

ITEM	11
MANAGER'S REPORT #	16
COUNCIL MEETING	96/06/10

TO: CITY MANAGER 1996 June 05  
 FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 10.340  
 SUBJECT: EAGLES ESTATE GARDEN  
 PURPOSE: To respond to questions raised by Council on 1996 April 22

**RECOMMENDATIONS:**

1. **THAT** Council approve an expenditure of \$5,000 from the Community Heritage Commission Budget to fund the Heritage Development Potential Report.
2. **THAT** Council authorize staff to seek financial assistance from the B.C. Heritage Trust to recover a portion of funds for the the production of the Heritage Development Potential Report.

**REPORT**

**1.0 Background:**

At its meeting of 19 December 1994, Council authorized the acquisition of the 5655 Sperling Avenue known as the Eagles Estate, as part of Deer Lake Park and requested staff pursue a report on the condition of the house and garden. On 1995 May 01 Council received a review of the issues surrounding the site's intergration into the Park and directed: "THAT the Eagles house and garden be designated as a City heritage site and that staff be instructed to prepare a by-law which outlines the extent of the garden and the guidelines for the management of the site's character."

The Community Heritage Commission and staff guided a study contracted to the preservation firm of Rink and McGinn entitled the "Eagles Estate Heritage Garden Assessment" which was received and approved by Council 1995 December 04 and the Parks and Recreation Commission on 1996 January 03. Among the recommendations for the site, Council authorized that staff "... in consultation with Rink and McGinn Associates, be authorized to prepare a report outlining the proposed conservation management plan for the site."

The Parks and Recreation Department prepared a report supporting a further study to review the potential options for the garden and, after Council approval, to provide a Conservation Management Plan for the site. The report has been received by Council and the Community Heritage Commission.

At its meeting of 1996 April 22, Council received a report from the Community Heritage Commission requesting \$5,000.00 in funds to conduct the Heritage Development Potential study. At that time, Council referred this report back to staff to provide more information.

The purpose of this report is to respond to clarify the intent of the project and provide Council with the potential capital and maintenance costs of preserving the garden.

## **2.0 Council Questions and Responses:**

### **What was the cost of the first phase of the study?**

The "Eagles Estate Heritage Garden Assessment" was produced by the preservation firm of Rink and McGinn at a cost of \$3,050.00.

### **What will take place in the next phase?**

The next phase or step in the conservation process has been titled the Heritage Development Potential report. This report will study adapting the Eagles Estate Garden for public use. The study will outline the impact of various levels of restoration on the heritage character of the site and each option's potential development and maintenance costs. Several options based on the site being upgraded and opened for public use and enjoyment will be presented for the review by the Parks and Recreation Commission and the Community Heritage Commission, and ultimately the consideration of Council.

### **What are the suggested improvements in the garden and how much will these improvements and maintenance cost?**

Council has requested information as to the nature of proposed improvements and the costs associated with the full development and maintenance of the garden. This is the purpose of the requested study. It is impossible to provide accurate figures for Council consideration as the final design options have not yet been developed nor has a specific plan for the site been approved, even conceptually.

Parks staff have developed an order of magnitude estimate for the capital and maintenance costs associated with heritage development options for the Eagles Estate garden. These costs are provided to give a sense of the costs of the management options ranging from "Conserve as Found" to "Reconstruction". Since the level of work for these stages has not yet been defined, these figures are preliminary and

general, and will be replaced by estimates developed by the proposed heritage development potential study. The figures also reflect the fact that an historic residential landscape will require continuous maintenance, of varying intensity and frequency dependant upon the development option selected.

Parks Staff have suggested that, based upon the Consultant's Heritage Garden Assessment of all of the garden's features, that capital costs associated with garden improvements may be required between \$100,000 (conserve as found) to a high of \$500,000 (Reconstruction). Annual maintenance costs may vary between \$50,000 for a basic mixed shrub and flower garden to \$100,000 for a fully restored garden. Even "conserve as found" requires some rehabilitation in order to make the site safe, repair walkways and ponds, and provide basic display features such as fences, walks and interpretive elements. These costs do not include the upgrading of the Eagles House which is to be rented for income purposes until being required for public use.

