

File #: AR-22-127, Version: 1

TAMRMS#: B06

8.1

Notice of Intention to Designate the Lorne and Marguerite Akins Residence at 8 Burnham Avenue as a Municipal Historic Resource

Presented by: Tamsin Brooks, Community Cultural Coordinator, Community Services & Tracy Tsui, Planner, Planning & Development

RECOMMENDED MOTIONS

That the Community Living Standing Committee recommends that Council:

1. pass a motion pursuant to section 26 of the *Historical Resources Act* affirming that the property at 8 Burnham Avenue known as the Lorne and Marguerite Akins Residence is a historic resource, the preservation of which Council considers to be in the public interest
2. pass a motion directing the Chief Administrative Officer to:
 - a. serve upon the registered owner of the property at 8 Burnham Avenue a Notice of Council's intention to consider a bylaw to designate the property as a Municipal Historic Resource; and
 - b. take the necessary steps in compliance with the *Historical Resources Act*, including preparation of a bylaw for Council's consideration, leading to designating the property at 8 Burnham Avenue as a Municipal Historic Resource
3. pass a motion approving transfer of up to \$6,000.00 from the Heritage Reserve Fund to the Culture Administration account, to fund the administrative process of designating 8 Burnham Avenue as a Municipal Historic Resource.

PURPOSE OF REPORT

An application was received from the current property owner to designate as a Municipal Historic Resource (MHR) the property known as the Lorne and Marguerite Akins Residence, at 8 Burnham Avenue. For a property to be designated as an MHR Council must by resolution approve service upon the property owner of a Notice of Intention to Designate, and after the minimum 60 day notice period Council must pass a Designation Bylaw which is then both served upon the registered owner and registered as an encumbrance on the title to the property. The recommended motions in this report will, if passed, initiate the process of designating the subject property as an MHR.

ALIGNMENT TO PRIORITIES IN COUNCIL'S STRATEGIC PLAN

N/A

ALIGNMENT TO LEVELS OF SERVICE DELIVERY

A commitment to managing heritage assets is set out in the City of St. Albert Services and Service Levels Inventory.

Service:

- Management of the Partnerships for the Delivery of Heritage Programming

Service Description:

- Provision of grants, funding and other supports to deliver heritage services, programming in the community and the heritage conservation program.

Service Component:

- Heritage Programming
- Heritage Conservation Program

Service Level:

- A range of diverse and relevant heritage programming is provided to the community. This includes animation of heritage sites and locations around the community.
- An incentive program is in place to assist property owners in preserving and maintaining privately-owned, municipally-designated Heritage resources.
- Eligible rehabilitation work must conform to the Standards and Guidelines for the Conservation of Historic Places in Canada.

ALIGNMENT TO COUNCIL DIRECTION OR MANDATORY STATUTORY PROVISION

Historical Resources Act (HRA)

Section 26 (2): "A council of a municipality, after giving the owner 60 days' notice, may by bylaw designate any historic resource within the municipality whose preservation it considers to be in the public interest, together with any land in or on which it is located that may be specified in the bylaw, as a Municipal Historic Resource."

Municipal Development Plan

Policy 9.2.1: Identify, conserve, and celebrate significant historic and archaeological resources in St. Albert, including, but not limited to, historic buildings, public spaces, landscapes, streetscapes, and districts.

Policy 9.2.3: Encourage and promote heritage conservation through a variety of methods, including, but not limited to, the following:

- a) Supporting and promoting historic resource designation programs;
- b) Maintaining an inventory of potential municipal historic resources candidates;
- c) Collaborating with other levels of government, organizations, or individuals to protect historic resources; and
- d) Designing and implementing guidelines and regulations to minimize potentially adverse impacts of development on significant historic and archaeological resources.

Council Policy, C-CS-21, Municipal Historic Conservation Program

Section 1.e.: Council shall designate properties in accordance with the *Historic Resources Act* RSA 2000 c H-9.

