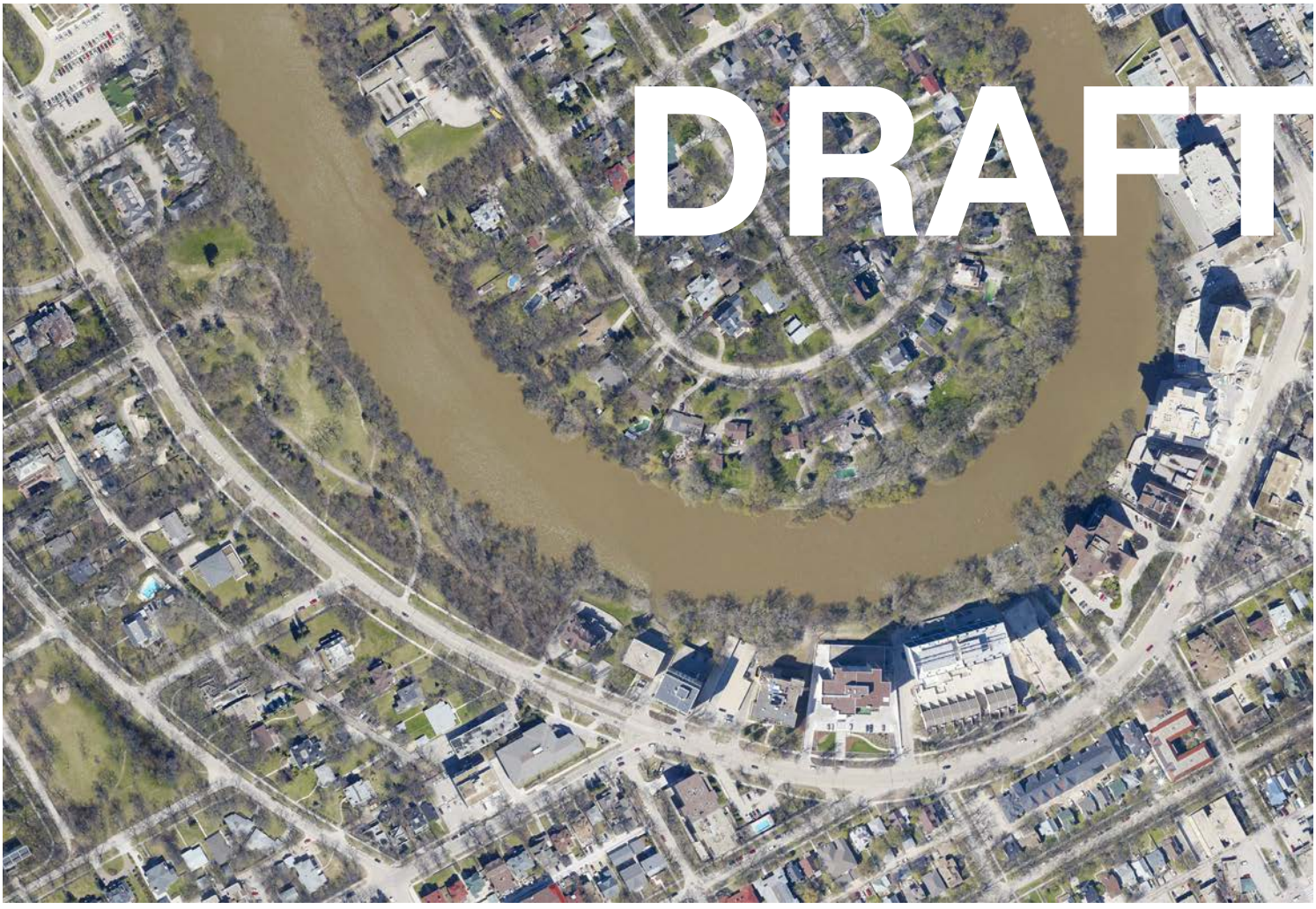


Winnipeg Heritage Conservation Districts

PHASE 2: Case Study - Armstrong's Point



May 2014

HTFC PLANNING & DESIGN

In Association With:
SPAR Planning Services
Historyworks

Winnipeg

Winnipeg Heritage Conservation Districts

PHASE 2: Case Study - Armstrong's Point

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May, 2014

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Armstrong's Point neighbourhood property owners

City of Winnipeg Staff, Urban Design Division

Thank you to the volunteers who assisted in this process.

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Abbreviations

CASE STUDY
Armstrong's Point

1.0 Introduction

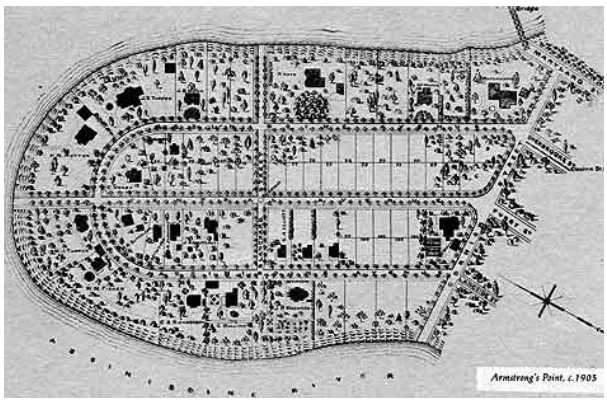
The purpose of Phase 2 - Armstrong's Point Case Study is to test a potential procedure for the establishment of a process for designation of Heritage Conservation Districts in Winnipeg, referencing the *Ontario Tool Kit • A Guide to District Designation Under the Ontario Heritage Act* and the *Heritage Conservation Districts in Toronto - Procedures, Policies and Terms of Reference.*

- Strategy/system for determining historic integrity and significance of the study area and identifying relevant built and natural heritage resources;
- Meeting(s) with property owners within the study area in workshop session to identify values of the neighbourhood and to determine goals and objectives of a potential HCD;
- Based upon character analysis and neighbourhood input, composition of a 'Statement of District Significance' and an Objective Statement for the case study District;
- Submission of preliminary recommendations for a potential HCD plan;
- Maps identifying the geographic boundaries of the proposed Heritage Conservation District;
- Evaluation criteria that will be used to assess the eligibility of the HCD and, using these criteria, an evaluation of the Armstrong's Point neighbourhood as the proposed HCD;
- Commentary on the benefits and challenges that may be expected to impact the community;
- Meeting with Steering Committee and City of Winnipeg Public Service members to present study information and receive input.

These activities are consistent with the activities that would be undertaken during a Heritage Conservation District study in preparation of a HCD plan.

The Comparative Analysis (Section 2 of the Policies & Procedures Framework document) was undertaken in order to learn from other cities that have established HCD programs and to identify a policy and procedures model that would be most appropriate for Winnipeg. The study involved the examination of six cities, studying their legislation, policies and regulations, as well as, their service delivery processes with regard to HCDs.





Historical Image of Armstrong's Point (Left)
Map of Armstrong's Point, c.1903 (Right)



View of the West Bank of the Assinboine River

The Situational Analysis (Section 3 of the Policies & Procedures Framework document) was undertaken in order to determine Winnipeg's readiness for establishing HCDs and to identify the actions that are required in order to move forward with HCD designation. It involved the review and analysis of existing legislation, policies and regulations as they relate to heritage conservation.

The findings from both steps were then applied to the next step of this process – application of the resulting recommendations to a case study in order to test a possible model for a Winnipeg Heritage Conservation District program.

2.0 Armstrong's Point Neighbourhood as a Case Study

Armstrong's Point (AP) was selected as the case study for the undertaking of the neighbourhood consultation process because of its significance to Winnipeg's history, the number of designated historical buildings within the neighbourhood, its prominent location within the City of Winnipeg and an expressed interest by the community to designate Armstrong's Point as a Heritage Conservation District, should Winnipeg establish a HCD Program.

The intention for undertaking this process was two-fold:

1. For the City to explore a viable model for enacting Heritage Conservation Districts in Winnipeg, and
2. To go through the exercise of how a Heritage Conservation District might be developed, using Armstrong's Point as a case study.

The participants were advised that this exercise and the overall consultation does not mean that a Heritage Conservation District in Armstrong's Point is imminent but that the City is exploring the potential of Heritage Conservation Districts for Winnipeg as HCDs have been well-established and received in most other jurisdictions (nationally and internationally) for decades.

The following describes the process of examining Armstrong's Point as a case study for HCD designation. The process included community engagement with the Armstrong's Point

neighbourhood and examined the procedures for identifying, nominating and undertaking a study in order to develop a HCD plan for Winnipeg and its heritage neighbourhoods.

It should be noted that, while this study was undertaken to examine the City of Winnipeg for HCD designations, for all potential districts, phase 2 of the study focused on only one area. Armstrong's Point represents one group of stakeholders with their particular goals, objectives and views of their neighbourhood. It is important to recognize that there are a number of areas in Winnipeg that could apply for HCD designation and that the histories, cultural heritage, street patterns, land uses, etc. are different in each of these areas.Therefore the examination process would have to be flexible and adaptable to accommodate the differences.

Note: The boxes within this section of the report highlight the research pertaining to and information received from the Armstrong's Point participants during the case study.

Determining Historic Significance & Integrity

During the Comparative Analysis, the consultants examined the six selected study cities for their procedures for establishing HCDs. The City of Toronto's *Heritage Conservation Districts in Toronto – Procedures, Policies and Terms of Reference* and the *Ontario Tool Kit • A Guide to District Designation Under the Ontario Heritage Act* were selected to use as guides in preparing the case study process for Winnipeg. These programs were selected for the following reasons:

- They clearly articulate the steps required throughout the study process, from nomination through to adoption of a HCD plan;
- The study process is flexible and can be modeled to suit many types of districts (e.g. residential, commercial);
- The procedures are well organized and written in accessible language, so can easily be navigated and understood, not only by professionals, but by community members, as well.

In addition, the community consultation process undertaken within the context of this study represents a sampling of what a full HCD study would entail. An actual HCD study involves in-depth historical research, complete neighbourhood architecture/building inventories, full analysis of historic landscape character, street network and movement patterns, examination of socio-economic environment.

Identification of Natural & Built Historic Resources

The consultant team undertook an investigation of Armstrong's Point to determine historic significance and integrity and to identify relevant built and natural heritage resources. A number of resources were investigated to determine whether Armstrong's Point, as the study area, would be eligible for consideration for HCD designation.

District Historic Significance can be described as:
"*Where a study area is determined to have cultural heritage value and integrity*".

The cultural values determine the heritage significance of a district. The cultural values can be defined as the identified reasons for a heritage district to be considered historically significant

and eligible as a conservation district. The district must be examined for its cultural, historical and spiritual significance.

The following values are examined to identify the historic and architectural significance:

- historical association
- architecture
- architectural details
- vernacular design
- overall spatial pattern
- integrity
- historic views
- circulation network and pattern
- boundary and other linear features
- landmark status
- site arrangements
- vegetation patterns
- landscape and public open space

During the first community meeting, the Armstrong's Point participants examined the cultural values and historic significance of their neighbourhood in order to determine historic significance and, thus, eligibility. The results of this exercise are outlined in Section 3.0 of this document.

The consultant team conducted an investigation of Armstrong's Point for the purpose of establishing its historic significance and to test a procedure for conducting a HCD study and subsequent plan.

Armstrong's Point has long been acknowledged as an important neighbourhood, of great significance to Winnipeg's history. There have been a number of studies undertaken examining this neighbourhood and documenting its history, including a book, '*Armstrong's Point – A History*', by Randy Rostecki.





Cornish Library (Left), Ralph Connor House (Right)





Historical Image of Armstrong's Point (Left), Elm Tree Along West Gate (Middle), Wide Boulevards in Armstrong's Point

Maps of Armstrong's Point (See Appendix 2 of this document)

The consultant team used the available resource information to develop a set of maps that identify the following:

- Context map identifying Armstrong's Point location in Winnipeg
- Aerial photograph of present day Armstrong's Point
- Historical Buildings map
- Current conditions map
- Natural features map
- Land use map

In addition to the mapping, the consultant team prepared a *History of Armstrong's Point* and collected a number of photographs of the area, both contemporary and historic.

This information was presented during Meeting 1 with the community for the purpose of conducting the evaluation of Armstrong's Point to determine its historic significance.





Context Map of Armstrong's Point (Left), Aerial Photograph of Armstrong's Point (Right)

Statement of Significance

The Canadian Register of Historic Places (CHRP) is a national database of historic places formally recognized by all three levels of government – federal, provincial and municipal. The CHRP has introduced the **Statement of Significance** (SOS) as a tool for documenting in a succinct way, the heritage value of a building or district. The SOS ensures that "heritage values are communicated in an effective and consistent manner that bridges the differences between jurisdictions."

The SOS contains:

- *a brief description of the historic place;*
- *an identification of the key heritage values assigned to the historic place, and;*
- *a list of its principal character-defining elements*.

The Statement of Significance (SOS) is the "key document in determining goals, standards and techniques that are appropriate for conserving the historic places into the future."

The following **Statement of Significance for Armstrong's Point** was developed as a result of the findings from the community exercise.

Description of Historic Place

Armstrong's Point is a residential neighbourhood located southwest of Downtown Winnipeg on a 54-acre meander along the north side of the Assiniboine River. The Hudson's Bay Company originally granted the parcel of land to Captain Joseph Hill, in 1848. Hill placed the property into the care of Corporal James Armstrong in 1853 when he went to fight in the Crimean War. Armstrong, assuming Hill had died, assumed ownership of the land and eventually sold it to F.E. Cornish. Hill, however, returned in 1880 and restored his ownership. He sold the property in 1881 for $28,000 to a syndicate, whose intentions were to subdivide and sell properties to the elite of Winnipeg. The first houses built during the 1880s, were Victorian in style. Armstrong's Point was considered more of a summer residential area for "the country set of Winnipeg's commercial elite". Building began in 1882, with twenty homes on the Point by 1904. Construction continued with the majority of houses built between 1910 and 1920.

The Point is bounded by decorative Gates, built in 1911, at the three entrances and a riparian forest along with the river wraps around the Point. The streets are tree-lined and the individual properties are well treed, making it an environmental haven.

There are a total of 124 lots with 106 single-family residences, a library, a school, a private club, 13 duplex-triplex conversions, a neighbourhood care home and two public green spaces.

The fact that the building stock, street layout and vegetation are relatively intact gives this district a distinct identity within Winnipeg.

