

TO: COMMUNITY HERITAGE COMMISSION (CHC)
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
DEPUTY GENERAL MANAGER PARKS, RECREATION AND
CULTURE
SUBJECT: **6570 DEER LAKE AVENUE (LOUIS AND ANNIE HILL RESIDENCE)**
PURPOSE: To seek Council's direction to integrate 6570 Deer Lake Avenue into
Deer Lake Park for the use of park visitors.

REFERENCES

Address: 6570 Deer Lake Avenue
Legal: Lot 6, Block 1, District Lot 79, Plan NWP1995
Current Zoning: P3 (Parks and Public Use District)

RECOMMENDATIONS

THAT staff be authorized to proceed with planning for works at 6570 Deer Lake Avenue to integrate the lot into Deer Lake Park; and

THAT the demolition of the existing improvements at 6570 Deer Lake Avenue (Louis and Annie Hill Residence), and the installation of a commemorative plaque, be authorized.

EXECUTIVE SUMMARY

This report seeks Council's authorization to proceed with planning for the demolition of the Louis and Annie Hill Residence located at 6570 Deer Lake Avenue (**Attachment #1**), and for landscaping to restore the site to a usable condition as public park. With Council's adoption of the recommendation of this report, project costs would be included in the 2025-2029 Financial Plan for Council's consideration.

The Louis and Annie Hill Residence is a 1925 single family residence listed on the City's heritage inventory. This report provides information on the condition and potential reuse of the building and identifies incorporation of 6570 Deer Lake Avenue into Deer Lake Park as a natural area as the recommended option.

1.0 POLICY SECTION

The power to maintain a register of heritage resources is assigned to local governments through Section 598 of the *Local Government Act*. Section 598 enables the establishment of a Community Heritage Register (CHR) to identify properties that the

local government considers to have heritage value. The addition and removal of resources from the CHR is subject to the approval of Council.

In addition to maintaining a formal list of heritage resources on the CHR, the City of Burnaby retains a heritage inventory, which is a list of resources that have heritage value and could be considered for inclusion on the CHR. The addition or removal of resources from the heritage inventory is not subject to the approval of Council. However, in practice, Council’s authorization is sought when changes to the status of a City-owned heritage resource are being considered.

2.0 BACKGROUND

Acquisition of 6570 Deer Lake Avenue through the Parkland Acquisition Program was approved by Council in July 2006, and the property’s acquisition was concluded when the Louis and Annie Hill Residence was vacated by its owners in 2007. The property was subsequently rezoned from R1 Residential District to P3 Park and Public Use District, in line with the Official Community Plan.

History and Significance of the Site

The Louis and Annie Hill Residence (also called “Hill Cottage”) was constructed in 1925 by Louis and Annie Hill, who were early settlers at Deer Lake, where they established a fruit farm in 1891. Louis Hill was elected to the first municipal Council in 1892 when Burnaby was incorporated and was later responsible for the subdivision of Buckingham Heights in the Deer Lake neighbourhood. The cottage was constructed in 1925 when the Hills retired from farming.

The residence was included in the Deer Lake Park Heritage Inventory, published in 1998 to raise public awareness of the unique history and heritage of Deer Lake Park. Development of the inventory was part of a suite of policies and actions advanced to Council at its June 26, 1991 meeting to guide the management of City-owned heritage resources. This “Municipal Heritage Policy” continues to provide for the identification, maintenance, and provision of public access to City-owned heritage resources with the goal of conservation and permanent retention. It identifies Deer Lake Park as a heritage precinct that includes a significant concentration of heritage resources.

The largest concentration of civic heritage resources is located within Deer Lake Park. The Deer Lake Park Management and Conceptual Design Plan, adopted by Council on April 26, 1999, includes goals and objectives to support conservation and adaptive re-use of heritage resources in the park.

The significance of the Louis and Annie Hill Residence lies in its relationship with the Hill family. The relatively modest house does not include any outstanding architectural features.

Previous Studies and Council Decisions

A staff report adopted by the Parks, Recreation, and Culture Commission in 2007 approved in principle that staff pursue the adaptive re-use of the building as

administrative offices for the Cultural Services division of PRC, subject to further feasibility studies.

On February 7, 2008, Council approved an expenditure of \$20,000 to complete a conservation assessment and cost specification for the building. Heritage architect Eric Pattison was retained and completed a conservation and adaptive re-use study.

Funding to upgrade the property for office use was included in the 2020-2024 financial plan with work to take place in 2020 and 2021. Work ceased in early 2020 when the lot was identified for development of a childcare centre that would offer priority placement for the children of City of Burnaby and Burnaby RCMP employees. This use required demolition of the building.

When an alternate site was later selected for the childcare centre, staff revisited the condition and potential use of the Louis and Annie Hill Residence. This work included reviewing and updating the conservation assessment and adaptive re-use study completed in 2008. The building continued to be used as storage, until it was recently vacated and boarded up due to security challenges at the site.

