

NO: R125

COUNCIL DATE: June 27, 2022

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **June 15, 2022**

FROM: **Acting General Manager, Planning & Development**

FILE: **6800-20**

SUBJECT: **Heritage Designation of the Old Anniedale School (17710 - 56A Avenue) and Amendment to Heritage Designation Bylaw, 1986, No. 8579 (9744 - 176 Street)**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report as information;
2. Approve the proposed Heritage Designation Bylaw for the protection of the Old Anniedale School at 17710 - 56A Avenue, as documented in Appendix "I" of this report;
3. Approve the proposed amendments to *Heritage Designation By-law, 1986, No. 8579*, to delete Section 2 protecting the Old Anniedale School at 9744 - 176 Street, as documented in Appendix "II" of this report;
4. Authorize the City Clerk to bring forward the related bylaws for the required readings; and
5. Direct staff to file the appropriate notice at the Land Title Office and with the appropriate Provincial Minister in accordance with Section 612 of the *Local Government Act*.

INTENT

The intent of this report is to obtain Council approval to bring forward a Heritage Designation Bylaw to formally protect the Old Anniedale School (the "School") at its new location, the Museum of Surrey (17710 - 56A Avenue), and to amend the existing *Heritage Designation By-law, 1986, No. 8579* ("Bylaw No. 8579") to delete Section 2 which protects the School at its previous location, 9744 - 176 Street.

BACKGROUND

Heritage Value

The School has historic value as one of the earliest schools in Surrey. It opened in 1891 with thirteen pupils and, until it closed in 1954, played a vital role in the life of the community's children. The School was designed by the British Columbia Department of Lands and Works and was constructed by Samuel Edge. Today, the building is one of the few one-room schoolhouses remaining in the Lower Mainland.

The School is also significant for its association with the development of the Tynehead and Anniedale neighbourhoods. The School was valued by the community as a significant heritage asset as early as the 1970s. At that time, the Tynehead Community Association raised funds to have the School moved from the corner of 96 Avenue and 184 Street to the site of the new Anniedale School at 9744 - 176 Street. For many years, the one-room schoolhouse was used for educational programming by the Surrey School District. The City purchased the School from the Surrey School District in 2017, for a nominal fee of \$10.00.

The key elements that define the heritage character of the School include its:

- Simple rectangular form, scale and massing with mansard roof;
- Exterior elements, such as wooden drop siding; and
- Double-hung wooden-sash four-over-four windows; banked in quadruple assembly on the east facade, and two in single assembly on the west façade.

Relocation of the School

As part of a major cultural investment supported by three levels of government in <year>, the School and the 1881 Town Hall were relocated from their previous locations, at 9744 - 176 Street and 6022 - 176 Street, respectively, to the Museum of Surrey campus (17710 - 56A Avenue). As the School was protected by Bylaw No. 8579 at its previous location, a Heritage Alteration Permit was issued to allow for the relocation of the School to the Museum of Surrey campus. In 2018, *Heritage Revitalization Agreement By-law, 2018, No. 19616* ("Bylaw No. 19616") was approved by Council, allowing for the long-term preservation and conservation of the School at the new location.

Heritage Designation By-law, 1986, No. 8579

Under Section 611 of the *Local Government Act*, a Heritage Designation Bylaw may apply to more than one property, including properties owned by different persons. Bylaw No. 8579 protects the School at its previous location and also provides for the protection of two other heritage sites, including the Avenue of Trees and Royal Oak Tree, both located on Old McLellan Road.

DISCUSSION

Heritage Designation Process

Under Section 611 of the *Local Government Act*, a local government may, by bylaw, designate real property if the local government considers that real property to have heritage value or heritage character. Section 612 of the *Local Government Act* requires that a public hearing be held in relation to each Heritage Designation Bylaw, similar to the public hearing process for each Rezoning Bylaw. Notice of the public hearing must be given to all persons having a registered interest in the real property affected by the bylaw. Upon adoption of the bylaw, the *Local Government Act* requires that notice be forwarded to the Land Title Office and the Provincial Minister responsible for heritage.

As part of the designation process, Section 612(5) of the *Local Government Act* requires that a report be prepared regarding the property being designated. The information attached as Appendix "III" to this report fulfils this requirement of the *Local Government Act*.