Description of Historic Place (Con't)

Heritage Value

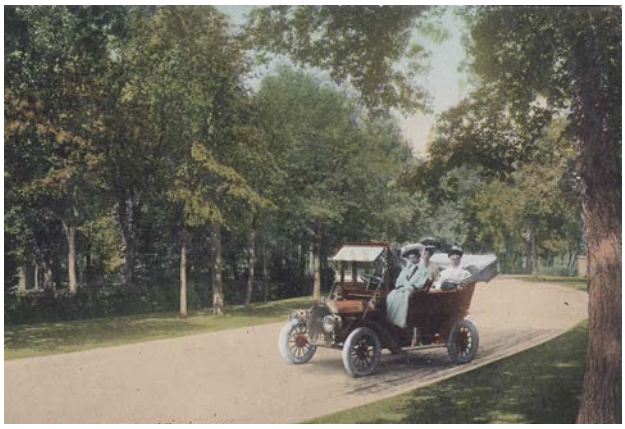
The following values were identified by the AP community during the first workshop

- It is an intact neighbourhood over a century old;
- It is the first suburban neighbourhood in Winnipeg;
- It illustrates an exclusive high-end neighbourhood of early Winnipeg;
- Many of the residences were originally built and occupied by Winnipeg's founding families;
- Armstrong's Point is clearly bounded by the Assiniboine River and decorative fencing and gates;
- Intact building stock of single-family residences, built between 1882 and 1920;
- The inventory of buildings is listed on the Historical Buildings Conservation Inventory (By-law No.14-74 of 77, as ammended).

Character-Defining Elements

- Distinct location in an ox-bow of the Assiniboine River, bounded by the river on three sides, Cornish Street on the fourth side and separated by gates built at the three entrances to the Point;
- Well-defined geography - tree-lined streets wrapping around the Point with a generous central boulevard;
- large stock of architecturally significant buildings, built between 1870's and 1920's, including the Cornish Library;
- houses were built by and belonged to many of Winnipeg's founding families and prominent individuals;
- The Gates are distinct to Armstrong's Point – Winnipeg's first and only gated community.





Water Works Where the Current Day Cornish Library Stands, c. 1900 (Left), Historical Image of Armstrong's Point (Right)

Heritage Conservation District Boundaries

In order to properly identify the district, its boundaries must be defined. The boundaries should include those areas that relate to the cultural heritage values, the character and/or the geography of the district.

> In the case of Armstrong's Point, the boundaries are clearly defined by the geographic location of the district. Other districts may be defined by the uses or typologies or combinations of all three.

3.0 Community Engagement

Community Consultation Process

The consultant team worked with the City of Winnipeg to develop a project website to ensure the broader public was informed of the study and, more specifically, that Armstrong's Point property owners had various means in which to participate in the Case Study. To reach as many residents of Armstrong's Point as possible, the community consultation included the following activities:

Direct Mail and Posters

Invitations to attend the two workshops and the final open house were delivered to the approximate 125 residences in Armstrong's Point. For each of the three events, community volunteers generously donated their time to deliver the invitations. The project website and contact information was included on the invitations. Some residents who were unable to attend the workshops contacted the City or HTFC by telephone or email to share their comments. Posters for each event were placed in the Cornish Library, located within Armstrong's Point.



You are cordially invited to join us in the

City of Winnipeg's

Heritage Conservation District Study

Case Study: Armstrong's Point

Tuesday, November 26th
6:30 pm at Westminster United Church
745 Westminster Avenue (accessible entrance), Winnipeg, MB

Your RSVP is kindly requested to:
HTFC Planning & Design
info@htfc.mb.ca or 204.944.9907

We're looking for your input into the process of developing a plan for the designation of Heritage Conservation Districts in Winnipeg using Armstrong's Point as a case study.

This is the first of three community meetings that will be held. Attendance at all three is not required, but we hope that you will be able to contribute to the greatest extent possible.

Hosted by the City of Winnipeg
Facilitated by HTFC Planning & Design in collaboration with
SPAR Planning Services & Historyworks

For additional information visit:
http://www.winnipeg.ca/ppd/historic/current_projects.stm
or contact:
HTFC Planning & Design
204-944-9907 info@htfc.mb.ca

Winnipeg

HTFC PLANNING & DESIGN

Armstrong's Point Workshops and Open House

Workshops #1 and #2 were held in the Meeting Room at Westminster United Church. This accessible venue is located adjacent to Armstrong's Point on Maryland Ave. The Meeting Room worked well for a/v presentation as well as small round table discussions. The Open House was held at Ralph Connor House, located in the heart of Armstrong's Point at 54 Middlegate. Ralph Connor House, home to the University Women's Club of Winnipeg, offered a comfortable setting for residents to drop in and view the presentation boards, discuss the findings and the learn about the next steps in the study. While most Open House attendees had participated in the earlier workshops, a few new residents came out to learn about the project and what the findings and recommendations mean for Armstrong's Point.

Project Website

http://www.winnipeg.ca/ppd/historic/current_projects.stm

A project webpage was established as another tool in which citizens could express their opinions, provide feedback and receive periodic project updates. The City of Winnipeg hosted the project information within the Planning, Property and Development Department under the Current Projects section. HTFC and the City authored the content for the project web page that included general HCD background information and specific information pertaining to Armstrong's Point Case Study such as: area maps; area history and; workshop notifications, presentations and outcomes. The URL for the project web page was promoted on business cards and handed out at the workshops so that participants could promote it to other neighbourhood residents. A Public Comments button provided citizens with the ongoing opportunity to share their feedback directly with the City of Winnipeg.

The study identified a total of three meetings with the Armstrong's Point community. The initial meeting involved a presentation of background information and an overview of heritage districts, applying the findings from other cities. In a workshop format, the participants worked in small groups to examine their neighbourhood from the perspective of establishing a Heritage Conservation District. A second meeting was held to review the outcomes of the first meeting and to examine the potential benefits and challenges that would impact the community using Armstrong's Point as a case study. The consultant team then applied these findings in the preparation of the draft plan. The third meeting was held in an Open House format with a display of *background information and recommendations for developing a plan for the designation of Heritage Conservation Districts in Winnipeg.*

Workshop #1

The first workshop meeting with the community was held on Tuesday, November 26, 2013 at Westminster United Church. A mailing to all of the property owners in Armstrong's Point invited community members to come and learn about the City of Winnipeg's study to develop a Heritage Conservation District plan; what a Heritage Conservation District is; and how Armstrong's Point can be used as a case study for HCD designation. Approximately 40 residents were in attendance with several more sending regrets but expressing interest to remain in contact for future participation.

The evening presentation began with a brief introduction of the consultant team. This was followed by an overview of the City of Winnipeg's heritage planning and the significant heritage inventory found within Armstrong's Point. Several models from other cities, collected both nationally and internationally, of heritage district designation were shared as well as some of the key findings from these interviews and research. This portion of the presentation concluded with a short narrative of the cultural history and early development of Armstrong's Point.





Group Discussions at Community Meeting 1

In the second half of the evening, the Ontario Heritage Toolkit for Heritage Conservation Districts was presented as an example of the steps and the considerations toward heritage conservation designation. Workshop participants were divided into four working groups. Members of the consultant team helped to facilitate small group discussions on heritage conservation districts using Armstrong's Point as a model. A note taker was appointed in each group to record the discussion. The exercise consisted of four key questions aimed to focus the examination and evaluation of Armstrong's Point as a Heritage Conservation District. Individuals were encouraged to listen to one another and work together to provide a list of what the significant qualities and features are of Armstrong's Point as a heritage conservation district. Groups were also asked to identify the possible challenges that may come along with heritage designation. Each small group then presented their findings to the entire assembly.

The information gained from this workshop helped to inform the consultant team's next steps and the preliminary draft of the Winnipeg Heritage Conservation District designation plan.

In conjunction with the values and qualities identified during the workshop session, a Statement of Significance for Armstrong's Point was prepared as an example for the purpose of the study. (Section 2.0 of this document).

The information session is encapsulated in the PowerPoint presentation, and *History of Armstrong's Point* document that were presented by each of the consultant team.
(See Appendix 3).

During the workshop session, the participants were asked to consider and discuss the following questions, as they relate to consideration of Armstrong's Point as an example of a heritage conservation district in Winnipeg and in order to determine its unique historic significance relative to the City's growth and development.

The following questions were discussed:

1. Identify cultural heritage values of Armstrong's Point.
2. What do you consider to be the significant qualities and features about Armstrong's Point?
3. Why are these qualities and features significant to Armstrong's Point as a heritage district?
4. What are some of the challenges you believe may come along with heritage designation?

See Appendix 4 for more detailed workshop information.

Summary of the Responses

The summary of findings is as follows:
1. Identify cultural heritage values of Armstrong's Point.
2. What do you consider to be the significant qualities and features about Armstrong's Point? (Similar responses were given for questions 1 and 2)
Armstrong's Point is one of Winnipeg's oldest neighbourhoods, originally settled by some of Winnipeg's most prominent citizens, such as, Bannatyne, Ashdown, Cornish, Connor and Bain.

Its location on the Point is significant and many of the buildings are of historic and architectural significance. The Gates have landmark status.

The district has retained its integrity and has a notable spatial pattern, circulation network, streetscape and landscape, as well as, clearly defined boundaries.

There are a number of amenities that have heritage value, such as, the Cornish Library, the green spaces, river access.

The community is strong, very active, involved and committed to preserving and protecting the neighbourhood.

3. Why are these qualities and features significant to Armstrong's Point as a heritage district?
Armstrong's Point is a resource to the city as a whole because of its significant history as a founding neighbourhood and its amenities, such as, its streetscape, circulation network, proximity to the river, mature heritage trees and overall aesthetic.

4. What are some of the challenges you believe may come along with heritage designation?
Workshop participants were concerned about :

- Potential restrictions to housing renovations/additions, cost of building maintenance;
- Communication and education to the community regarding the HCD process; and
- The extent of control that might be applied to the neighbouhood.

They also questioned how the HCD would function regarding those property owners who don't buy in.

Workshop #2

The second workshop meeting with the community was held on Tuesday, January 14, 2014 at Westminster United Church. Once again, a mailing went to all of the property owners in Armstrong's Point inviting community members to come and learn about the City of Winnipeg's study to develop a heritage conservation district plan; what a Heritage Conservation District

is; and to participate in an exercise exploring the issues concerning HCDs. Approximately 24 residents attended this meeting.

The evening presentation began with a brief introduction of the consultant team, followed by an overview of the City of Winnipeg's heritage planning and some review of the information from the first meeting.

The rest of the evening was devoted to the workshop session. Workshop participants were divided into three working groups. Each participant received a workbook that contained a number of questions about issues related to HCDs (see Appendix 4). Members of the consultant team helped to facilitate the group discussions as participants responded to each of the questions contained in the workbook. SPAR Planning Services led the process and answered questions as they arose. At the end of the evening, the consultant team collected the workbooks.

See Appendix 4 for more detailed workshop information and analysis.

Results of Community Meeting #2

Following the workshop, the consultant team compiled the responses to the questions. These responses were helpful in informing the study about the expectations and concerns of communities with regard to designation of their neighbourhoods as HCDs (see Appendix 4). The following is a summary of the responses:

1. There are many features and values that may be considered in determining the unique heritage assets of an area. What do you feel are the most important key determiners for Heritage Conservation District designation?
Findings: Historical buildings and the distinctive people associated with an area are most important to Armstrong's Point residents, with the streetscapes, landmarks and views being of almost equal importance for determining a heritage designation. Archeological potential and linkages to cultural groups or movements were not considered to be highly significant.

2. Most cities encourage community involvement in the HCD designation process, to a greater or lesser extent. In what ways should local community members be involved in HCD nomination and study / plan preparation:
Findings: Armstrong's Point residents felt that a community-led request for designation is most important and highly value participation in a City or consultant-led preparation of a HCD plan. Providing research is somewhat important and of least significant is participation in area and property surveying.

3. Before introducing a new service, the City of Winnipeg will want to weigh options for funding the required resources. Besides (or instead of) the City, who should be contributing funds to HCD study / plan preparation:
Findings: There was strong support for provincial and federal governments to contribute to funding HCD studies and plan preparations, and moderate support for local community involvement. The corporate community is viewed as somewhat important to contributing funding support, however developers are viewed as least important to funding resources.

Results of Community Meeting 2 (Con't)

4. What particular group, organization or individual could contribute in other ways to the heritage conservation designation process? (e.g. provide information, research, access to files, expertise, guidance, etc.)
Findings: There is strong endorsement for support from Heritage Winnipeg and the Manitoba Historical Society as well as local neighbourhood heritage groups to contribute to the heritage conservation designation process.

5. Designation of specific HCDs will ultimately require City Council approval. What factors should Council consider in reaching designation decisions:
Findings: Armstrong's Point residents strongly supported City Council's consideration of a local community expression of support for HCD designation. Of equal weighting is a district's historic context(s). Of moderate importance is the fragility of district assets or district stability. The least important factor in considering heritage designation was an area's heritage tourism potential.

6. Different cities recognize HCDs in different ways - ranging from providing commemorative status (through Council resolution) to invoking strict regulations and rigourous permit review procedures (through Council by-laws), and many other ways between these extremes.
Findings: There was very strong support for Winnipeg's HCD's to be implemented through district plan policies that express local heritage conservation values. It was not important (not preferred) that HCD's be implemented solely through zoning regulations. There is little support for purely commemorative status recognition.

7. Many cities with HCDs in place provide guidance on alterations to valued buildings and structures, prevent demolition of heritage assets and discourage insensitive infill development. Winnipeg's HCDs should include:
Findings: Armstrong's Point residents view plan direction concerning the local community's heritage values to be of most importance to guide valued building alterations and infill development. Also important is the inclusion of a local community heritage advisory committee. Special zoning regulations and design guidelines have substantial support with the community. In general, the same values were applied to other potential HCDs in Winnipeg with greater acknowledgement for supporting broader historic contexts or themes.

8. Primarily to encourage conservation - but also to balance possible challenges and shortcomings - some cities provide a variety of incentives for properties located within HCDs. In Winnipeg, potential incentives should include eligibility for:
Findings: Armstrong's Point residents view financial ncentives (tax rebates/grants) and district wide improvement projects to be the most important incentives for properties within an HCD with moderate support of expedited permit reviews, services for approvals and zoning relaxations. In general, the same values were applied to other potential HCD's in Winnipeg.

Results of Community Meeting 2 (Con't)

9. Along with the benefits of HCD designation comes the management of proposed changes. To ensure that the appropriate due diligence is taken, when alterations are applied for, how willing would you as a property owner be to experience:
Findings: Some support for delayed approvals or additional costs if they uphold and respect the heritage character. Good willingness and general support for working within guidelines and restrictions.

10. How would HCD guidelines and practices be best communicated?
Findings: Residents of Armstrong's Point strongly supported the communication of HCD guidelines and practices through the City of Winnipeg Website. Also showing strong support was for the take away brochures and access to heritage experts.

Open House

The third meeting with the community was held on Tuesday, February 11, 2014 at Ralph Connor House. A mailing went to all of the property owners in Armstrong's Point, inviting community members to come and, for those who had not been at previous meetings, learn about the City of Winnipeg's study to develop a heritage conservation district plan; and what a Heritage Conservation District is. For all attendees, to see the findings, which included a Road Map for the procedures to achieve Heritage Conservation District Designation. Approximately 24 residents attended this meeting.

