Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – May 10, 2016

Item No. 9 List of Historical Resources – Nomination of Phoenix Block, 388 Donald Street (Daniel McIntyre Ward)

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development Committee and adopted the following:

1. That the Historical Buildings and Resources Committee's recommendation to add 388 Donald Street, Phoenix Building, to the List of Historical Resources under the Historical Resources By-law 55/2014, be concurred in, with the following Character-Defining Elements:

    i. Exterior:

        a. Three-storey brick and stone building with a flat roof located at the southwest corner of Donald Street and Notre Dame Avenue, its main façades facing east onto Donald Street and north onto Notre Dame Avenue, its south façade facing a back lane and its rear (west) façade facing a back lane/parking lot;

        b. The north façade with its recessed entrances, large display windows and metal-clad cornice on the ground floor and upper floors with windows in rectilinear openings with concrete lug sills, belt course and entablature with cornice;

        c. The rounded northeast corner with entrance door and windows in rectilinear openings on the upper floors;

        d. The east façade with central entrance, brick panels topped by glass block-filled openings to the north, upper floors windows in rectilinear openings with concrete lug sills, belt course, entablature with cornice and raised parapet with the words "PHOENIX BLOCK"; and

        e. The rear (west) façades with numerous entrances and windows in rectilinear openings on all floors.

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COUNCIL DECISION (continued):

ii. Interior:

a. Tin ceilings; and
b. Wood accented main staircase.

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

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DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 11, 2016, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 10, 2016, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

On May 9, 2016, Christina Cheater, 5301815 Manitoba Ltd, submitted a communication in opposition to the recommendation of the Historical Buildings and Resources Committee.

COMMITTEE RECOMMENDATION:

On February 18, 2016, the Historical Buildings and Resources Committee recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development that Phoenix Block, 388 Donald Street, be added to the List of Historical Resources, pursuant to section 8(4) of the Historical By-law 55/2014, with the following character defining elements:

Exterior:

- Three-storey brick and stone building with a flat roof located at the southwest corner of Donald Street and Notre Dame Avenue, its main façades facing east onto Donald Street and north onto Notre Dame Avenue, its south façade facing a back lane and its rear (west) façade facing a back lane/parking lot;

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DECISION MAKING HISTORY (continued):

COMMITTEE RECOMMENDATION (continued):

- The north façade with its recessed entrances, large display windows and metal-clad cornice on the ground floor and upper floors with windows in rectilinear openings with concrete lug sills, belt course and entablature with cornice;

- The rounded northeast corner with entrance door and windows in rectilinear openings on the upper floors;

- The east façade with central entrance, brick panels topped by glass block-filled openings to the north, upper floors windows in rectilinear openings with concrete lug sills, belt course, entablature with cornice and raised parapet with the words “PHOENIX BLOCK”; and

- The rear (west) façades with numerous entrances and windows in rectilinear openings on all floors.

Interior:

- Tin ceilings; and

- Wood accented main staircase.

ADMINISTRATIVE REPORT

Title: Additions to the List of Historical Resources, 388 Donald Street, Phoenix Block

Critical Path: Standing Policy Committee on Property & Development, Heritage, and Downtown Development – Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO/COO
K. McKim	J. Kiernan	n/a	M. Jack COO

RECOMMENDATIONS

1. That Council concur with the Historical Buildings and Resources Committee's recommendation to add 388 Donald Street, Phoenix Building, to the List of Historical Resources under the Historical Resources By-law 55/2014 with the following Character-Defining Elements:
    i) Exterior:
        a) Three-storey brick and stone building with a flat roof located at the southwest corner of Donald Street and Notre Dame Avenue, its main façades facing east onto Donald Street and north onto Notre Dame Avenue, its south façade facing a back lane and its rear (west) façade facing a back lane/parking lot;
        b) The north façade with its recessed entrances, large display windows and metal-clad cornice on the ground floor and upper floors with windows in rectilinear openings with concrete lug sills, belt course and entablature with cornice;
        c) The rounded northeast corner with entrance door and windows in rectilinear openings on the upper floors;
        d) The east façade with central entrance, brick panels topped by glass block-filled openings to the north, upper floors windows in rectilinear openings with concrete lug sills, belt course, entablature with cornice and raised parapet with the words "PHOENIX BLOCK"; and
        e) The rear (west) façades with numerous entrances and windows in rectilinear openings on all floors.
    ii) Interior:
        a) Tin ceilings; and
        b) Wood accented main staircase.
2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

