

COMMUNITY HERITAGE COMMISSION

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**SUBJECT: BURNABY HERITAGE INVENTORY:
SIMON FRASER UNIVERSITY, 8888 UNIVERSITY DRIVE**

RECOMMENDATIONS:

1. THAT Council approve the creation of a report to inventory the architecture of the Simon Fraser University Burnaby campus to better define this heritage resource.
2. THAT Council request the assistance of Simon Fraser University to undertake the inventory of the campus and to establish guidelines that will assist in future reviews of development applications.
3. THAT Council forward a copy of this report to Professor Andrew Petter, President and Vice-Chancellor, Simon Fraser University, Donald Luxton & Associates, and the Canadian Centre for Architecture.

REPORT

The Community Heritage Commission, at its meeting held on 2019 September 05, received and adopted the attached report providing Council with information regarding the heritage status of Simon Fraser University at 8888 University Drive.

Respectfully submitted,

Councillor C. Jordan
Chair

Councillor P. McDonell
Vice Chair

Copied to:	City Manager Director Planning & Building City Solicitor Chief Building Inspector
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TO: CHAIR AND MEMBERS
COMMUNITY HERITAGE COMMISSION

DATE: 2019 September 5

FROM: DIRECTOR PLANNING AND BUILDING

FILE: 77000 05
Reference: Simon Fraser University

SUBJECT: **BURNABY HERITAGE INVENTORY:
SIMON FRASER UNIVERSITY, 8888 UNIVERSITY DRIVE**

PURPOSE: To provide information regarding the heritage status of Simon Fraser University at 8888 University Drive.

RECOMMENDATIONS:

1. **THAT** Council approve the creation of a report to inventory the architecture of the Simon Fraser University Burnaby campus to better define this heritage resource.
2. **THAT** Council request the assistance of Simon Fraser University to undertake the inventory of the campus and to establish guidelines that will assist in future reviews of development applications.
3. **THAT** a copy of this report be forwarded to Professor Andrew Petter, President and Vice-Chancellor, Simon Fraser University, Don Luxton and Associates and Canadian Centre for Architecture.

REPORT

1.0 BACKGROUND

The Simon Fraser University (SFU) Burnaby campus is listed on the City of Burnaby's heritage inventory, adopted by Council in 2003, which identifies the core of the original campus as a significant work of architecture.

The Madge Hogarth House, which was one of the original campus buildings, has been included in a recent development application submitted by SFU, which proposes to demolish this structure. The application marks the first time SFU has applied to demolish one of the original campus buildings.

Advocates for the protection of the architecture of the SFU Burnaby campus have written letters in support of retention of the Madge Hogarth House and have raised concerns about the overall heritage value of the SFU Burnaby campus. A letter dated July 23, 2019 from Phyllis Lambert, Stewardship Council Chair, Arthur Erickson Foundation, was sent to City of Burnaby Mayor and Council. At its meeting of July 29, 2019, Council referred the correspondence to the Community Heritage Commission. This report outlines the current status of SFU's Burnaby campus as a heritage landmark

in the City, provides further background history of the Madge Hogarth House, and offers recommendations related to better understanding the heritage values of the SFU Burnaby campus.

2.0 POLICY FRAMEWORK

The proposal to create an inventory of significant heritage resources at the SFU Burnaby campus aligns with the following goals and sub-goals of the Corporate Strategic Plan:

A Connected Community

- Partnership - Work collaboratively with businesses, educational institutions, associations, other communities, and governments.

A Dynamic Community

- Community development - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging.

3.0 PLANNING CONTEXT

The SFU Burnaby campus has been identified in the City of Burnaby's heritage inventory *Burnaby's Heritage: An Inventory of Buildings and Structures* (2011), which is a list of buildings and resources that have significant heritage value, and that are recommended for further consideration for inclusion on the Community Heritage Register for permanent protection. The inventory describes the campus as a single heritage resource, and does not contain descriptions of individual buildings at the University (see *Attachment 1*).