Section 2.f.: The CAO, or designate, shall present Notices of Intention and Designation Bylaw to Council for their consideration.

BACKGROUND AND DISCUSSION

The Lorne and Marguerite Akins Residence is located in the Braeside neighbourhood at 8 Burnham Avenue. This residence is historically significant in that it is a well-kept example of the Arts & Crafts Bungalow style in St. Albert that is sited in its original location on a River Lot whose original owners and builder were active in the community. Please refer to Attachment 1 *Location Map* and Attachment 2 *Photographs*.

The Lorne and Marguerite Akins Residence is on the St. Albert Heritage Inventory, which is a comprehensive list of heritage sites for which a detailed Statement of Significance has been created. A property listed on the Heritage Inventory merits designation as a Municipal Historic Resource, provided that the property has not been altered in a manner that is no longer consistent with its Statement of Significance. A Statement of Significance sets out a property's Character-Defining Elements, which may include the physical materials, forms, location, and spatial configurations that demonstrate the significance of a historic resource. These elements are important in preserving the resource's heritage value.

The Statement of Significance for 8 Burnham Avenue was completed on November 25, 2021 and is Attachment 3 to this report.

Should Council approve the designation of the property as an MHR by passing a Designation Bylaw, the owner is then eligible for grants to conserve the Character-Defining Elements of the Municipal Historic Resource. A Conservation Grant is not disbursed to the owner until conservation work is complete and to the satisfaction of the City, and in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada. Administration will also review detailed work estimates from contractors for qualifying conservation work prior to any work commencing.

St. Albert offers two (2) types of Conservation Grants:

1. Major Conservation Grant - up to \$25,000.00 one-time only.
2. Minor Conservation Grant - up to \$7,500.00 on an annual basis.

Upon passage of the Designation Bylaw, a Conservation and Monitoring Agreement (which may be a Schedule to the Designation Bylaw) will also come into effect. The Conservation and Monitoring Agreement is an agreement between the City and the property owner that states that the owner has agreed with the City to conserve the Municipal Historic Resource, in accordance with the conditions of the Agreement. As a part of the bylaw registered on title, the Conservation and Monitoring Agreement will run with the land and will be binding on all subsequent owners of the property.

STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT

Under Section 3.c. of Council Policy, C-CS-21, Municipal Historic Conservation Program, the St. Albert Arts and Heritage Foundation (AHF) shall make recommendations to Administration and Council regarding the application for designation. The AHF recommends that the Lorne and Marguerite Akins Residence at 8 Burnham Avenue be designated as an MHR.

IMPLICATIONS OF RECOMMENDED MOTION

Financial:

St. Albert's approach to designating a property as a Municipal Historic Resource, is that there should be no administrative cost to the owner. Rather, the City will cover the expenses incurred when designating a property. Covering costs is also considered best practice for municipalities that have a heritage designation program. St. Albert's funding model for the designation program is outlined under the Council Policy, C-CS-21, Municipal Historic Conservation Program. As of March 2022, the uncommitted balance of the Heritage Reserve Fund is \$183,849.00.

The expenses incurred thus far in the designation process for the Lorne and Marguerite Akins Residence were:

- Consultant for the Heritage Assessment: \$2,000.00
- Consultant for the Statement of Significance: \$800.00
- Real Property Report: \$656.25

The anticipated and estimated expenses for later in the designation process for the Lorne and Marguerite Akins Residence include:

- Registration of the Designation Bylaw on the property's Land Title: \$10.00
- Municipal Historic Resource Plaque: \$1,200 - \$1,900
 - The cost of a plaque depends on the material, design, and installation.

As such, up to \$6,000.00 is requested from the Heritage Reserve Fund, which would include a small contingency for other administrative expenses unforeseen at this time.

The owner has not specified that Conservation Grants will be applied for at this time.