The building at 388 Donald Street was on the Inventory of Buildings under the former Historical Buildings By-law 1474/77, and pursuant to the provisions of the Historical Resource By-law 55/2014 section 8(4), it was deemed Nominated to be added to the List of Historical Resources on the date that the new Historical Resources By-law 55/2014 came into effect.

Subject to this nominations, the Historical Buildings and Resources Committee (HBRC) reviewed this resources and, on February 18, 2016, recommended to the Standing Policy Committee on Property & Development, Heritage, and Downtown Development (SPC on PDHDD) that it be added to the List of Historical Resources because of its outstanding architectural and historical significance and the heritage values that it embodies.

Pursuant to the provisions of the Historical Resource By-law 55/2014 section 17, subject to requests for postponements by the owner, the SPD on PDHDD must consider the recommendations from the HBRC within 90 days after receiving the recommendations. The Director is authorized to provide a report with respect to the nomination for consideration by the SPC on PDHDD at the time it considers the recommendations of the HBRC.

As per section 27(3), the SPC on PDHDD must consider whether the resource continues to embody heritage values sufficient to justify its continued inclusion on the List, and if applicable, the hazard posed by the resource and may, in addition, consider the economic viability of conserving the resource using the following criteria from section 18(2):

a. The condition of the resource;

b. The costs of the continued repair and maintenance of the resource;

c. The importance and value derived from the conservation or continued conservation of the resource;

d. The efforts that have been made by the owner to date to conserve the resource; and

e. The merits of alternative proposals for the resource or the site on which it is located, other than conserving the resource by adding it to the List.

As per section 20(1), the determinations of the SPC on PDHDD concerning a nomination are recommendations to Council that must be considered by Council within 60 days of the meeting of the SPC on PDHDD at which the recommendations were made.

As per section 20(3), after considering the recommendations of the HBRC and the SPC on PDHDD together with the recommendations made by the Executive Policy Committee, Council may add or decline to add the building to the List of Historical Resources.

As per section 21(1 and 2), the determinations of the SPC on PDHDD are deemed to be final decisions that are not to be considered by Council and may not be appealed if:

a) They are identical to the recommendations of the Historical Buildings and Resources Committee; and

b) The owner does not formally oppose the recommendations

The owner is deemed not to oppose the recommendations of the Historical Buildings and Resources Committee if her or she neither:

a) Appears in person or by agent at the meeting of the SPC on PDHDD at which the recommendations are considered to advise of his or her opposition; nor

b) Advises the City Clerk in writing of his or her opposition to the recommendations of the Historical Buildings and Resources Committee prior to the meeting of the SPC on PDHDD at which the recommendations are considered.

The owner of the building is opposed to the HBRC's recommendation to add the buildings to the List of Historical Resources. The owner has provided a written submission to the Department stating that the owner's preference that the buildings have no heritage status (see Appendix C).

EXECUTIVE SUMMARY

The Historical Buildings and Resources Committee recommends that the buildings at 388 Donald Street be added to the List of Historical Resources with the protected Character-Defining Elements as noted because of the building's outstanding historical and architectural significance in the heritage value that it embodies.

The owner of the building is not supportive of the HBRC's recommendation and does not want the building added to the List of Historical Resources. The owner has provided a written submission to the Department stating the owner's preference that the buildings have no heritage status (see Appendix B).

The buildings are an integral part of a streetscape featuring four buildings that nearly fill the entire block on Donald Street (originally part of Princess Street) and wraps around onto Notre Dame Avenue (see photographs, attached as Appendix D).