The City's inventory description for the campus notes that the "core of the original campus, recognized world-wide as a profound work of architecture, remains essentially intact today." The architectural value of the original campus buildings is widely recognized throughout Canada, and internationally. The inventory is intended to identify places and structures of heritage value for planning and management, and is not intended to serve as an indication of the site's legal protection.

The City formally identifies heritage property by inclusion of those properties in the City of Burnaby Community Heritage Register (CHR). Section 598 of the *Local Government Act* authorizes local governments to establish a community heritage register to formally identify properties with sufficient heritage value or heritage character to justify their conservation. Buildings listed on the register are also eligible for various forms of temporary and permanent protection. The individual buildings at the SFU Burnaby campus including the Madge Hogarth House (see *Attachment 2*), have not been evaluated with a view of determining their value for retention.

4.0 MADGE HOGARTH HOUSE

4.1 Background History

The Madge Hogarth House is an integral part of the Simon Fraser University original campus, constructed in 1965 on Burnaby Mountain to serve BC's rapidly expanding population. The design of the campus was led by architects Arthur Erickson and Geoffrey Massey. Most of the individual

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campus buildings were designed by other architects, while Erickson and Massey were responsible for the overall design of the campus. Erickson and Massey designed a small number of the campus buildings themselves, including the Central Mall and Madge Hogarth House.

Design of the campus helped launch Arthur Erickson's career as a world renowned architect, and served as an opportunity for him to express new ideas about architecture. The campus was designed to blend into its mountaintop environment. Tall buildings were rejected, and instead a series of horizontal, terraced structures were designed to hug the ridge and dissolve into the landscape. Following the linear peak of the mountain, the campus was organized along an east/west axis.

Housing was not intended to be included in the first phase of campus construction, but Erickson and Massey created plans for housing to be completed later. However, when Mrs. Madge Hogarth donated \$75,000 (later increased to \$100,000) to the campus development fund, the decision was made to proceed with construction of a women's residence. Erickson and Massey completed the design, and the residence opened in September 1965 along with the other original campus buildings (see *Attachment 3*).

The Madge Hogarth House is consistent with Erikson and Massey's approach to the design of the campus. Its terraced design responds to its location on the northern edge of the campus, on one of the highest points of land. All of the residence buildings were intended to be low-rise buildings placed on the north and south slopes of the ridge, with a large courtyard in between. Like the other campus buildings, Madge Hogarth House was positioned laterally to respond to the natural topography of the site (see *Attachment 4*).

Erickson and Massey intended for the campus to feel like a unified development -- like a single building, rather than a scattered collection of buildings. Using similar forms, details, and materials for all buildings helped achieve coherence. The predominant material was reinforced concrete, a material that was loved by architects of the period, and was the material of choice for university construction at the time. A range of materials, pouring techniques, and finishing were used to create differences in textures and colours of the concrete. The result is variations in concrete surfaces between buildings, and within individual buildings.

4.2 Proposed Development Plan

In 2015, the University produced *A Residence and Housing Master Plan 2015-2035*. The plan is divided into five phases, and aims to expand the capacity of its student residences from 1,764 beds to 3,250 in its residential precinct at the west end of the campus. It envisions two residential precincts (the student residence precinct at the west end, and the UniverCity at the east end) with an academic zone between them. Existing student residence buildings are to be upgraded or replaced, and several new buildings are planned.

Phase II of the plan includes the demolition of the Madge Hogarth House to make room for an eleven-story residential tower, and an attached administration building to serve all the residences in the precinct. Design drawings for the replacement building were submitted to the Planning Department on August 12. The Madge Hogarth House is located on one of the highest points of land with dramatic views of Burrard Inlet, and the 11-story building proposed to replace the building will

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include 388 residential units, including two residential apartments, student accommodations, and short-term rental accommodations.

Campus Planning and Development staff notes the building has not been used for student accommodation since 2005, with the exception of limited short term accommodations until 2008 and use as offices and programming for the Residence Life offices until recently. It was understood by staff that the building would be replaced, long before the plan was formally articulated in *A Residence and Housing Master Plan 2015-2035*.