Heritage Designation Bylaw for the School at the New Location

The proposed Heritage Designation Bylaw, a copy of which is attached as Appendix "I", for the School at the new location sets out:

- The lands being designated and the manner in which components of the designated lands are being protected (Schedule "A"); and
- The terms and conditions to conserve the School, including allowable routine maintenance and instances where a Heritage Alteration Permit is or is not required for alterations or works on the School.

Amendment to Heritage Designation By-law, 1986, No. 8579

Bylaw No. 8579 is proposed to be amended to delete Section 2 of the bylaw, which provides for the protection of the School at the previous location. A summary of the proposed amendments is attached as Appendix "II". Bylaw No. 8579 will continue to protect the Avenue of Trees and Royal Oak Tree, both located on Old McLellan Road.

Commission, Realty and Legal Reviews

This report and the related bylaws were reviewed by the Surrey Heritage Advisory Commission and the City's Realty and Legal Services Divisions and they have no concerns.

SUSTAINABILITY CONSIDERATIONS

The protection and relocation of the School to the Museum of Surrey campus supports the objectives of the City's Sustainability Charter 2.0. In particular, this report relates to the Sustainability Charter 2.0 theme of Education and Culture. Specifically, this heritage designation supports the following Desired Outcomes ("DO") and Strategic Directions ("SD"):

- Arts and Heritage DO8: Arts, heritage and entertainment spaces are incorporated throughout the city;
- Arts and Heritage DO9: Surrey supports and celebrates its diverse artists, cultures and community heritage through inclusive festivals, programming and events;
- Arts and Heritage DO10: Surrey celebrates, protects and promotes its natural and built heritage sites;
- Arts and Heritage SD11: Create better access to arts, heritage and cultural facilities and services at the neighbourhood level;
- Arts and Heritage SD12: Develop community-based arts and heritage space and programming throughout the City; and
- Arts and Heritage SD13: Protect natural and built heritage sites.

CONCLUSION

The School was relocated to the Museum of Surrey campus as part of a major cultural investment supported by three levels of government. The proposed new Heritage Designation Bylaw for the School and the amendments proposed for Bylaw No. 8579 will help provide long-term preservation of the School at its new location.

Jeff Arason, P.Eng.
Acting General Manager,
Planning & Development

JA/PH/cc

Appendix "I" – New Proposed Heritage Designation Bylaw

Appendix "II" – Proposed Amendments to *Heritage Designation By-law, 1986, No. 8579*

Appendix "III" - Supplemental Information Under Section 612 of the *Local Government Act*

CITY OF SURREY

BY-LAW NO. _____

A Heritage Designation Bylaw

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WHEREAS:

- A. The Council (the "Council") of the City of Surrey (the "City") may by bylaw pursuant to Part 15 of the Local Government Act, R.S.B.C. 2015, Chapter 1, as amended, re-enacted or consolidated from time to time and any successor statute (the "Local Government Act"), protect a heritage property by bylaw; and
- B. The City has acknowledged the heritage value and heritage character of the building known as Old Anniedale School (the "School"), built circa 1891, by its placement on the Surrey Heritage Register in 1997 and its designation as a heritage building in 1986 by Section 2 of Surrey Municipal Heritage Site Designation By-law, 1986, No. 8579; and
- C. At the time the School was designated as a heritage building in 1986, it was located on real property at 9744 – 176 Street (the "Previous Location"); and
- D. In 2018, the School was moved from the Previous Location to its current location on the real property described by civic address and legal description in Schedule "A" to this Bylaw (the "Property"). Photographs of the School are included as Schedule "B" to this Bylaw; and
- E. In 2018, the School was further protected at its current location on the Property by Heritage Revitalization Agreement Bylaw, 2018, No. 19616 (the "Heritage Revitalization Agreement"); and
- F. The City wishes to continue the heritage designation of the School and protect the heritage value and heritage character of the School and the Property; and
- G. The City has defined the nature, extent and form of conservation necessary to protect the heritage value and heritage character of the School and the Property in order that it may be appreciated and enjoyed by present and future generations.

NOW THEREFORE IN OPEN MEETING ASSEMBLED, THE COUNCIL ENACTS AS FOLLOWS:

TITLE

1. This Bylaw may be cited for all purposes as "City of Surrey Heritage Designation Bylaw, 2022, No. _____.

INTERPRETATION

2. In this Bylaw, any grammatical form of the term "alter" and the terms "approval", "heritage character", "heritage designation by-law", "heritage property", "heritage value", "owner" and "real property" have the meaning given to them in the Local Government Act.