The Open House took place between 4:00 pm and 7:00 pm as a drop-in, with community members coming, examining the display boards and engaging in discussion with City representatives and consulting team members. Participants were encouraged to visit the City website to examine the information in greater detail and leave comments.

See Appendix 5 for more information on the Open House presentation.



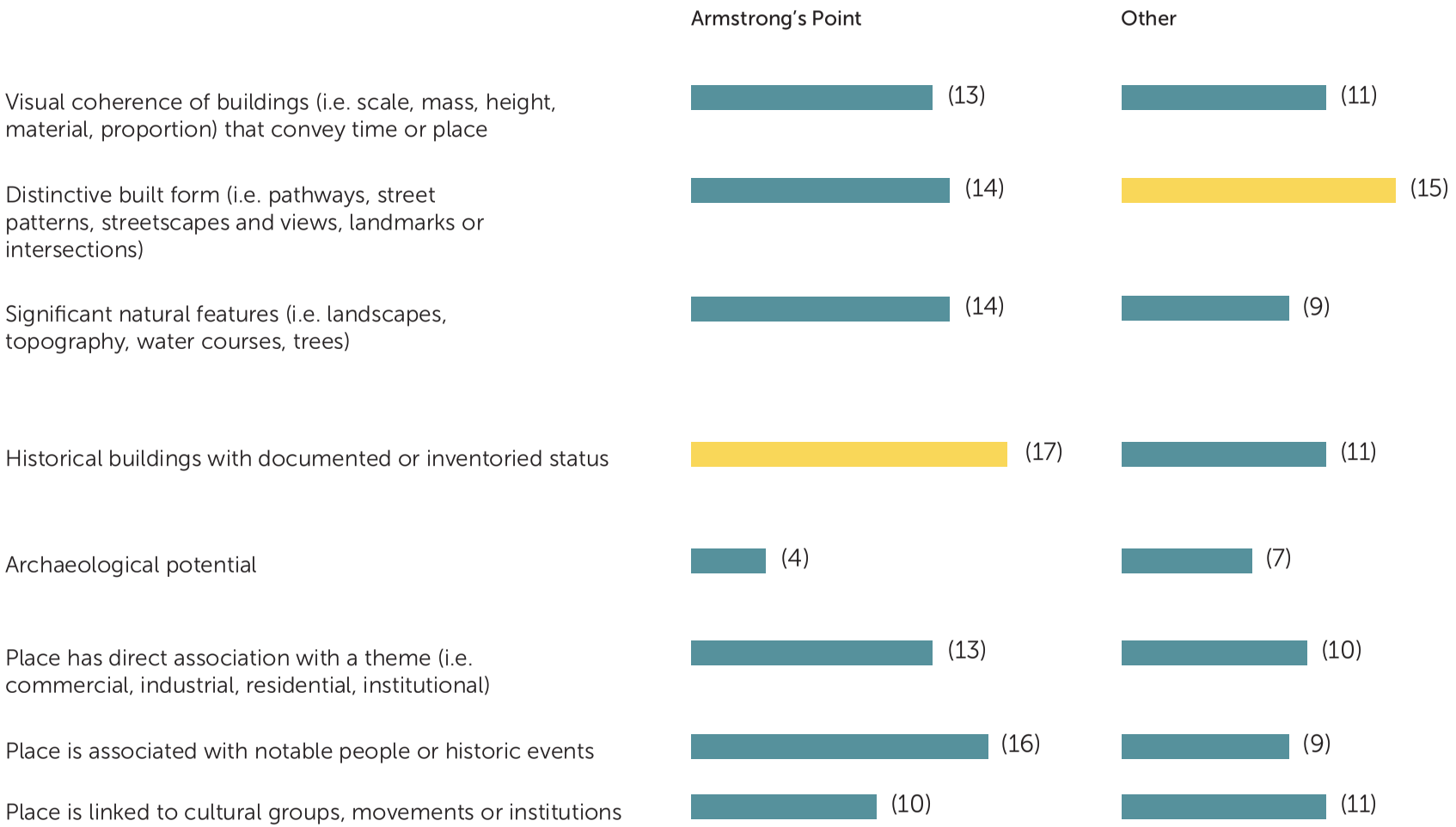


Open House

Workbook

1. There are many features and values that may be considered in determining the unique heritage assets of an area. What do you feel are the **most important** key determiners for Heritage Conservation District designation?

Please check those that apply to Armstrong's Point and other potential Winnipeg heritage districts such as Osborne Village, the East Exchange District, Wildwood Park, Point Douglas, etc.

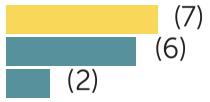


Workbook

2. Most cities encourage community involvement in the HCD designation process, to a greater or lesser extent. In what ways should local community members be involved in HCD nomination and study / plan preparation:

Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important

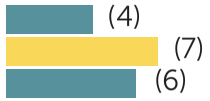
Request for designation



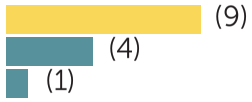
Research on district history / heritage significance



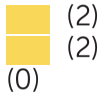
Property and area-wide survey



Participation in City or consultant led study / plan preparation



Other (please list)
- *opportunity for visitors to participate in addition to community members*
- *appeal framework for property owners*



Workbook

3. Before introducing a new service, the City of Winnipeg will want to weigh options for funding the required resources. Besides (or instead of) the City, who should be contributing funds to HCD study / plan preparation:

Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important

Local community



City-wide heritage advocacy organizations



Provincial or federal governments



Developers



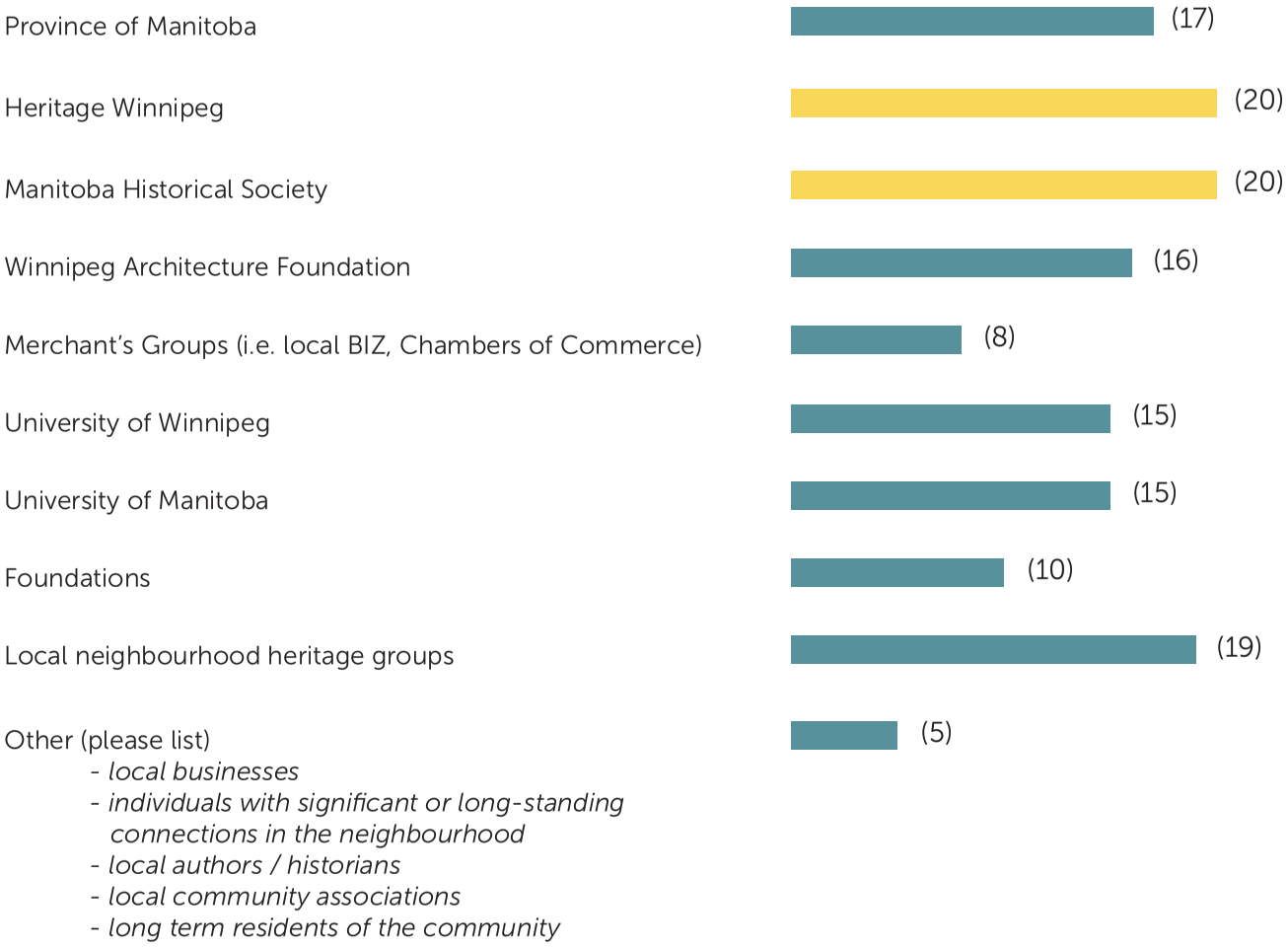
Other (please list)
- *corporate sponsors (i.e. Manitoba Hydro incentives for street lighting)*
- *charitable donations from benefactors*



Workbook

4. What particular group, organization or individual could contribute in other ways to the heritage conservation designation process? (e.g. provide information, research, access to files, expertise, guidance, etc.)

Check all that apply or list others.

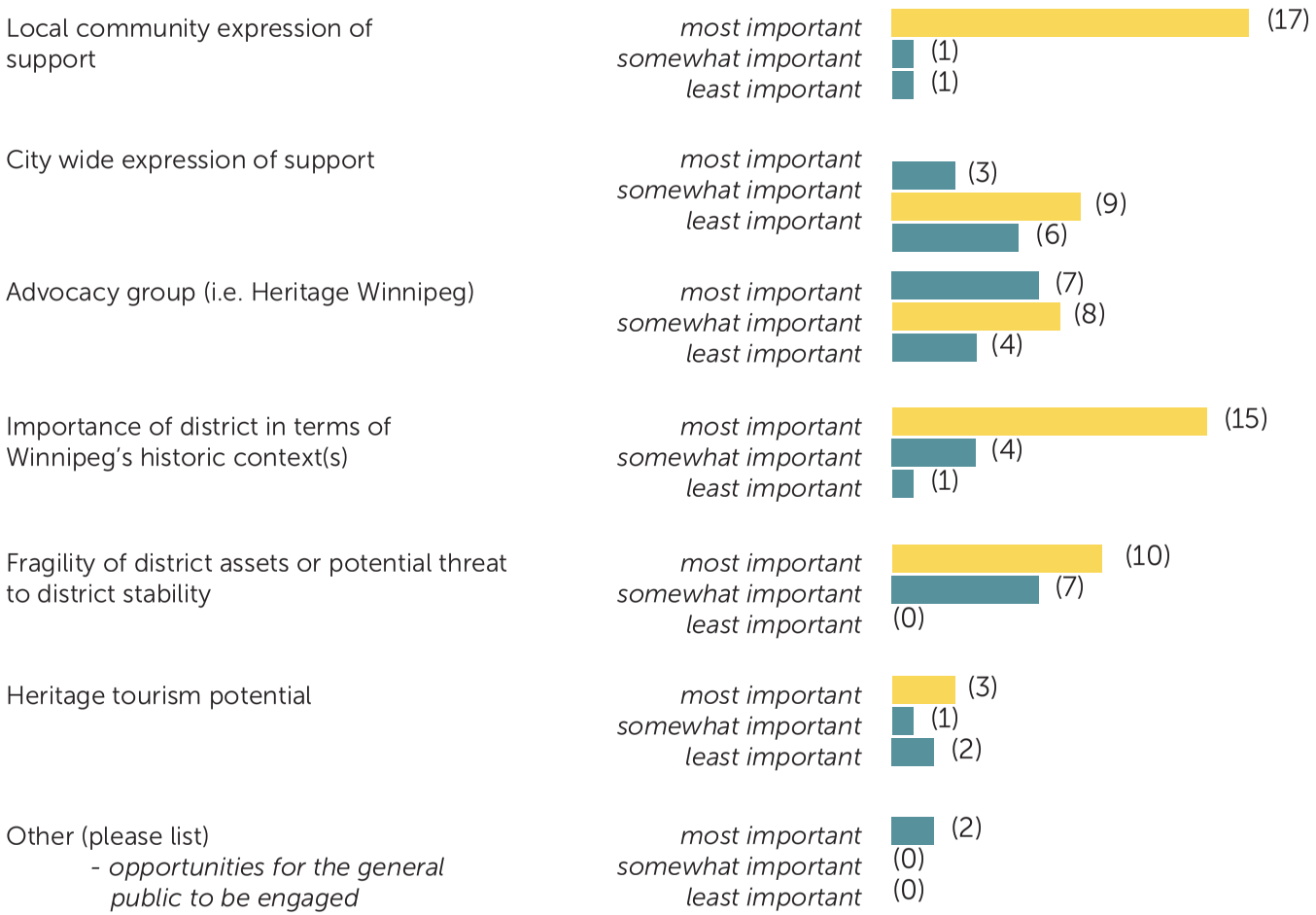


- *local businesses*
- *individuals with significant or long-standing connections in the neighbourhood*
- *local authors / historians*
- *local community associations*
- *long term residents of the community*

Workbook

5. Designation of specific HCDs will ultimately require City Council approval. What factors should Council consider in reaching designation decisions:

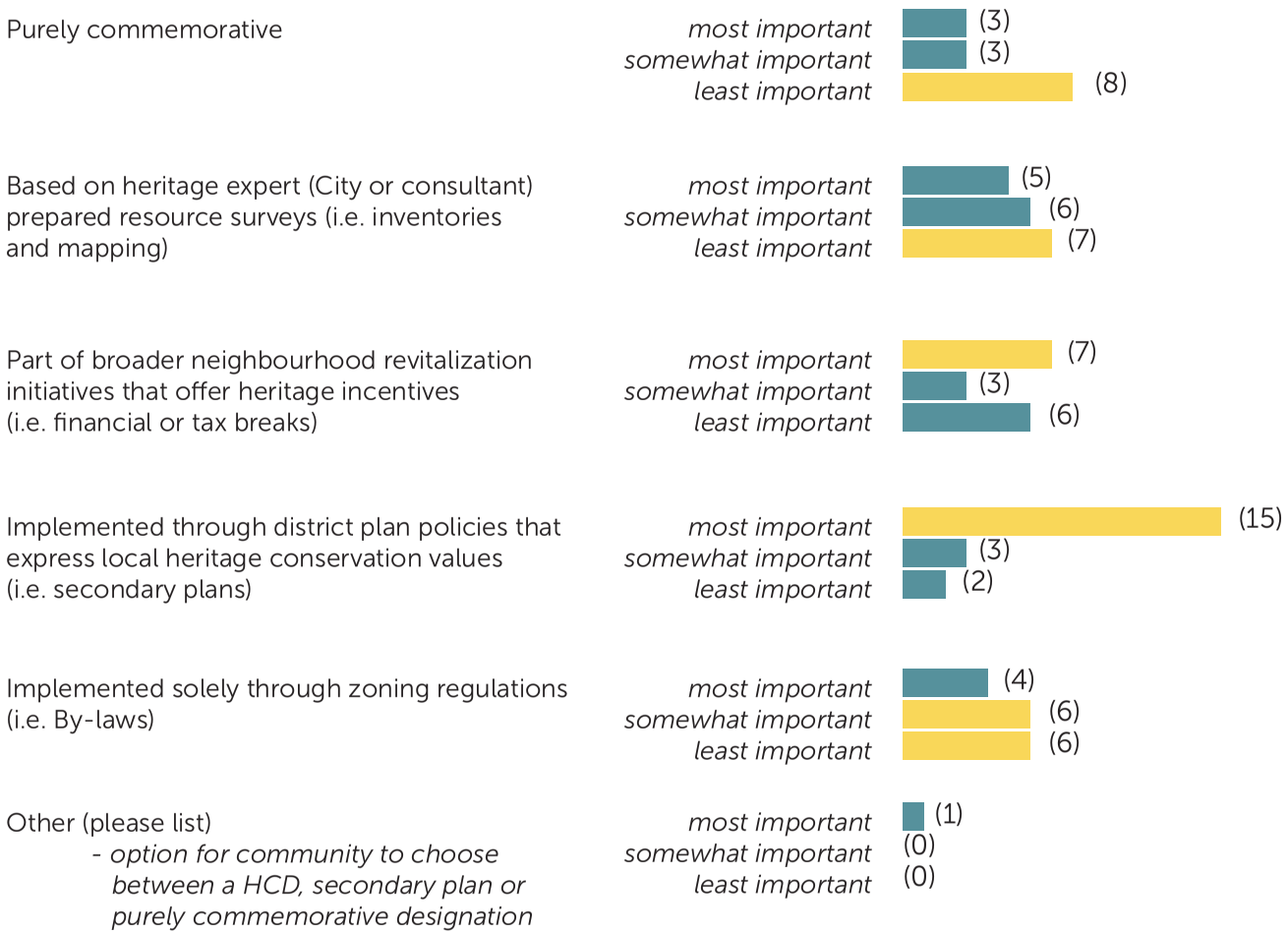
Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important



Workbook

6. Different cities recognize HCDs in different ways - ranging from providing commemorative status (through Council resolution) to invoking strict regulations and rigourous permit review procedures (through Council by-laws), and many other ways between these extremes. Winnipeg's HCDs should be:

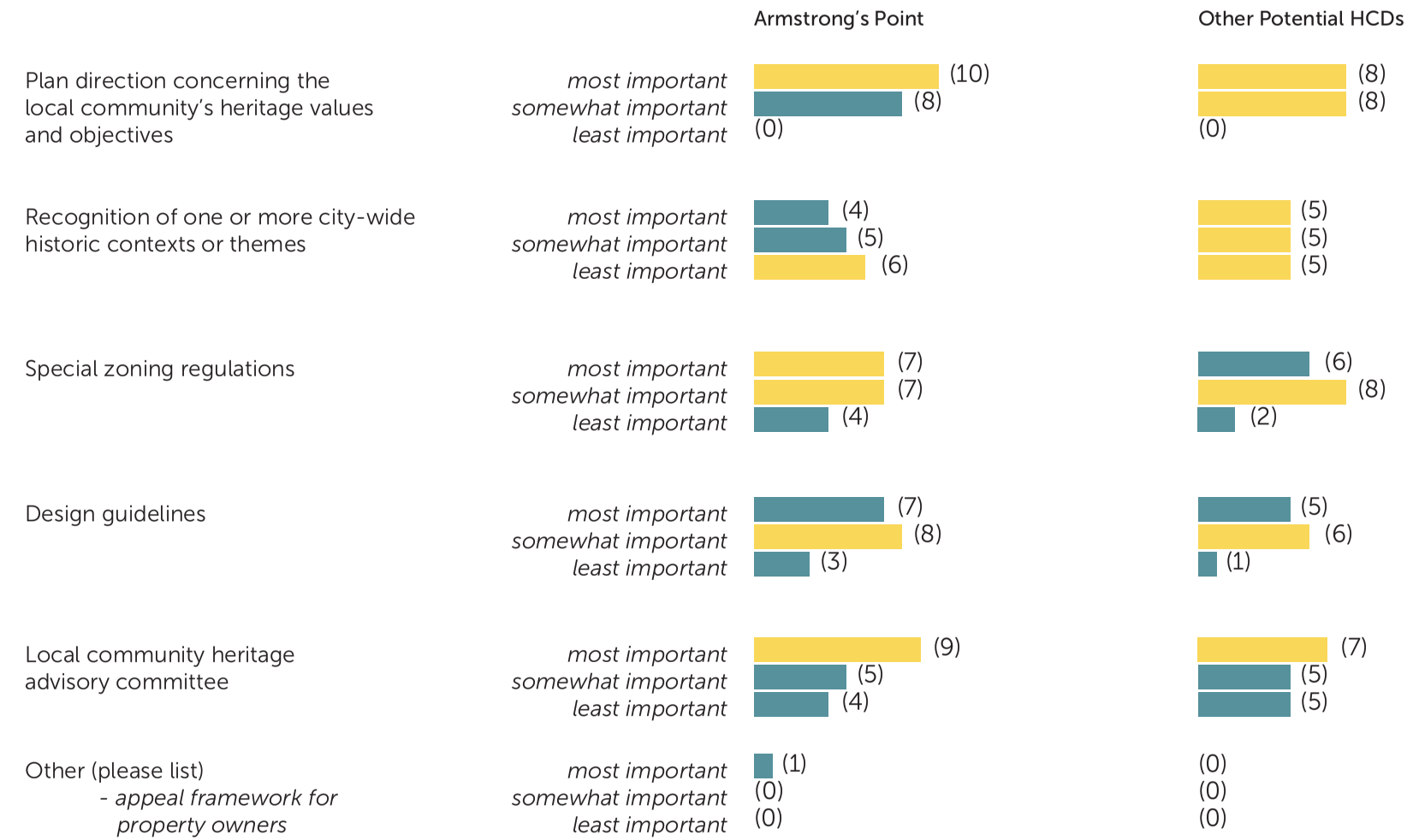
Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important



Workbook

7. Many cities with HCDs in place provide guidance on alterations to valued buildings and structures, prevent demolition of heritage assets and discourage insensitive infill development. Winnipeg's HCDs should include:

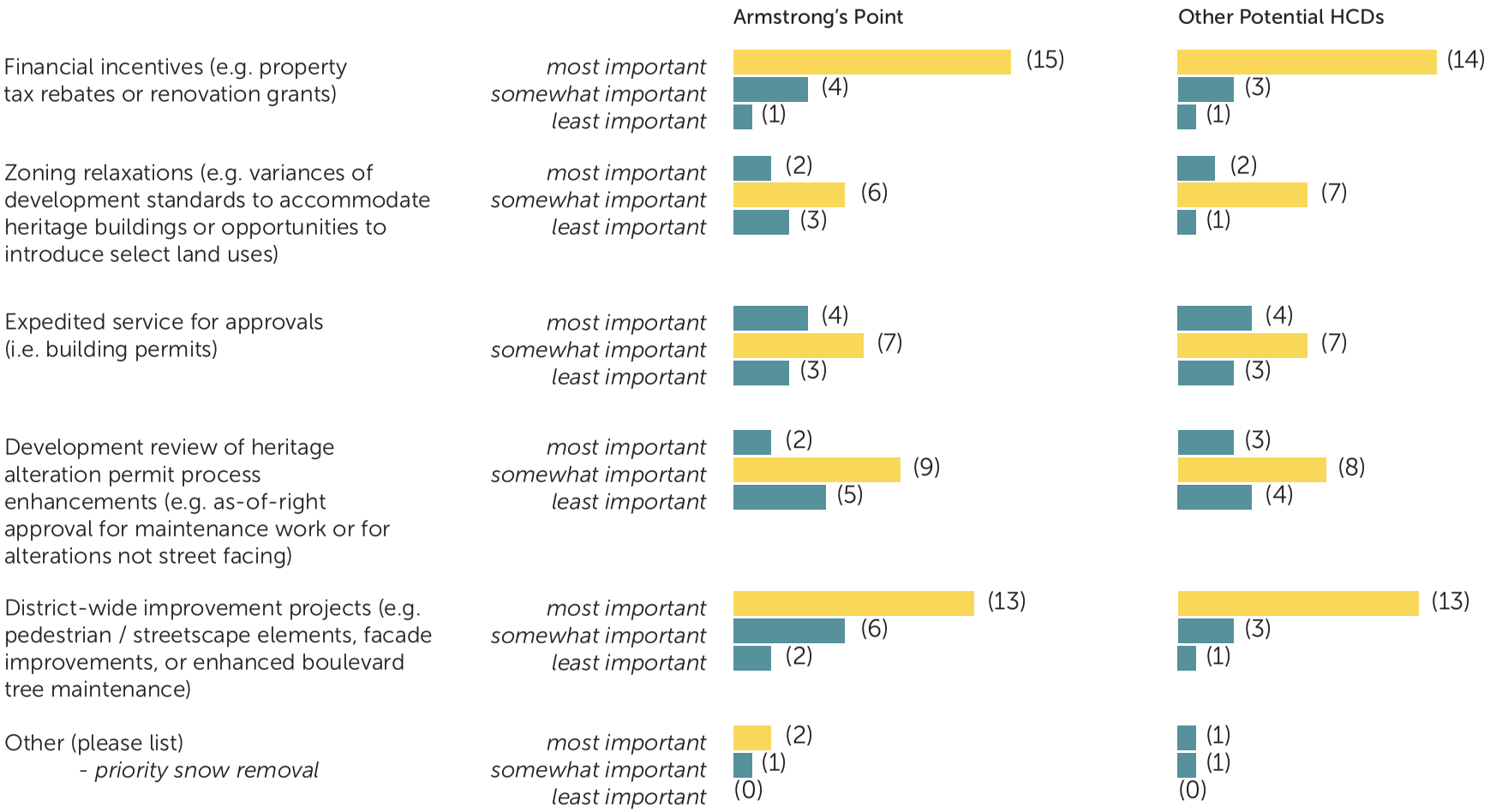
Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important



Workbook

8. Primarily to encourage conservation - but also to balance possible challenges and shortcomings - some cities provide a variety of incentives for properties located within HCDs. In Winnipeg, potential incentives should include eligibility for:

Please place a number from 1 to 3 in the corresponding boxes below where:
1 = most important, 2 = somewhat important, 3 = least important



Workbook

9. Along with the benefits of HCD designation comes the management of proposed changes. To ensure that the appropriate due diligence is taken, when alterations are applied for, how willing would you as a property owner be to experience:

Please place a number from 1 to 3 in the corresponding boxes below where:
1 = willing, 2 = somewhat willing, 3 = not at all willing

Longer delays for permit approvals due to special review at the City



Increased costs for alterations due to requirements for materials / craftsmanship respecting the heritage character



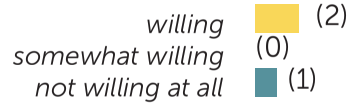
Working within guidelines & restrictions



Making a presentation to an advisory committee (open to public)



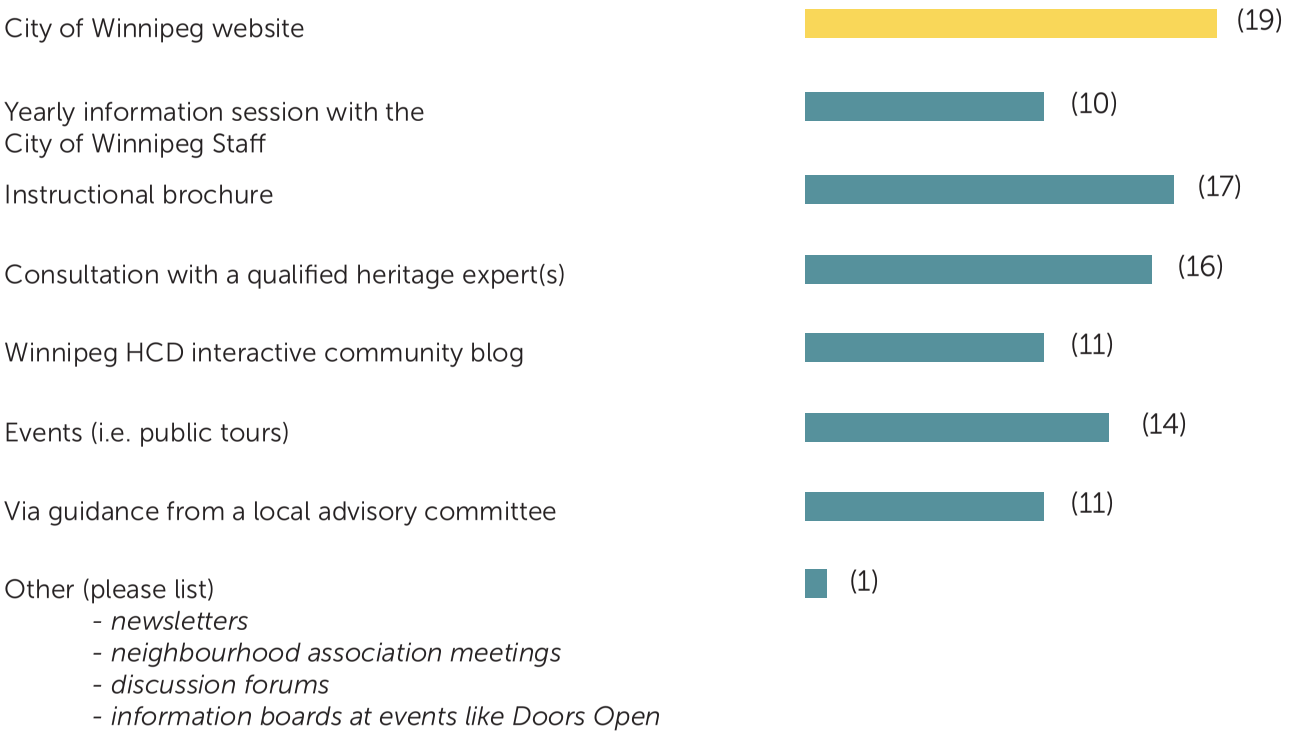
Other (please list)



Workbook

10. How would HCD guidelines and practices be best communicated?

Check all that apply or list others.



4.0 Assessing the Eligibility of a District

In order for a neighbourhood/district to qualify for Heritage Conservation District designation, it must have "cultural heritage values that identify it as a significant heritage area, and it must possess sufficient integrity to communicate those values."