3.0 GENERAL INFORMATION

Iredale Architecture was retained in 2023 to complete an adaptive reuse study of the resource (**Attachment #2**), with a sub-consultant team that included structural, mechanical, electrical, and civil engineers, a quantity surveyor, and landscape architects.

The study considered options that could retain the heritage character of the building exterior and the heavily treed landscape of the lot, while renovating the interior for modern use. Use for programming and administration were considered, as was removal of the structure to incorporate the lot into Deer Lake Park to enable public access.

The study found that the attic and basement floors cannot be occupied under the BC Building Code, which leaves only the 120.4m² (1296 sq. ft) main floor as occupiable space.

Under P3 District zoning regulations, the potential uses of the building are limited to serving as an accessory use to nearby cultural facilities, such as the Burnaby Village Museum or Shadbolt Centre for the Arts. Accessory uses that were identified as viable include use as administrative offices for City staff, and as programming space to deliver City recreational programming. Given the small usable floor space, the practical civic uses for this building are limited and would be cost intensive.

Any use of the building would require considerable upgrades and repairs, including upgrades to heating and ductwork, replacement of all plumbing pipes and fixtures, upgrade of the electrical panel, installation of a new water service to the property line, upgrade of the septic system or connection to the City sanitary line and installation of related equipment, addition of perimeter drainage and its connection to a municipal storm sewer, hazardous materials abatement, roof replacement, exterior restoration,

renovation of the interior including installation of a new kitchen, and accessibility upgrades including installation of a ramp and accessible washrooms.

A summary of potential re-uses and analysis by staff of the options is provided as **Attachment #3**.

3.1 Recommended Option: Incorporation into Deer Lake Park as Natural Area

The City’s policy context supports both retention and reuse of civic heritage resources, and investment in park spaces that meet the needs of a growing community. With regards to the Louis and Annie Hill Residence, the location, condition of the building, and cost for adaptive reuse have led staff to recommend that the property be returned to use as natural area. The City has successfully retained and repurposed the majority of its owned heritage resources to serve community needs. The stories and history represented by this property can continue to be conveyed through interpretive signage and documentation.

The lot is fenced on three sides and has not been landscaped to invite public access. As the resource would require considerable upgrades to achieve a usable condition and is of limited value as an office or programming space due to the small amount of occupiable space, staff have identified demolition of the structure as the preferred option, with landscaping to make the lot accessible to visitors to Deer Lake Park as natural area and the preservation of existing trees on the lot.

Incorporating the lot into Deer Lake Park and providing public access aligns with the Park Prioritization Framework adopted by Council at its November 20, 2023 meeting by preserving and providing access to the forested lot while preserving investment resources for park development in other parts of the City that are less served. Additionally, because the property was originally acquired through the Parkland Acquisition Program, funded by Development Cost Charges designated for expanding park spaces, providing access to this space for visitors to Deer Lake Park ensures that its usage remains in line with the intended funding purpose.

Work to incorporate the lot into Deer Lake Park as natural area will include full documentation of the residence through an as-found report prepared by a heritage consultant, and development of an interpretive plaque or sign to commemorate the site’s history. The resource will be removed from the heritage inventory and demolished in compliance with the City’s demolition waste diversion requirements. Due to the poor condition of the building, it is not considered a candidate for relocation.

Further consideration of the lot’s function within Deer Lake Park will be considered in the future review of the Deer Lake Master Plan. The preservation of existing trees on site as well as interpretation of the area’s natural heritage is critical to the story of Deer Lake Park.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Not applicable.

5.0 FINANCIAL CONSIDERATIONS

Should Council adopt the recommendation of this report, the expenditure required for demolition of the building and completion of landscaping to provide public access to the site will be included in the 2025-2029 Financial Plan for Council’s consideration. The current estimated cost of these demolition, remediation and landscaping works is \$583,274, which is based on the Class D cost estimate provided by the project consultant (\$448,673) with a 30% contingency.

Respectfully submitted,

Lee-Ann Garnett, Acting General Manager Planning and Development

Carmen Gonzalez, Deputy General Manager Parks, Recreation and Culture

ATTACHMENTS

Attachment 1 – Sketch 1 – 6570 Deer Lake Avenue

Attachment 2 – *Louis and Annie Hill Cottage Adaptive Re-Use Study*, Iredale Architecture, December 20, 2023.

Attachment 3 – Staff analysis of adaptive re-use options

REPORT CONTRIBUTORS

This report was prepared by Lisa Codd, Planner 2 and reviewed by Andre Isakov, Director PRC Planning, Emmaline Hill, Director Cultural Services, John Cheung, Senior Project Manager, Lily Ford, Planner 3, Ratan Grewal, Director Budgets and Reporting, and Johannes Schumann, Director Community Planning.