Legal / Risk:

- Notice of Intention to Designate

Council approval to serve a Notice of Intention to Designate, does not mean the property will necessarily be designated. In order to designate a property as a Municipal Historic Resource, Council must pass the Designation Bylaw to be presented for consideration not sooner than sixty days from the date the owner is served the Notice. As with any bylaw, Council has unfettered discretion to pass or defeat the bylaw, so the resolution approving service of a Notice of Intention is best characterized as a preliminary procedural step, required by the statute, to allow Council to consider a Designation Bylaw.

- Compensation

Historical Resources Act, Section 28(1) states that: "If a bylaw under section 26 . . . decreases the economic value of a building, structure or land that is within the area designated by the bylaw, the council shall by bylaw provide the owner of that building, structure or land with compensation for the decrease in economic value."

In addition, Section 28(4) states that: "The council may, with the agreement of the owner, provide the compensation under subsection (1) by grant, tax relief or any other means."

Thus, the City offers Conservation Grants to offset any decreased economic value.

Program or Service:

- Designating a property as a Municipal Historic Resource is outlined under the Council Policy C -CS-21, Municipal Historic Conservation Program.

Organizational:

- Community Services and the Planning Branch are responsible for processing MHR designation applications.
- The St. Albert Arts and Heritage Foundation provides assistance in reviewing MHR designation applications, and any proposed conservation work of an MHR.
- The Legal Department provides assistance in reviewing the Conservation and Monitoring Agreement between the City and the property owner.
- The Finance Department provides assistance in administering Conservation Grants.

ALTERNATIVES AND IMPLICATIONS CONSIDERED

Alternative 1:

To not approve the Notice of Intention to Designate, the owner at 8 Burnham Avenue would not be able to designate their property. However, this option would risk contravening the Council Policy C-CS-21, Municipal Historic Conservation Program because the property is on the Heritage Inventory with a Statement of Significance, and merits designation.

Alternative 2:

To refer the matter back to Administration with direction from Council.

