**Agenda - Executive Policy Committee – September 17, 2014**

**Report - Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – September 8, 2014**

**Item No. 4 City of Winnipeg Historic Shards - Stewardship Transfer**

STANDING COMMITTEE RECOMMENDATION:

On September 8, 2014, the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the historic building shards currently owned by the City be declared surplus to the needs of the City.

2. That the transfer of ownership of the surplus historic building shards to Heritage Winnipeg Corporation at no cost, be approved, and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the transfer of ownership agreements, in accordance with the terms and conditions set forth in this report and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

3. That a one-time grant of $10,000 to Heritage Winnipeg Corporation, to be funded from the Gail Parvin Hammerquist Fund, be approved to support and assist in the reuse of the collection, and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the grant agreement, in accordance with the terms and conditions set forth in this report and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

4. That the City-owned salvaged materials from the former Capitol Theatre and the Allan, Killam, and McKay block, (five paintings and two ornamental terra cotta panels respectively), be declared surplus to the needs of the City and that the Winnipeg Public Service be directed to explore stewardship opportunities before disposing of the materials in accordance with the Materials Management Policy.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

**Agenda - Executive Policy Committee – September 17, 2014**

**Report - Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – September 8, 2014**

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On September 8, 2014, the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

# ADMINISTRATIVE REPORT

**Title:** City of Winnipeg Historic Shards - Stewardship Transfer

**Critical Path:** Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – Executive Policy Committee - Council

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| J. Kiernan | B. Thorgrimson | M. Ruta<br>CFO | M. Jack<br>A/CAO |

## RECOMMENDATIONS

1. That Council determine that the historic building shards currently owned by the City, are surplus to the needs of the City.

2. That Council approve the transfer of ownership of the surplus historic building shards to Heritage Winnipeg Corporation at no cost and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the transfer of ownership agreements, in accordance with the terms and conditions set forth in this report and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

3. That a one-time grant of $10,000 to Heritage Winnipeg Corporation, to be funded from the Gail Parvin Hammerquist Fund, be approved to support and assist in the reuse of the collection, and that authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the grant agreement, in accordance with the terms and conditions set forth in this report and such other terms and conditions deemed necessary by the City Solicitor/Director of Legal Services to protect the interests of the City.

4. That Council determine that the City-owned salvaged materials from the former Capitol Theatre and the Allan, Killam, and McKay block, (five paintings and two ornamental terra cotta panels respectively), are surplus to the needs of the City; and that the Public Service be directed to explore stewardship opportunities before disposing of the materials in accordance with the Materials Management Policy.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

## REASON FOR THE REPORT

As per section B1.9 of the Materials Management Policy, the Chief Financial Officer delegates to the Manager of Materials his/her delegated authority to:

- determine which supplies are surplus to the City's needs;
- determine which Surplus Supplies are likely to be of use to other City departments, agencies or bodies, and to determine the notice of availability, if any, to be given, and the transfer for value, if any, between City departments.

Furthermore, Council has authority to determine which City-owned assets are surplus to the needs of the City. Council approval is required to transfer ownership of City-owned assets at less than fair market value.

## IMPLICATIONS OF THE RECOMMENDATIONS

- Two external organizations, Heritage Winnipeg Corporation and The Winnipeg Foundation, will assume responsibility for the storage and reuse of their respective shards, which were previously stored and managed by the City on their behalf.

- The remaining City-owned shards will be transferred to Heritage Winnipeg Corporation, who will assume responsibility as heritage stewards to celebrate the pieces. To offset costs associated with this, a one-time contribution of $10,000 will be provided from the Gail Parvin Hammerquist (Heritage) Fund.

- The City of Winnipeg, (via the Historical Resources and Buildings Committee) will no longer manage and store salvaged materials (shards) of its own, or on behalf of other organizations. Instead, partnerships will be created to more efficiently celebrate and reutilize these elements.

## HISTORY

In the late 1970's, as large-scale redevelopment projects saw the demolition of ornate turn-of-the-century buildings, preservationists lobbied for a method of celebrating and interpreting Winnipeg's built heritage. Property owners, and advocacy groups such as Heritage Winnipeg Corporation, began salvaging architectural elements from these buildings with intent to re-use them in future. Various sized pieces of limestone, granite and terra cotta were salvaged from approximately 12 structures, including the former McIntyre Block, Merchant's Bank, Crown Trust Building, etc. (See Appendix A for images.)