A rationale for the demolition of the Madge Hogarth House is outlined in the SFU housing plan, noting “most of the building is unused due to building code issues. Renovation has been ruled out as it would provide a low return on investment (pg. 25).” Return on investment is a concern for the University. *A Residence and Housing Master Plan 2015-2035* notes the university is required to ensure the new residences generate sufficient revenue to be self-supporting.

4.3 Status of Demolition Permit

SFU submitted a demolition permit application for the Madge Hogarth House on May 21, 2019 (DEMO19-00063). Staff has no authority to deny the issuance of the demolition permit based on the current heritage inventory status of the building. If no actions are taken by Council to protect the building, the permit will be issued once its review by the Planning and Building Department is complete.

Under section 606 of the *Local Government Act*, Council has the authority to issue a temporary protection order for any property or structure that it deems to have heritage value. The order would prohibit demolition for up to 60 days, and would also prohibit any alterations to the heritage resource without a heritage alteration permit. During the temporary protection period, the City could evaluate adopting continuing heritage protection through a heritage revitalization agreement (section 610), a heritage designation bylaw (section 611), designation of a heritage conservation area (section 614) or a combination of these measures.

Staff is not recommending the use of the City’s temporary protection powers in this case. Heritage protection measures should be undertaken following a thorough process to identify heritage values and character, formal adoption of protection measures by Council, and timely communication of the City’s intent for protection to property owners. These standards and procedures have not been met in this instance. In the absence of a temporary protection order, staff would proceed to review and process any further applications for this site, including the demolition permit.

5.0 HERITAGE EVALUATION OF SFU BURNABY CAMPUS

The proposed demolition of the Madge Hogarth House has highlighted the need for the City to better identify the heritage values of SFU Burnaby campus and its significant architecture, as well as the need for ongoing dialogue with SFU regarding management of its heritage resources.

Arising from its development application, Planning and Building Department staff met with staff from Campus Planning and Development at SFU. The conversation revealed a shared interest in

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preserving significant campus buildings and identified the need to better understand the heritage values of the SFU Burnaby campus.

Opportunities to better define the historical value of the campus architecture are presented by the University's *SFU Burnaby Campus 2065 Campus Master Plan* which is currently in progress, and is anticipated to include design guidelines and a heritage strategy. This planning process and the City's heritage program provide opportunities for the City and University to strengthen our respective roles as community stewards for the significant legacy represented by the campus architecture.

To better support future decisions, the City has identified the need to create a heritage inventory of significant campus architecture. This work would improve the inventory and assist staff. Additionally, the Planning and Building Department recognizes the value of engaging with SFU in completing this inventory and working with the University cooperatively to ensure shared goals for future development and conservation.

6.0 CONCLUSION

This report responds to the concerns raised by the Arthur Erickson Foundation regarding the ongoing development the SFU Burnaby campus and the demolition of the Madge Hogarth House. In response, staff is recommending the creation of an inventory of significant campus architecture, to inform future decisions about management of heritage resources on the SFU Burnaby campus. It is further recommended that SFU be invited to cooperate in production of the inventory and related guidelines for future civic reviews of development applications. It is further recommended that a copy of this report be forwarded to Professor Andrew Petter, President and Vice-Chancellor, Simon Fraser University, Don Luxton and Associates and Canadian Centre for Architecture.



