Minutes – Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – January 5, 2015

REPORTS

Item No. 5 Addition to the List of Historical Resources – 510 Main Street – City Hall

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Downtown Development, Heritage and Riverbank Management concurred in the recommendation of the Winnipeg Public Service:

1. That the Historical Buildings and Resources Committee's recommendation to add City Hall, the resource located at 510 Main Street, to the List of Historical Resources under the Historical Resources By-law 55/2014, be approved with the following Character-Defining Elements:

    A. Exterior elements:

        a. Site and Courtyard:

            i. the two separate buildings with facing main entrances separated by an open courtyard;
            ii. three-sided loggia created by the Administration Building;
            iii. the three light standards with 5 white globes in the east and west plazas;
            iv. the five globe light fixtures and matching plant brackets mounted on each of the south walls of single storey wings of the Administration Building;
            v. the ceiling mounted white cylinder lights in the U-shaped loggia;
            vi. the twelve ceramic city crests around the face of the loggia;
            vii. the free standing "CITY HALL" signs at the northeast and northwest corners of the Council Building; and
            viii. the date stone tablet mounted in the east plaza entry stairway.

        b. Council Building:

            i. symmetrical, north-facing 2-storey structure with smooth-cut limestone cladding resting on a dark, polished granite base that includes built-in benches on the east and west sides;

ii. the modular composition of the smooth Tyndall stone cladding, glass block and dark granite plinth;
iii. the main (north) façade with its centrally-placed recessed entrance supported by a pair of thin columns and the unadorned window openings of the second storey;
iv. the east and west façades identically designed with colonnades of unadorned columns, large ground floor window openings partially filled with glass block and upper level openings shaded by bronze screens;
v. the rear (south) façade with limestone walls interrupted by doorways fitted with bronze grating and two-storey windows filled with glass block;
vi. the varied roof height creating clerestory windows encircling the structure; and
vii. the flat, unadorned roofline.

c. Administration Building:

i. symmetrical, south-facing seven-storey structure with smooth-cut limestone cladding and polished granite base with extended one-storey wings running south along the east and west sides;
ii. the modular composition of the smooth Tyndall stone cladding, glass block and dark granite plinth;
iii. the main (south) façade with recessed ground and second floors and upper storeys featuring a grid of wide horizontal limestone bands intersected by thinner vertical elements, charcoal-hued window accenting and thin window units set in glass block filled openings;
iv. identically designed side façades (east and west) with large openings on the second floor and centrally-placed window openings on all upper floors;
v. the rear (north) façade with raised entrance and loading ramp on the ground floor, large second storey openings and upper floors of similar design to the front façade;
vi. the flat, unadorned roofline; and
vii. the one-storey wings partially enclosing the courtyard with peristyle colonnades on the interior elevations and dark granite bases and large openings filled with thin clear glass and glass block on the exterior elevations and topped by modest limestone balustrades.

B. Interior elements:

a. Council Building:

i. the main floor lobby with limestone walls, terrazzo floors, wood doors, and wood, glass and bronze accenting;
ii. central granite staircase with glass and bronze elements;
iii. wood office/meeting room doors with vertical strip accenting on both floors;
iv. the volume of space in the two-storey Council Chamber with public gallery seating in wood on two sides (east and west), clerestory windows, public entrances on the second floor and a ceremonial entrance through glass doors with bronze screens at the staircase landing;
v. the gold 'mosaic' ceiling in the Council Chamber;
vi. the circular wood Councillors' table;
vii. the open second floor reception area with limestone finishes, clerestory windows and squared columns;
viii. the original wood finishes of the second floor committee rooms;
ix. the metal pendant light fixtures in the north committee room and mayor's office; and
x. the second floor ceiling lighting designed in 7 x 7 grids of recessed squares, each holding a fixture, with one grid within the Council Chamber and two lighting the staircase and 2nd floor reception area;

b. Administration Building:

i. the main floor lobby with limestone, dark brick and wood panelled walls, terrazzo floors, wood doors, and bronze and glass accenting;
ii. the second floor lobby, ante lobby and conference rooms with dark brick and wood panelled walls, terrazzo floors, wood doors, and bronze window frames and accents; and
iii. the upper floor office space with examples of the original wood and glass partitioning.