It should be noted that these capital figures are higher than reported by Parks Staff to the Parks and Recreation Commission on 95/06/07. Those initial estimates were provided without benefit of the consultant's heritage study and reflected a level of effort considered appropriate for a public display garden. One of the purposes of the proposed study will be to refine the cost estimates.

### 3.0 Work Plan:

Council has requested that a work plan for the Eagles Garden be prepared in order to place the Heritage Development Potential Study in context. The conservation of the Eagles Estate Garden is being subjected to study through four steps in a standard heritage conservation process. These steps constitute a workplan that has been in progress since council's initial approval of the project's Heritage Value Assessment.

#### Step One: Heritage Value Assessment

The Heritage Value Assessment determined through a detailed inventory and evaluation of site features that the overall heritage value of the Eagles Estate garden is very significant to the city. It also outlined the proposed process for further conservation of the site.

This report was presented and approved by Council on December 04, 1995.

#### Step Two: Heritage Development Assessment

(Subject to approval of this report.)

Determining the Heritage Development Potential of the Eagles Estate is the next step in the decision process for Council.

The Heritage Development Potential Assessment will essentially define the options and opportunities for the garden's incorporation into Deer Lake Park. Preserving the heritage character of the garden is the basic tenet, within which context proposals would be assessed for its change in use from private to public. It has been inherent through Council's direction that the garden will be open to the public as part of the park. Different programmatic scenarios should assess the demand for a variety of uses and conservation levels, and as well assess the "order of magnitude" development costs.

Parks and Planning staff will develop with the consultant a number of potential development options to guide the Assessment given the estate's critical importance within Deer Lake Park. Already the decision to upgrade the house for residential rental will affect the use of the property in the short to medium term and will affect the use of the site. The accommodation of a trail system for the park within the site area will form a important consideration in the development of garden.

The consultants Rink and McGinn Associates, in consultation with staff have provided an estimate of \$5,000.00 to complete the Heritage Development Potential Report. These funds have been set aside in the Community Heritage Commission's 1996 Budget.

#### Step Three: Conservation Management Plan

Once Council has selected an option for the development of the site a detailed plan will be prepared to guide work. It is anticipated that the design work for this park feature may require the services of a consultant depending on the level of conservation adopted by Council. Depending upon the option selected, costs are expected to be in the range of \$5,000 to \$8,000. Funding for this study may be shared with the B.C. Heritage Trust should an application for assistance be successful.

#### Step Four: Implementation/Maintenance

Final Council approval of the Conservation Management Plan and the availability of funding will determine the timing and completion of the project. Critical to this work will be the integration of the Eagles Estate into future expansion of the Deer Lake Park trail system to other south shore properties owned by the City.

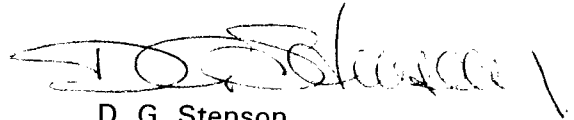
### 5.0 Summary:

Since Council's decision to purchase the Eagles Estate and retain the house and garden as a civic heritage site a methodical approach to the conservation of its heritage values has been implemented with the guidance of the Parks and Recreation and Heritage Commissions. Step One, the heritage value assessment has revealed a site with tremendous potential for development for the public's enjoyment as part of Deer Lake Park.

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Step Two, the Heritage Potential Development study, will provide Council with the opportunity to further refine the approach to protect the heritage values of the site and set the course for further work. This \$5,000 study will provide options for Council's consideration.

The Heritage Development Potential Study is a critical step in the planning process in assessing the adaptability of the Eagles Estate Garden from a private space to public amenity. The successful integration of the Eagles Estate into Deer Lake Park will ensure the protection of its character and provide the public with opportunities to enjoy its unique site and heritage features.



D. G. Stenson  
Director Planning and Building

JW:hr

cc. Director Recreation and Cultural Services  
Community Heritage Commission