IMPLICATIONS OF THE RECOMMENDATIONS

388 Donald Street 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 of the Property Registry as per City of Winnipeg Charter Section 157.1(3) in order to notify the owner and potential purchasers that the properties are identified on the List of Historical Resources, and as such are subject to the Historical Resources By-law No. 55/2014.
- Any alterations to the Character-Defining Elements 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.
- The resource will be eligible for applicable heritage grants issued under the Province of Manitoba and the City of Winnipeg, and will be viewed favourably by other heritage granting agencies.

HISTORY/DISCUSSION

As a part of the nomination process, the Historical Buildings and Resources Committee (HBRC) toured this building on December 3, 2015 in order to identify the proposed Character-Defining Elements of the resource that should be protected.

The building is occupied. The owner is not supportive of the building to the List of Historical Resources.

The building at 388 Donald Street, Phoenix Block, is deemed to embody heritage values attributed to the following:

1. its age 1910 is illustrative of the development of downtown Winnipeg in the early 20th century;
2. its architect, G.W. Northwood, was a well-known and prominent local designer;
3. its brick and stone cladding, exterior design and use of wood beam & post structural system are all good examples of the period;
4. it is located in the middle of a row of contemporary structures that nearly fills an entire downtown block; and
5. some of its original exterior features and finishes are intact.

On February 18, 2016, the HBRC recommended to the SPC on PDHDD that this building be added to the List of Historical Resources because it embodies heritage values of widespread importance to both the city and the downtown community and because of its outstanding architectural and historical significance.

The building is an integral part of a streetscape featuring four buildings that nearly fill the entire block on Donald Street (originally part of Princess Street) and wraps around onto Notre Dame Avenue (see Appendix C).

The Public Service is taking action to conserve pre-WWI buildings that contribute to important commercial streetscapes that are within the Downtown Boundary both inside and outside of the Exchange District National Historic Site (EDNHS). Some examples of these historic streetscapes, which are illustrative of downtown development outside of the EDNHS are as follows (see Appendix D):

- West side of Main Street, north of Alexander Avenue
- South side of Notre Dame, between Portage Avenue and Garry Street
- West side of Main Street, south of St. Mary Avenue

As of January 2016, out of over 115 buildings that are nominated to be added to the List of Historical Resources, 39 of these are Pre-WWI Commercial Buildings, outside of the EDNHS and within the Downtown Boundary (see Appendix E).

Please see Appendix A for a History of 388 Donald Street, Phoenix Block.

FINANCIAL IMPACT

Financial Impact Statement Date: April 13, 2016

Project Name:

Addition to the List of Historical Resources, 388 Donald Street

COMMENTS:

That the Standing Policy Committee on Property & Development, Heritage, and Downtown Development concur with the Historical Buildings and Resources Committee's recommendation to add 388 Donald Street to the List of Historical Resources.

There are no financial implications associated with this recommendation.

"Original Signed By"
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

Historical Buildings and Resources Committee

OURWINNIPEG POLICY ALIGNMENT

The recommendation to add 388 Donald Street to the List of Historical Resources aligns with policies under OurWinnipeg Section 02 A Sustainable City, 02-3 Heritage:

"Winnipeg has a rich and complex history. Our heritage resources are inseparably tied to our culture, identity, cultural perspective, collective consciousness and sense of place. In Winnipeg, heritage resources support and represented by a distinct mix of cultures, ideas and values. This facet of our identity provides us with variety in neighbourhood design and architecture, expresses various social values, and provides an invaluable legacy of resources that are distinctly our own.

The conservation and reuse of existing buildings can also align with numerous sustainability objectives such as waste minimization, natural resource protection and compact urban form.

Direction 2: Conserve, protect and celebrate the significant heritage resources that illustrate the broad range of Winnipeg's heritage values.

- Recognize the importance of a broad range of tangible heritage resources throughout the city that illustrate a unique sense of place and community pride.
- Identify, designate, and protect the City's most significant heritage resources.

Direction 3: Provide leadership in heritage conservation that links to broader civic goals of economic development, sustainability and neighbourhood planning.

- Strive to link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives.
- Work with other governments, community groups, and building owners to conserve heritage resources.

Direction 4: Conserve downtown's rich legacy of heritage resources that provide significant and sustainable development opportunities.

