

June 19, 2023

Reference No.: 000659392-003

To: City Council

From: Kent Snyder, Branch Manager

Subject: **Notice of Intention to Designate The Boardwalk as a Municipal Historic Resource**

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## SUMMARY

This memo initiates the process to designate a historic resource, The Boardwalk, at the owner's request, as a Municipal Historic Resource in accordance with the *Historical Resources Act*. This application has been made in conjunction with a similar application by the same owner to designate the Revillon Building, located at 10310 - 102 Avenue NW to the immediate west of The Boardwalk, as a Municipal Historic Resource.

## 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 10310 - 102 Avenue NW in accordance with Section 26 of the Alberta *Historical Resources Act*, RSA 2000, c H-9.<sup>1</sup>
2. That the City Manager be appointed to implement matters arising from the issuance of the Notice of Intention to Designate The Boardwalk 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)*

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<sup>1</sup> 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.

1. Pursuant to the provisions of the Alberta *Historical Resources Act*, RSA 2000, c H-9, a Bylaw to Designate The Boardwalk as a Municipal Historic Resource (the "Bylaw") will be brought forward to Council for consideration.
2. If approved, the Bylaw and corresponding Rehabilitation Incentive and Maintenance Agreement will contemplate funding of up to \$500,000.00 to be provided from the Heritage Resources Reserve to fund City-funded work on The Boardwalk, as described in Attachment 5.

## **BACKGROUND**

The Boardwalk 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 three phases in 1910, 1928 and 1940, and features Second Renaissance style influences.

On May 1, 2023, the owners completed the application requirements to have The Boardwalk, located at 10310 - 102 Avenue NW in the Downtown neighbourhood, designated as a Municipal Historic Resource under the provisions of City Policy C450B. This application has been made in conjunction with a similar application by the same owner to designate the Revillon Building, located at 10310 - 102 Avenue NW to the immediate west of The Boardwalk, as a Municipal Historic Resource.

If designated, any future renovation of The Boardwalk 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 \$500,000.00 for rehabilitation. The current Reserve balance is sufficient to cover the committed funding, including The Boardwalk.

The total estimated cost of the eligible heritage restoration work for the project is \$1,111,146.75. Beyond the \$500,000.00 grant from the Heritage Resources Reserve, the owner is responsible for all costs of the restoration work for the project. The owners are investing over \$40 million into the rehabilitation and improvements to The Boardwalk and Revillon buildings.

Administration is considering a number of potential heritage designations for use of Reserve funds, which will be brought forward for Council approval as required. Based on the current commitments, the Reserve balance is anticipated to decline to a balance of \$5.65 million at the end of 2023. The Reserve is funded by the tax levy on an annual basis (\$2.3 million in 2023 including \$417,550 specifically for the Edmonton Brewing and

Malting Company Ltd. building and \$500,000 specifically for Hangar 11).

## **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 Boardwalk as a Municipal Historic Resource - *Historical Resources Act*
2. Location Map
3. Photographs
4. Statement of Significance
5. Description of City-funded Work

**Notice of Intention to Designate The Boardwalk as a Municipal Historic Resource**

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

TO: 10310-102nd Avenue (Revillon Boardwalk Building) Inc.  
255 Adelaide Street West  
Toronto, ON M5H 1X9

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 1910-1940 structure known as The Boardwalk and the land on which such structure is located, legally described as:

PLAN 8622410  
BLOCK 3  
LOT A

EXCEPTING THEREOUT ALL MINES AND MINERALS

and municipally described as 10310 - 102 Avenue NW, be designated as 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 2023

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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.

