Agenda – Council – January 25, 2017

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

Item No. 4 List of Historical Resources – Nomination of Manitoba Telephone System – Garry Exchange, 474 Hargrave Street

STANDING COMMITTEE RECOMMENDATION:

On January 11, 2017, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That the Historical Buildings and Resources Committee's recommendation to add 474 Hargrave Street, Manitoba Telephone System (Garry Exchange), 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. Four-storey red brick and stone building with flat roof located on the southwest corner of Hargrave Street and McDermot Avenue, its main façades facing east onto Hargrave Street and north onto McDermot Avenue, its south façade facing a neighbouring building and its west façade facing a parking lot;

        ii. East façade with rusticated stone base leading to smooth-cut stone cladding on the ground floor, classically-detailed entrance with attached unfluted columns with egg and dart capitals and pediment embellished with floral motif, Manitoba shield and "MANITOBA TELEPHONES", dark red brick upper floors with stone lug sills, keystones, quoins and a belt course between the third and fourth floors, windows in rectilinear openings, brick pilasters with stone bases and capitals on the top floor supporting the complete entablature with heavy overhanging cornice;

        iii. North façade with its classically-detailed, centrally-located entrance with rounded pediment with floral motif and Manitoba shield, attached unfluted Ionic Order columns with voluted capitals, the words "MANITOBA TELEPHONES", egg and dart moulding, delicate metal railing and stone cartouche with "1907" and upper floors a continuation of the east façade and also including a swan neck stone pediment framing a carved panel with the date of construction "1907" at the roofline and a flagpole;

iv. The south façade featuring a low rusticated stone base and windows in rectilinear openings with stone lug sills on each level; and

v. The west façade with its low rusticated stone base, windows in rectilinear openings with stone lug sills on each level and large brick chimney.

B. Interior:

i. Wood and metal finishes of the main (east side) 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:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 11, 2017, 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 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.

Pete Sanderson, on behalf of the 474 Hargrave Corp., submitted a communication titled "Letter of Opposition, re Historical Status, 474 Hargrave" dated November 25, 2016, 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 Manitoba Telephone System, Garry Exchange (Freed Building), 474 Hargrave 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:

- Four-storey red brick and stone building with flat roof located on the southwest corner of Hargrave Street and McDermot Avenue, its main facades facing east onto Hargrave Street and north onto McDermot Avenue, its south facade facing a neighbouring building and its west facade facing a parking lot;

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

DECISION MAKING HISTORY (continued):

COMMITTEE RECOMMENDATION (continued):

Exterior (continued):

- East facade with rusticated stone base leading to smooth-cut stone cladding on the ground floor, classically-detailed entrance with attached unfluted columns with egg and dart capitals and pediment embellished with floral motif, Manitoba shield and "MANITOBA TELEPHONES", dark red brick upper floors with stone lug sills, keystones, quoins and a belt course between the third and fourth floors, windows in rectilinear openings, brick pilasters with stone bases and capitals on the top floor supporting the complete entablature with heavy overhanging cornice;

- North facade with its classically-detailed, centrally-located entrance with rounded pediment with floral motif and Manitoba shield, attached unfluted Ionic Order columns with volute capitals, the words "MANITOBA TELEPHONES", egg and dart moulding, delicate metal railing and stone cartouche with "1907" and upper floors a continuation of the east facade and also including a swan neck stone pediment framing a carved panel with the date of construction "1907" at the roofline and a flagpole;

- The south facade featuring a low rusticated stone base and windows in rectilinear openings with stone lug sills on each level; and

- The west facade with its low rusticated stone base, windows in rectilinear openings with stone lug sills on each level and large brick chimney.

Interior:

- Wood and metal finishes of the main (east side) staircase.

ADMINISTRATIVE REPORT

Title: Addition to the List of Historical Resources, 474 Hargrave Street, Manitoba Telephone System (Garry Exchange)

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 474 Hargrave 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 and the heritage value that it embodies.

