Agenda – Executive Policy Committee – January 11, 2017

Report "A" – Standing Policy Committee on Property and Development, Heritage and Downtown Development – December 5, 2016

Item No. 2 List of Historical Resources – Nomination of Bradburn Block, 410 Portage Avenue

STANDING COMMITTEE RECOMMENDATION:

On December 5, 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 following to Council:

1. That the Historical Buildings and Resources Committee's recommendation to add 410 Portage Avenue, Bradburn Block, to the List of Historical Resources under the Historical Resources By-law 55/2014 be approved, with the following Character-Defining Elements:

    A. Exterior:

        i. Three-storey brick and stone building with flat roof located at the southeast corner of Kennedy Street, its main façades facing north onto Portage Avenue and west onto Kennedy Street, its east façade facing a vacant lot and its south façade facing the back lane; and

        ii. The front (north) and west façades with their wide bands of stone above the commercial signage, the second floor with continuous stone sills, brick pilasters and windows in rectilinear openings, and corbelled brick, metal cornice and stone accented brick parapet at the roofline.

    B. Interior:

        i. None

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

Report "A" – Standing Policy Committee on Property and Development, Heritage and Downtown Development – December 5, 2016

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On December 5, 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.

Sasa Radulovic, 5468796 architecture, and Angela Mathieson, President and CEO, CentreVenture Development Corporation, submitted a communication in opposition to the recommendation of the Historical Buildings and Resources Committee.

COMMITTEE RECOMMENDATION:

On September 22, 2016, the Historical Buildings and Resources Committee recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development that the Bradburn Block, 410 Portage Avenue, 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 flat roof located at the southeast corner of Kennedy Street, its main facades facing north onto Portage Avenue and west onto Kennedy Street, its east façade facing a vacant lot and its south facade facing the back lane; and

- The front (north) and west facades with their wide bands of stone above the commercial signage, the second floor with continuous stone sills, brick pilasters and windows in rectilinear openings, and corbelled brick, metal cornice and stone accented brick parapet at the roofline.

Interior:

- None

ADMINISTRATIVE REPORT

Title: Addition to the List of Historical Resources, 410 Portage Avenue, Bradburn Block

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

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Zanewich/Acting Mgr.	J. Kiernan	n/a	D. McNeil

EXECUTIVE SUMMARY

The Historical Buildings and Resources Committee recommends that the building at 410 Portage Avenue be added to the List of Historical Resources with the protected Character-Defining Elements, as noted, because of the building's historical and architectural significance in the heritage value that it embodies.

Prior to the meeting of the HBRC, the owner's authorized agent provided a written submission stating preference for the building to have no heritage status (See Appendix B).

RECOMMENDATIONS

1. That the Historical Buildings and Resources Committee's recommendation to add 410 Portage Avenue, Bradburn Block, to the List of Historical Resources under the Historical Resources By-law 55/2014 be approved, with the following Character-Defining Elements:

   A. Exterior:

      i. Three-storey brick and stone building with flat roof located at the southeast corner of Kennedy Street, its main façades facing north onto Portage Avenue and west onto Kennedy Street, its east façade facing a vacant lot and its south façade facing the back lane; and

      ii. The front (north) and west façades with their wide bands of stone above the commercial signage, the second floor with continuous stone sills, brick pilasters and windows in rectilinear openings, and corbelled brick, metal cornice and stone accented brick parapet at the roofline.

   B. Interior:

      i. None

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 410 Portage Avenue 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 nomination, the Historical Buildings and Resources Committee (HBRC) reviewed this resource and, on September 22, 2016, recommended to the Standing Policy Committee on Property and 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 buildings 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.

IMPLICATIONS OF THE RECOMMENDATIONS

410 Portage Avenue, Bradburn Building, 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 made eligible for heritage grants and incentive programs issued under the Province of Manitoba and the City of Winnipeg, and will be viewed favourably by other heritage granting agencies.
- Effective October 1, 2016, if the listed resource is vacant and unless an owner provides evidence that the listed resource was not built using shallow foundations as defined by the Manitoba Building Code, the basement or crawlspace of the resource must be heated to a temperature of 10 degrees Celsius so as to prevent undue shifting, heaving or “frost-jacking” of the listed resource.

HISTORY/DISCUSSION

As a part of the nomination process, the Historical Buildings and Resources Committee toured this building on June 2, 2016 in order to identify the proposed Character-Defining Elements of the resource that should be protected.

The building at 410 Portage Avenue is deemed to embody heritage values attributed to the following:

1. its age, built in 1922, makes it an excellent post-War example of a downtown mixed-use block in Winnipeg;
2. its early association with successful businessman and financier H.H. Bradburn;
3. its architect, William Fingland, and contractor, W.A. Irish, were both well-known local practitioners;
4. its design, materials and construction methods are all good examples of the period;
5. it is located on a corner site in the heart of Winnipeg’s downtown commercial district surrounded by many contemporary structures; and
6. many of its original exterior features and finishes are intact.

