Memorandum

April 8, 2022 Reference No.: 659583-003

To: City Council

From: Kent Snyder, Branch Manager

Subject: **Notice of Intention to Designate the Carleton Sheldon Residence as a Municipal Historic Resource**

SUMMARY

This memo initiates the process to designate a historic resource, the Carleton Sheldon Residence, at the owner's request, as a Municipal Historic Resource in accordance with the *Historical Resources Act*.

CURRENT ACTIONS

(Immediate)

1. That a Notice of Intention to Designate a Municipal Historic Resource, as set out in Attachment 1, be served on the owners of the property located at 6018 - 111 Avenue NW in accordance with Section 26 of the Alberta *Historical Resources Act*, RSA 2000, c H-9.[1]

2. That the City Manager be appointed to implement matters arising from the issuance of the Notice of Intention to Designate the Carleton Sheldon Residence as a Municipal Historic Resource, as set out in Attachment 1.

FUTURE ACTIONS

(At least 60 days after the Notice of Intention to Designate is served)

1. Pursuant to the provisions of the Alberta *Historical Resources Act*, RSA 2000, c H-9, a Bylaw to Designate the Carleton Sheldon Residence as Municipal Historic Resource (the "Bylaw") will be brought forward to Council for their consideration.

[1] On November 26, 2019, City Council passed amendments to the City Administration Bylaw, delegating approval of Notices of Intention to Designate (NOI) under the *Historical Resources Act* (HRA) to the City Manager, where the owner consents to the designation of their property. The NOI initiates the designation process under the *Historical Resources Act*; the final decision on designation remains with City Council by way of a bylaw.

2. If approved, the Bylaw and corresponding Rehabilitation Incentive and Maintenance Agreement will contemplate funding of up to $97,130.72 to be provided from the Heritage Resources Reserve to fund City-funded work on the Carleton Sheldon Residence, as described in Attachment 5.

BACKGROUND

The Carleton Sheldon Residence is on the Inventory of Historic Resources in Edmonton, and merits designation under City Policy C450B - Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton. The building was constructed in 1914 in the Highlands neighbourhood, and features Craftsman style influences.

On March 21, 2022, the owners completed the application requirements to have the Carleton Sheldon Residence, located at 6018 - 111 Avenue NW designated as a Municipal Historic Resource under the provisions of City Policy C450B.

If designated, any future renovation of the Carleton Sheldon Residence will be required to meet the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The designation of this property will support its proper restoration and continued protection in the future.

BUDGET/FINANCIAL

If the Bylaw is approved, and upon completion of the project phases as outlined in Attachment 5, the Heritage Resources Reserve will pay the owner up to $97,130.72 for rehabilitation over a three year term. The current Reserve balance is sufficient to cover the committed funding, including the Carleton Sheldon Residence.

In 2022, the Historic Resource Management program increased the available rehabilitation grant funding at the time of designation for residential properties for up to 50 per cent of eligible work to a maximum matching grant of $100,000. The former amount, up to a $75,000 matching grant, was established in 2009. In recent years, nearly all residential designations have maximized the available rehabilitation grant. Labour and materials costs continue to increase, so it was determined that an increase to the maximum grant was needed to continue to act as an incentive for designation.

The total estimated cost of the restoration work for the Carleton Sheldon Residence is $194,261.44. Beyond the $97,130.72 grant from the Heritage Resources Reserve, the owner is responsible for all costs of the restoration work for the project.

After considering the funds committed to date, the Heritage Resource Reserve is projected to have a balance of $4,092,105 at the end of 2022, declining to $1,803,600 by the end of 2023 as of March 31, 2022. Administration is considering a number of potential heritage designations for use of these funds, which will be brought forward for Council approval as required. During this period, the Heritage Resource Reserve is funded

by the tax levy on an annual basis ($2,328,584 in 2022 including $417,550 specifically for the Edmonton Brewing and Malting Company Ltd).

PUBLIC ENGAGEMENT

Public engagement was not undertaken as part of this process, as it is not required under the *Historical Resources Act*.



c: Executive Leadership Team
Aileen Giesbrecht, City Clerk, Office of the City Clerk
Michelle Plouffe, City Solicitor, Legal Services

Attachments:

1. Notice of Intention to Designate the Carleton Sheldon Residence as a Municipal Historic Resource - *Historical Resources Act*
2. Location Map of the Carleton Sheldon Residence
3. Photographs of the Carleton Sheldon Residence
4. Heritage Officer's Statement of Significance
5. Description of City-Funded Work for the Carleton Sheldon Residence

Attachment 1

Notice of Intention to Designate the Carleton Sheldon Residence as a Municipal Historic Resource