Report Date: April 11, 2022

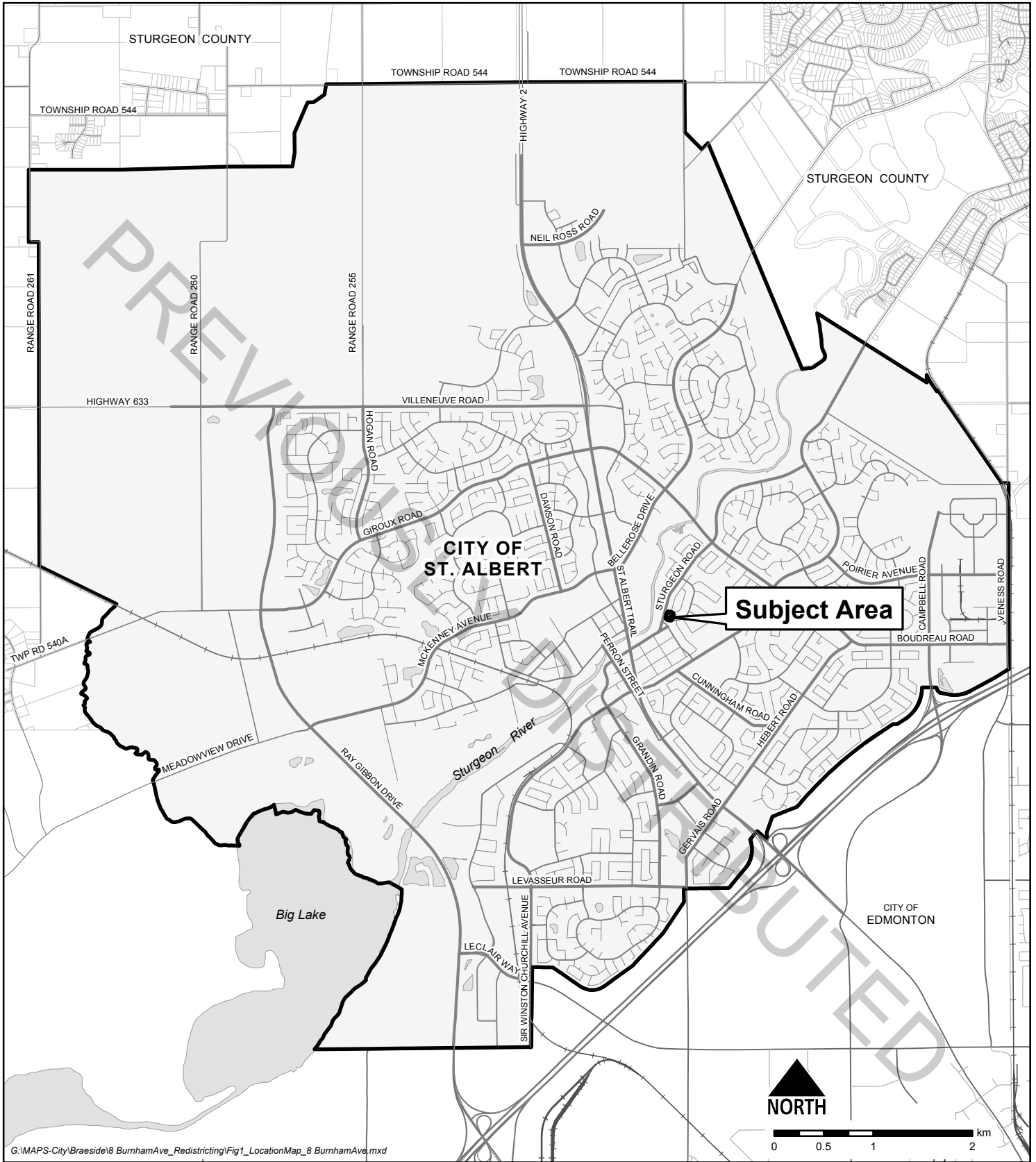
Authors: Tamsin Brooks, Tracy Tsui

Departments: Community Services, Planning and Development

Directors: Elizabeth Wilkie, Adryan Slaght

Deputy Chief Administrative Officer (Interim): Diane Enger

Chief Administrative Officer (Interim): Kerry Hilts



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Location Map
8 Burnham Avenue