On June 16, 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 (see Appendix A).

Prior to the meeting of the HBRC, the owner's authorized agent provided a written submission stating preference for the building to have no heritage status (see Appendix B).

This building is part of an important section of Portage Avenue, one of downtown Winnipeg's busiest thoroughfares and is an integral part of a commercial streetscape that includes the Boyd Building to the east and the massive Hudson's Bay Company Store at its western terminus. (see photographs, attached as Appendix C).

For more information, please see Appendix A for a History of 410 Portage Avenue, Bradburn Block.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 27, 2016

Project Name:

Additions to the List of Historical Resources, 410 Portage Avenue

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 410 Portage Avenue 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 410 Portage Avenue 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:	Urban Design
Prepared by:	R. Ricci
Date:	November 1, 2016
File No.:	O:\Reports Directive\Planning and Land Use\Heritage\2016 Reports\Addition to the List of Historical Resources- 410 Portage.doc

Appendix A

Bradburn Block, 410 Portage Avenue



This three-storey brick and stone mixed-use structure was built in 1922 as the City's economy was expanding again after the termination of World War I.

Hector H. Bradburn (1872-1958) and his Bradburn Investments Company built and owned this rental property to 1950. Bradburn was born in Peterborough, Ontario and moved to Vancouver, B.C. as a representative of a Toronto-based oil company, McColl Brothers. Bradburn moved to Winnipeg in 1902 to open a local branch and would ultimately serve as its vice-president of Western Canada (operating as McColl-Frontenac Oil). Just before World War I he founded his real estate/investment company.

The building is located on the southwest corner of Portage Avenue and Kennedy Street, built in 1922 and measuring approximately 26.4 x 27.1 x 13.4 metres. Both face and common clay brick are used for the walls and stone is used as accenting. The building rests on a 45.7-centimetre concrete foundation and additions have been made to the rear of the structure.

The designer of the block was local architect William Fingland (1862-1946). Born and educated in Ontario, Fingland came to Winnipeg in 1905 where he began a long, fairly successful private practice. He also served as secretary for the Manitoba Association of Architects in the mid-1910s and was appointed Acting Provincial Architect in 1915 in the midst of the Legislative Building construction scandal. Well-known local contractor William Arthur Irish (1872-1941) built the structure.

The block is an excellent example of a Two-Part Commercial structure, very common in North American cities and popular after 1900. The exterior design and layout reflected the varied uses of the blocks, normally with retail space on the ground floor and offices, residential and other uses on upper storeys, usually accessed by an ornate entrance on the front façade. Often, a metal cornice or other device was added to visually separate the two areas. Exterior ornamentation ranged from simple to complex, often depending on the location of the building, its surrounding structures and the capital available to the developer.

The building has two main façades, north facing Portage Avenue and west facing Kennedy Street. The ground floor of the north façade has been completely renovated over time resulting in a mixture of original and renovated claddings, signage and layout of the entrances and display windows. The upper two floors, much more original in terms of layout and materials, include dark brick walls with smooth limestone accenting and continuous stone sills of the second floor. Replacement of the window units has, however, altered its appearance and a stone panel with the word "BRADBURN" is centrally located above the second storey windows. The top storey is windowless and features corbelled brick accenting leading to the metal cornice with brackets and the stone capped and accented parapet.

The west façade is a continuation of the north elevation and also includes a small one-storey section at its south end. The east façade, uncovered due to demolition, is an uninterrupted brick wall now partially covered by a painted mural and the south façade includes two small, one-storey additions and an ornate brick chimney.

It is unknown how the original interior was organized with anywhere from three to five shops listed on Portage Avenue and five along Kennedy Street. Originally, the “Roseland Dance Gardens” also occupied ground floor space and the 4.9-metre ceilings are still visible. Tenancy in the block has been varied; Breslauer and Warren, jewellers and the Bank of Nova Scotia were long-term tenants. A modern, metal accented staircase giving access to a basement walk-in vault is located on the ground floor in the northwest corner. The second floor was completely renovated in 1955 and has been altered and modernized several times since then.

Appendix B
Written Submission prior to the HBRC Meeting by Owner's Authorized Agent

Winnipeg

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: **Bradburn Block, 410 PORTAGE AVE**

Building Owner (please print): 173458 CANADA INC

Building Owner (signed): per

Date: 08.09.2016

Evaluation Date: **Thursday, September 22, 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

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

Comments (continue on reverse if necessary):

SEE ATTACHED LETTER

5 4 6 8 7 9 6
266 mcdermot ave WPG MB R3B0S8
t 204 480 8421 f 480 8876 5468796.ca

Ms. Rina Ricci
Heritage Planner
Planing and Land Use Division
p. 204.986.4722
f. 204.986.7542
e. rricci@winnipeg.ca

08.09.2016

re: **410 Portage Avenue - Bradburn Building**

Ms Ricci and Members of the Historic Building Committee,

5468796 Architecture have been engaged by the prospective owners of the Bradburn building and by extension the current owner [please refer to the enclosed letter of Authorization] to provide a letter to accompany our response to the Notice of Evaluation for the Bradburn Block.