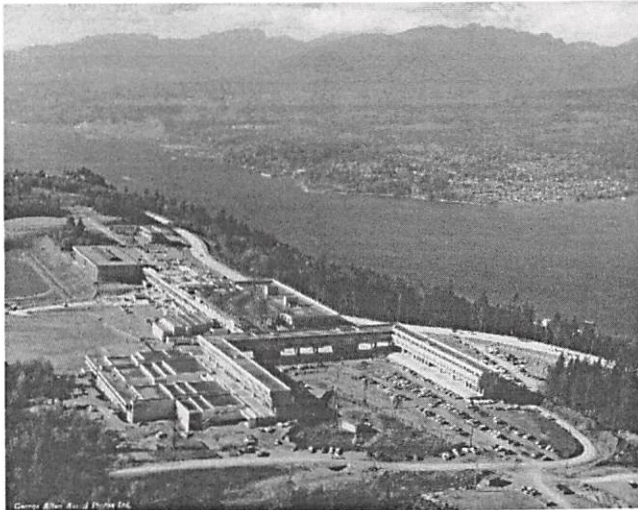
E. W. Kozak, Director
PLANNING AND BUILDING

LC:sa

Attachments

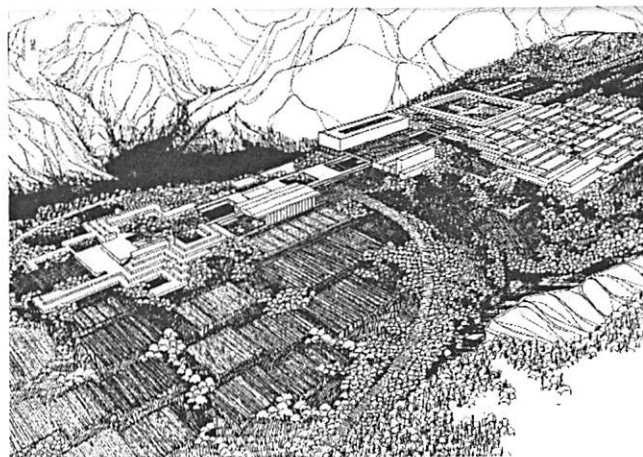
cc: City Manager
City Solicitor
City Clerk
Chief Building Inspector

SIMON FRASER UNIVERSITY

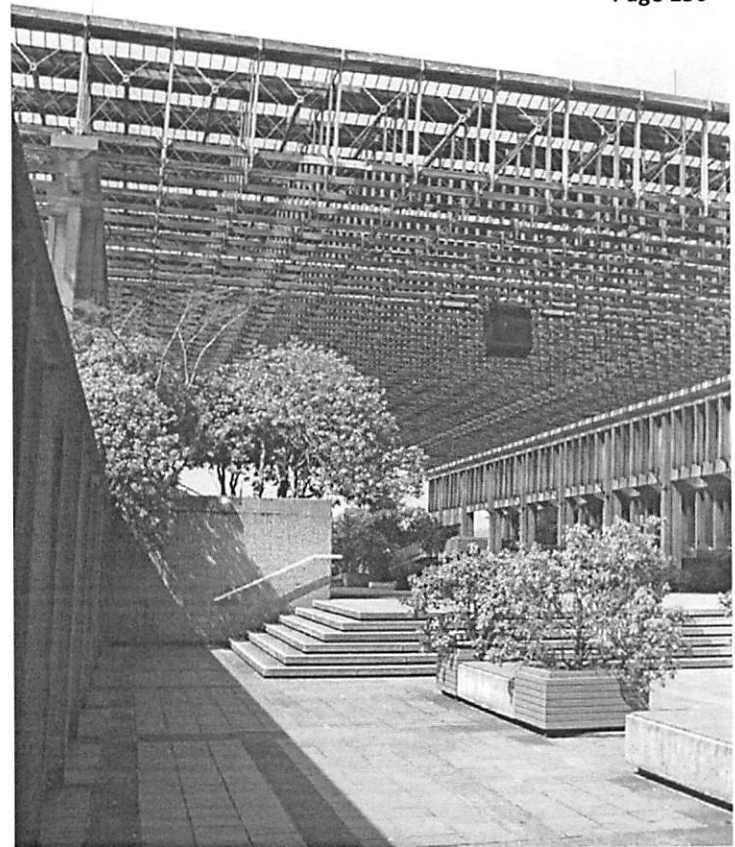
*University Crescent**Erickson/Massey Architects**Design Competition, 1963; Campus opened 1965*

Under construction, 1965 [AEC]

