

\textit{Recommendations} Although not the original paint-styles, the Painted Ladies have become a local landmark in their own right. This paint style could be maintained to preserve the unique character of the block. If redevelopment occurs on this block, it could take place on one of the smaller groupings that are already surrounded by newer structures, thus preserving this intact strip.
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22nd Avenue: 5th Street to Cliff Street

This block of 22nd Avenue is nearly intact; only one structure was built after 1945. It includes the Edwardian Somerville Duplex, a unique form within the community, as well as paired two or two-and-a-half-storey homes with Queen Anne and American Foursquare characteristics, and craftsman bungalows. The street forms a vista that looks upon the craftsman style Cliff Bungalow School situated perpendicularly to 22nd Avenue along Cliff Street. A regular rhythm is created on the 25-foot lots by a common setback, small sideyards, and front facing gables. The residences are well kept, and many have mature landscaping and street trees.

Recommendations This is one of the most intact blocks of pre-WWII houses in the community, and redevelopment would remove the historic and aesthetic context and continuity of this heritage streetscape. Re-designating both sides R-2 from RM-2 on all lots, except the two that currently contain apartment buildings could discourage redevelopment.
23rd Avenue: 2nd Street to 4th Street

This group of houses are of both the two-and-a-half-storey and two-storey with side gable varieties typical of the community. The mission style apartment building on the east side is also typical style of early multi-family residential.

Recommendations  Retention of these homes will maintain the heritage character of the streetscape.
23rd Avenue: 4th Street to 5th Street

The north side of this block contains one of the longer groupings of pre-1945 homes. It contains four brick veneer houses, which are a minority in the community. The eastern-most house is an example of adaptive reuse. Although the ground floor has undergone major changes, the roofline has remained untouched, clearly revealing it to be one of the Queen Anne type pattern book houses. This restaurant’s name, the “Blue Rock”, is also a nod to the area’s past, reminding one of the Blue Rock Inn which was located a few blocks away on 4th Street. On the south side of the street four more houses remain in a group.

Although styles and detailing are mixed, similar widths, heights, small side-yards and a continuous setback create continuity. All houses on the north side have street facing gables and most have front porches (although some have been built in over time).

Recommendations Redevelopment should be discouraged on the north side due to the continuity of the historical fabric there. Redevelopment would be more appropriate on the south side where new structures have already replaced much of the block. However the maintenance of the group of four houses there is also desirable as it enhances the character of the entire block.
23rd Avenue: 5th Street to Cliff Street

The block has intact groupings on both sides of the street. Except for a single bungalow on the west end of the south side, all houses here are of the two or two-and-a-half storey variety. As well as the common height, a regular rhythm is created by similar frontage widths and the repeated use of front facing gables, whether spanning the entire roof-line, capping a bay or as a gabled dormer window. Two of the communities’ relatively rare brick homes are represented on the north side.

Recommendations  While none of these homes have been identified for particular heritage significance, encouraging their retention would preserve the heritage character that already exists on this street, and could maintain the overall context and ambience of the aforementioned Cliff Bungalow Residential Precinct. Placing plaques on each property stating the date of construction and a short description of the architectural style or a past resident could help explain the history of the community and raise the level of pride in and respect for the neighbourhood’s heritage assets.
24th Avenue: Elbow River frontage

This group of four houses is completely unique within the communities in that they front not onto a road, but rather directly onto the Elbow River. They form an attractive cluster when viewed from the public pathway on the east side of the river. Some of these homes have been extensively remodelled on the exterior.

Recommendations  Retaining these four homes will preserve the unique “riverscape” that is found nowhere else in the neighbourhood.
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24th Avenue: 2nd Street to 4th Street

This group of five houses is the last remaining stand of pre-World War II structures on this block. The entire south side of the block was used as a parking lot for the Holy Cross Hospital until its closure. It is now being developed as commercial on the 4th Street end and as residential on the remaining portion. The commercial section (under construction at the time of writing) takes some stylistic cues from the historic commercial blocks that are extant on 4th Street. Two of the houses on the north side currently serve as offices.