HISTORICAL RESOURCES ACT
R.S.A. 2000, cH.-9, as amended, Section 26

TO: Trevor and Danielle Lafreniere
6018 - 111 Avenue NW
Edmonton, AB T5W 0K9

Notice is hereby given that sixty (60) days from the date of service of this Notice, The Municipal Council of The City of Edmonton intends to pass a Bylaw that the original 1914 structure known as the Carleton Sheldon Residence and the land on which such structure is located, legally described as:

PLAN 3642AJ
BLOCK 18
LOT 12

EXCEPTING THEREOUT ALL MINES AND MINERALS

and municipally described as 6018 - 111 Avenue NW, be designated a MUNICIPAL HISTORIC RESOURCE under Section 26 of the *Historical Resources Act*, as amended from time to time.

AND TAKE FURTHER NOTICE THAT the Municipal Council of the City of Edmonton has appointed the City Manager to implement matters arising from the issuance of the Notice of Intention to Designate a Municipal Historic Resource.

DATED this day of 2022

_____
Andre Corbould, OMM, P.Eng., FCAE, ICD.D
City Manager

EXPLANATORY NOTE

The above Notice is addressed to the owner of, or person with a legal interest in, the resource named which the Municipal Council of the City of Edmonton (hereinafter referred to as the Council) intends to designate, by Bylaw, as a Municipal Historic Resource under Section 26 of the *Historical Resources Act*.

EFFECT OF NOTICE

This Notice of Intention protects the historic resource named in it for 120 days from the date it was served on you. During these 120 days NO PERSON MAY DESTROY, DISTURB, ALTER, RESTORE OR REPAIR A MUNICIPAL HISTORIC RESOURCE OR REMOVE ANY HISTORIC OBJECT FROM IT unless they have written approval of the Council or person appointed by the Council for the purpose.

The Council or the person appointed by the Council, in its or their absolute discretion, may refuse to grant an approval or may make the approval subject to such conditions, as they consider appropriate.

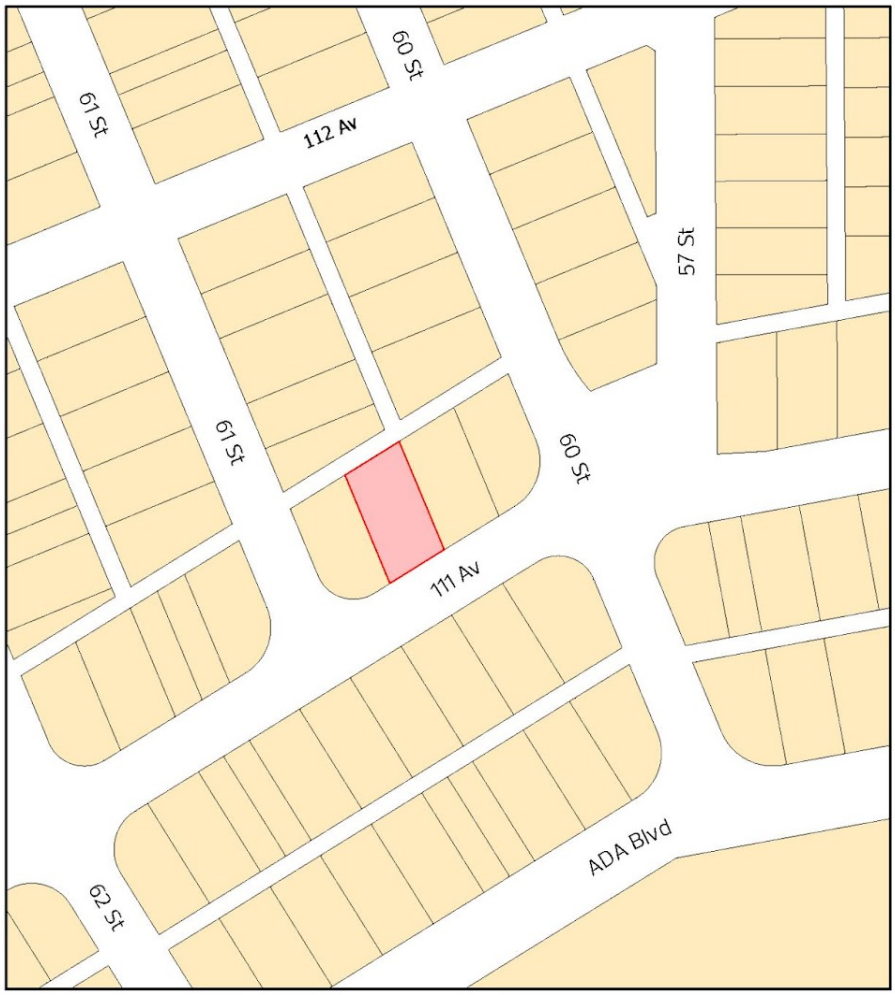
Although there is no right of appeal as such against designation as a Municipal Historic Resource, you are not precluded at any time from writing to the Council, claiming that the site should not or should cease to be designated. Such claim must demonstrate that the property to be designated is not of architectural or historical significance. The evidence provided to support the claim will be carefully considered.