Following the end of the Second World War, there was unprecedented growth throughout the Lower Mainland. Many returning veterans had settled on the coast, and the loosening of wartime restrictions led to the creation of many new suburban developments throughout the region. The growing population strained existing facilities, and there was a recognition that new educational facilities had to be constructed to meet these growing demands. For many years, the only university in the province was the University of British Columbia. In the 1960s new universities were planned for both Victoria and Burnaby to serve the wave of baby boomers just then going through high school. The dramatic site chosen for the Burnaby university was the top of Burnaby Mountain, with expansive views over mountain ranges and water. An architectural competition was held for a campus of 7,000 students that could eventually be expanded to 18,000.



Erickson/Massey rendering, 1963 [AEC]

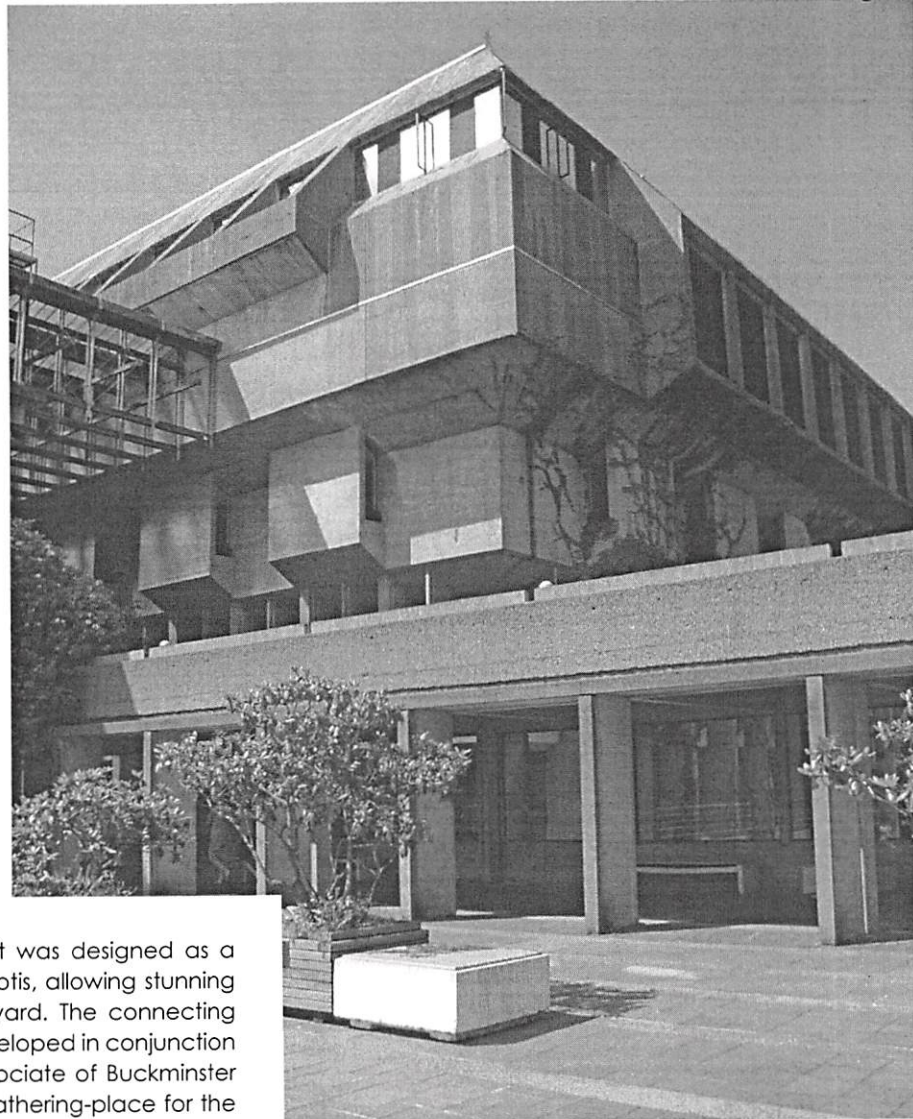
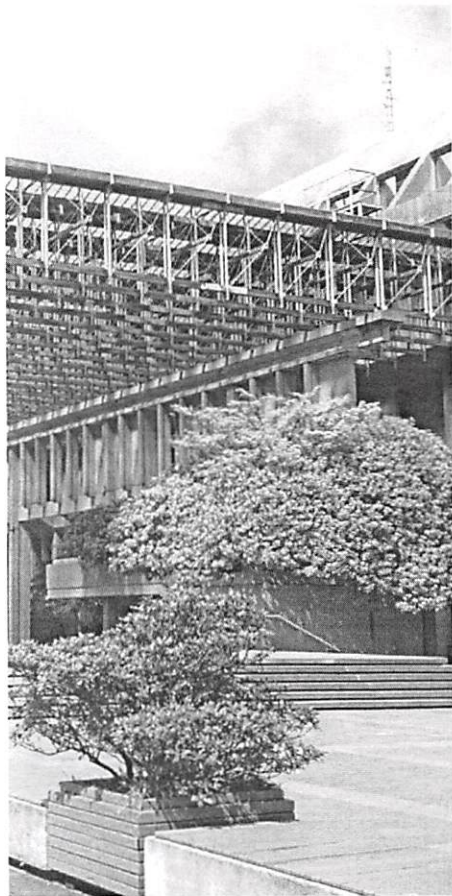