DESIGNATION

3. The Property is designated as protected under Section 611 of the Local Government Act.
4. Designation protection of the Property shall require that proposed alterations to the School or to the Property are approved by the City of Surrey Planning and Development Department and that the owner obtain a heritage alteration permit approved by Council prior to making alteration, unless such heritage alteration permit is not required under the terms of the Heritage Revitalization Agreement.

PROHIBITION

5. Except as expressly permitted by Section 6, by the Heritage Revitalization Agreement, or as authorized under a heritage alteration permit issued by the City, no person shall undertake any of the following actions, nor cause or permit any of the following actions to be undertaken in relation to the School or the Property:
 - (a) alter the exterior façade of a building or structure;
 - (b) make a structural change to a building or structure; or
 - (c) move a building or structure.

EXEMPTIONS FROM APPROVAL FOR ALTERATIONS

6. The following types of alterations may be made to the Property without the owner having to obtain approval from the City:
 - (a) alterations to the interior of the School that do not alter the exterior appearance;
 - (b) normal repair and maintenance of the designated features identified in Schedule "A";
 - (c) conservation requirements under the Heritage Revitalization Agreement.
7. For the purpose of Section 6 of this Bylaw, "normal repair and maintenance" means the repair to, or removal and reattachment of existing elements, features, finishing materials or any other components of the School or Property such that the heritage value and heritage character of the School or Property is not altered, including but not limited to the configuration, design and style.
8. Should normal repair and maintenance result in damage to any existing elements, features, finishing materials or any other components of the Property as identified in Schedule "A", the owner shall notify the City and repair the damage to the satisfaction of the City of Surrey Planning and Development Department.
9. Notwithstanding the exemption of Section 6 from obtaining a heritage alteration permit, a building permit may be required in accordance with Surrey Building Bylaw, 2012, No. 17850, as may be amended or consolidated from time to time, and any successor bylaw.

HERITAGE ALTERATION PERMITS

10. Where a heritage alteration permit is required under this Bylaw for a proposed action in relation to the School or the Property, application shall be made to the City of Surrey Planning and Development Department in the manner and on the form prescribed and the applicant shall pay the fee imposed by the City for such permit.
11. Council, or its delegate, is hereby authorized to:

- (a) issue a heritage alteration permit for situations in which the proposed action would be consistent with the heritage protection provided for the School and the Property under this Bylaw;
- (b) withhold the issue of a heritage alteration permit for an action which would not be consistent with the heritage protection provided for the School and the Property under this Bylaw;
- (c) establish and impose terms, requirements and conditions on the issue of a heritage alteration permit that are considered to be consistent with the purpose of the heritage protection of the School and the Property; and
- (d) determine whether the terms, requirements and conditions of a heritage alteration permit have been met.

REMOVAL OF HERITAGE DESIGNATION FROM PREVIOUS LOCATION

12. Section 2 of Heritage Designation By-law, 1986, No. 8579 is hereby deleted in its entirety.

READ A FIRST AND SECOND TIME on the _____ th day of _____, 2022.

PUBLIC HEARING HELD thereon on the _____ th day of _____, 2022.

READ A THIRD TIME ON THE _____ th day of _____, 2022.

RECONSIDERED AND FINALLY ADOPTED, signed by the Mayor and Clerk, and sealed with the Corporate Seal on the _____ th day of _____, 2022.

_____ MAYOR

_____ CLERK

SCHEDULE "A"

PART ONE: REAL PROPERTY WITH HERITAGE VALUE OR HERITAGE CHARACTER

<u>CIVIC ADDRESS</u>	<u>LEGAL DESCRIPTION</u>	<u>DESIGNATED FEATURES</u>
17710 - 56A Avenue	Parcel Identifier 030-376-343 Lot 1 Section 8 Township 8 New Westminster District Plan EPP70288	- Structure and exterior of the building otherwise known as the "Old Anniedale School"; - Simple rectangular form, scale and massing with mansard roof; - Exterior elements such as wooden drop siding; - Double-hung wooden-sash 4-over four windows; banked in quadruple assembly on the east façade, and two in single assembly on the west façade.