Due to the fact that these shards were gifted to organizations with limited space, the City of Winnipeg provided storage in service yards beginning in 1998. The City was eventually gifted a portion of the shards from the Trizec Corporation, who's intent had been to integrate them into a second proposed tower at Portage and Main that never arose. Therefore, from 1998 on, the collection composed of shards owned by the City, Heritage Winnipeg Corporation and The Winnipeg Foundation was managed and stored by the City. Each organization aspired to retain their collections until suitable re-use opportunities arose; however, storage for the collection became increasingly difficult to secure. Consequently, in 2011, all pieces were again inventoried, palleted, and relocated to a temporary location; yet the practicality of continuing to store the shards indefinitely came under review.

The two non-profits for whom the City was storing shards were informed storage would be discontinued in the fall of 2012, and each subsequently assumed responsibility of their pieces. Henceforth, each organization understands it will be responsible for managing and storing their respective collections, which may include imminent re-use of the shards, relocating them to a new storage location, or negotiating continued storage at the current site.

The City-owned shards have been offered to all departments and/or publically-funded projects in the last twenty-four months. Individual pieces of the collection have been integrated into streetscaping and public beautification projects, including at the English Gardens in Assiniboine Park, Fort Garry Public Library, and a "Shard Scavenger Hunt" at The Forks. However, given the large number of pieces remaining and limited opportunities for use in City-projects, the greatest possibility for public enjoyment of these elements may be via a partner organization with more diverse prospects for re-use.

Heritage Winnipeg Corporation would like to assume ownership of the City-owned shards and is exploring re-use options along with their own shards. This non-profit advocacy group, established in

1978, has a long track record of advocating for, and celebrating, Winnipeg's built heritage. Their mandate to promote and encourage the conservation of historic/heritage structures and sites through education and advocacy has led them to spearhead and maintain a full-time resource centre for the public, an Annual Preservation Awards campaign, and Doors Open Winnipeg. They were also the first group to come forward to salvage shards in the 1970's.

To offset potential costs associated with moving and reusing the shards, as well as the limited financial value associated with them, the Heritage Winnipeg Corporation has requested a one-time contribution of $10,000. The Historical Buildings and Resources Committee supports the proposal.

***Other Items***

After the 2002 demolition of the Capitol Theatre, various decorative interior elements were salvaged. Some were reused immediately (e.g. the "Angel", a 10' ornate sculpture, now housed in the lobby of the Pantages Theatre), while others were put in storage. This was the case for 5 large canvas paintings removed from the ceiling niches. Dating from 1921, these pastoral images in oil on unmounted canvas are approximately 9' long by 4' tall, and in moderate condition. They have been stored flat for over a decade at an outside organization, but were recently returned to the City. In order for the paintings to be enjoyed by the wider population, the Public Service is recommending they be declared surplus and transferred as appropriate. (See Appendix B for images.)

The City is also in possession of two large decorative terra cotta panels salvaged from the 1973 demolition of the Allan, Killam and McKay Block, (Crown Trust), 364 Main Street. That building was demolished to make way for the construction of Winnipeg Square, and the panels were originally presented by Trizec to the Naval Reserve Unit in 1974 based on connections to naval themes. They were installed on the boulevard at Navy Way and Smith Street, but deteriorated considerably due to snow, rain and salt exposure. In 2010, the panels were restored, but returned to the City by the previous owner, and no longer suited to their previous location. They now require a location where they can be installed on a vertical, weather-protected surface that can support their weight. The Public Service is recommending they be declared surplus and transferred as appropriate. (See Appendix C for images.)