Roof [photo courtesy Steven Zhen Wang]

Of the many submission, the judges reached unanimity on the winner, an outstanding scheme submitted by the firm of Erickson/Massey. The judges went even further, and recommended that every effort be made to ensure that the winning design be built as submitted. The new Chancellor, Gordon Shrum, agreed. The realization of this scheme won extensive recognition for the work of Arthur Erickson and Geoffrey Massey, and launched Erickson's international career. In Erickson's words:

Unlike any previous university, Simon Fraser is a direct translation into architecture of the expanding fields of knowledge that defy traditional boundaries, of the vital role of the university as both challenger and conservator of human culture, and of the university community as one in constant intellectual, spiritual and social interchange.

The planning, design concept, design coordination, site development and landscaping for the original part of the campus were all under the control of Erickson/Massey. The complex was conceived as one building, with future growth occurring at the periphery. Tall buildings would have been out of scale with the massive mountaintop ridge, so a series of horizontal terraced structures were designed that hugged the ridge and dissolve into the landscape. Following the linear peak of the mountain, the scheme organized various parts of the campus along an east/west line. The concept of a central academic quadrangle was conceived within the tradition of Oxford and Cambridge, and to enhance



[photo courtesy Isabelle Ducret]

the sense of contemplative quiet, it was designed as a perfect square raised on massive pilotis, allowing stunning views through a landscaped courtyard. The connecting link was a gigantic space frame—developed in conjunction with Jeffrey Lindsay, a one-time associate of Buckminster Fuller—that provided shelter and a gathering-place for the students. Other architects who had placed among the top five in the competition were retained to design the individual components of the original plan: the Academic Quadrangle by Zoltan S. Kiss; the Theatre, Gymnasium & Swimming Pool by Duncan McNab & Associates; the Science Complex by Rhone & Iredale; and the Library by Robert F. Harrison.

The new school opened for classes in September 1965, nicknamed the "instant university," and quickly gained a radical reputation. The startling futuristic architecture and open layout suited the explosive nature of the mid-1960s, when political and social traditions of all types were being questioned and student protests were common. Many of SFU's programs were considered experimental, even controversial, and unrest and conflict on the campus continued for a number of years.