SCHEDULE "B"





THE CORPORATION OF THE DISTRICT OF SURREY

BY-LAW NO. 8579

A by-law to designate certain land and a building as a municipal heritage site for the purpose of preserving evidence of the Municipality's history, culture and heritage for the education and enjoyment of present and future generations.

WHEREAS the "Heritage Conservation Act" being Chapter 165 R.S.B.C., 1979, provides that the Council may, by By-law, designate a building, structure or land, in whole or in part, as a municipal heritage site;

AND WHEREAS it is deemed expedient that the following land and building be preserved and that the said land and building be designated by the Council as municipal heritage sites for such purpose for the education and enjoyment of present and future generations.

THEREFORE, the Municipal Council of The Corporation of the District of Surrey, in open meeting assembled, and in pursuance of the authority of Section Eleven (11) subsection one (1) of the "Heritage Conservation Act", R.S.B.C., 1979, ENACTS AS FOLLOWS:

1. This By-law may be cited for all purposes as "Surrey Municipal Heritage Site Designation By-law, 1986, No . 8579".

2. Deleted by Bylaw No. XXX. The following described building is hereby designated as a Municipal Heritage Site for the purpose of preserving evidence of the Municipality's history, culture and heritage for the education and enjoyment of present and future generations, namely:

~~Old Anniedale School (circa 1899)
Present Location: 9744 – 176 Street~~

~~This building was among the first schoolhouses to be built in Surrey and is the oldest still standing. It was originally located at the corner of what is now 96 Avenue and 184 Street and operated as a one-room schoolhouse until 1954. After being vacant for 20 years, the old building was moved to 9744 176 Street to its current site beside the new Anniedale School and restoration was undertaken with the support of local groups and the School Board. The school now serves as an historic centre, available to Surrey students as part of their lessons in local history.~~

~~The Anniedale School is of wood frame construction, the basement and concrete foundations being recent additions. The original foundations were probably of cedar blocks and fieldstone, a typical feature of early local construction.~~

~~The main body of the building is a rectangular classroom, complete with the original period furnishings and working wood stove. The original building did not include the small porch structure at the front entry. Expenses were kept low (original cost being \$660) by eschewing decorative elements. The building was nevertheless carefully designed. The symmetrical plan and simple detailing, such as the belt course running above the foundation skirt, create an institutional formality and dignity.~~

~~and all provisions of the "Heritage Conservation Act" being Chapter 165 R.S.B.C., 1979, shall apply to the said building from the date of the final adoption of this By-law.~~

3. The following described parcel of land is hereby designated as a Municipal Heritage Site for the purpose of preserving evidence of the Municipality's history, culture and heritage for the education and enjoyment of present and future generations, namely:

(a) Royal Oak Tree

Location: Old McLellan Road, Surrey Centre, immediately east of Christ Church.

There is a plaque on a small granite pedestal which states:

Royal Oak, commemorating the coronation of King George VI and Queen Elizabeth, May 12, 1937. Planted by Reeve J.T. Brown and Pres. c. Raine, Surrey Farmers' Institute.

These commemorative plantings of oak trees came from one of the royal forests in Great Britain. Trees later were made available to the public, and a number were planted in Surrey on private property.

(b) Avenue of Trees

Location: In front of Christ Church, and down the hill to Bell Road there are a number of good sized second growth trees on the right of way. As there are no power lines on that side of Old McLellan Road, the trees are in natural form. A few of the Douglas fir are over 3 feet in diameter.

There are 14 Douglas fir and 3 Western Red Cedar in this avenue of trees, and they are worthwhile preserving for the future.

As the trees front Christ Church and the municipal cemetery, there should not be problems with adjoining owners over Heritage designation of the trees.

All as delineated on the Plan attached hereto as Schedule "A" to this By-law, and all provisions of the "Heritage Conservation Act" being Chapter 165 R.S.B.C., 1979, shall apply to the said parcel of land from the date of the final adoption of this By-law.

PASSED THREE READINGS BY THE MUNICIPAL COUNCIL on the 7th day of April, 1986.

ADVERTISED in the Surrey Leader newspaper on the 15th day of June, 1986, and on the 18th day of June, 1986.

RECONSIDERED AND FINALLY ADOPTED, signed by the Mayor and Clerk, and sealed with the Corporate Seal on the 23rd day of June, 1986.