Prior to the meeting of the HBRC, the owner of the building 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 474 Hargrave Street, Manitoba Telephone System (Garry Exchange), 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. Four-storey red brick and stone building with flat roof located on the southwest corner of Hargrave Street and McDermot Avenue, its main façades facing east onto Hargrave Street and north onto McDermot Avenue, its south façade facing a neighbouring building and its west façade facing a parking lot;

      ii. East façade with rusticated stone base leading to smooth-cut stone cladding on the ground floor, classically-detailed entrance with attached unfluted columns with egg and dart capitals and pediment embellished with floral motif, Manitoba shield and "MANITOBA TELEPHONES", dark red brick upper floors with stone lug sills, keystones, quoins and a belt course between the third and fourth floors, windows in rectilinear openings, brick pilasters with stone bases and capitals on the top floor supporting the complete entablature with heavy overhanging cornice;

iii. North façade with its classically-detailed, centrally-located entrance with rounded pediment with floral motif and Manitoba shield, attached unfluted Ionic Order columns with voluted capitals, the words “MANITOBA TELEPHONES”, egg and dart moulding, delicate metal railing and stone cartouche with “1907” and upper floors a continuation of the east façade and also including a swan neck stone pediment framing a carved panel with the date of construction “1907” at the roofline and a flagpole;

iv. The south façade featuring a low rusticated stone base and windows in rectilinear openings with stone lug sills on each level; and

v. The west façade with its low rusticated stone base, windows in rectilinear openings with stone lug sills on each level and large brick chimney.

B. Interior:

i. Wood and metal finishes of the main (east side) 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 474 Hargrave 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 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 he 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

474 Hargrave Street, Manitoba Telephone System (Garry Exchange) 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 property is identified on the List of Historical Resources, and as such is 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 May 5, 2016 in order to identify the proposed Character-Defining Elements of the resource that should be protected.

The building at 474 Hargrave Street is deemed to embody heritage values attributed to the following:

1. The original 1907-1911 building is illustrative of the growth and expansion of Manitoba's public telephone sector and its importance to Winnipeg's warehouse district from 1900 to World War I;
2. The building has been associated with the 20th century expansion and evolution of Manitoba's provincial telephone system;
3. The original building is an excellent example of the Classical Revival Style of the early 20th century;
4. The main façades (east and north) feature a wealth of fine stone detailing accenting the dark brick superstructure;
5. The building is an integral part of its downtown streetscape, heightened by its corner location; and
6. The building is in excellent condition for its age and has not suffered extensive alteration to its original exterior design, material and ornamental detailing.

On September 22, 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 of the building provided a written submission stating preference for the building to have no heritage status (see Appendix B).

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 C):

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

Out of approximately 130 resources that were nominated to be added to the List of Historical Resources at the time that the Historical Resources By-law came into effect, 41 of these, including the building at 474 Hargrave Street, are Pre-WWI Buildings, outside of the EDNHS and within the Downtown Boundary (see Appendix D).

For more information, please see Appendix A for a History of 474 Hargrave Street, Manitoba Telephone System (Garry Exchange).

FINANCIAL IMPACT

Financial Impact Statement

Date: October 27, 2016

Project Name:

Additions to the List of Historical Resources, 474 Hargrave 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 474 Hargrave 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 474 Hargrave 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:	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- 474 Hargrave.doc

Appendix A

Manitoba Telephone System – Garry Exchange, 474 Hargrave Street



Manitoba's telephone history started in late 1877 and by 1878, Bell telephones were being rented to subscribers. Bell opened the West's first telephone exchange in 1881 and began expanding in the city and in Portage la Prairie and Brandon as well.

As telephones increased in their importance, the Government of Manitoba moved to ensure service by purchasing the Bell Company interests for $3.3 million in January 1908 and creating Manitoba Government Telephones, Canada's first provincially-owned telephone system. By 1910, there were an estimated 30,000 telephones in the system and several modern exchanges were built and opened around the city, including one of the most important, this corporate headquarters and telephone exchange building on Hargrave Street (originally known as Charlotte Street), which was planned in 1907 but not officially opened until January 8, 1911 – one of the downtown's more ornamentally complex pre-World War I buildings.