The prospective owners are currently going through their due-diligence period in pursuit of purchasing the property. One of the conditions of sale is listing, or non-listing of the building to the List of Historical Resources by the City of Winnipeg.

Our team has been engaged to evaluate the building in its current condition, its potential for preservation and potential redevelopment and review of the financial projections for the building and the site. This letter summarizes our findings in those respects.

You are likely familiar with some of the heritage projects that 5468796 have been involved in, including 230 Princess Avenue, Avenue and Hample buildings on Portage Avenue, Porter Building, and the work we have started on the James Avenue Pumphouse as well as the Sterling building on Portage Avenue.

OWNERSHIP / TENANCIES

For the last several decades the building has been owned by what is commonly referred to as an absentee landlord from Toronto. Three quarters of the building is occupied by the Scientific Marvel Beauty School - a business also owned by the building owner - making it predominantly owner occupied structure. The school is moving out in 2017. The tenant space at the very corner of the building, and three smaller commercial / retail units further south on Kennedy are and have been leased by other commercial entities, including Don's Photo that currently occupies the corner location. The three CRUs seem to be changing occupancies frequently - two out of three were unoccupied due to they poor condition at the time of our visit. Due to projected changes of ownership and imminent change of use [from educational to business or retail], the building will require significant upgrades for basic occupancy in order to be brought to the current requirements of the Manitoba Building Code.

HERITAGE

We have reviewed the building, and concur with the list of Proposed Character Defining Elements as outlined in your letter. The building is a two storey structure with several disconnected mezzanines primarily in the back of the 2 storey portion. Its main facades face north to Portage Avenue, and west to Kennedy Street. The only building elements that maintain heritage qualities are portions of the two facades, including brick pilasters, stone sills, rectilinear windows, accented brick parapet, and metal cornice. It is important to note that it appears that only the upper portion of the building - from second floor up - maintains some of the historic character, while the ground floor - similar to many historic structures in the city - has been altered in a significant manner. It is likely that any features of historical sig-

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nificance, that might be found behind the pink granite facing, on the ground floor have either been removed, damaged or would be damaged if the facing is removed. Also all windows on both floors have been replaced with non-operable clear anodized aluminum windows that are not congruent with the heritage qualities of the building. This analysis lead us to an understanding that less than 50% of the building's two main facades maintains and semblance of original structure. We have not been able to identify any elements of historic significance inside the building.

BUILDING CONDITION

Existing structure consists of load-bearing masonry walls on the building's perimeter and in the basement, with iron columns and beams and wood joists forming the interior structure of the building. Due to what appear to be grandfathered provisions, some of fire separations between tenants, fire-stopping, portions of the exit stairs in the back and from mezzanines, mechanical and electrical systems do not seem to meet the current Manitoba Building Code requirements. In addition, it does not appear that the building mechanical and electrical systems have ben upgraded over the past 30 - 50 years, requiring a full replacement of the HVAC, as well electrical and communication systems. From the structural perspective, the main floor structure - 2 x 12 joists at 16" on centre spanning approximately 15 feet would likely not meet the Manitoba Building Code requirements. Attached to our letter, please find the Phase I Environmental Report prepared by Pinchin Environmental.

DOWNTOWN

Our downtown has been going through a renaissance in the recent years, and while this is creating a better place for residents and businesses it is putting development and economic pressures on existing building stock. The properties along Portage Avenue have been increasing in value following the success of the True North Arena, Manitoba Hydro Building, and the CentrePoint development. We are finding that it is difficult to justify the economic value of 1-2 storey buildings, as the land they are built on exceeds the value of the buildings themselves. This condition will likely force further decline of the Bradburn Building unless a financially sound proposition for the building and the site can be found.

ECONOMIC CONTEXT + REDEVELOPMENT POTENTIAL

The approximately 23,000 square-foot building in its current state is being listed at $3,000,000, or about $130/square foot. It is our estimate that the upgrades required for the building that will bring it to acceptable standards and market expectations for Portage Avenue are in line of $150 - $175/square foot. This results in a base building cost of just below $300/square foot which make the redevelopment financially un-sustainable in the current market - demanding lease rates that are significantly above what current market can support. Unlike similar structures such as Avenue and Hample Buildings and Stirling Building - which we are very familiar with - the Bradburn Building's mass / floor area ratio is extremely low, making the redevelopment potential extremely difficult. Also due to the condition of the building, [please refer to the attached Environmental Report] its potential to accommodate commercial tenants in the future is very low, and will likely lead to further deterioration of the building.