The process of evaluating the criteria is an extensive one, requiring a detailed assesment of a neighbourhood, weighing both the tangible and intangible qualities.

A HCD study requires that the cultural heritage values be identified and assessed, that they apply to the whole district and must be apparent in its cultural values.

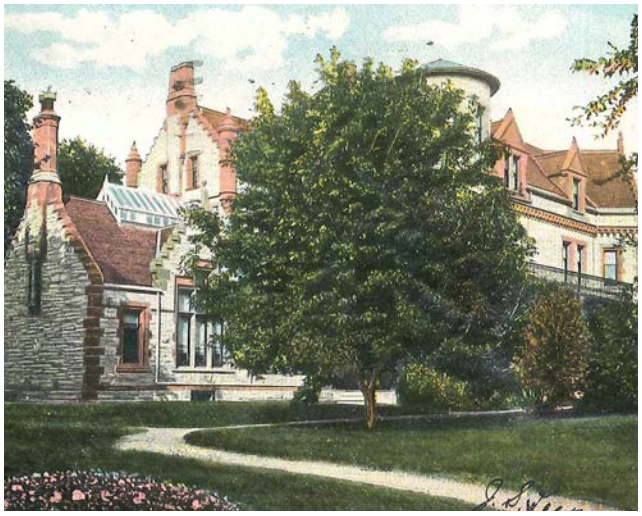
The following criteria are used by a number of cities to assess the eligibility of a neighbourhood to be designated as a Heritage Conservation District.

Determine the cultural heritage values of the District based on:

- **Design or physical value**:
  - it has rare, unique and representative architecture, style, type, expression, material or construction method;
  - it has rare, unique and representative layout, plan, landscape or spatial organization;
  - it displays a consistently high degree of overall craftsmanship and/or artistic merit.

- **Historical or associative value**:
  - it has direct associations with a theme, event, person, activity, organization or institution that is significant to the community;
  - it has a history that is significant to the history and development of the greater community;
  - it demonstrates or reflects the works or ideas of a significant planner, architect, builder, designer who has played a significant role in the development of the community.





Residence Today in Armstrong's Point (Left), Bannatyne House (Right)

• Contextual value:
  - It possesses a character that defines, maintains or supports the area's history and sense of time and place;
  - it contains resources that are interrelated by design, history, use and/or setting;
  - it is defined by or planned around a significant landmark.

• Social or community value:
  - inherent to its history/heritage, is information that supports or contributes to an understanding of, or maintains identity, community, culture or identity within the community;
  - it is historically and/or functionally linked to a cultural group, an organized movement or ideology that is significant to and plays a significant role within the community.

• Natural value or scientific value:
  - it has a rare, unique or representative collection of significant natural resources;
  - it represents or is a result of a significant technical or scientific achievement.

Determine the integrity of the District
The integrity refers to whether the district has physical integrity. This is determined by the quality of the interrelationship of the resources in the district:

• the visual, functional or historical coherence
  - are there common thematic, architectural or associative characteristics that reinforce the unity and cultural heritage values/
• authenticity
  - does it retain most of its original materials, layout and patterns?
  - have infill and alterations been made with sensitivity to the original cultural heritage values?

These criteria would be applicable to all communities/districts being considered for Heritage Conservation District designation, such as industrial districts, commercial districts, mixed-use and residential. The same criteria would tell many different stories, depending upon the districts/ neighbourhoods.

The Statement of Significance would contain the results of this investigation (see Section 2.0 of this document).





East Blanchard Park (Left), Children Walking Armstrong's Point Walking through the Iconic Gates (Right)



View Looking Across to Armstrong's Point

5.0 Assessing the Eligibility of Armstrong's Point

Armstrong's Point proponents would develop their HCD study by applying the heritage culture values and integrity criteria to their assessment of the neighbourhood.

The exercises conducted during the workshop meetings with the Armstrong's Point community was one method for conducting preliminary testing to assess whether this process and these tools would be a viable model for a Winnipeg HCD designation process. The consultant team found the directed questions and facilitated round-table discussions to be a successful method for determining the eligibility of a specific HCD.

Section 7 – Road Map illustrates the step by step process as it relates to Armstrong's Point.

6.0 Potential Benefits & Challenges

The following is a list (compiled from the *Ontario Heritage Tool Kit, the Toronto Procedures, Policies and Terms of Reference* and *Heritage Designation and Property Values: Is There an Effect)* of potential benefits that HCD designation would bring to a community.
HCD designation:

- provides a planning process that respects the community's history and identity;
- ensures that the history and identity are protected and preserved for generations to come;
- contributes to a community's sense of place;
- provides a process for sustaining the cultural values of the community into the future;
- provides information to the community about the history and heritage of the district;
- ensures maintenance of the cultural vibrancy of the community;
- contributes toward the development of the physical and cultural environment, which makes the community more attractive and improves the overall value;
- may be possible economic benefits through heritage incentive programs;

- may be additional government support for neighbourhood improvements (streetscape, greenspace, parks, etc.):
- can be used to encourage and manage tourism activity;
- empowers the municipality with the ability to identify special areas that possess unique character and to ensure that that character is preserved;
- provides an effective, comprehensive and flexible land use planning tool;
- there is a "positive correlation between designation and an enhancement in the rate of increase in property values when measured against the average trend in property values"

Perceived Benefits of HCD Designation to Armstrong's Point

During the first community meeting, the workshop participants identified the following potential benefits to Armstrong's Point, should it be designated HCD status:

1. Why are these qualities and features significant to Armstrong's Point as a heritage district?
    - Resource to the rest of the City (Armstrong's Point belongs to the City, not just the homeowners)
        - Architecture
        - Trees/Vegetation
        - "Calm" in the City
        - Aesthetics of the neighbourhood
        - People spend leisure time in neighbourhood (walking /
        - jogging groups, hospital residents and staff, daycare, etc.)
    - Preservation for future generations
    - Majority of residents would probably approve of further protection that historic designation would provide
    - Presence of school in the community is a benefit for some
    - Area is unique in Winnipeg due to its many features
    - Armstrong's Point is a part of the City's history worth preserving
    - Movie companies are drawn to the neighbourhood

Potential Challenges of Heritage Conservation District Designation

When contemplating application for HCD designation, communities must consider the potential challenges. By anticipating what those challenges might be, allows for communities to address them before moving forward. Solutions and recommendations can then be built in to the HCD Plan. Potential challenges may include:

- concerns re: dealing with properties within communities that don't conform to the overall theme, ie: contemporary home in a primarily Victorian neighbourhood/ commercial building in a residential neighbourhood;
- the plan might not address the requirements of a few property owners, who might feel constrained by the regulations;
- concerns regarding buy-in from property owners – what is the necessary buy-in required to start the HCD process?;
- encumbrances to establishing the HCD;
- requiring neighbourhood collaboration to move forward;
- question of how to enforce the HCD plan once it is in place;
- potential cost to property owners;
- concerns regarding imposed restrictions, rules and regulations.

Perceived Challenges Identified by the Armstrong's Point Community

Challenges identified by the Armstrong's Point community during Meeting 1 include:

- Resident communication / education – that residents will not be kept informed
- Regulations that would negatively affect individual property owners
- Worry that City policy will not reflect community input or misrepresent what the community deems important
- Perception of imposing restrictions on a community
  - Limitations / restrictions on repairs, housing additions, renovations, etc.
  - Maintenance of properties (costly, will City provide financial "rewards")
  - Dispelling myths such as imposing restrictions
  - Defining the extent of the controls applied
- Concern City will not follow through with the process
- Zoning and heritage designation need to go "hand & glove"
- Increase in traffic
- Transient movement (i.e. river access)
- Lack of local empowerment
- Some residents may leave the area as a result of heritage designation
- Slows down process of change
- Might deter new buyers or give that impression
- Some homes might not be kept up – heritage homes threatened (approx. 3 homes "vacant")
- Does it have teeth? Who or how will it be enforced
- Is it finite?
- Potential for dividing the community
  - What happens if some residents don't buy in?
- Need the neighbourhood to be collaborative
- Urban oasis, but with some challenges of growth



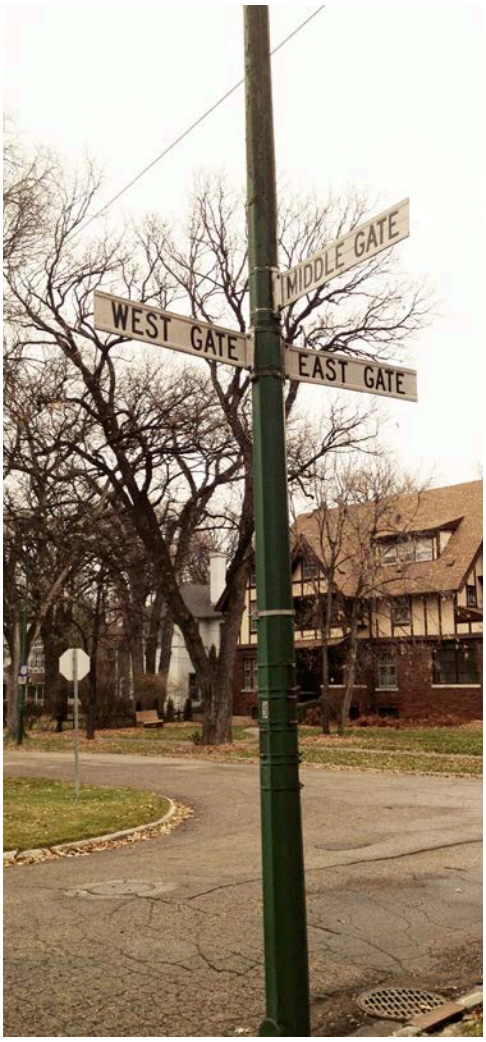
Historic Photo of Armstong's Point and the Maryland Bridge

7.0 The Road Map - Armstrong's Point Recommended Draft Plan

This section focuses on development of a draft plan for establishing Armstrong's Point as a Heritage Conservation District. The draft plan recommends a procedure that may serve as a model for establishing future HCDs in Winnipeg.

This study undertook a high level consultation process with the Armstrong's Point community to understand how HCDs would be established and function in the Winnipeg context. It does not suggest that this constitutes a real HCD study, but serves as an example for an actual procedure. Much more development work will have to be completed, including a comprehensive consultation and study process.

The following steps describe the recommended process for achieving designation as a Heritage Conservation District. The Road Map is modeled after the Heritage Conservation Districts – Ontario Heritage Tool Kit document. These steps are consistent with the recommendations made by Armstrong's Point community members during the consultation.





Where the Three Roads Meet (Left), The Gates (Right)

City of Winnipeg Recommended Procedures:

STEP 1 - Request to designate
- Request may come from:
  - local residents or neighbourhood heritage committee
  - City Historical Building Committee or Planning Property & Development Department
- Requesting body initiates preparation of a study

Armstrong's Point Community member completes the HCD Nomination Form and submits to the City of Winnipeg.

Scope of Study:
- determine objectives of study
- identify points for community input, roles & responsibilities

↓

STEP 2 – Consult with City department (City Department responsible for Heritage planning)
- Coordinate study with municipal heritage planner

City of Winnipeg staff and Standing Policy Committee on Downtown Development, Heritage and Riverbank Management review HCD nomination for eligibility and completeness

↓

STEP 3 – Official Plans provisions
- Check if Official Plan policies are clear & contain the necessary provisions to allow for district designation
- If required, make application for amendment

If nomination is successful, HCD study is authorized and City of Winnipeg staff meets with Armstrong's Point community to outline study process, roles and responsibilities

STEP 4 – Area Study
- Identify scope of study
  - character & appearance of area
  - examination & recommendation of boundaries
  - determine & recommend objectives of designation
  - recommend changes to Official Plan & municipal by-laws, as required
- Organizing the study
  - historical & documentary research
  - field studies
  - public consultation

HCD study is prepared and submitted, City of Winnipeg staff and/or consultant prepares study in consultation with Armstrong's Point community and makes explicit policies of plan including potential design guidelines, review process, etc. and any incentives.

↓

STEP 5 – Evaluation of cultural heritage resources and attributes
- Evaluation of heritage attributes
- historical association
- architecture
- vernacular design (building or structure makes use of local forms & materials)
- integrity – should retain a large part of original state (materials, shape, craftsmanship)
- architectural details – consider style, materials, details, colours, textures, relationships to neighbouring buildings
- landmark status or group value – building, structure, natural element

Study Process:
- Historical & Cultural Analysis
  - history & evolution of area
  - built form & landscape survey
    - inventoried buildings, landmarks, vegetation
  - analysis of typologies & district character
- evaluation of cultural heritage values

Statement of Significance

↓

STEP 6 – Define the boundary of the HCD

• The boundary of a district is determined by:
- historical factors
- visual factors
- physical features
- legal or planning factors

Define District Boundaries

STEP 7 – Public Consultation

• Designation of a Heritage Conservation district is dependant upon public support
• The public must be:
- informed
- have a clear understanding of the objectives for designation and the responsibilities that come with it
- have the opportunity to participate in the process of decision making

City of Winnipeg and consultant maintain ongoing consultation with Armstrong's Point community:

- provide property owners with consistent, accurate and clear information and receive input from Armstrong's Point community to help shape the HCD plan
- conduct area study with community engaged at key times during the process.
- Armstrong's Point may choose to assist with field studies or other aspects of study

STEP 8 – Preparation of the HCD Plan and Guidelines

• The HCD Plan will provide policies and guidelines that will assist in the protection and enhancement of the cultural heritage values of the district
• The Plan should include:
- statement of the district's cultural heritage value or interest
- description of heritage attributes
- policy statements and guidelines
- descriptions of minor alterations

Develop recommendations for Armstrong's Point HCD Plan. These may include:

- demolition applications
- alterations to existing structures
- reconstruction and/or restoration
- new additions, new or infill construction
- protection of mature trees, riverbanks, greenspaces, etc.
- establishing setbacks and height restrictions
- review process
- incentives
- ongoing community advisory committee

STEP 9 – Passing the designation bylaw and adoption of the HCD Plan

City of Winnipeg staff and Standing Policy Committee review HCD Plan and forward to Council for approval and by-law adoption.

STEP 10 - Following Adoption the advisory committee continues to bring issues, concerns to attention of Heritage Planner and after HCD is enacted.

Armstrong's Point Case Study: HCD Designation Process

The following outline assumes the City of Winnipeg has provisions in place for heritage district designation in its official Community Plan and is ready to receive nominations.