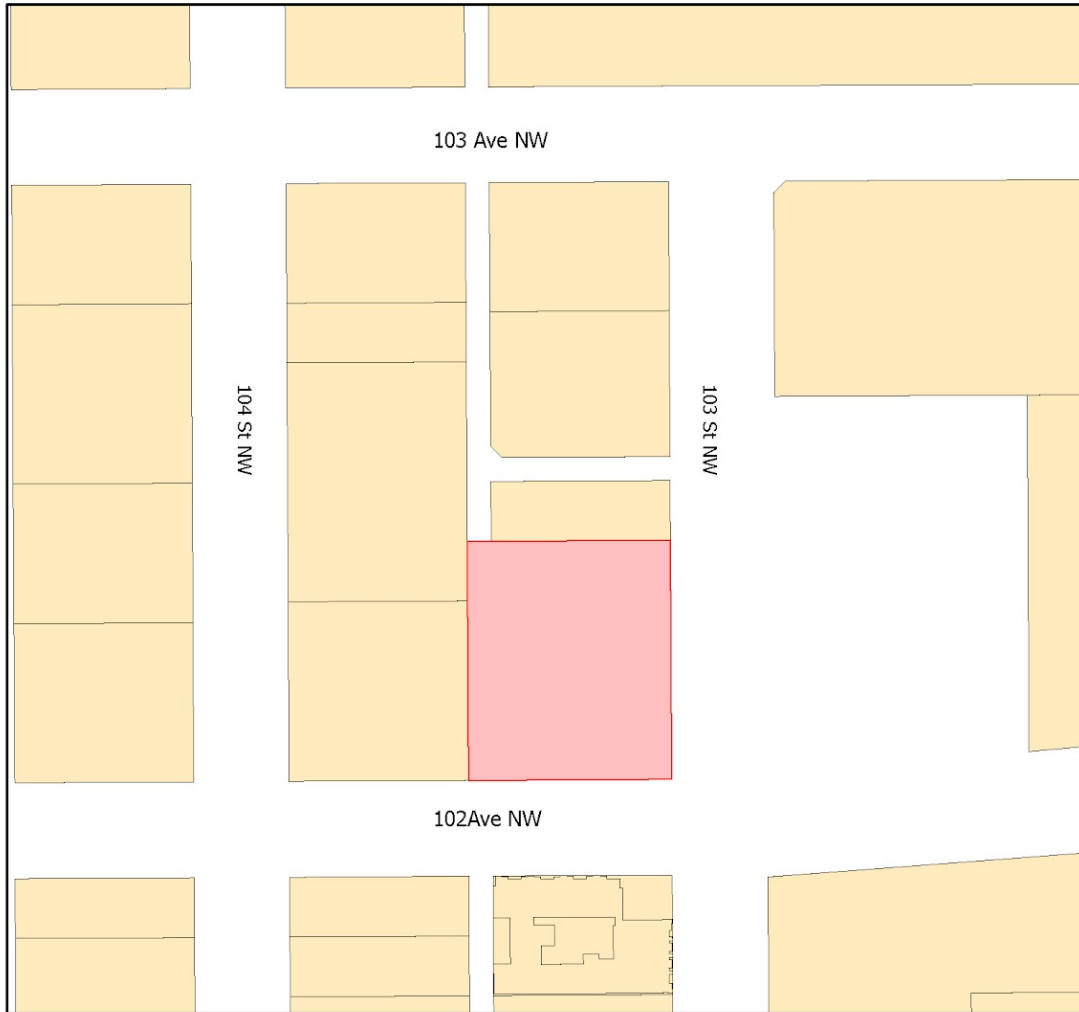
The Council or the person appointed by the Council, in its or their absolute discretion, may refuse to grant an approval or may make the approval subject to such conditions, as they consider appropriate.

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.

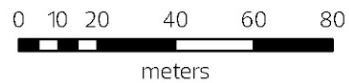
You may also apply by originating application to any judge of the Court of Queen's Bench for an Order shortening the 120 days of protection.

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.

Location Map for The Boardwalk



**THE BOARDWALK**  
**10310 - 102 AVENUE NW**



Photographs of The Boardwalk



View of east and south elevations, looking northwest from 102 Avenue NW.



View of east elevation, looking southwest from 103 Street NW.



View of portion of north elevation and east elevation, looking southwest from 103 Street NW.



View of south elevation, looking north from 102 Avenue NW.





View of west elevation, looking east from back alley.



View of west elevation, looking south from back alley. Note the atrium extension at right of image that connects the building to the Revillon Building.



Context image showing the Revillon Building (at left) with recently-renovated atrium connection to The Boardwalk Building (at right).

## **Statement of Significance**

### **Description of Historic Place**

The Ross Brothers Limited Warehouse, also known as The Boardwalk, was built in three stages in 1910, 1928 and 1940. It is a massive Second Renaissance Revival structure located in Edmonton's Warehouse District, in the Downtown area. This landmark building is defined by its sheer size, with massive arches springing along a solid streetwall of brick and stone. The structure was built as a warehouse backing onto a railway spur line, but has since served various commercial wholesale, retail and office functions. It is located immediately to the east of the Revillon Building.

### **Heritage Value**

The Ross Brothers Limited Warehouse / Boardwalk building has special sentimental, landmark and historical value to Edmontonians as a major place of commerce in Downtown Edmonton. Earlier in its life, the Boardwalk building, then known as the Ross Brothers Limited Warehouse, was a centre of commerce and trade that established Edmonton as the major wholesale trading centre to an entire region. It was an anchor to what was Edmonton's Warehouse District. A place of high industrial and commercial activity, it processed goods unloaded directly from railroad cars onto chutes and large electric freight elevators, to be weighed on industrial Fairbanks scales, then stored on upper floors constructed of solid wood.