The north and east façades are similarly designed with the rusticated stone bases leading to the smooth-cut stone clad ground floors. The two main doors feature intricate classical detailing. The upper floors of both elevations are clad in dark red brick and highlighted by various stone elements. The top floor includes brick pilasters with stone bases and capitals supporting a complete entablature with heavy overhanging cornice. Accenting the flat roofline on the north façade is a swan neck pediment framing a carved panel with the date of construction "1907" and a flagpole. The south and west façades feature low rusticated stone bases and windows in rectilinear openings with stone lug sills on each level.

The original windows have been replaced throughout the building but most of the other original elements have remained unchanged.

The Garry Exchange is an excellent example of the Neo-Classical or Classical Revival style, popular from 1900 into the 1930s in North America. Elements taken from classic architecture included columns, capitals, pediments and Greek or Roman embellishments, façades were normally symmetrical and smooth cladding and flat roofs were also standard.

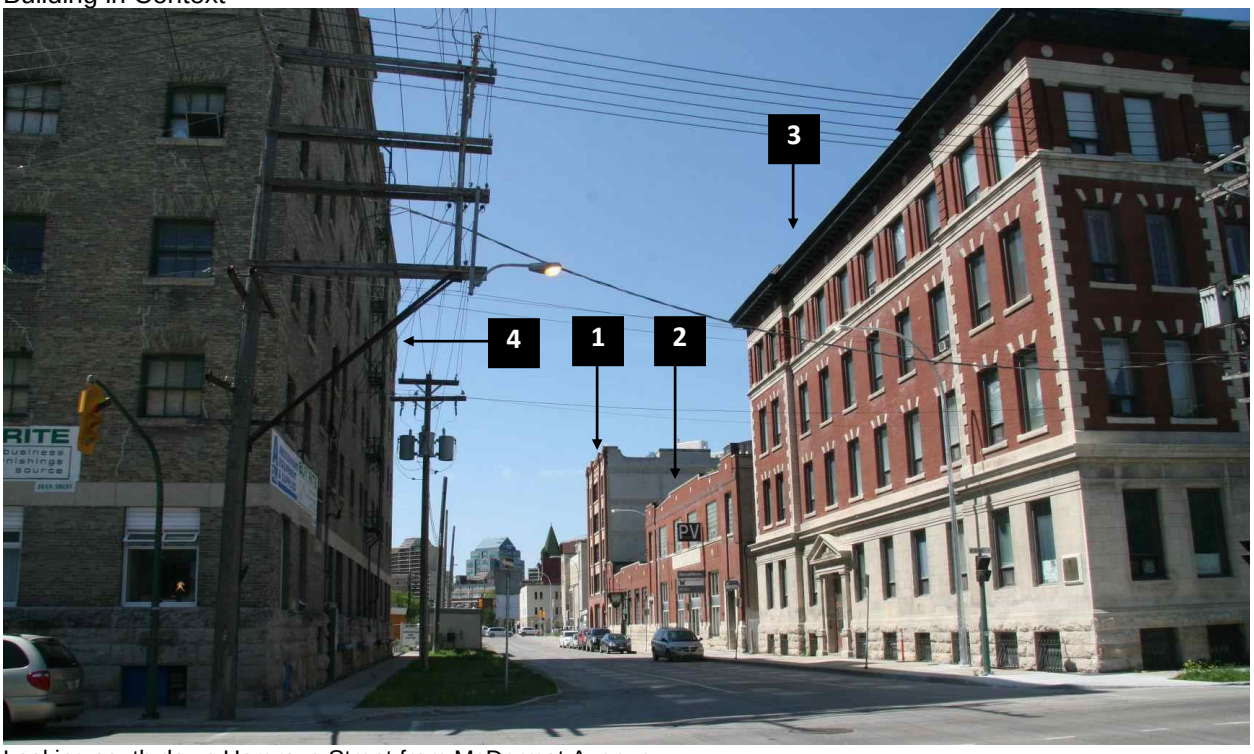
The building was the work of Samuel Hooper (1851-1911), a well-known designer who began his career in Manitoba as a stonemason. Kelly Brothers and Company, the local building company made famous by the Legislative Building construction scandal, won the contract to build the telephone exchange.