Our team has prepared and reviewed a number of potential redevelopment scenarios [available upon request] and associated proformas, leading to a conclusion that, given the sale price and the market conditions, the size of the development that would make financial sense will have to be in a range of 12 - 15 storeys. The combustible nature of the building would have to be removed and/or replaced in order to allow for a larger development.

Given all of the above, we believe that the only future for the site and the building is a larger development.



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We as architects, who work and have worked extensively in downtown Winnipeg, strongly believe that buildings that point to our rich history - and in particular those that were built around the turn of the last century - are irreplaceable elements of our civic urban fabric. Through our work in private sector - we have also developed a strong understanding of the market forces and the redevelopment potential of heritage buildings. Unfortunately, we believe that the current building, due to its poor repair [result of minimal maintenance over the past decades], as well as the relatively small size requires a significant capital investment far exceeding its financial reality and is not suitable for redevelopment.

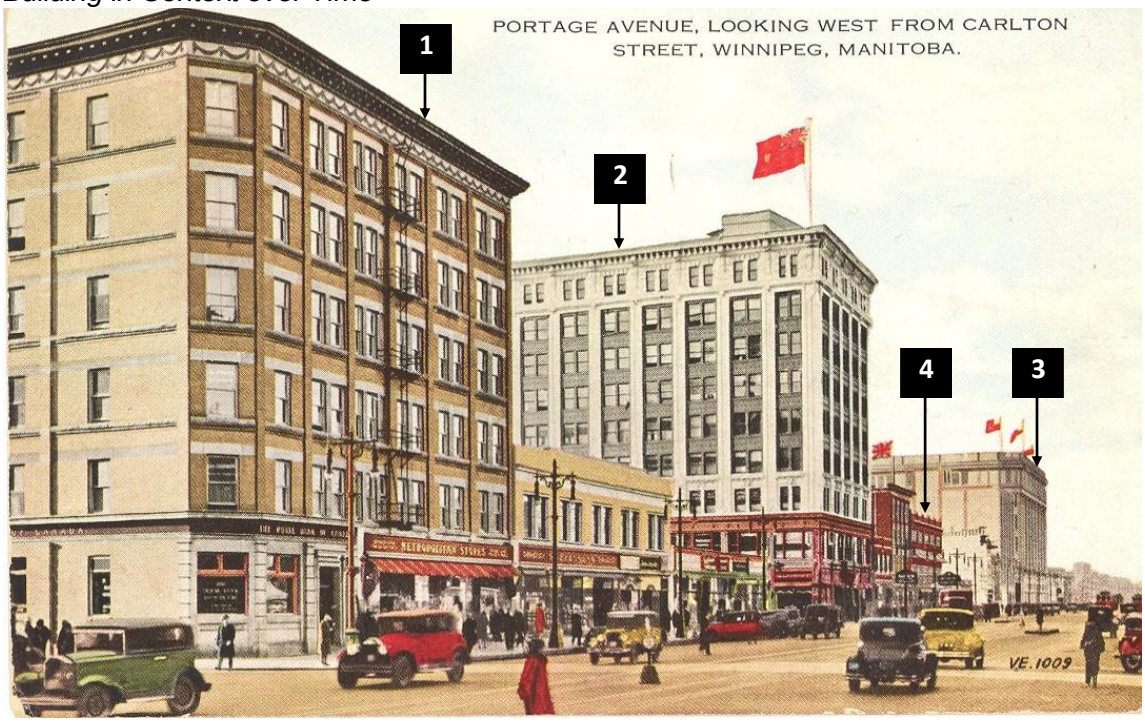
We are looking forward to working with the City of Winnipeg its Historic Resources Branch and the Historical Buildings and Resources Committee over the coming months to find a solution that would allow us to redevelop the site to satisfaction of both sides, while contributing to the Winnipeg's Downtown. Our hope is that HBRC will consider the building in all its contexts as described above, and look for avenues that would commemorate some of the heritage elements while allowing for a realistic development of the site. Thank you,

Sasa Radulovic

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Appendix C

Building in Context over Time



Undated colour postcard showing the south side of Portage Avenue west of Carlton Street
358-360 Portage Avenue, Steele Block (#1 - demolished); 384 Portage Avenue, Boyd Building (#2- Listed); 450 Portage Avenue, Hudson's Bay Company Building (#3 - Nominated), 410 Portage Avenue, The Bradburn Block (#4 - Nominated).



Looking east down Portage Avenue, from Kennedy Street, 2016.
384 Portage Avenue, Boyd Building (#1- Listed); 410 Portage Avenue, The Bradburn Block (#2 - Nominated).