Recommendations Allowing for office conversions in older homes bordering along 4th Street, and encouraging live-work arrangements throughout the community could help conserve many older properties, as is evidenced by this block. The south side of the block where a new residential structure is to be built takes up approximately two-thirds of the street. Choosing a design that is sympathetic to the neighbourhood’s historic setback, heights (possibly through stepping back of storeys), and frontage articulation so that the front façade does not appear as one long wall, could enhance the historic, aesthetic and pedestrian-oriented nature of the community.
25th Avenue: 2nd Street SW to 4th Street

Surrounded by apartment blocks and high-rise towers, these structures are the last group of pre-World War II homes remaining along 25th Avenue. They are all of the two-and-a-half-storey variety, with gabled-hip roofs - the gable often lying atop a bay in the front façade. They adopt architectural characteristics from the Queen Anne and Greek Revival styles, standing in multiples of similar yet non-identical homes.

Recommendations These homes line 25th Avenue, which is one of the gateway roads into the community (via the 25th Avenue bridge). Thus, they help establish a first impression of the aesthetic and historical context of the community for those first entering it. Their retention could help create the sense that one is entering an area of special historic significance. This is particularly important as the second last grouping of homes along this avenue were demolished in May of 2002.
Royal Avenue: 5th Street to Cliff Street

An eclectic mix of styles make up this row of pre-World War II homes, and its anchoring moderne apartment block on the west end of the street. The other side of the block contains mostly older homes, including the historically significant Treend House (see inventory for details), which are situated perpendicularly to Royal Avenue, as they front on 5th Street or 5A Street. Mature conifers add to the heritage character of the street.

Recommendations Royal Avenue is another entry-point into the community. Retention of this intact streetscape helps welcome pedestrians and motorists into what could be the Cliff Bungalow Residential Precinct. The west end of the block would be an appropriate spot to place a sign welcoming visitors to the heritage district.
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1st Street: 24th Avenue to 25th Avenue

Architectural styles not represented in the rest of the community are to be found on this block, such as the two Dutch Colonial homes on the east side. Both sides of the block form intact groupings of older homes. The new block of town-homes on the north end of the west side, while being strikingly modern, at the same time take some cues from the older Mission style apartment blocks found throughout the community, such as its elliptical roof details and stucco surface treatment. It respects the articulation of the adjacent grouping of homes by breaking the front façade into distinct units.

Recommendations This is one of the last intact groupings of heritage resources situated east of 2nd Street. Retention of these homes would keep alive the vanishing cultural memory of this section of the community, and could help maintain the heritage character of the entire district.
2\textsuperscript{nd} Street: 19\textsuperscript{th} Avenue to 20\textsuperscript{th} Avenue

This row of three craftsman style bungalows are currently vacant and are planned to be replaced by a condominium development.

\textit{Recommendations} If the proposed development does not proceed, this block adds to the largely continuous groupings of pre-World War II houses and apartment blocks that lie along the greater 2\textsuperscript{nd} Street streetscape. As 2\textsuperscript{nd} Street is a major thoroughfare used by area residents, visitors, and those travelling to and from downtown from southern communities, their retention could maintain the heritage character of the area as perceived by those travelling this route.
2nd Street: 20th Avenue to 21st Avenue

This is another of the blocks that make 2nd Street a special streetscape. An assemblage is formed by four two-storey homes that are structurally similar, but whose particular stylistic details, colouration and landscaping provide individuality. They possess the almost non-existent setback and public median between sidewalk and street that is characteristic of the west side of 4th Street. The block is anchored by the 1912 Flexford House apartment block.

Recommendations Retention of these structures would maintain the historic context and aesthetic character of 2nd Street. Flexford House is a category “B” structure on the City’s “Inventory,” and thus a plaque explaining its history and significance could enhance the understanding of residents and visitors as to the special nature of the Mission district.
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2nd Street: 22nd Avenue to 23rd Avenue

This block contains historically significant structures on both sides of the street. On the west side are the four Hartroft Bungalows. They are included in the area’s walking tour. On the opposite side is the McNabb Wing of the Holy Cross Hospital. Built in the 1920s, it is the oldest extant part of this century old institution. Although the hospital itself is now closed, its buildings remain in use, and many retain a medical function.

Recommendations The houses on the west side continue the continuity of the 2nd Street heritage streetscape, and their retention would aid in conserving the overall heritage character of the neighbourhood. Heritage plaques could be placed in front to tell their story within the community. Designation of the McNabb Wing as a provincial heritage site would preserve that part of the hospital that is both historically significant and adds aesthetically to the streetscape.

West Side

East Side

McNabb Wing
4th Street: 20th Avenue to 24th Avenue

These four blocks include almost all of the 4th Street commercial strip's heritage buildings, from the former Tivoli Theatre in the north to the Bannerman Block in the south. The houses, as well as the theatre, have undergone adaptive reuse, converting from domestic and entertainment uses to commercial ones.