- Work with downtown community stakeholders to identify and support key projects and heritage conservation initiatives that encourage and support downtown living, and facilitate strategic economic and cultural initiatives.

Direction 6: Plan for the sustainable development of healthy neighbourhoods based on their particular historic identity and character.

- Work with community stakeholders to identify unique identities and neighbourhood legacy elements.
- Encourage the sustainable reuse of existing building stock and historic infrastructure."

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Planning and Land Use
Prepared by:	R. Ricci
Date:	April 13, 2016
File No.:	O:\Reports Directive\Planning and Land Use\Heritage\2016\Addition to the List of Historical Resources, 388 Donald Street.doc

Appendix A
Phoenix Block, 388 Donald Street



Its main façades, north and east, curving around the corner, the Phoenix Block has been occupying this location on a busy downtown intersection since its completion in 1910.

As originally designed, the east or Donald Street elevation (when built, this block of Donald was still addressed as part of Princess Street) featured two recessed shop entrances with paired doors and large windows to display merchandize at the south end. A centrally-located doorway led to the stairs to the upper floors. Windowless brick walls were found north of this entrance, the façade curved around the corner with another recessed retail entrance in the curved section. The north façade along Notre Dame Avenue was a continuation of this basic design with recessed entrances, paired doors and display windows. Modest brick pilasters with concrete heads and bases separate the ground floor elements and a plain metal cornice separated the ground and upper floors. The second and third storeys were designed with large windows in rectilinear openings set in raised brick frames and separated by plain or patterned brick panels. The area above the central entrance on the east side was more ornate – grooved brick pilasters and a fan-shaped element just below the raised parapet. Ornamental brickwork was designed above the third storey windows and panels with the words "PHOENIX BLOCK" were placed above the central door and near the northeast corner of the third floor. The flat roof was detailed with a galvanized iron cornice, ornamental brick, another iron cornice and a brick parapet. The rear of the L-shaped building included several doors and large windows on the upper levels.

Alterations to the main façades have included: the replacement of all the original windows with single pane units; the replacement of the ground floor retail entrances at the south end of the east façade; a newer door hood over the central entrance; and general upgrading of the main floor of the north elevation (although several of the original recessed entrances appear to be in their original state).

On the interior, it was originally designed with 11 retail shops on the ground floor (6 along Notre Dame Avenue, 4 along Princess Street and one in the rounded corner). The second and third floors had a central washroom and several small offices located on both sides of a central corridor. Today, the ground floor features only two addresses on Donald Street, one in the corner space and three on Notre Dame Avenue. These spaces, like the upper floors, have seen extensive alteration and renovation. Original cast iron posts and ornamental tin ceilings are found in some ground floor spaces and a small portion of the original hallway is present as is wood detailing on the main staircase.

The structure was designed by George W. Northwood (1876-1959), a well-known and prolific architect in the city. Born in Ontario, Northwood came to Winnipeg in 1905 and soon opened his own office. After serving as a major in the First World War, he returned to the city and from 1919-1923, worked in partnership with Raymond Carey. His longest lasting and most successful partner was another World War I veteran, Brigadier Major Cyril W. U. Chivers (1879-1969). Northwood's career also included a seat on the Board of the Manitoba Association of Architects, membership in the Royal Architectural Institute of Canada, and the presidency of the Manitoba Club. He died in 1959.

Among his most notable designs were the Thomas Ryan Warehouse, 44 Princess St., with W.W. Blair (1906), Finnie & Murray Block (Western Glove Works), 321 McDermot Ave. (1912), Ralph Connor House (University Women's Club), 54 West Gate (1913), Union Tower Annex, 500 Main St., with R. Carey (1921), Canadian Wheat Board Building, 423 Main St., with C.W.U. Chivers (1929), Assiniboine Park Pavilion, with C.W.U. Chivers (1929), Canadian General Electric Bldg., 265 Notre Dame Ave., with C.W.U. Chivers (1930) and Women's Tribute Memorial Lodge, 200 Woodlawn St., with C.W.U. Chivers (1931).