The Boardwalk has significant historical value, with respect to the mercantile activities that this building was able to accommodate by way of the operating railway spur that ran to the immediate west, allowing railway cars direct access to the Boardwalk for deliveries and shipments to and from the world's major trading centres. The Canadian Northern Railway (CNoR) established major terminals north of MacKenzie (later 104) Avenue, between First and Tenth Streets, comprising locomotive and rolling stock repair facilities, a large classification yard, team tracks and spurs running north and south of the terminal to service the many wholesalers and industries that proliferated along its edges. The first portion of the building was built in 1910, running down the alley along one of the industrial spurs extending south from the CNoR yards. This spur connection provided a transportation link to conduct its business and served it well into the 1970s, when trucks became the common mode of shipping.

The Boardwalk was a pinnacle of achievement for brothers Fred and James Ross, who were instrumental in Edmonton's growth in that era from the late 1800s and, by way of various spin off companies, instrumental through to the mid 1900s. The Ross Brothers Hardware began humbly and grew into a mammoth operation that became centered in The Boardwalk. Despite its industrial function, the public elevation of The Boardwalk was that of great beauty and civic pride. Its architects were local, yet of regional prominence. The architect of the 1910 wing, E.C. Hopkins, was responsible for many prominent buildings across western Canada, including Regina City Hall and the Calgary Normal School (now the McDougall Centre). The Magoon and MacDonald architectural practice that designed the 1928 extension was also responsible for local buildings such as the Edmonton Public Library and the Buena Vista Block; Herbert

Magoon articulated under the fashionable Chicago architect Henry Ives Cobb, having worked on projects such as the Chicago Athletic Association.

The Boardwalk is a grand interpretation of the Second Renaissance style. Its east façade presents itself as a chorus line of springing arches, a concept that has been held throughout its iterations. While built of local brick, the arches and lintels are lined with stone. The parapet cornice is detailed in corbelled brick. An ode to the 1928 owner, an elevator penthouse was constructed on the east façade with the letter “A” prominently displayed, referring to the Ashdown Hardware Company. Overall, The Boardwalk displays an impressive façade to the street.

The Boardwalk is built of local brick, with evidence – brick frogs - that they were produced by the J.B. Little Brickyard in Riverdale. The east and south facades display an abundance of limestone trim. The interior structure of the building is heavy timber, primarily Douglas Fir. The floors are constructed of 2 inch x 6 inch Douglas Fir members, stacked upright and tightly adjacent to each other. They are built to carry heavy “warehouse” loads. Each of the 1910 / 1928 / 1940 wings were built with load-bearing brick walls on their north facades: these brick walls are exposed on the interior. As part of the buildout to accommodate classrooms in the late 1990s, north-facing sawtooth clerestory skylights were installed to bring natural daylight into the interior spaces of the fourth floor. Over the years, modifications have been made to the street level commercial units of the building on the east elevation.

### **Character-defining Elements**

Key character-defining elements of The Boardwalk include:

#### **EXTERIOR**

##### General:

- Form, scale and massing of the four-storey building
- Location within historic Warehouse District in the Downtown
- Masonry and post and beam construction

##### East Elevation:

- Flat roof with parapet
- Repeating line of “springing arches” with arched windows featuring limestone trim
- Overall fenestration with plain concrete lintels and sills
- Arched limestone lintels with keystone above windows on fourth storey
- Decorative corbelled brick cornice / parapet
- Decorative corbelled brick features between window openings on fourth storey
- Decorative concrete beltcourse above first storey and above street level, referencing original loading docks on 1910 portion
- Elevator penthouse with ‘A’

- Remaining original window openings in basement level

South Elevation:

- Flat roof with parapet
- Repeating line of “springing arches” with arched windows on portion of south elevation featuring limestone trim
- Decorative corbelled brick cornice / parapet on portion of south elevation
- Plain corbelled brick cornice / parapet
- Decorative concrete beltcourse above first storey and above street level, referencing original loading docks on 1910 portion
- Overall fenestration of south elevation
- Concrete lintels and sills on windows; windows have a variety of flat and arched lintels
- Remaining original window openings in basement level

West Elevation:

- Overall fenestration of west elevation; concrete sills on windows

North Elevation:

- Overall fenestration of north elevation

**INTERIOR**

- Exposed masonry walls
- Exposed timber post and beam construction

## Description of City-Funded Work for The Boardwalk

Scope	Description of City-Funded Work	Estimated Cost	Amount Allocated
1.	<b>Masonry Repairs:</b> repointing of brick, repointing of stone elements and cleaning	\$638,521.80	\$300,000.00
2.	<b>Stucco/Plaster Repairs:</b> restoration of pre-cast concrete elements	\$7,330.05	\$3,000.00
3.	<b>Scaffolding:</b> installation of scaffolding to facilitate rehabilitation work	\$205,850.40	\$95,000.00
4.	<b>Construction Management and General Conditions:</b> construction management, site operations, electrical and security to facilitate rehabilitation work	\$259,444.50	\$102,000.00
	<b>TOTAL</b>	<b>\$1,111,146.75</b>	<b>\$500,000.00</b>