Recommendations Specific recommendations for this stretch of 4th Street were covered previously in this chapter under the 4th Street Heritage Commercial Precinct section.
5th Street: 20th Avenue to 22nd Avenue

Similar to 2nd Street, 5th Street is a major thoroughfare in Cliff Bungalow-Mission, and is lined by many older homes and apartment blocks, some of specific historical significance. This block includes large craftsman bungalows, and two- and two-and-a-half-storey homes with stylistic characteristics borrowed from the Queen Anne, Greek revival and American foursquare styles. The three southernmost homes on the west side once formed the Yale Apartments, which is included on the City’s “Inventory”.

Recommendations Retention of these properties would conserve the heritage character of both 5th Street and the larger district, and they have been included in the aforementioned Cliff Bungalow Residential Precinct. A commemorative plaque for the Yale Apartments could increase knowledge of the neighbourhood’s history. Retention of the three properties that make up the former Yale Apartments as a single assemblage would conserve their historical context.
5A Street: 19th Avenue to Royal Avenue

5A Street, formerly College Lane, was created when Western Canada College sold off a portion of its land for development. This block has a mixture of stylistic types, including three one-and-a-half-storey craftsman style bungalows (located on the north end of the west side of the street) that are more elaborate than the smaller bungalows found elsewhere in the community. The east side is dominated by side gabled bungalows with their large, distinctive dormer windows. Mature trees and landscaping are evident throughout the block. Adjacent and north of the block is Western Canada High School.

Recommendations  Retention of heritage resources on this block would maintain the contextual integrity of the greater Cliff Bungalow Residential Precinct. Placement of community heritage plaques outlining the date of construction and including historical anecdotes could increase pride and awareness of the area’s historical and cultural legacy.
Cliff Street: Royal Avenue to 22nd Avenue

This is an important block because it is the interface between the proposed Heritage Schools Precinct and Cliff Bungalow Residential Precinct. On the west side of the street are the two bungalow schools built by the Public School Board (Cliff Bungalow) and the Catholic School Board (Holy Angels). Both retain educational and community oriented uses and are listed on the City’s “Inventory”. Cliff Bungalow school forms the focal point of the vista when looking westward down 22nd Avenue, and it is what the community of Cliff Bungalow is named after. Houses on the east side are predominantly two-and-a-half storeys with either gabled or gabled-hip roofs. All were built in 1912.

Recommendations Retention of these homes and schools is important to preserving the context of both the school and residential precincts, and of the greater heritage character of the community. Both schools are owned by the City of Calgary, and as such could be given Municipal Heritage designation.
Hillcrest Avenue

Hillcrest Avenue is an anachronism within the community. Although part of this road is officially included within the bounds of Cliff Bungalow, its large lots and typically larger homes are more akin to Upper Mount Royal than to the community below. The road itself is sinuous, following the curve of the escarpment as it travels upwards to connect with Mount Royal, rather than following the gridiron pattern that dominates Mission and Cliff Bungalow. Two houses on Hillcrest have been identified as being of particular historic or architectural merit. One is the William Aberhart house, where the former premier of Alberta resided. The other is Twin Gables, which has been designated a Provincial Historic Resource.

Recommendations  Designation of the Aberhart House, either federally, provincially, or municipally, could help conserve it for generations to come, and would increase Calgarians’ knowledge of their history. Community heritage plaques explaining the importance of the Aberhart House and Twin Gables could instil pride in the area’s residents as to the cultural heritage of the neighbourhood.
Chapter Eight

Conclusions

Change is inevitable. Communities evolve over time and new buildings replace old. Character homes and historic workplaces may attract a certain kind of resident, and if a sense of place and a sense of history combine, the neighbourhood may become a highly desirable and sought after place to live, work and play. This in turn creates a climate where redevelopment is attractive, for increasing unit numbers or replacing maintenance intensive turn-of-the-century homes with new ones becomes profitable. This is the life cycle of a community such as Cliff Bungalow-Mission. Thus, if a community decides that its heritage resources hold merit, either intrinsic, economic, or both, it must then engage in direct interventions that will alter the natural pattern of physical development.