SCHEDULE "A"

Supplemental Information to Satisfy the Requirements of Section 612 of the *Local Government Act*

The following information relates to the building known as the Old Anniedale School:

Heritage Value or Character of the Property

The Old Anniedale School is a wood frame building, rectangular in plan, with a hipped roof. The entrance has an enclosed porch, to the right of which hangs the school bell. The building is clad in drop siding with vertical siding cladding the foundations. It was moved in 1975 from its original site at the corner of 96 Avenue and 184 Street to 9744 - 176 Street. It was moved again from that location to its present location at 17710 - 56A Avenue in 2018.

The Old Anniedale School has historic value as one of the earliest schools in Surrey. It opened in 1891 with thirteen pupils and, until it closed in 1954, it played a vital role in the life of the community's children. During all the years of its operation it had the local distinction of having the highest percentage of its graduates obtain university degrees. The building was designed by the British Columbia Department of Lands and Works and it was constructed by Samuel Edge.

The Old Anniedale School is also significant for its association with the development of the Tynehead and Anniedale neighbourhoods, first settled in the 1860s by the Bothwell brothers, who pre-empted land along the Coast Meridian Road (168 Street) near the headwaters of the Serpentine River. Surveyed in 1859, the Coast Meridian was defined by the meridian of longitude closest to the Pacific coast at the 49th parallel. Settlement occurred as logging, farming and fishing developed in the area.

Key elements that define the heritage character of the School include its:

- Simple rectangular form, scale and massing with mansard roof;
- Exterior elements, such as wooden drop siding; and
- Double-hung wooden-sash four-over four windows; banked in quadruple assembly on the east façade, and two in single assembly on the west façade.

Compatibility with Official Community Plan and other Community Planning Objectives

The Old Anniedale School is protected by Heritage Designation Bylaw in 1986 at its previous location. In 2018, the School was protected by *Heritage Revitalization Agreement By-law, 2018, No. 19616* at its new location. It is identified as a protected heritage building in the Cloverdale Town Centre Plan. Consistent policies have been in place with the objective of securing, preserving, and enhancing Surrey's heritage. These include:

- Official Community Plan 2041 vision element Beautiful - The protection of natural and cultural heritage elements including significant trees, landscaping, heritage sites and buildings.

- Official Community Plan policy B5.1 - Incorporate the protection and enhancement of the overall quality of Surrey’s “Sense of Place” and natural heritage into the preparation of land use plans, public works projects and the review of development proposals.
- Official Community Plan policy B2.16 - Create a distinct character for each of Surrey’s Town Centres, consistent with its community context, by building on existing natural and cultural assets. Enhance each of Surrey’s Town Centre’s distinctiveness by promoting, preserving, and enhancing unique characteristics such as architectural styles, built and natural heritage, cultural heritage social gathering spaces, places of worship, landmark buildings and landscapes or signs.
- Official Community Plan policy F8.15 - Retain historically and culturally significant view corridors, focal points, trails, viewpoints, landmarks, and vistas at a city-wide and neighbourhood level.
- Cloverdale Town Centre Plan, land use concept designating the site institutional and identifying the site as a protected heritage site.

Compatibility with Lawful Uses of the Property and Adjacent Lands

The School is located in Cloverdale Town Centre. The site is designated institutional in the Cloverdale Town Centre Plan and zoned Town Centre Commercial Zone C-15. The Cloverdale Town Centre Plan identifies the site, Veteran’s Square, as the site of a collection of heritage buildings, including the Old Anniedale School. The School is located on the Museum of Surrey grounds along with other protected heritage buildings including the 1881 Town Hall, 1912 Municipal Hall, and Anderson Cabin. The School is already protected by *Heritage Revitalization Agreement By-law, 2018, No. 19616*.

The western edge of the property is located within the “Heritage Character Area”, as identified in the Cloverdale Town Centre Plan. The Heritage Character Area includes 176 Street and 176A Street between 58A Avenue and 56 Avenue. Many buildings listed on Surrey’s Community Heritage Register or Heritage Inventory are located adjacent to the property. The adjacent land uses are primarily commercial or proposed for multi-family developments which include the protection of heritage buildings.

Conditions and Economic Viability of Property

The proposed designation involves City-owned lands. No privately owned lands are subject to this Heritage Designation Bylaw.

Need for Financial or Other Support

Old Anniedale School is maintained by the City. The School is managed and operated by the Parks, Recreation & Culture Department. Financial support under the Heritage Sites Financial Assistance Bylaw is not expected to apply to the School.