C of W HERITAGE PLANNER AND/OR CONSULTANT

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ARMSTRONG'S POINT COMMUNITY ADVISORY COMMITTEE

↓

ARMSTRONG'S POINT COMMUNITY CONSULTATION MEETINGS

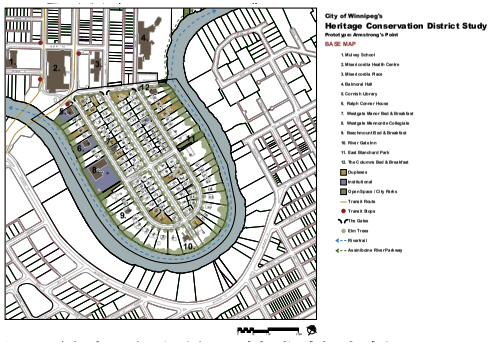
Armstrong's Point Readiness List

PREPARE & SUBMIT NOMINATION FORM ..... ACCEPTANCE OF REQUEST TO DESIGNATE

INITIATE STUDY (Elements for Inclusion)

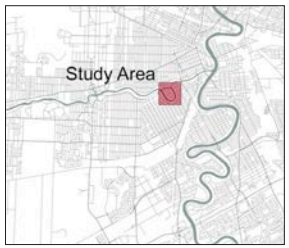
- Scope of Study
  - determine objectives of Study
  - identify points for community input, roles & responsibilities

✓ • Historical & Cultural Analysis .....
  - history & evolution of area
  - built form & landscape survey
    - · inventoried buildings, landmarks, vegetation
  - analysis of typologies & district character
  - evaluation of cultural heritage values
    (similar to Community Workshop No.1)



✓ • Statement of Significance ..... REFER TO HANDOUT OF PROPOSED AP STATEMENT

✓ • Define District Boundaries .....



- Develop Recommendations for HCD Plan
  Specific to Armstrong's Point, these may include policy & guidelines as they pertain to:
  - · demolition applications
  - · alteration to existing structures
  - · reconstruction or restoration
  - · new additions, new or infill construction
  - · protection of mature trees, riverbanks, greenspaces, etc.
  - · establishing setbacks and height restrictions
  - · Review process
  - · Incentives
  - · Ongoing community advisory committee

REVIEW DRAFT PLAN - with Armstrong's Point Community

SUBMIT TO C of W - Heritage Planning Department for Review





Historical Image of Armstrong's Point Boulevards (Left), View of the Point (Right)

8.0 Conclusions

The consultations and workshop process with the Armstrong's Point community served as a useful test case to evaluate Heritage Conservation District designation within the Winnipeg context.

Conclusions:

1. The Ontario Heritage Tool Kit and the Toronto Procedures, Policies and Terms of Reference were valuable templates when applied to the Winnipeg context. The clear step-by-step direction, the organization of information and accessible language of both documents make them good models to use in developing a Winnipeg HCD program.

2. Armstrong's Point participants responded well and understood the process and plan components. We recognize that Armstrong's Point is a community that is generally cohesive in its understanding of and objectives for Armstrong's Point as a potential HCD. They were knowledgeable about City of Winnipeg planning processes.

We anticipate however, that this may not be the case for all potential Winnipeg HCDs and that other communities may require more professional assistance in achieving their goals.

3. What the Armstrong's Point community told us:
   They are interested and ready to move forward with the process to achieve HCD designation for Armstrong's Point. The key comments provided by the residents on the following points are:

Community involvement and participation in the HCD designation process:

- Empowerment of the community is considered essential to the process.
- It is important that the community has input into development of the guidelines - communication to and education of the community are very important components of the HCD process.
- It is important that heritage conservation designation and zoning go hand-in-hand. City policy should reflect community input and properly represent community interests.

HCD requirements:

- It is important that HCDs be established to provide conservation, preservation and protection of heritage neighbourhoods and districts.
- Incentives and funding resources must be made available for communities seeking HCD designation in order to support the work required.
- The City and its designated Heritage advisory committee must determine degree of neighbourhood 'buy-in' that should be required to qualify for HCD nomination.
    - There is concern by those property owners that are not in favour of HCD designation that they will be "railroaded" into accepting and they want to understand how they can be exempted.
- The Armstrong's Point community supports City designation of an arm's- length heritage conservation advisory committee/association to administer the HCD process and to provide support to districts applying for HCD designation.

HCD Guidance, Assistance and Incentives:

- HCD program should provide guidelines and support for individual property owners with regard to property and building alterations and infill. This may take the form of guidelines, website information, staff expert advisor, list of contractors with heritage building expertise.
- Develop resources for financial support and incentives for communities/individuals.
- Incentive support may include:
    - Expedited permit reviews and services for approvals
    - Zoning relaxations

APPENDIX 1: A BRIEF HISTORY OF ARMSTRONG'S POINT

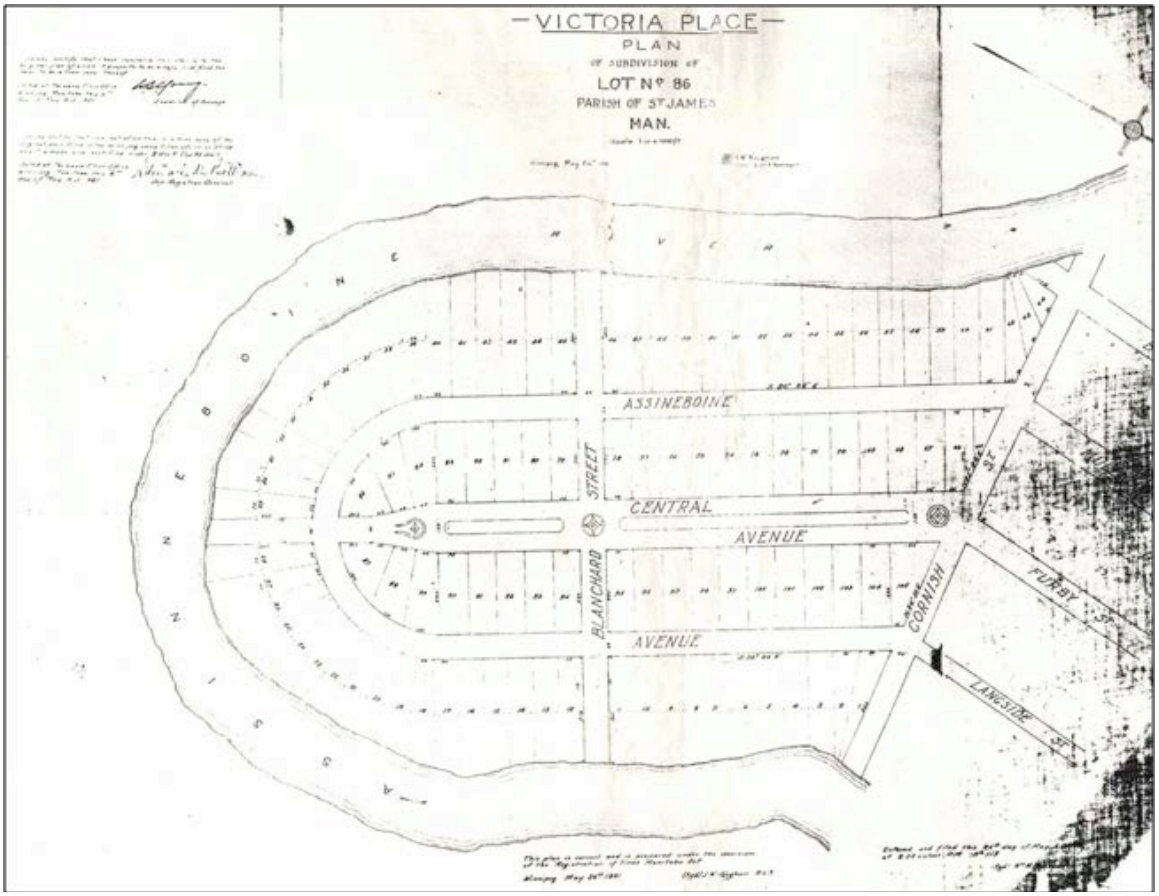
HISTORY OF ARMSTRONG'S POINT

Written and read by Giles Bugailiskis of Historyworks at Community Workshop #1

Looking for cultural themes that can tell us about a city's past.

There is no other neighborhood in Winnipeg that has had such a vast amount of historical material written about it than Armstrong's Point (AP). The list includes Lillian Gibbons' articles in the Winnipeg Tribune, university student studies, Justice Guy's pamphlet, the Manitoba Historical Society's walking tour in the 1970s, the Cornish Library's and Friends of Ralph Connor House publications, Randy Rostecki's excellent book, and recently Sandi Altner's Ravencraig. The common focus is the story of the district's stately homes.

Never-the-less a neighbourhood history is more than a summary of its existing buildings. It is a description of those qualities that recall and describe the places, events and organizations that shaped the city. The history of a significant district should be a text book which explains the important stories about the city that we live in. The district's history must help interpret Winnipeg.



"Victoria Place" original subdivision plan what became Armstrong's Point, May 26, 1881
(City of Winnipeg Planning Department)

To really understand AP we must go beyond identifying the style and architect of some of the castles in the Point: we must explore how the area evolved from a recreational grove to a dynamic neighbourhood. We will find unique stories that tell about the life of the community, where the residents worked, their associations, where they educated their children and how they entertained themselves. The properties in AP were not static.

Owners changed, uses changed and so it is important to identify why and how this changed the district and what new forms were instituted as a result of this transformation. A public history should examine how this change was adapted and examine methods to retain some of the earlier stories that have almost been forgotten.
It is important to go beyond the architectural significance of a place to include the historical and cultural values as well.

This essay will point out some features of the history of the area that show how AP could be seen as being significant for the events, activities and functions that were active here.

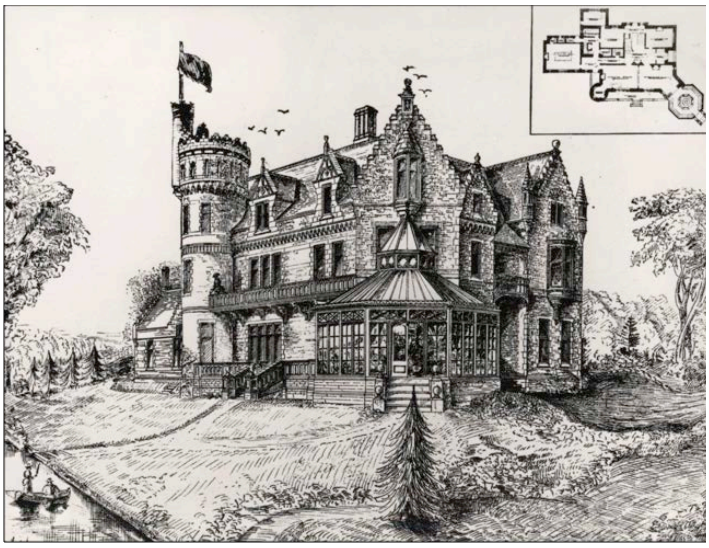
We know that the Point got its name from James Armstrong, a veteran of the Battle of Waterloo, later soldier-aide to Captain Joseph Hill who was given the 54 acre treed peninsula by the Hudson Bay Company in about 1850. Hill left Rupertsland in 1854 to go to the Crimean War and left Armstrong in charge to look after the property. James Armstrong died twenty years later in June 1874 and was buried in St. James cemetery with Loyal Orange Lodge honors.

The Orange Lodge took root in western Canada with the arrival of Colonel Woseley commanding the Red River Expedition to Red River in 1870 when the first Lodge in the West was created. The shooting of Thomas Scott by Louis Riel that same year enabled the Lodge to greatly increase its membership. The first celebration of the Orange Lodge in Western Canada took place in Armstrong's Point on June 12th, 1871 with James Armstrong's support. They marched from their rented Lodge Room on Euclid Ave. with the Union Jack waving, followed by 120 men. A description of the event tells how they arrived at the beautiful grove shaded by oak and poplar trees. A prayer was said by Rev. George Young, for whom Young United Church was named. In total up to 500 people attended. Swings were built for the women and a dance was held in the 100 degree heat. Two years later, the Lodge members left Holy Trinity Church on Smith Street and had another picnic with dancing, music and swinging. A steamboat excursion was also planned along the Assiniboine River.

The Orange Lodge members were not the only ones using the Point for recreation. Rev George Young held numerous picnics here for his Sunday school children with activities of singing, croquet, and more swinging. Another children's group from the Baptist congregation came here to have a picnic on the open ground and enjoy a new amusement- a primitive merry go round, and boating.

In the fall of 1875 the Manitoba Free Press reported that "Mr. Armstrong professing owner of Armstrong's Point" has given permission only to the Winnipeg Field Battery to camp at the Point and to no other group. A month later Francis Cornish, Winnipeg's first mayor and an Orangeman , announced that he has given the Winnipeg Field Battery permission to set up a camp on the Point for their annual drill. It was pointed out that the site provided access to wood, water and an open ground for field movements.

In 1881 Winnipeg's first underground water system began when a private firm, the Winnipeg Water Works Co. drew water from the Assiniboine River on the north bank of Armstrong's Point and distributed it only during the day to homes and businesses in the city core beginning in 1882. Col. W. Osborne Smith was the Acting Managing Director of the firm and was a founding





Sketch and floor plan for A.G.B. Bannatyne residence, "Rothesay," West Gate, ca.1884. J.S. Tupper purchased and completed construction of the mansion in 1900, renaming it "Ravenscourt." (Archives of Manitoba, Winnipeg-Homes-Bannatyne, A.G.B. (2) 1.)

H.N. Ruttan, ca. 1913. (Archives of Manitoba)

member of the Manitoba Club and the Manitoba Historical Society. He had also built a house about this time on what is now East Gate.

The second President of the Manitoba Club and another founding member of the Historical Society was Andrew Bannatyne whose home was Bannatyne's Castle. In 1883 a drawing of the home was featured in the journal The Architect, a drawing which is familiar to all of the residents.

The Point continued to be a popular site for swimming and other amusements to the populace at large much to the annoyance of the homeowners. Since the police would do nothing about this, resident Frederick Stobart, took aim at some swimmers and fired at them to scare them away. The police now did something; they fined him $50 for shooting at the swimmers. He was the President of the Manitoba Club in 1903.

In the early part of 1898 a intentional grass fire at the Point went out of control and the Fire Department was called. The grass was being burned to build a lawn tennis ground and two teams of chemical fire brigades were sent to extinguish the flames. On the way, one of the teams got stuck in the in the spring mud and never did get to the blaze. No property was lost but this was one of the many incidents that forced the City to examine how water was being distributed throughout the city.

The Winnipeg Waterworks Co. was unable to provide consistent clean water. During the summer months the level of the river went down bringing in less water to pump. But the matter was even made worse with the frequent contamination of the system with typhoid bacilli. The Assiniboine River was being used to dump raw sewage and thus the domestic water supply was often contaminated. Winnipeg became known as the Typhoid Capital of North America.

The City purchased the Winnipeg Waterworks Co in 1899 and switched to using artesian wells to supply domestic water. The well water was also contaminated and deaths from typhoid kept climbing. In 1904 a serious fire in the downtown caused the City to pump Assiniboine water

again through the mains creating over 1300 cases of typhoid. It was only in 1916 when the Shoal Lake aqueduct was complete that clean water was available to all Winnipeggers. It was Henry Norlande Ruttan, an Armstrong's Point resident, who designed a high pressure fire protection system in 1906 was responsible for the now underutilized James Avenue Pumping Station adjacent to the Exchange District. He was also a member of the Manitoba Club.