No one tool can keep the historic character of the community from being eroded to the point where all historical context has been lost. Such context is not a scientific principle; one cannot state that once a certain percentage of original structures are lost, so is the context. Rather it is something that one feels instinctively while walking down a street that has been irreversibly transformed, or one that has retained the ideals of those who originally created it. Such feelings are not created by individual buildings in isolation, but rather through ensembles of structures and the rhythms of mass and height and exterior detailing that they create. It is produced through street width, the relationship between void and mass, patterns...
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of landscaping, both man-made and natural. It is created through the historical tendency to

Thus, interventions must be comprehensive, and must address different geographical scales

Legislation can be the most powerful method of ensuring conservation, but it is also the least

Critical to the success of a comprehensive heritage strategy is the creation of a culture of

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official Historic District designation, or by the community level efforts at self-identification. Visual clues, such as period streetscape enhancements would further create a legible district.

The inevitability of change has already been acknowledged, therefore a heritage strategy must not only address the past and the present, but the future as well. Policies must be put in place that will mitigate the obtrusiveness of new development, if the maintenance of historical character is desired. New services and housing can be created that are respectful of the forms of that which came before, and while not trying to reproduce original structures, can give visual nods in a modern way towards the past.

It is through these kinds of interventions that Cliff Bungalow-Mission will retain its unique sense of history. Potential barriers to success include lack of political will (as exemplified by the failure to designate St. Mary’s Girls School at both the provincial and municipal levels), lack of financial resources, and potential opposition from non-resident owners or owners who have bought their properties partly or wholly for their redevelopment potential. Additional consultation with groups such as non-resident property owners and area business owners would be beneficial to the implementation of the recommendations in this strategy.

The recommendations in this MDP are a starting point for the community. The inventory of structures and GIS atlas are additional tools that will allow it to modify its strategies as legislative tools, the heritage community, and the neighbourhood itself changes over time.
Appendix A

Inventory of Structures

An inventory of all structures in Cliff Bungalow - Mission, both extant and those that existed in the past (where info was available), was created.

The inventory used the 1995 inventory created by Avitus Design Inc., prepared for the Cliff Bungalow - Mission Community Association, as a baseline for extant structures. It included date constructed, the first two owners/residents, building type, amount of storeys, roof type, and type of exterior cladding.

This information has been expanded to include other architectural details, architectural style, and date of demolition (if applicable). The listings are annotated with the architectural and social histories of the buildings, where information was available. All extant structures are accompanied by a photograph of the building, and by archival photos and plans where available.

Information on past structures was obtained from fire insurance maps and other archival sources.

Due to the length of the inventory (approximately four hundred pages), it has been included in digital format only. Please see the accompanying CD-ROM.
Appendix B

Fort Macleod Provincial Historic Area Enabling Legislation

ALBERTA REGULATION 158/84

Historical Resources Act

FORT MACLEOD PROVINCIAL HISTORIC AREA ESTABLISHMENT REGULATION

4. The area of the Municipality of Fort Macleod described in the Schedule is established as a provincial historic area to be known as the Fort Macleod Provincial Historic Area.

SCHEDULE

DESCRIPTION OF THE FORT MACLEOD PROVINCIAL HISTORIC AREA

The Fort Macleod Provincial Historic Area shall encompass all the land within the Municipality of Fort Macleod lying within the area encompassed by a boundary commencing at the midpoint of 2\textsuperscript{nd} Avenue intersected by the line of the lane easement between 21\textsuperscript{st} and 22\textsuperscript{nd} Streets and passing northward along the median of 2\textsuperscript{nd} Avenue to a point intersected by a line that would pass along the north limit of those Lots bordering on 22\textsuperscript{nd} Street to the south side;

[The regulation then proceeds to further lay out the delineation of the area's boundaries. It concludes with:]

All of which area, bounded as aforementioned, is, for the purposes of convenience of reference only and not for legal identification, shown as bounded by a thick black line on the plan set out below.\textsuperscript{1}

Appendix C

Ecological Covenanting in Comparison to Cultural Covenanting

It is worth looking at the way in which ecological covenants are appraised, as there is similarity in intent, and because ecologically sensitive lands are valued in a radically different and beneficial way. For ecological covenanting, appraisals are undertaken within the Ecological Gifts Program. Similar to cultural property, ecogifts can be either outright donations of ecologically sensitive land to a government or an approved charity, or a partial donation by way of a covenant that would restrict certain rights over the property.¹

The Ecological Gifts Program is governed under the Income Tax Act of Canada, but is administered by Environment Canada. The appraisal process is overseen by the Appraisal Review Panel, which consists of a Chair, five regional appraisers, six additional appraisers, a planner, and a legal specialist.²