Figure 1 7

PHOTOGRAPHS

Lorne and Marguerite Akins Residence
8 Burnham Avenue
Part of River Lot 48



Figure 1: Southwest elevation



Figure 2: Side (west) elevation



Figure 3: Side (east) elevation



Figure 4: Southeast elevation

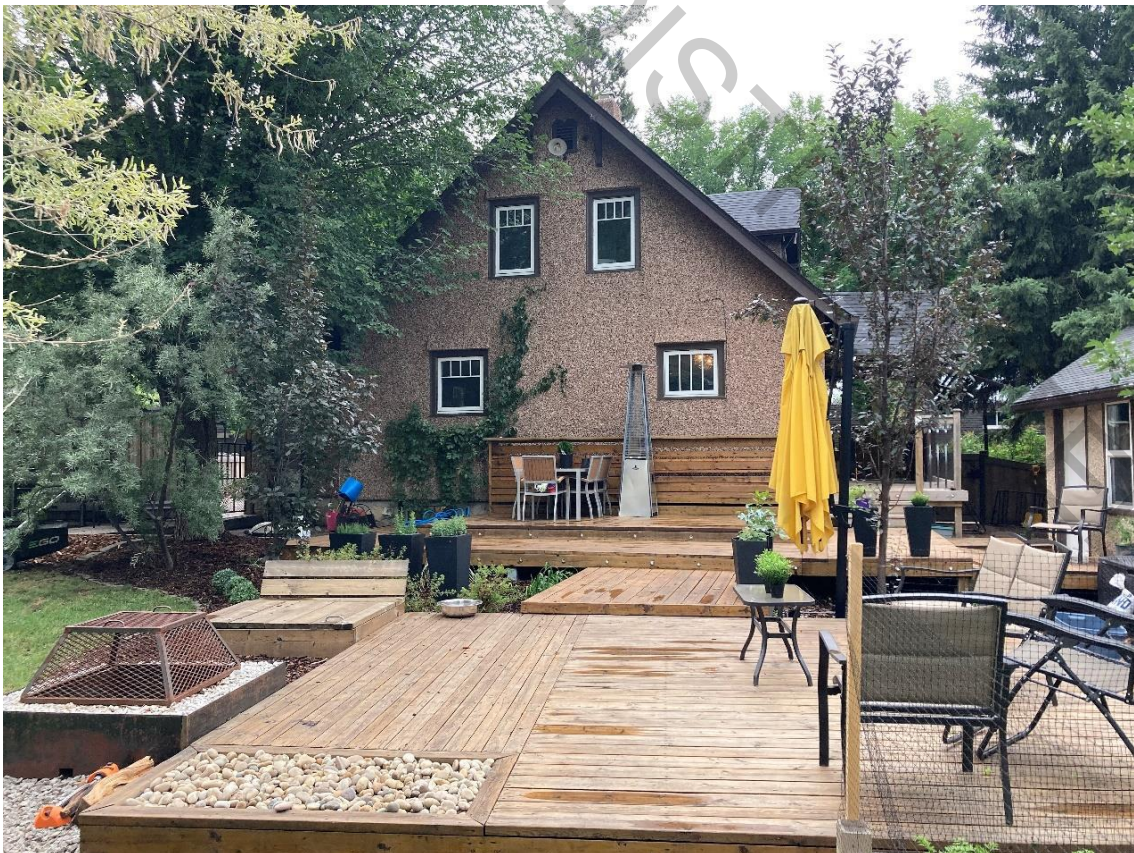


Figure 5: Rear (north) elevation



Figure 6: Side yard (west)