## FINANCIAL IMPACT

# Financial Impact Statement

**Date:** August 29, 2014

**Project Name:**

City of Winnipeg Historic Shards - Stewardship Transfer

**First Year of Program** **2014**

| | 2014 | 2015 | 2016 | 2017 | 2018 |
|---|---|---|---|---|---|
| **Capital** | | | | | |
| Capital Expenditures Required | $ - | $ - | $ - | $ - | $ - |
| Less: Existing Budgeted Costs | - | - | - | - | - |
| Additional Capital Budget Required | $ - | $ - | $ - | $ - | $ - |
| **Funding Sources:** | | | | | |
| Debt - Internal | $ - | $ - | $ - | $ - | $ - |
| Debt - External | - | - | - | - | - |
| Grants (Enter Description Here) | - | - | - | - | - |
| Reserves, Equity, Surplus | - | - | - | - | - |
| Other - Enter Description Here | - | - | - | - | - |
| Total Funding | $ - | $ - | $ - | $ - | $ - |
| Total Additional Capital Budget Required | $ - | | | | |
| Total Additional Debt Required | $ - | | | | |
| **Current Expenditures/Revenues** | | | | | |
| Direct Costs | $ 10,000 | $ - | $ - | $ - | $ - |
| Less: Incremental Revenue/Recovery | - | - | - | - | - |
| Net Cost/(Benefit) | $ 10,000 | $ - | $ - | $ - | $ - |
| Less: Existing Budget Amounts | 10,000 | - | - | - | - |
| Net Budget Adjustment Required | $ - | $ - | $ - | $ - | $ - |

**Additional Comments:** Direct costs consist of the recommended grant of $10,000 to Heritage Winnipeg. There is sufficient approved budget in place within the Gail Parvin Hammerquist current budget to fund this request.

*"Original signed by"*
Mike McGinn, CA
Manager of Finance

## CONSULTATION

### In preparing this report there was consultation with:

City of Winnipeg Historical Buildings and Resources Committee
Legal Services (as to legal issues)
Materials Management

## SUBMITTED BY

| | |
|---|---|
| Department: | Planning, Property and Development |
| Division: | Urban Design Division |
| Prepared by: | John Kiernan |
| Date: | September 2, 2014 |
| File No.: | O:\Reports Directive\Planning and Land Use\Urban Design\2014\RIS City of Winnipeg Historic Shards - Stewardship Transfer (KB) |

UD2014-093

## Appendix A - Building Shards



Building Shards Collection

Typical Individual pieces



## Appendix B - Heritage Winnipeg Corporation Request for Financial Assistance

**HERITAGE WINNIPEG'S SHARDS PROPOSAL**
**TO THE CITY OF WINNIPEG**

**SEPTEMBER 2013**

For many years Heritage Winnipeg has owned an inventory of shards, which have sat dormant at various locations. In addition the City of Winnipeg also owns many additional shards on a current site off of Lagimodiere. We understand that the City of Winnipeg would like to relinquish all legal responsibility of these shards. As per our letter dated July 2013, Heritage Winnipeg had indicated that we would be prepared to take over legal ownership and responsibility of the entire collection, as per the digital inventory provided by the City of Winnipeg.

As discussed with our Shards Committee and Board of Directors, we are prepared to outline a plan to try and see as many shards as possible go into worthy heritage projects. We do not want to see them go to the landfill or just continue to sit on the farmland currently owned by [redacted].

Heritage Winnipeg has formed a Shards Committee and would like to embark on this current initiative, with the requested $10,000 from the City of Winnipeg Gail Parvin Hammerquist Fund in order to ensure we are successful. Our organization is prepared to volunteer an immense amount of time to see that most of the shards can be used in other heritage and art projects.