As more stately homes were built in the Point during the late 1890s the area became noted for the leisure activities that the residents took part in. There were amateur theatricals, garden parties, tennis parties and an occasional formal dance. There was the famous "Birdcage Club" which met to play tennis at the Point with participants outfitted in white.

The early 20th century saw a growing conflict between north and south Winnipeg .The pro labour newspaper "The Voice" printed a letter to the editor promoting a labour candidate for City Council and explaining that labour has "shook off the rule of the Armstrong's Point clique".

The site of the former Waterworks became Cornish Park even though a portion of the Water Works building remained. To provide additional leisure activity, the City's Library and Baths Committee agreed to build the Cornish Baths in the south end of the city since there was already a similar facility in the North End. This was 1913 and shortly thereafter it was agreed by the same committee that a new library be built in the south end of the city to accommodate the residents in the area and students at Kelvin Technical School with a new building to be adjacent to the Bath. A similar library was to be built in the north end near St John's Technical school for the north end residents. Labour councilors argued that both libraries should be built in the north end since that's were the most urgent need was for these types of facilities.

The Waterworks building was demolished and work to design and build the bath started in 1914. The Library and Baths Committee of Council wanted the bath building to be called the Waugh Baths after the current mayor but the motion was defeated by Council. A Sherbrook Street resident objected to the new structure being built in Cornish Park and pointed out that all residents in the south end of the city have a library and bath, that the North End needs these facilities more. The Cornish Baths opened in March 1915 and on the opening day Mrs M. Tauton, a Winnipegger, smashed the Canadian record for the 100 yard dash through the water by having a time of 1 minute 27 seconds.



The rear of the Cornish Bath (left) and the Cornish Library from the Assiniboine River, ca. 1915
(Archives of Manitoba, N7391.)

Three years later the Cornish Bath building was started its slow disintegration being too close to the riverbank, the foundation became unstable. The foundations of the Library building also needed stabilization shortly after it was built. The Cornish Bath building closed in 1925 after only being open for 10 years. In 1931 a replacement swimming facility was built on Sherbrook Street to be close to where the Cornish Baths were. The Sherbrook Pool now sits vacant while its structural stability is being discussed.

The Point has always had a connection with education and school children. Going back to the 1890s, after a major fire at the then called "School for the Deaf and Dumb "on Portage and Sherbrook, the children were then moved to a temporary facility in AP and returning in 1892 to the repaired original facility.

Ravenscourt School moved into the Bannatyne Castle in 1929 before finally amalgamating with St John College and moving out to the Thompson residence on South Drive in 1935. Col. Thompson had married the widow of Charles Gordon's (Ralph Connor) brother.

That same year the Sisters of the Sacred Heart moved in to the Castle to start their girl's school. They stayed till 1951 when they moved into 86 West Gate, which now houses Westgate Mennonite Collegiate.

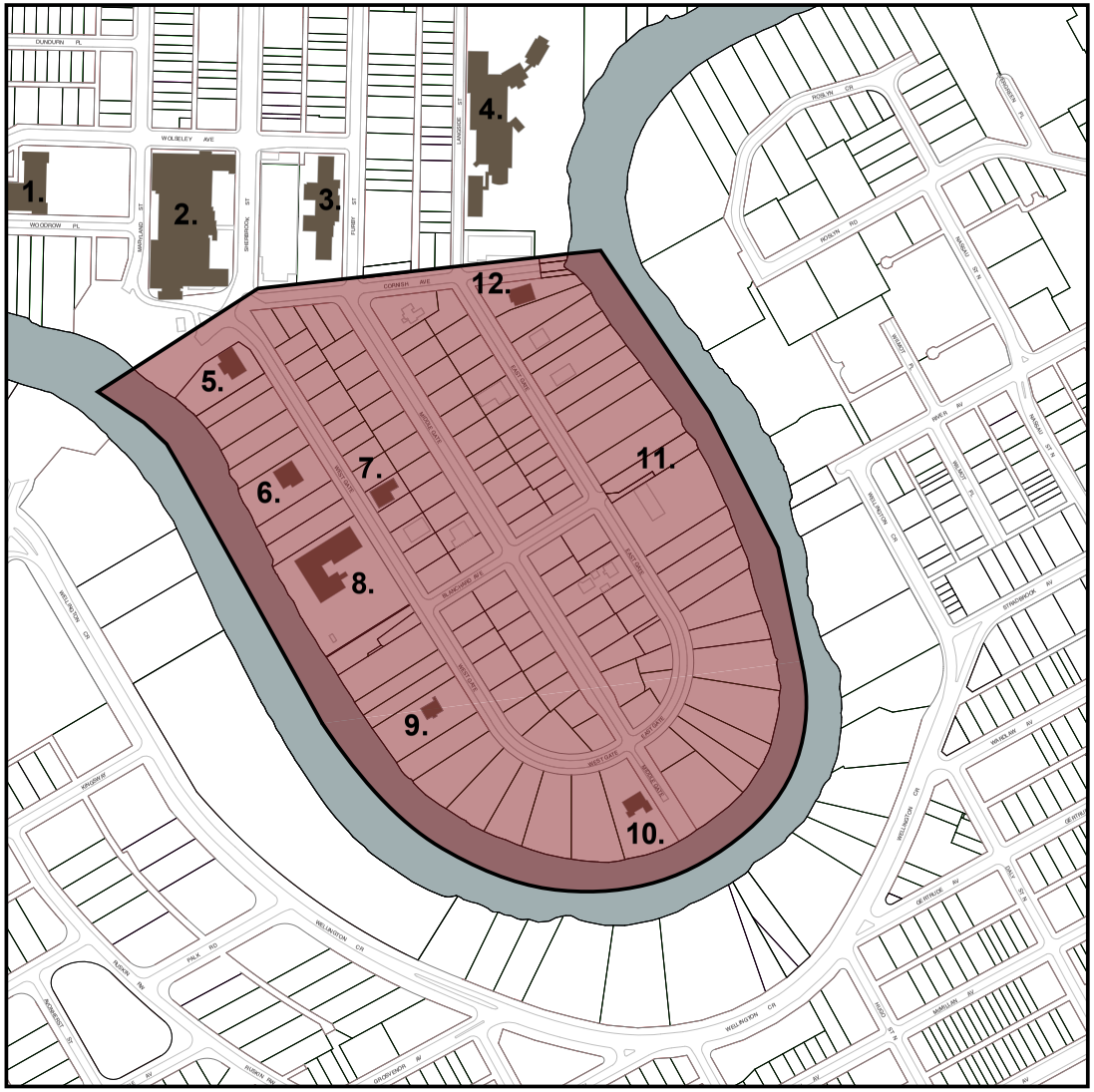
Daniel McIntyre the Superintendent of the Winnipeg School Division lived in the Point for many years and was joined by his colleague James B Mitchell, the Division's long-term architect in 1930.

By the 1940s the Point's residents were faced with a new challenges. The large homes became too large for the families living there. Applications to the City to turn some homes into boarding houses were constantly turned down. The City's Town Planning Committee in 1945 had to deal with requests to again turn some of the homes with 20 rooms and a single occupant into apartments. The zoning permitted only a maximum of a duplex. Councilors advised that permitting any application would undermine the investment that had been made by other home owners in the district. Eventually in spite of the recommendation from the Planning Committee not to permit two homes to become triplexes, City Council approved the rezoning. The Municipal and Public Utilities Board granted an appeal to the residents which the residents won.

In the 1940s typhoid was again a concern and it was pointed out that nine homes in the Point did not have a proper sewage connection and were dumping raw sewage into the river.

Any review of an historic neighbourhood must make sure that it examines various themes that connect to the city's over-all history inorder to ensure that an area like Armstrong's Point has that special significance when a consideration of designation as an historic area is given.

APPENDIX 2: ARMSTRONG'S POINT MAPS



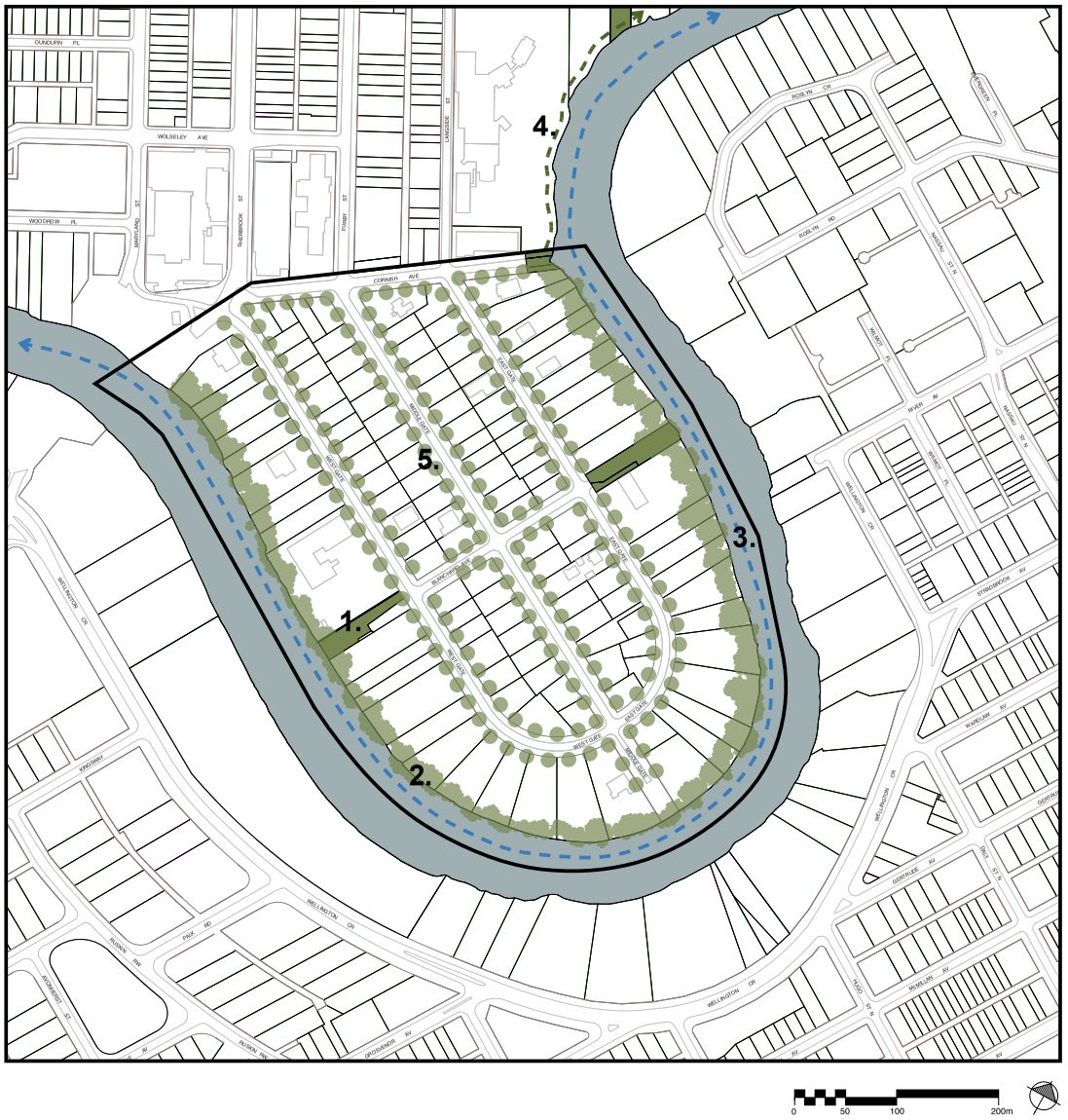
City of Winnipeg's

Heritage Conservation District Study

Prototype: Armstrong's Point

CURRENT CONDITIONS

1. Mulvey School
2. Misericordia Health Centre
3. Misericordia Place
4. Balmoral Hall
5. Cornish Library
6. Ralph Conner House
7. Westgate Manor Bed & Breakfast
8. Westgate Mennonite Collegiate
9. Beechmount Bed & Breakfast
10. River Gate Inn
11. East Blanchard Park
12. The Columns Bed & Breakfast