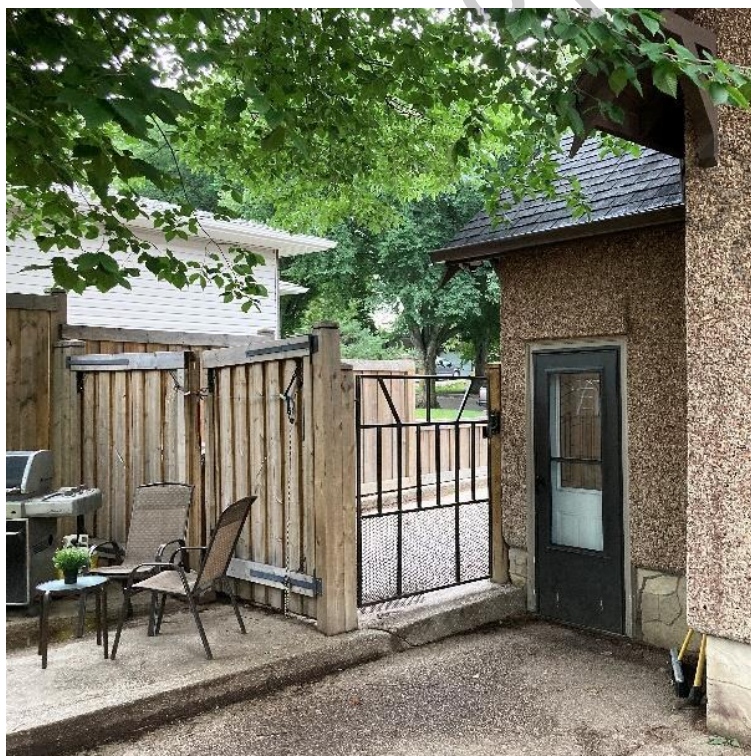


Figure 7: Rear yard (northeast) corner

STATEMENT OF SIGNIFICANCE

Lorne and Marguerite Akins Residence
8 Burnham Avenue
Part of River Lot 48

DESCRIPTION

The Lorne and Marguerite Akins Residence, built in 1937, is a well detailed Arts & Crafts Bungalow style house located at 8 Burnham Avenue in St. Albert. The landmark building is defined by its large roof supported on gable brackets that envelopes a modest yet prominent mass punctuated by richly detailed windows and supported by a battered wall chimney. The residence – its site originally known as River Lot 48 – faces the Sturgeon River, a placement and orientation consistent with the Francophone and Metis settlement pattern of placing houses on narrow land parcels based on the Seigneural traditions of Lower Canada and Acadia.

HERITAGE VALUE

The Lorne and Marguerite Akins Residence has special social, stylistic, design, landmark and symbolic value to St. Albert as it reflects the aspirations of an agricultural family in the 1930s living in St. Albert. The Akins family had tilled this property since 1918. The Akins and their children were all active in the community in sports, recreation, local school governance and community affairs. By 1937, they were able to build this relatively elaborate residence for their growing family. The Akins Residence is a veritable cornucopia of many elements that were typical of the day. It was sited and built on River Lot 48; its siting reflecting the settlement pattern typical to Francophone and Metis communities throughout Canada.

Socially, Lorne Akins was an early settler to the St. Albert area who farmed River Lots 47 & 48. He was a prominent local baseball player, tended hockey and wrestler. He was a Charter Member of the St. Albert Lion's Club and a Board Member of the St. Albert School Board.

The Akins Residence is historically significant as a well-kept example of the Arts & Crafts Style Bungalow style. At the onset of the Industrial Revolution, many architects, designers and artists were concerned about a "human expression" in the wake of oncoming industrialization of society. Many countries had their own unique presentation of this expression that gained more acceptance as a popular movement as time progressed. The Arts & Crafts Bungalow style was geared towards family living with modern conveniences. It was widely accepted and available in Canada in the early part of the 20th Century. Many mail order catalogues – like the T. Eaton Co. - and lumber yards – like the BC Timber Mills and Trading - produced pre cut timber packages that an owner could purchase and assemble into a fully fitted and stylish house. While

archival research and local historian conjecture has not come forth with solid evidence that the Akins Residence was a “Kit House”, many elements contained on and inside the dwelling speak to the style and details prevalent in the Arts & Crafts Bungalow style.

The Akins Residence is historically valuable as a significant dwelling and site, being a well detailed and well maintained dwelling that is sited in its original location and orientation, facing the river and not facing the subsequent pattern of subdivision streets. The Akins Residence was one of the first buildings in this area and upon completion, was a hub of family and community activity. The front porch overlooked the river and the trail that connected the river lots, that trail eventually becoming the alignment of modern day Sturgeon Road. While the front porch would have fronted on the trail that ran parallel to the river, the dominant feature of this Arts & Crafts Bungalow is its large sheltering roof that envelopes an overall building mass. The building mass itself carries a cornucopia of details that express artistic and technical craftsmanship. Many original interior details also reflect this craftsmanship of millwork and brick. While numerous alterations have taken place over the years to the Akins Residence, none appear to have destroyed its heritage value.

The Akins Residence is significant in that it is a well kept example of the Arts & Crafts Bungalow style in St. Albert that is sited in its original location on a river lot whose original owners and builder were active in the community.

CHARACTER-DEFINING ELEMENTS

The character-defining elements of the property include, but are not limited to the: Building’s construction and exterior features:

- Large, sheltering roof encompassing a very human scaled building mass
- Roof gable brackets
- Pointed fascia extensions
- Chimney with battered wall shape
- Original wood millwork

Contextual features:

Sited on River Lot 48, facing the Sturgeon River, originally located on what would have been a trail that connected the river lots. This river lot configuration and dwelling siting is typical of Francophone and Metis settlements on Canada, having its roots in the Seigneurial system of settlement found in Lower Canada and Acadia.