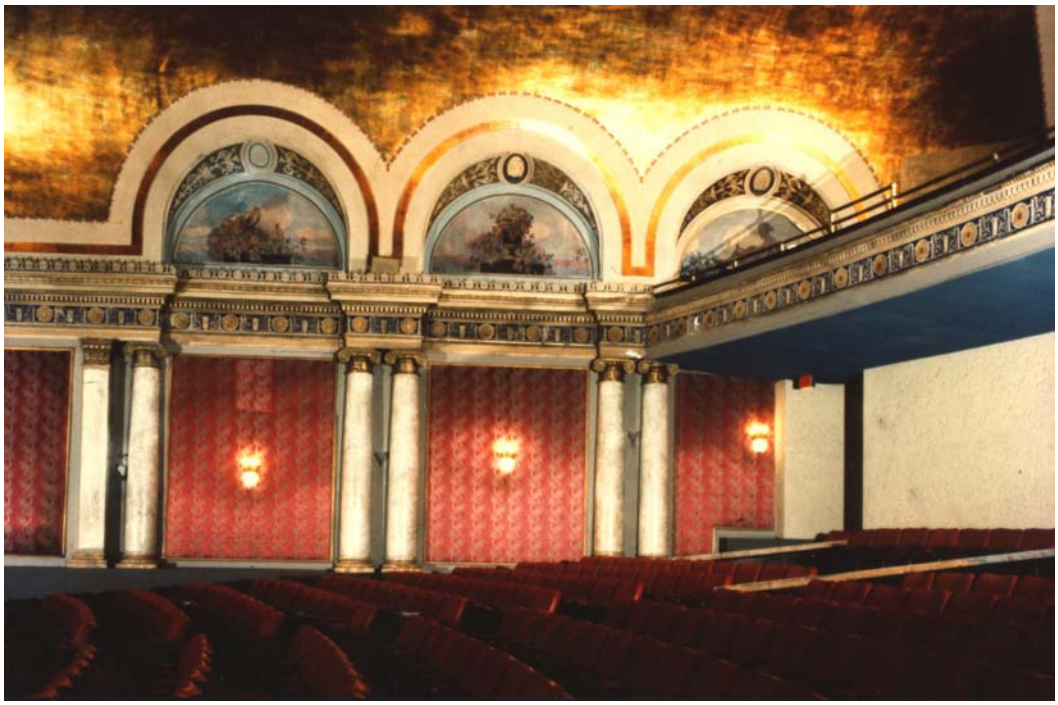
Our first approach is to put together an outline with a collaborative approach to work with several other non-profit organizations. Over the next six months we will plan our multi-faceted approach on this initiative. The second approach is to have several events and projects undertaken during the summer of 2014.

Our project will include an online auction, an auction on site with various architects and developers, and to work with the Winnipeg Arts Council in an artists partnership program to see that some of the existing pieces can be used in several artists projects. In addition we will be approaching the Friends of Upper Fort Garry to incorporate some of the shards into the Heritage Park, which is currently underway on Main Street and will be completed by the Spring of 2014.

**The proposed project budget over the next year would be as follows:**

| | |
|---|---|
| Planning & Research, Digital Inventory including Website (Includes several on-site tours) | $6,000 |
| Marketing | $5,000 |
| Maintenance costs including property storage | $4,000 |
| Administration Costs (In-Kind) | $10,000 |
| **Total Proposed Budget** | **$25,000** |

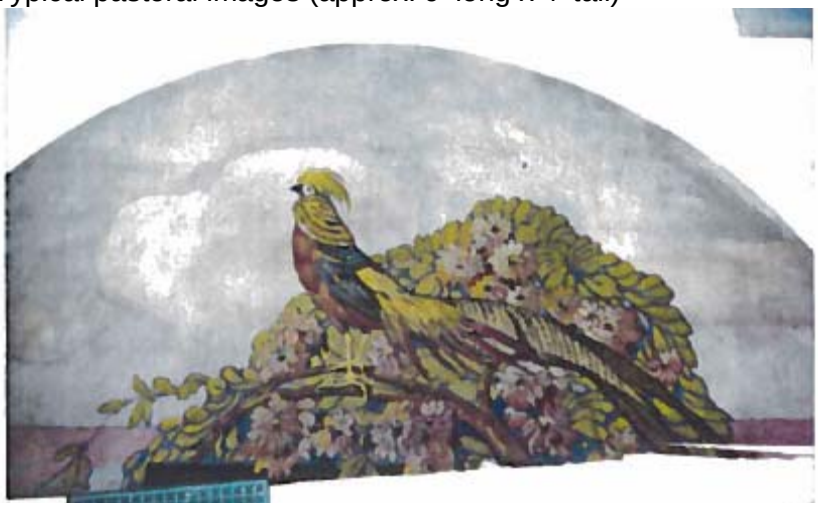
## Appendix C - Capitol Theatre Paintings



Paintings in situ ca. 2001 before demolition of Capitol Theatre



Typical pastoral images (approx. 9’ long x 4’ tall)



## Appendix D - Terra Cotta Panels from the Crown Trust Bldg.



In Situ on Navy Way ca. 2009 (approx. 2’ wide x 2’6” tall)