DECISION MAKING HISTORY:

Moved by Councillor Gerbasi,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried

ADMINISTRATIVE REPORT

Title: Addition to the List of Historical Resources, 510 Main Street, City Hall

Critical Path: Standing Policy Committee on Downtown Development, Heritage and Riverbank Management

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Kiernan	M. Pittet A/Director	N/A	M. Jack A/COO

RECOMMENDATIONS

1. That the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management approve the Historical Buildings and Resources Committee's recommendation to add City Hall, the resource located at 510 Main Street, to the List of Historical Resources under the Historical Resources By-law 55/2014 with the following Character-Defining Elements:

   A. Exterior elements:

      a. <u>Site and Courtyard:</u>

         i. the two separate buildings with facing main entrances separated by an open courtyard;
         ii. three-sided loggia created by the Administration Building;
         iii. the three light standards with 5 white globes in the east and west plazas;
         iv. the five globe light fixtures and matching plant brackets mounted on each of the south walls of single storey wings of the Administration Building;
         v. the ceiling mounted white cylinder lights in the U-shaped loggia;
         vi. the twelve ceramic city crests around the face of the loggia;
         vii. the free standing "CITY HALL" signs at the northeast and northwest corners of the Council Building; and
         viii. the date stone tablet mounted in the east plaza entry stairway.

      b. <u>Council Building:</u>

         i. symmetrical, north-facing 2-storey structure with smooth-cut limestone cladding resting on a dark, polished granite base that includes built-in benches on the east and west sides;
         ii. the modular composition of the smooth Tyndall stone cladding, glass block and dark granite plinth;
         iii. the main (north) façade with its centrally-placed recessed entrance supported by a pair of thin columns and the unadorned window openings of the second storey;
         iv. the east and west façades identically designed with colonnades of unadorned columns, large ground floor window openings partially filled with glass block and upper level openings shaded by bronze screens;
         v. the rear (south) façade with limestone walls interrupted by doorways fitted with bronze grating and two-storey windows filled with glass block;
         vi. the varied roof height creating clerestory windows encircling the structure; and
         vii. the flat, unadorned roofline.

c. Administration Building:

i. symmetrical, south-facing seven-storey structure with smooth-cut limestone cladding and polished granite base with extended one-storey wings running south along the east and west sides;
ii. the modular composition of the smooth Tyndall stone cladding, glass block and dark granite plinth;
iii. the main (south) façade with recessed ground and second floors and upper storeys featuring a grid of wide horizontal limestone bands intersected by thinner vertical elements, charcoal-hued window accenting and thin window units set in glass block filled openings;
iv. identically designed side façades (east and west) with large openings on the second floor and centrally-placed window openings on all upper floors;
v. the rear (north) façade with raised entrance and loading ramp on the ground floor, large second storey openings and upper floors of similar design to the front façade;
vi. the flat, unadorned roofline; and
vii. the one-storey wings partially enclosing the courtyard with peristyle colonnades on the interior elevations and dark granite bases and large openings filled with thin clear glass and glass block on the exterior elevations and topped by modest limestone balustrades.

B. Interior elements:

a. Council Building:

i. the main floor lobby with limestone walls, terrazzo floors, wood doors, and wood, glass and bronze accenting;
ii. central granite staircase with glass and bronze elements;
iii. wood office/meeting room doors with vertical strip accenting on both floors;
iv. the volume of space in the two-storey Council Chamber with public gallery seating in wood on two sides (east and west), clerestory windows, public entrances on the second floor and a ceremonial entrance through glass doors with bronze screens at the staircase landing;
v. the gold ‘mosaic’ ceiling in the Council Chamber;
vi. the circular wood Councillors’ table;
vii. the open second floor reception area with limestone finishes, clerestory windows and squared columns;
viii. the original wood finishes of the second floor committee rooms;
ix. the metal pendant light fixtures in the north committee room and mayor’s office; and
x. the second floor ceiling lighting designed in 7 x 7 grids of recessed squares, each holding a fixture, with one grid within the Council Chamber and two lighting the staircase and 2nd floor reception area;

b. Administration Building:

i. the main floor lobby with limestone, dark brick and wood panelled walls, terrazzo floors, wood doors, and bronze and glass accenting;
ii. the second floor lobby, ante lobby and conference rooms with dark brick and wood panelled walls, terrazzo floors, wood doors, and bronze window frames and accents; and
iii. the upper floor office space with examples of the original wood and glass partitioning.