The original interior of the telephone exchange building was laid out to efficiently house its many functions, with work space, staff areas and dedicated operators' rooms. Changes were made over time as equipment and roles changed. It was converted into a garment factory in the mid-1950s and a cooperative housing complex in the late 1980s. The east staircase, with its metal and wood finishes, is one of the few original interior elements remaining.

The Garry Exchange functioned as the Manitoba Government Telephones' headquarters until the opening of the new headquarters at 166 Portage Avenue in 1932. The Garry Exchange continued to operate as a telephone exchange until the early 1950s when the building was sold to Freed and Freed Limited, a local clothing manufacturer that was founded in 1921 by David Freed and his nephew Morris Freed. The company's expansion necessitated larger premises, provided by the former telephone exchange. By the 1960s, the company was concentrating on outer wear, jackets and coats, and in 1969 it received the contract to supply men's and ladies' uniforms for the Canadian Armed Forces, which continues to today

from their headquarters on Mountain Avenue. After Freed and Freed vacated the building, it was converted into a multi-tenant residential block, opened in 1987.

Building in Context



Looking south down Hargrave Street from McDermot Avenue.
448 Hargrave Street (#1 - Nominated), 462 & 464 Hargrave Street (#2), 474 Hargrave Street (#3 – Nominated), 334 McDermot Avenue (#4)

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

CITY CLERKS WPG '16 AUG 26 09:42

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: **Manitoba Telephone System, Garry Exchange (Freed Building), 474 HARGRAVE ST**

Building Owner (please print): 474 HARGRAVE CORP

Building Owner (signed): _____

Date: 22 Aug 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):

Appendix C
Pre-WWI streetscapes outside of the EDNHS



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


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



West side of Main Street, north of Alexander Avenue

Appendix D

June 1, 2014 - Nominated Resources List of Pre-WWI Buildings Outside of the EDNHS and within the Downtown Boundary

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	1903
11. Garrick Hotel	287 Garry Street	1907
12. Clark Brothers Warehouse	448 Hargrave Street	1912
13. Manitoba Telephone Building	474 Hargrave Street	1907
14. Union Shoe & Leather Company Building (Black Building)	80 Lombard Avenue	1896
15. Winnipeg Hotel	214 Main Street	1873
16. MacDonald Block (Commercial Hotel)	226 Main Street	1883
17. Fortune Block	232 Main Street	1882
18. McLaren Hotel	554 Main Street	1910
19. Maycock Block	586 Main Street	1885
20. Allman Block	594 Main Street	1904
21. Guest Block	598 Main Street	1902
22. McKercher Block	600 Main Street	1902
23. Corbett Block	611 Main Street	1901
24. Calder (Kaplan) Building	661 Main Street	1912
25. Bell Hotel	662 Main Street	1906
26. Miller Morse & Co. Warehouse	317 McDermot Avenue	1904
27. Oxford Hotel	216 Notre Dame Avenue	1905
28. Argyle Block	224 Notre Dame Avenue	1908
29. Johnstone Block	209 Pacific Avenue	1910
30. Scott-Bathgate Building	149 Pioneer Avenue	1905
31. Keewayden Block (Jacob Crawley Building)	138 Portage Avenue	1909
32. Sterling Bank Building	283 Portage Avenue	1911
33. Somerset Building	294 Portage Avenue	1906
34. McLaughlan Motor Car Co. Building	208 Princess Street	1902
35. Thomas Scott Memorial Orange Hall	216 Princess Street	1902
36. Cockshutt Plow Company Building	238 Princess Street	1902
37. Canadian Fairbanks – Morse Company Warehouse	300 Princess Street	1911
38. Leadley Building	306 Ross Avenue	1905
39. Paulin-Chambers Building	311 Ross Avenue	1904
40. St. Mary's Cathedral	353 St. Mary Avenue	1896
41. Lauzon Block	339 William Avenue	1905