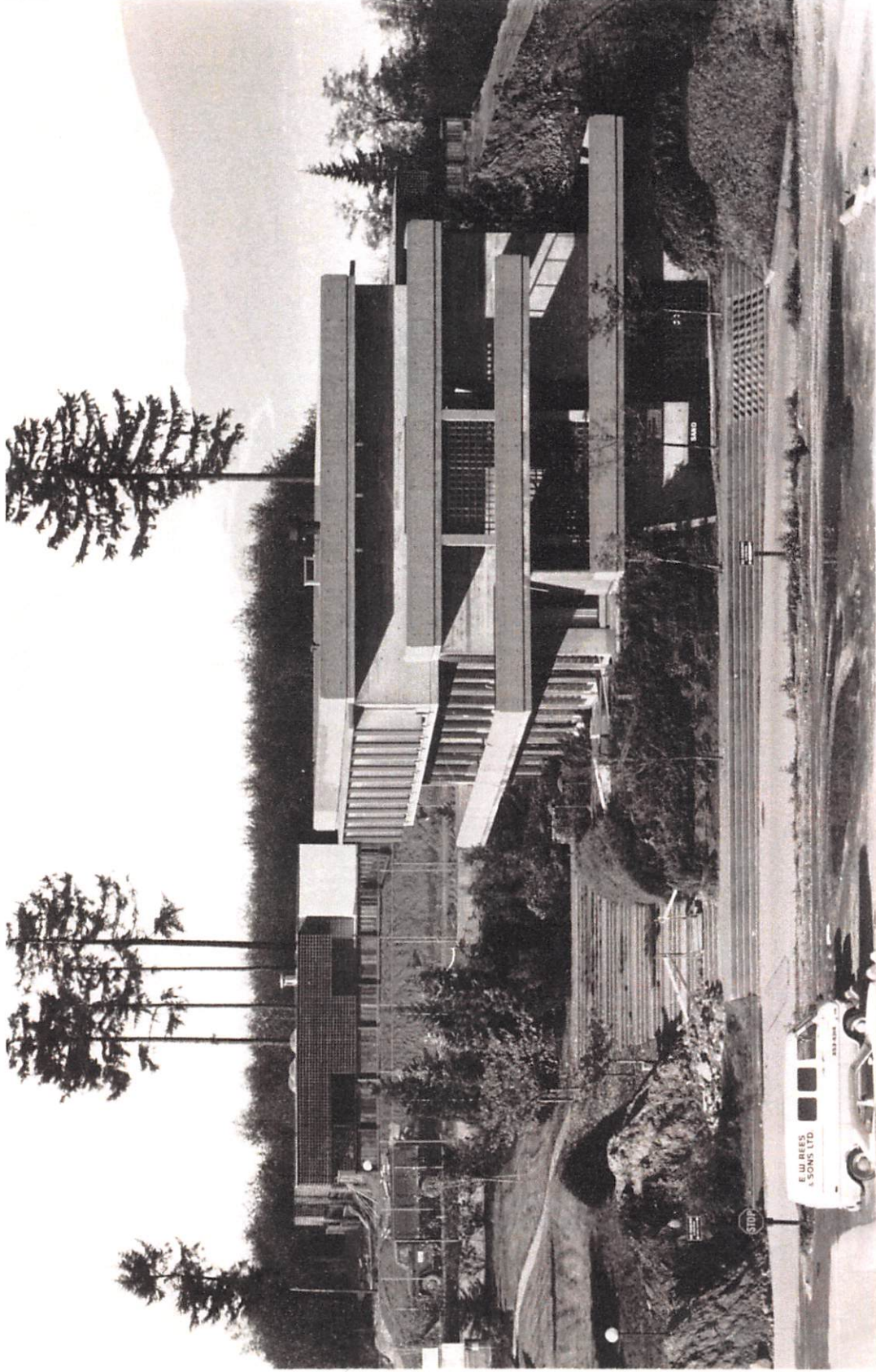
Since this auspicious beginning forty years ago, SFU has grown to house 25,000 students on three campuses. The core of the original campus, recognized world-wide as a profound work of architecture, remains essentially intact today.



View of Reflecting pool, c. 1960 [AEC]



The Madge Hogarth House location, 2018 aerial photograph.



The north-east side of the Madge Hogarth House in 1976. CBA 556-380.



Madge Hogarth House, August 2019