You may also apply by originating application to any judge of the Court of Queen’s Bench for an Order shortening the 120 days of protection.

After 120 days the Notice ceases to have any effect, unless the Council has revoked it sooner, or the court has shortened the period, or unless the Council has passed a Bylaw designating the resource permanently.

Attachment 2

Location Map of the Carleton Sheldon Residence



CARLETON SHELDON RESIDENCE
6018 – 111 Avenue NW

N

0 12.5 25 50 75 100
meters

Attachment 3

Photographs of Carleton Sheldon Residence



South (front) elevation, looking north from 111 Avenue NW.



East elevation, looking northwest.

Attachment 3



North (rear) elevation, looking south from property rear yard.



West elevation, looking northeast.

Heritage Officer's Statement of Significance

Description of Historic Place

The 1914 Carleton Sheldon Residence is a one and one-half storey, Craftsman-style residential building, constructed on a rectangular plan with a long facade. It has wood shingle siding on all four elevations. The roof is a low-pitch, side-facing gable, with projecting eaves and verges, knee brackets and original wood soffits and fascia. The façade is dominated by a large dormer with a gable roof, and there is an open verandah. The house is located on the north side of 111 Avenue, west of 60 Street, in the historic Highlands neighbourhood. The address of the home was 6018 Jasper Avenue until 1949, when it became 6018 - 111 Avenue in 1950.

Heritage Value

Built in 1914, the Carleton Sheldon Residence is valued for its association with the early development of the Highlands neighbourhood during Edmonton's population boom prior to the First World War. The area comprising the Highlands neighbourhood was once referred to as the "lower settlement" in the 1880s, and was owned by three Hudson's Bay Company employees. The land was bought out by businessman J.A. McDougall in 1888. In 1910, developers Magrath, Holgate and Company, who were acting on behalf of McDougall, sponsored a contest to find a new name for the area. A 19-year-old law clerk, S. Loughlin, suggested the winning name of "The Highlands", and was awarded a prize of $50 in gold. The name reflected the location of the area on the banks of the North Saskatchewan River. Later in 1910, Magrath and Holgate began marketing the area as Edmonton's newest "high class" neighbourhood. The key features to the appeal of the community were its beautiful setting on the banks of the river, large lots with room for landscaping, and a required minimum house cost of $2,500 to ensure a high standard of living. The connections the community had to Edmonton's street railway and new connections to electricity, sewer and water systems were also major selling points. Magrath and Holgate bought out McDougall's interest in the land in 1913. Historically, the Carleton Sheldon Residence represents a period of time in Edmonton's history which featured rapid economic expansion, unbridled optimism for future development and a desire for Edwardian elegance in social endeavors and in architecture. The nouveau riche of the community wanted to display their new-found wealth in styles popular in the eastern parts of the country. Lavish new suburbs such as the Highlands were an attempt to provide an element of upper class taste to the now burgeoning city of Edmonton.

Edmonton's population grew rapidly in the first few years of the community, rising from 24,000 in 1909 to over 76,000 in 1914. The demand for real estate was intense - in Highlands, over $35,000 worth of lots was sold in the first day on the market. Magrath and Holgate invested over $10,000 in services in the area, but despite the demand for land, by 1912, only a few houses had actually been built. In late 1912, Magrath and

Holgate began building 24 houses on speculation. Other features, like a commercial block, a curling rink and a small office were built, helping to double the number of houses built, but the area was still sparsely developed. Despite their enthusiasm and personal investment (including their own large mansions on Ada Boulevard), in 1913, a world-wide recession hit Edmonton. Coupled with the onset of the First World War, the real estate market collapsed. By the 1920s, the City was selling properties to recover unpaid taxes. Despite this, the amenities of the community continued to be attractive, and over time, as the economy improved and Edmonton continued to grow, development in the area took hold.