REASON FOR THE REPORT

Pursuant to the provisions of the Historical Resource By-law 55/2014 section 8(2), this resource has been nominated by the Director of the Planning, Property and Development Department. A resource may be nominated if it is at least 40 years old.

Subject to this nomination, the Historical Buildings and Resources Committee (HBRC) reviewed this resource on November 20, 2014 and made the recommendation to add it to the List of Historical Resources because of its outstanding architectural and historical significance and the heritage value it embodies. As a city-owned building, the Department is supportive of the HBRC's recommendation.

Pursuant to the provisions of the Historical Resource By-law 55/2014 section 17, the Standing Policy Committee on Downtown Development, Heritage, and Riverbank Management (SPC on DDHRM) must consider the recommendations from the HBRC within 90 days after receiving the recommendation. The Director is authorized to provide a report with respect to the nomination for consideration by the SPC on DDHRM at the time it considers the recommendations of the HBRC.

IMPLICATIONS OF THE RECOMMENDATIONS

- 510 Main Street, City Hall, will be added to the List of Historical Resources:
  - A Historic Property Notice (caveat) will be filed against the title of the building with the Winnipeg Land Titles Office as per City of Winnipeg Charter Section 157.1(3) in order to notify the owner(s) and potential purchasers that the property is identified on the List of Historical Resources, and as such is subject to the Historical Resources By-law No. 55/2014.
  - All alterations to the Character-Defining Elements (above) will require approval under a Heritage Permit as per the Historical Resources By-law No. 55/2014.
  - The resource will not be able to be demolished without the approval of City Council.
  - The resource will be eligible for applicable heritage grants issued under the Province of Manitoba's and the City of Winnipeg, and will be viewed favourably by other granting agencies.

HISTORY

The Director of the Planning, Property and Development Department nominated the resource at 510 Main Street, City Hall, to be added to the List of Historical Resources. The Historical Buildings and Resources Committee (HBRC) toured the resource on May 15, 2014 and made the recommendation to add it to the List of Historical Resources on November 20, 2014. It was deemed to embody heritage values attributed to the following:

1. Winnipeg's City Hall is an architectural and cultural icon. Completed in 1964, it illustrates the growth of the City of Winnipeg in the post-World War II era and the modernization and growth of its civic services and facilities for a growing, progressive Winnipeg.

2. The complex has been the centre of civic government for over 50 years including the important transition into Unicity in 1972;

3. The winning entry in a competition with over 200 submissions, it was designed by the prominent local firm of Green Blankstein and Russell, noted for other landmarks including the former Winnipeg International Airport, Centennial Concert Hall (in collaboration), Manitoba Museum and Planetarium, etc.

4. It is one of the City's best examples of the International Style of Modern architecture. The complex features an arrangement of the Council and Administrative Buildings around an exterior courtyard and a wealth of unique exterior and interior architectural elements and finishing materials;

5. It occupies an entire block of downtown Winnipeg immediately north of the Exchange District and built as part of a large, modern civic campus; and

6. It has not suffered extensive alteration.

As Winnipeg's heritage program begins to recognize structures of this era, City Hall stands as a starting point to demonstrate City stewardship in this initiative. City Hall would be the first Modernist building of this civic stature designated by the City.

