Agenda – Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – March 2, 2015

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than 96 hours preceding the committee meeting, be considered by Committee.

ADDENDUM REPORTS

Item No. 4 Heritage Conservation Districts Study

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management receive, as information, the Winnipeg Heritage Conservation Districts Draft Report (See Appendix A.)

2. That the Public Service continue to investigate the application of Heritage Conservation Districts in Winnipeg.

3. That the Public Service communicate the findings publically including: relevant stakeholders; Heritage Organizations; and affected property owners.

ADMINISTRATIVE REPORT

Title: Heritage Conservation Districts Study

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

AUTHORIZATION

Author	A/Department Head	CFO	CAO
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RECOMMENDATIONS

1. That the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management receive, as information, the *Winnipeg Heritage Conservation Districts Draft Report* (See Appendix A.)

2. That the Public Service continue to investigate the application of Heritage Conservation Districts in Winnipeg.

3. That the Public Service communicate the findings publically including: relevant stakeholders; Heritage Organizations; and affected property owners.

REASON FOR THE REPORT

The Standing Policy Committee on Downtown Development, Heritage and Riverbank Management is responsible for heritage-related issues and potential policy items.

The review and development of Heritage Conservation Districts (HCDs) responds to the directions outlined in the City of Winnipeg's Municipal Development Plans, OurWinnipeg and Complete Communities. The direction in OurWinnipeg was to enhance recognition, conservation, and stewardship of area-wide historic resources (Appendix D).

City of Winnipeg Charter changes have provided provincial legislation expressly allowing the City to create Heritage Conservation Districts. These powers were granted in response to the Council adopted motion recommending the Government of Manitoba amend the City of Winnipeg Act to permit the designation of Heritage Districts, (Committee on Planning and Community Services, April 4, 1995, Minute 693.**)**

In June 2014, Council approved the Historical Resources By-law No. 55/2014, which created new categories of heritage recognition that were intended to work to support the development of Heritage Character Districts.

IMPLICATIONS OF THE RECOMMENDATIONS

- The Public Service will work to further develop criteria for creating HCDs, including undertaking a pilot project to work through the necessary steps, including developing eligibility criteria, a nomination process, identifying contributing resources, boundaries, level of support required by owners; and an HCD Plan / implementation process.

- The sister documents forming the *"Winnipeg Heritage Conservation Districts Study (Policies and Procedures Framework"* (Appendix B) and "*Phase 2: Case Study – Armstrong's Point"* (Appendix C) will be consulted as recommendations are formulated on how to create HCDs, and will be posted on the City's website.

- All pertinent documents, studies or information regarding Heritage Conservation Districts will be available on the City's website and shared with stakeholders and heritage organizations.

- There are no immediate financial implications related to the *Winnipeg Heritage Conservation Districts Study*. Specific reports and financial analyses regarding recommendations pursuant to this document would be submitted for Council's consideration as developed, including the potential enactment of an HCD in future.

- The creation of each potential Heritage Conservation District (HCD) will require Council approval.

HISTORY

Winnipeg's Heritage program has spanned nearly 40 years, conserving and celebrating built landmarks our citizens value and wish to see protected. Over 235 individual properties have been formally designated, and various enclaves such as the Exchange District are managed to protect integrity and cohesiveness. The program recently underwent much-needed updates, including the adoption of a new Historical Resources By-law, which affords more flexibility and a broader approach. In keeping with this renewal, the concept of Heritage Conservation Districts (HCDs) is being explored as another method for celebrating our city's collective past.

Heritage Districts are prevalent nationally and internationally, existing in jurisdictions big and small for over three decades. Often similar to neighbourhood or local area plans, these districts maintain the unique look and feel of an area, and are typically dependent on community input and support. Compared to traditional designations of individual properties, HCDs apply to multiple properties, including private and common elements, according to what a community has identified as significant. For example, they may include some or all buildings on a street, the tree canopy and wide boulevard, but leave out private approaches, fences, rear yards, etc.

Winnipeg has a number of forerunners of HCDs, including the Exchange District and Boulevard Provencher. The heritage character of these areas is managed through zoning by-laws, although they have never been officially designated "heritage districts." Nonetheless, they demonstrate support and interest in HCDs exists locally, and the Public Service has experienced an increase in inquiries of this nature in recent years.

As a result, the Public Service began exploring the creation of Heritage Conservation Districts over the winter of 2013/14. The consulting team of HTFC Planning & Design, in association with SPAR Planning Services and Historyworks were engaged to research examples of HCDs from other cities, as well as begin a case study in the Armstrong's Point Neighbourhood. This community had long expressed interest in becoming a heritage district, and was open to providing feedback on the process. The resulting

Winnipeg Heritage Conservation Districts Draft Report, (see Appendices) was completed in May 2014, and provides recommendations on how HCDs could work in Winnipeg.

In order for Council to engage in meaningful critical debate on this subject, the Public Service will use the attached report along with a pilot program to develop mechanisms for creating HCDs. This will demonstrate the real-world implications, benefits and challenges HCDs could bring by continuing to work with the Case Study neighbourhood – Armstrong's Point.

The Historical Buildings and Resources Committee has been consulted and is in full support of continuing to explore the concept of Heritage Conservation Districts in Winnipeg.

FINANCIAL IMPACT

Financial Impact Statement Date: January 21, 2015

Project Name:

Heritage Conservation Districts Study

COMMENTS:

There are no financial implications associated with these recommendations.

"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:	Urban Design
Prepared by:	Jennifer Hansell
Date:	January 22, 2014
File No.:	O:\Reports Directive\Planning and Land Use\Urban Design\2015\RIS Heritage Conservation Districts - Jan, 2015.doc

UD 2014-168

Appendix A: Winnipeg Heritage Conservation Districts Draft Report ***Executive Summary*** (by Public Service)



Adobe Acrobat Document

Appendix B. Winnipeg Heritage Conservation Districts ***Policies and Procedures Framework***



Adobe Acrobat Document

Appendix C. Winnipeg Heritage Conservation Districts ***Phase 2: Case Study – Armstrong's Point***



Adobe Acrobat Document

Appendix D. OurWinnipeg and Complete Communities Support



Microsoft Word 97 - 2003 Document