The Carleton Sheldon Residence is further valued as an early and excellent example of the Craftsman architectural style. It is one of the best-preserved examples of this style in the community. Design elements include the wood shingle siding on all four elevations, from the foundation up to the gable peaks. The roof is a low-pitch, side-facing gable, and features deep projecting eaves and verges, with knee brackets and a slight bellcast curve. The front facade is dominated by a large gable dormer, also clad in wood shingles with projecting eaves and rafters. The dormer has a tripartite window on the front facade, with single window openings on the sides. All windows are in a 8-over-1 configuration. The lower level of the facade features a large, open veranda. The window and door openings are slightly asymmetrical relative to the veranda arrangement. The lower level of the facade features a double window on the east side (in a 10-over-1 arrangement), and a single window on the west side (in a 12-over-1 arrangement). The main entry features sidelights on either side of the door. The open verandah is supported by four tapered columns, and open railings with a wide staircase. The lower portion of the veranda is clad in rusticated pre-cast stone, which carries around all four elevations along the foundation.

The west elevation features original windows in a variety of configurations, including a large bay window with a shallow shed roof. The north (rear) elevation also features original window openings, and some original windows. A small shed-roof addition has been constructed, and a large brick chimney is located on the west side of this facade. The east elevation also features original window openings, and some original windows, in a variety of configurations.

The residence is associated with Carleton Sheldon, a local manager in the coal industry. In June 1914, Sheldon obtained a $3,500 building permit for the house, and took residence with his wife, Bessie, starting in 1915. Born in the United States, Sheldon went to university and taught in America before moving to Toronto in 1906. In 1913, he relocated to Edmonton, and started the role as general manager of the Western Foundry and Machine Co., of which William Magrath was vice-president. While Sheldon was general manager, the foundry made shell casings used by Canadian Forces in France during the First World War. Sheldon was named business manager of the Humberstone Coal Company in 1916. In 1922, Sheldon started working for Coal Sellers Ltd., but in 1932, he left to start his own company, the Sheldon Coal Co. He continued

working in the coal industry until his death in 1943; the Sheldon Coal Co. continued to operate until 1951.

Bessie Sheldon lived in the home until 1949. Between 1950 and 1956, the property changed hands, until 1957, when Michael and Nancy Power moved into the home. Michael was president of M.K. Power & Co., an insurance brokerage. At a time when it was not easy for women to enter the business world, Nancy immersed herself in business, where she participated as a full equal with her male counterparts. Involving herself first in insurance and then commercial property investment and management, she carved out a niche renting to people when no one else would, and was well known to and loved by her tenants whom she visited often. Nancy was also an advocate within politics and the arts. She worked for decades with the Liberal Party both locally and nationally, and served her local community through the Highlands Community League and founded the Highlands Historical Society. She was active with the Board of Family Service Association, and served on Canada's National Capital Commission. She was a founder, board president and supporter of Theatre Network and served on Canada's National Theatre School's Board of Governors, efforts that led to the Sterling Award for "Outstanding Contribution to Theatre in Edmonton" in 2009. Nancy lived in the home until her passing in 2019.

Character-defining Elements

Key character-defining elements of the Carleton Sheldon Residence include:

- Form, scale and massing as expressed by its one and one-half storey height
- Wood frame construction with Craftsman design
- Location on the north side of 111 Avenue, west of 60 Street, in the Highlands neighbourhood
- Side-facing gable roof with a low pitch
- Wood shingle cladding on all four elevations
- Wood shingle roofing
- Deep projecting eaves and verges, with a slight bellcast curve and knee brackets, and wood soffits and fascia
- Large gable dormer on front facade, with wood shingle cladding and projecting eaves and rafters
- Tripartite window on the front of the dormer with single windows on each side, all in an 8-over-1 format
- Double window on the east side (in a 10-over-1 arrangement), and a single window on the west side (in a 12-over-1 arrangement) on lower level of facade
- Asymmetrical arrangement of windows and main entrance door relative to the veranda

- Open veranda on lower level, supported by four tapered columns with open railings and a wide staircase
- Main front entry door with sidelights on each side
- Rusticated pre-cast stone cladding on lower portions of veranda and at foundation level on all four elevations
- Original fenestration pattern on west, north and east elevations, with some original windows
- Large bay window with shallow shed roof on west elevation, with three single window openings, all in a 8-over-1 configuration
- Small, shed roof addition on the north elevation
- Large brick chimney on north elevation

Attachment 5

Description of City-Funded Work for the Carleton Sheldon Residence

Scope	Description of City-Funded Work	Estimated Cost	Amount Allocated
1.	**Roof Rehabilitation:** replacement of cedar shingle roof, repairs to cedar shingles on dormers	$71,187.90	$35,593.95
2.	**Window Rehabilitation:** restoration of existing wood windows and storm windows, replication of storm windows if needed	$100,000.00	$50,000
3.	**Exterior Painting:** preparation and repainting of exterior	$19,440.54	$9,720.27
4.	**Eavestroughing:** replacement of eavestroughing	$3,633.00	$1,816.50
	TOTAL	**$194,261.44**	**$97,130.72**