Although not immediately associated as 'heritage' by some, City Hall satisfies the criteria of being 40+ years in age, and having extensive historical and architectural significance. As the Modern era gained momentum during the middle of the century, the International Style of architecture became popular both globally and locally. Many public structures around the world evolved from heavy ornamental structures to sleek boxes of glass and steel. Heavy load-bearing walls that characterized early turn of the 20th Century buildings gave way to new construction materials and techniques. Modern buildings in the International Style were typified by an expressed structural grid (usually steel or reinforced concrete frames), sleek 'curtain wall' cladding systems, large expanses of unadorned surfaces, square or rectangular modules, and flat roof lines. As one of Winnipeg's best examples of International Style architecture, the bold design of City Hall features an expressed structural grid, opulent materials including Tyndall stone, bronze screening and details, polished granite, terrazzo, flat roof lines, and large expanses of glass.

***See Appendix A for a History of 510 Main Street, City Hall*
***See Appendix B for a listing of Modern resources attributed to the International Style of Modern Architecture that are recognized under the Historical Resources By-law 55/2014*

FINANCIAL IMPACT

Financial Impact Statement Date: December 10, 2014

Project Name:

Addition to the List of Historical Resources, 510 Main St.

COMMENTS:

That Council approve the Historical Buildings and Resources Committee's recommendation to add City Hall at 510 Main Street to the List of Historical Resources.

There are no financial implications associated with this recommendation.

"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

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Planning and Land Use
Prepared by:	Rina Ricci
Date:	December 16, 2014
File No.:	O:\Reports Directive\Planning and Land Use\Heritage\2014\Addition to the List of Historical Resources, 510 Main Street.doc

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Appendix A
City Hall, 510 Main Street



The push for a new civic centre came from a rise in population and the desire by city leaders to provide modern facilities for the growing civic government and its expanding services. The construction of Winnipeg's newest City Hall occurred during a complex economic and political period during which Winnipeg was to build, with help from both the provincial and federal governments, many of its modern structures and services that are used to the present day. It was also a time of expansion – the population grew, the local and provincial economies expanded and Winnipeg saw a sustained period of growth it had not encountered for half a century. And as with that earlier time, citizens, business leaders and politicians looked to the future with optimism and sought to make the city and its facilities as modern as possible.

The idea of a new city hall complex was never in question, despite the years of bitter dispute over its location. It was a logical step to take for a city of Winnipeg's stature, to keep it on equal footing with other mayor centres across Canada and the U.S. As the politicians and citizens rightly expected, it was the type of facility needed to take the city into the 21st century.

The City Hall complex is one of the city's most conspicuous and well-known structures and also one of the more famous structures built in the International Style in downtown Winnipeg. Although the style dates to the early 1930s, its widespread popularity throughout Europe and North America did not occur until after 1950. The style is seen as a reaction to the historically based styles of the late 19th and early 20th centuries. The age of machines created a desire for a new aesthetic, one that fully utilized the new construction materials and technologies, especially steel framing and reinforced concrete. Architects could design buildings without the need for load-bearing exterior walls – these elements became "curtains" covering the steel/concrete structural system and could be constructed almost entirely of glass, if desired. Through its use of hard, angular edges, severely plain surfaces, large areas of glass and square or rectangular modules, the style stressed material and proportionality over ornamentation. The extensive use of glass gave the style a sleek, light appearance that would, in later decades, be contrasted by the roughness and bulkiness of the Brutalist Style.

For Winnipeg, the post-World War II expansion era coincided with the rise of the University of Manitoba's School of Architecture, which by the 1950s was graduating some of the finest young practitioners in Canada, many of whom stayed in the City to form partnerships with other graduates. This combined with the growth of Winnipeg as a regional centre and a heightened demand for modern office space. A need for headquarter buildings, an expanding economy and talented architects and firms led to the design and construction of many internationally acclaimed buildings in downtown Winnipeg, pushing the limits of the modern style.

The City Hall complex is comprised of two steel framed buildings connected by an underground tunnel and separated by a wide open plaza. Limestone from the Garson, Manitoba quarries was used for exterior cladding and other construction materials include bronze, glass block and Quebec granite.

Constructed from 1962-1964, the project cost an estimated $8.2 million and was completed 2½ months ahead of schedule.

The Council Building is a 2½-storey, limestone clad structure resting on a base of dark, polished granite which includes built-in benches. The north side features a centrally-placed recessed grand entrance framed by two large limestone walls interrupted by second storey window openings. The limestone wall of the south façade, facing William Avenue is interrupted by doorways fitted with bronze grating and full-height window openings utilizing the green-hued glass block found in openings on the west and east elevations.