The appraisal process involves three steps: certification of the property’s ecosensitivity, designation of a qualified recipient agency, and determination of the fair market value. An independent appraiser, who must be a certified member of the Appraisal Institute of Canada

¹ Canada, Canada’s Ecological Gifts Program - Fact Sheet, (Ottawa, date unknown).
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for valuations greater than $25,000, undertakes the determination of the property’s value. For complex or high value properties two appraisals are recommended. The Appraisal Review Panel then assesses the valuation, with costs born by the federal government. They can either accept the original amount, or put forward a revision. If the donor does not agree with the panel’s final determination, they may apply for a redetermination.³

These appraisals are done strictly on the basis of property value; the ecological value of an ecogift is only taken into consideration when determining if the property qualifies for the programme, it does not count in any way towards the determination of the market value. The appraisals are determined according to the Canadian Standards of Professional Appraisal Practice.⁴

⁴ Appraisal Institute of Canada; Canada, Guidelines for Valuers, (Ottawa, date unknown).

Before and After Method

Appraisal method where the Fair Market Value of a property before having a covenant placed upon it is subtracted from the FMV after it is unencumbered.

As of 1996 the process used for appraisal is the “before and after” method. An appraisal is undertaken determining the value of the property as it currently exists, then a second appraisal is done that values the property as it would be with an easement or covenant in place⁵. This then is the major difference between cultural and ecological covenants. Cultural covenants are assessed only on the value of the covenant itself, to which there is no market, while ecological covenants receive the value of the development potential that has been lost.
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As recently as October 2000 the Canadian Customs and Revenue Agency ruled that ecological and cultural gifts are completely different and therefore it remains appropriate to assess them differently for tax purposes.

Highest and Best Use
The maximum value a property could receive if it was redeveloped. Must be legally and economically realistic.

The development potential of a site is determined through the principle of “Highest and Best Use”, which takes into account both the negative and positive aspects of the property and its surrounding area as to what the likely highest value of development could be. Negative factors could include proximity to other encumbered lands, or a negative attitude towards development of ecologically sensitive land by the local authority. Positive aspects could be river or lake frontage, viewscapes, or the potential for intensive subdivision. It is normally a change in highest and best use that will be most dramatically affected by a covenant, and thus will determine the covenant’s value.6

Ecological easements are relatively new to Canada, so appraisals must be done on a case by case basis. Eventually precedent lists will be compiled that will enable assessments to compare the values of actual encumbered and unencumbered properties. Without such precedents the determination process is a largely ambiguous one, relying largely upon the appraiser’s logic, reason and experience. Tools that may be used include determining the

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5 Canada, Guidelines for Valuers.
6 Appraisal Institute of Canada.
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net-income generated, comparing resales of encumbered properties in the United States where they have existed much longer, and comparing properties with similar potential.

In 2000, the federal Budget reduced the taxable portion of capital gains associated with ecological gifts (including covenants) from 75% to 25\%\textsuperscript{7}, thus creating a healthy incentive for donation. No such incentive currently exists at the federal level for the donation of culturally significant properties, thereby impeding the effectiveness of cultural covenanting. To this end groups such as the Heritage Canada Foundation and the Calgary Civic Trust are lobbying to bring cultural gifting in line with the appraisal method and tax benefits received by the ecological community. With such a change, covenanting could become a powerful yet flexible tool for the conservation of our cultural resources.

The affect of moving to the before and after method of appraisal, and the introduction of increased tax benefits, has been the creation of a large number of ecological conservation covenants. Nearly two hundred ecogifts totalling approximately twenty-eight million dollars and eighteen thousand hectares have been processed since 1995\textsuperscript{8}. In comparison, the most successful heritage covenanting program has been that of the Ontario Heritage Federation (a provincial crown agency), which holds at least 170 conservation easements, most of which

\textsuperscript{8} Appraisal Institute of Canada and Environment Canada, Methodology.
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are cultural\textsuperscript{9}. This is an impressive number compared to other Canadian jurisdictions, however many of the properties were ones that were being passed from federal or provincial hands to municipal ownership, and some private property was covenanted in order to receive Ontario provincial restoration grants.\textsuperscript{10} There are virtually no heritage covenants held in most provinces, including Alberta.

\textsuperscript{9} Ontario Heritage Foundation, \textit{Ontario Heritage... Our Foundation}, (date unknown), p.5.
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