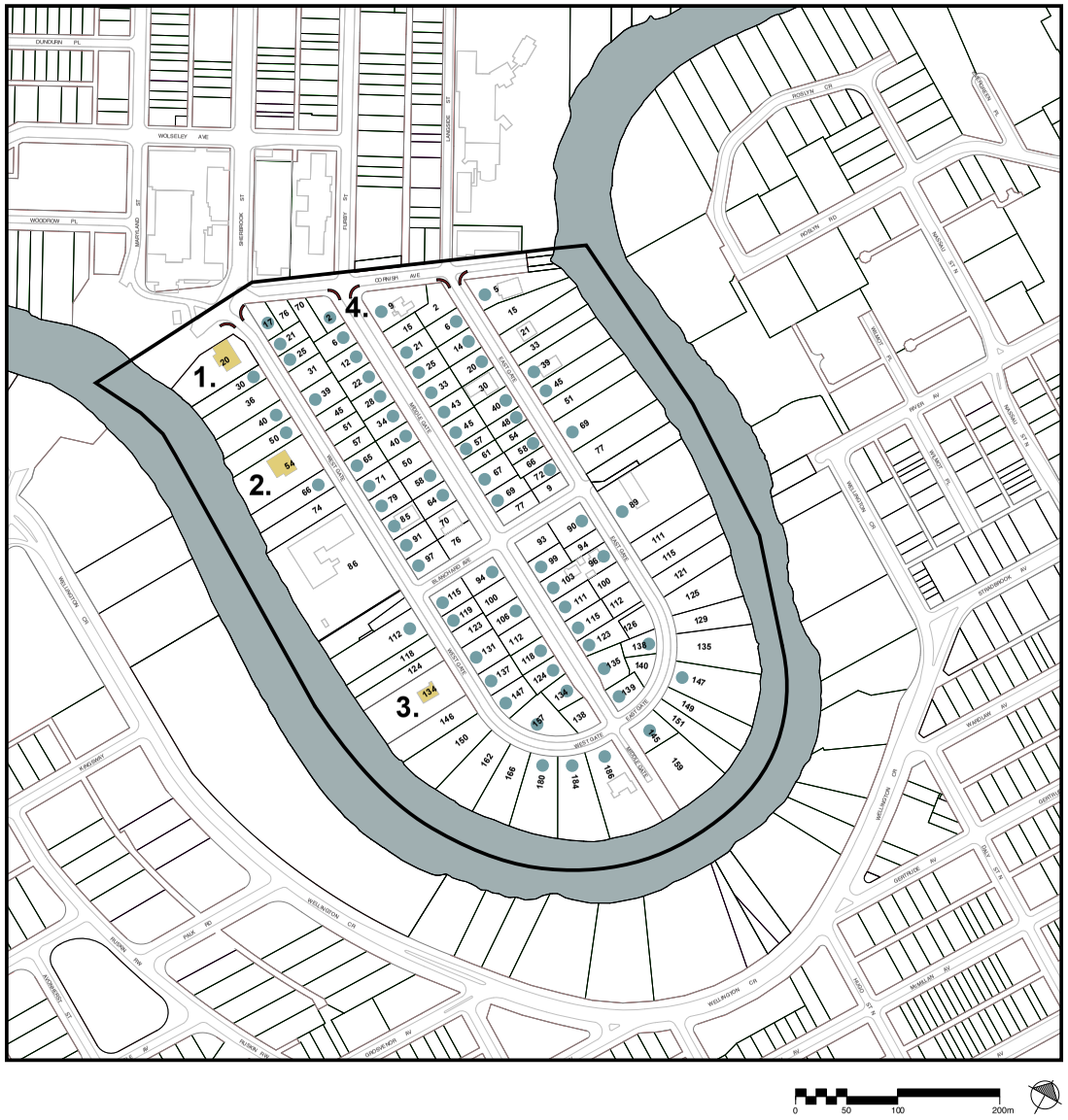
City of Winnipeg's

Heritage Conservation District Study

Prototype: Armstrong's Point

MAP 2: NATURAL FEATURES

1. Open Space / City Parks
2. Riverbank Vegetation
3. Rivertrail
4. Assiniboine River Parkway
5. Elm Trees



City of Winnipeg's

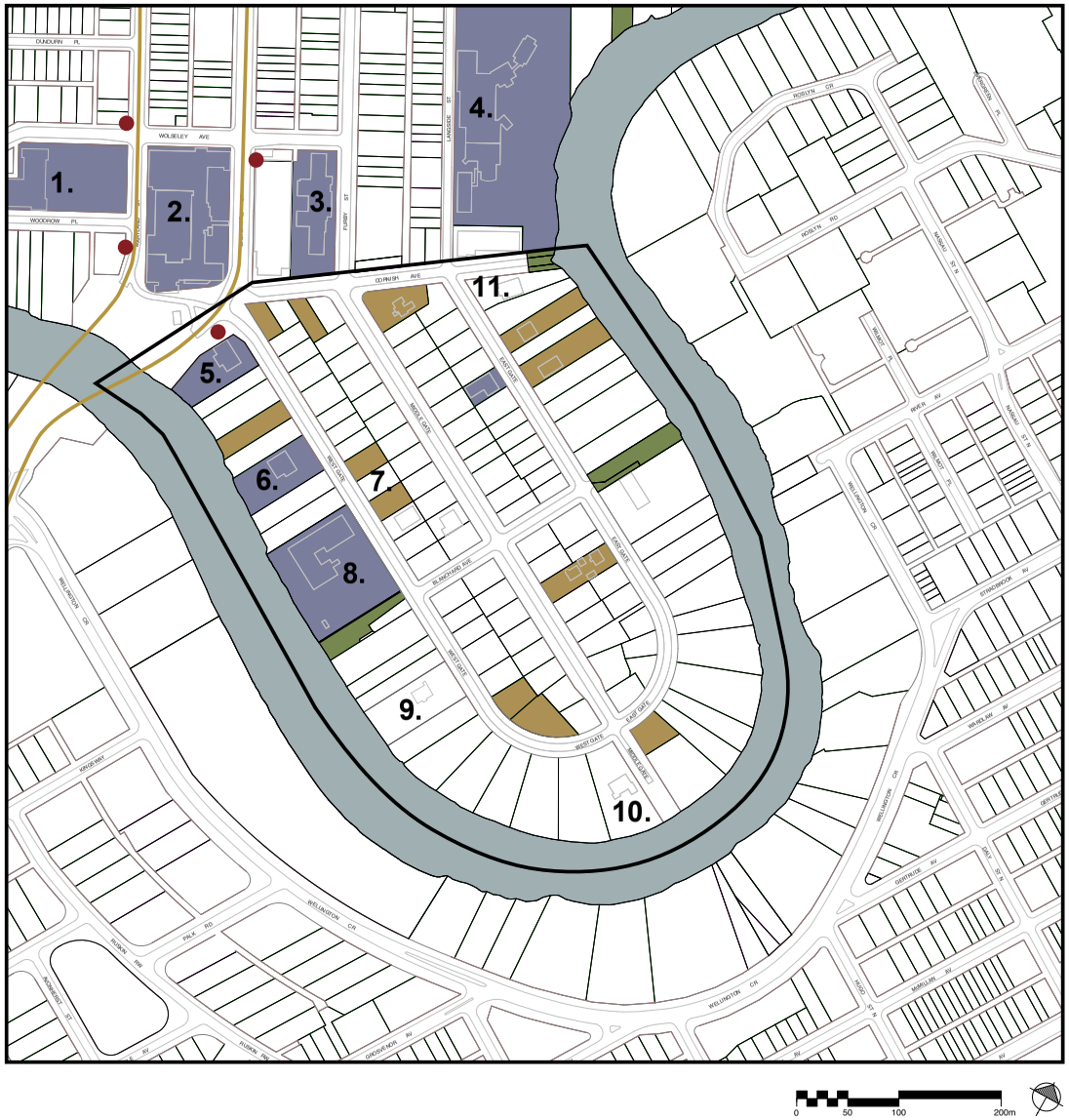
Heritage Conservation District Study

Prototype: Armstrong's Point

MAP 1: HISTORICAL BUILDINGS

1. Location of the fomer Cornish Bath (currently Cornish Library)
2. Ralph Connor House
3. Monk's Residence
4. Gates

● Inventoried Buildings (historically noteworthy buildings)



City of Winnipeg's

Heritage Conservation District Study

Prototype: Armstrong's Point

MAP 3: LAND USE

1. Mulvey School
2. Misericordia Health Centre
3. Misericordia Place
4. Balmoral Hall
5. Cornish Library
6. Ralph Connor House
7. Westgate Manor Bed & Breakfast
8. Westgate Mennonite Collegiate
9. Beechmount Bed & Breakfast
10. River Gate Inn
11. The Columns Bed & Breakfast

- Duplexes
- Institutional
- Open Space / City Parks
- Transit Route
- Transit Stops

APPENDIX 3: WORKSHOP 1

Presentation

Findings Summary

APPENDIX 4: WORKSHOP 2

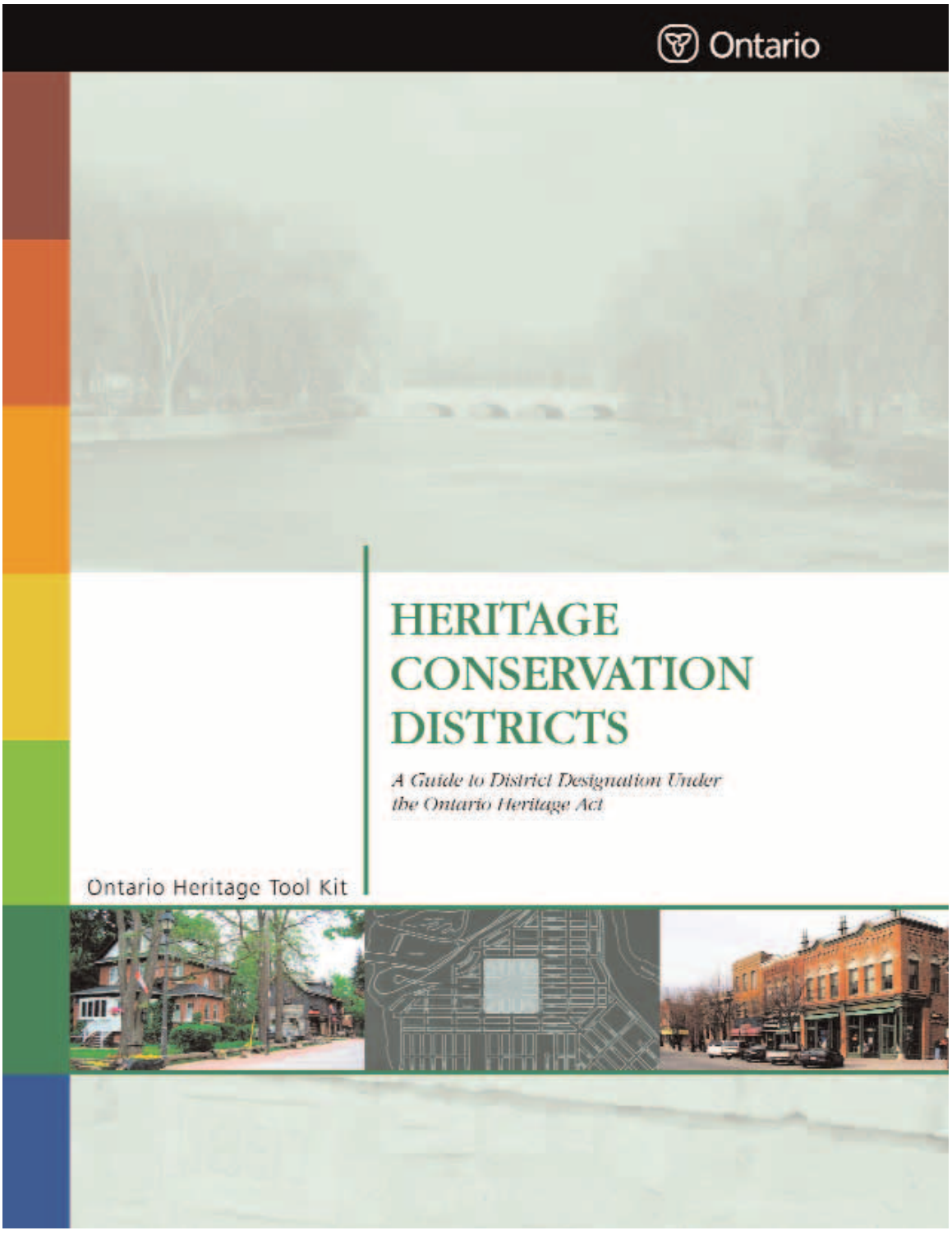
Presentation
Workbook Sample
Workbook Summary

APPENDIX 5: OPEN HOUSE PRESENTATION

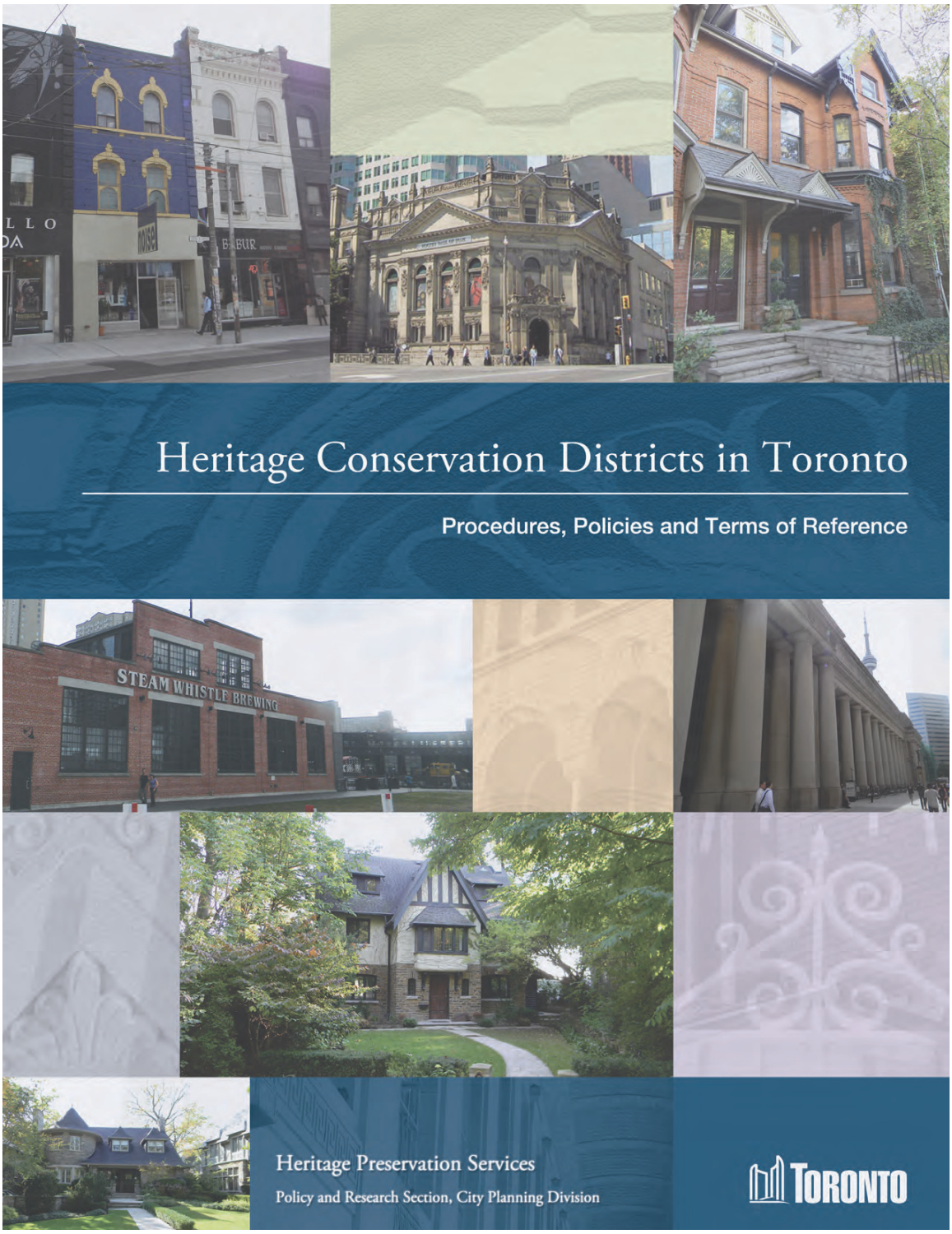
APPENDIX 6: HERITAGE CONSERVATION INFORMATION

Ontario Tool Kit • A Guide to District Designation
Under the Ontario Heritage Act

Heritage Conservation Districts in Toronto:
Procedures, Policies and Terms of Reference



URL: http://www.mtc.gov.on.ca/en/publications/Heritage_Tool_Kit_HCD_English.pdf



URL: http://www1.toronto.ca/city_of_toronto/city_planning/urban_design/files/pdf/hcd_policies.pdf

ABBREVIATIONS

ABBREVIATIONS

AP	Armstrong's Point
CHRP	Canadian Register of Historic Places
CIP	Community Improvement Program
HCA	Heritage Conservation Act
HCA	Heritage Conservation Area (Sydney, Australia)
HS	Heritage Studies (Sydney, Australia)
HWRA	Heritage Winnipeg Restoration Area
M/WCRP	Manitoba/Winnipeg Community Revitalization Program
NHS	National Historic Site
NIP	Neighbourhood Improvement Program
OCP	Official Community Plan
PDO	Planned Development Overlay
RFP	Request for Proposal
SOS	Statement of Significance
TEC	Technical Experts Committee