The east and west façades are similarly designed with colonnades of unadorned columns creating three bays, the upper levels filled with the bronze screens to shade the large second storey window openings within. The building's ground floor window openings are partially filled with the green-hued glass block. The building finishes with a narrow belt of glass encircling the structure between the ceiling of the colonnade and the building, increasing the natural lighting of the interior. The roof is flat.

The Administrative Building is a seven-storey structure that features a dark, polished granite base. The main façade faces the Council Building, its ground and second floor walls recessed to minimize their visual impact – a common feature of modernist design. The upper storeys feature a grid of wide horizontal limestone bands intersected by thinner vertical elements. The spaces created are emphasized with charcoal-coloured stone features and thin windows set in the familiar green glass block. The north side of the tower matches this design and there is another entrance and a loading ramp with access to the basement on this side of the building. The building's side elevations, east and west, feature similarly designed window openings, centrally placed on each floor.

The other main feature of the Administration Building are the two one-storey wings located on the east and west sides of the building that run south and partially enclose the courtyard. The interior or courtyard elevations of the two wings feature peristyle colonnades which originally were to feature stairways at their north ends to access public gardens on the wing's rooftops. The street side façades of the wings feature smooth dark granite bases and large openings filled with thin clear windows set in the green glass block elements and topped by modest limestone balustrades.

The original courtyard featured a large, centrally placed fountain and several planters. When Unicity amalgamated the surrounding municipalities in the early 1970s, ceramic crests of each of the jurisdictions were installed. In 2003, the firm Scatliff Miller Murray redesigned the courtyard with a smaller, off-centre fountain.

As originally laid-out, the interior of the Council Building was finished in limestone with terrazzo floors and wood and bronze accenting. On the ground floor were the law department and city clerk's offices. The main staircase leads up to the entrance of the council chamber, a two-storey space boasting a 200-seat gallery. The mayor's office, committee rooms and alderman's lounge were found on the second floor. The basement included a tunnel to the Administration Building (and ultimately to the parkade and the Centennial Concert Hall) and originally held a press room, voting tabulation rooms and a small museum. The museum was never built. Today, the basement holds the printing department as well as meeting rooms, the ground floor includes councillors' offices located on the west side and the second floor has maintained much of its original layout.

In the Administration Building, the ground floor offices located in the two wings housed the taxation and welfare departments. Today, a restaurant and public service counter are found on the west side and the clerk's department has been recently relocated to the east side.

The buildings stand in their original location, appear to be in good structural condition and have not suffered extensive exterior alteration.

The City Hall complex occupies a full city block in the heart of Winnipeg's downtown on one of its busiest streets. It has, together with the modern entertainment complex across Main Street, defined this area for over 50 years. The civic government complex was expanded with the construction of the Public Safety Building and Parkade across King Street, 1965-1966.

Local partnership Green Blankstein Russell and Associates – and principal designers Bernard Brown and David Thordarson – were responsible for the design of the City Hall complex. This firm had been established in 1932 and grew to be one of the most influential designers in Winnipeg. It now operates as Stantec.

The City Hall complex is the seat of Winnipeg's civic government as well as the home to several important departments and their personnel. It would be difficult to find a more significant institution so intimately connected to its building.

Appendix B
Resources attributed to the International Style of Modern Architecture that are recognized under the Historical Resources By-law 55/2014

	Name	Address	Date of Construction	Heritage Status
1	St. Vital Library (Plate 1)	6 Fermor Avenue	1962	Listed
2	Monarch Life Building (Plate 2)	333 Broadway	1960	Nominated
3	J.A. Russell Building (Plate 3)	83 Dafoe Road	1959	Nominated
4	Happy Garden Restaurant	85 Princess Street	1959	Nominated
5	Great-West Life Building	60 Osborne Street	1957	Commemorated


Plate 1. St. Vital Library, 6 Fermor Ave.


Plate 2. Monarch Life Building, 333 Broadway



Plate 3. John A. Russell Building, 83 Dafoe Road