The original owner of the block was Joseph C. McGreevy (1884-1959), an Ontario-born builder and contractor who worked in Sault Ste. Marie, ON before moving to Winnipeg in 1904. A modestly successful builder and real estate agent, he would own several downtown office buildings including the Phoenix Block by the 1920s.

Original tenants of the block on the Donald/Princess Street side included Wood Brothers, wall paper, John S. Mortimer, real estate, S. Frank Peters, architect, the Columbian Conservatory of Music and the Winnipeg Scenic Company. The Notre Dame Avenue shops were originally filled by Greeless Company, clothiers, H. Stone, confectionary, Muno and Company, tailors, Tessler Brothers, tailors, and August H. Stolper, proprietor of the Royal Greenhouses, which had relocated to Elmwood. Over the years, the building has seen a number of owners and short-term and long-term retail tenants.

Appendix B
Owner's Written Submission

Winnipeg

CITY CLERKS MPG '16 JAN 20 09:16

Planning, Property & Development Department • Service de l'urbanisme, des biens et de l'aménagement

Planning and Land Use Division • Division de l'urbanisme et de l'usage des sols

In reply please refer to / Référence à rappeler :

Rina Ricci
Tel. : 204-986-4722
Fax / Téléc. : 204-986-3045
email: rricci@winnipeg.ca

WRITTEN SUBMISSION

Concerning the Nomination to be added to the List of Historical Resources

Building Name and Address: **Phoenix Block, 388 DONALD ST**

Building Owner (please print): BERNARD J CHEATER

Building Owner (signed): BJ Cheaton

Date: JAN 15 / 2016

Evaluation Date: **Thursday, February 18, 2016 at 3:00 pm**

Please mark appropriate line with an (X):

_____ I prefer that the building cited above be added to the List of Historical Resources

_____ I prefer that the building cited above be added to the Commemorative List

X I prefer that the building cited above have no heritage status

Comments (continue on reverse if necessary):

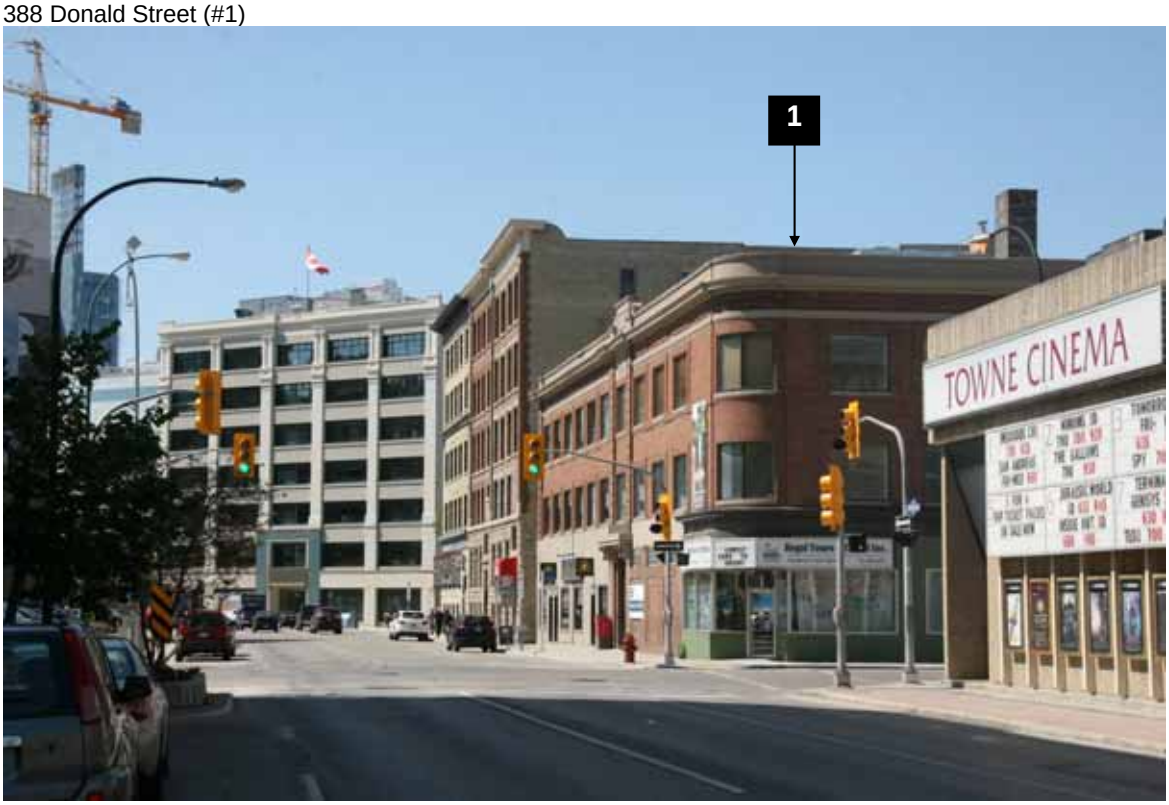
I DO NOT WANT THIS BUILDING

UNDER NO CIRCUMSTANCE TO BE HERITAGE STATUS IT REALLY HAS NO REAL HISTORICAL VALUE

Appendix C
Building in Context



Looking north down Donald Street, between Cumberland and Notre Dame Avenues, 2015.
388 Donald Street (#1)



Looking south down Donald Street from Notre Dame Avenue, 2015.
388 Donald Street (#1)

Appendix D
Pre-WWI streetscapes outside of the EDNHS



West side of Main Street, north of Alexander Avenue



South side of Notre Dame, between Portage Avenue and Garry Street



West side of Main Street, south of St. Mary Avenue

Appendix E

Nominated Resources List of Pre-WWI Commercial Buildings Outside of the EDNHS and within the Downtown Boundary (January 1, 2016)

Name	Address	Date of Construction
1. Douglas & Company Building	52 Adelaide Street	1910
2. W.J. Guest Fish Company Warehouse	90 Alexander Avenue	1905
3. Manitoba Club	194 Broadway	1904
4. Masonic Temple	335 Donald Street	1895
5. Bell Block	370 Donald Street	1905
6. Aldous Building Annex	374 Donald Street	1905
7. Aldous Building	376 Donald Street	1905
8. Phoenix Block	388 Donald Street	1910
9. Vendome Hotel	308 Fort Street	1900
10. Hudson's Bay Company Garage	115 Garry Street	1907
11. Garrick Hotel	287 Garry Street	1912
12. Clark Brothers Warehouse	448 Hargrave Street	1907
13. Manitoba Telephone Building	474 Hargrave Street	1896
14. Union Shoe & Leather Company Building (Black Building)	80 Lombard Avenue	1873
15. Winnipeg Hotel	214 Main Street	1873
16. MacDonald Block (Commercial Hotel)	226 Main Street	1882
17. Fortune Block	232 Main Street	1910
18. McLaren Hotel	554 Main Street	1885
19. Maycock Block	586 Main Street	1904
20. Guest Block	598 Main Street	1902
21. McKercher Block	600 Main Street	1912
22. Corbett Block	611 Main Street	1901
23. Calder (Kaplan) Building	661 Main Street	1912
24. Bell Hotel	662 Main Street	1906
25. Oxford Hotel	216 Notre Dame Avenue	1905
26. Argyle Block	224 Notre Dame Avenue	1908
27. Johnstone Block	209 Pacific Avenue	1910
28. Scott-Bathgate Building	149 Pioneer Avenue	1905
29. Keewayden Block (Jacob Crawley Building)	138 Portage Avenue	1909
30. Sterling Bank Building	283 Portage Avenue	1911
31. Somerset Building	294 Portage Avenue	1906
32. McLaughlan Motor Car Co. Building	208 Princess Street	1902
33. Thomas Scott Memorial Orange Hall	216 Princess Street	1902
34. Cockshutt Plow Company Building (J. Werier and Company Building)	238 Princess Street	1902
35. Canadian Fairbanks – Morse Company Warehouse (Massey-Harris Warehouse)	300 Princess Street	1911
36. Leadley Building (Bill Worb Furs)	306 Ross Avenue	1905
37. Paulin-Chambers Building	311 Ross Avenue	1904
38. Lauzon Block	339 William Avenue	1905