Minutes – Executive Policy Committee – February 8, 2017

Report "A" – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 17, 2017

Item No. 1 List of Historical Resources – Nomination of Keewayden Block (Jacob-Crowley Building) – 138 Portage Avenue East

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 138 Portage Avenue E., Keewayden 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. Seven-storey brick and concrete building with flat roof located on the south side of Portage Avenue, its main façade facing north onto Portage Avenue, its east and west façades facing parking lots and its south façade facing a back lane and parking lot; and

        ii. The front (north) façade with small basement windows in rectilinear openings, a centrally-located raised entrance, wide brick pilasters dividing the upper floors into five bays, upper storey windows in rectilinear openings with wide concrete spandrels, a modest cornice beneath the seventh storey windows and a complete entablature at the roofline with the word "KEEWAYDEN" in the frieze;

        iii. The west and east façades with rectilinear window openings on all floors; and

        iv. The rear (south) façade with windows in rectilinear openings featuring wide concrete spandrels, brick pilasters and raised loading doors.

    B. Interior:

        i. Concrete structural system.

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 concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On January 17, 2017, 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 December 5, 2016, the Standing Policy Committee on Property and Development, Heritage and Downtown Development laid over the matter to its meeting on January 17, 2017.

COMMITTEE RECOMMENDATION:

On October 20, 2016, the Historical Buildings and Resources Committee recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development that the Keewayden Block (Jacob-Crowley Building), 138 Portage Avenue East, 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:

- Seven-storey brick and concrete building with flat roof located on the south side of Portage Avenue, its main façade facing north onto Portage Avenue, its east and west façades facing parking lots and its south façade facing a back lane and parking lot; and

- The front (north) façade with small basement windows in rectilinear openings, a centrally-located raised entrance, wide brick pilasters dividing the upper floors into five bays, upper storey windows in rectilinear openings with wide concrete spandrels, a modest cornice beneath the seventh storey windows and a complete entablature at the roofline with the word "KEEWAYDEN" in the frieze;

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DECISION MAKING HISTORY (continued):

COMMITTEE RECOMMENDATION (continued):

- The west and east façades with rectilinear window openings on all floors; and
- The rear (south) façade with windows in rectilinear openings featuring wide concrete spandrels, brick pilasters and raised loading doors.

Interior:

- Concrete structural system.

ADMINISTRATIVE REPORT

Title: Addition to the List of Historical Resources, 138 Portage Avenue E., Keewayden 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

RECOMMENDATIONS

1. That the Historical Buildings and Resources Committee's recommendation to add 138 Portage Avenue E., Keewayden 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. Seven-storey brick and concrete building with flat roof located on the south side of Portage Avenue, its main façade facing north onto Portage Avenue, its east and west façades facing parking lots and its south façade facing a back lane and parking lot; and

      ii. The front (north) façade with small basement windows in rectilinear openings, a centrally-located raised entrance, wide brick pilasters dividing the upper floors into five bays, upper storey windows in rectilinear openings with wide concrete spandrels, a modest cornice beneath the seventh storey windows and a complete entablature at the roofline with the word "KEEWAYDEN" in the frieze;

      iii. The west and east façades with rectilinear window openings on all floors; and

      iv. The rear (south) façade with windows in rectilinear openings featuring wide concrete spandrels, brick pilasters and raised loading doors.

   B. Interior:

      i. Concrete structural system.

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 138 Portage Avenue E. 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 October 20, 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.

EXECUTIVE SUMMARY

The Historical Buildings and Resources Committee recommends that the building at 138 Portage Avenue E. 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).

IMPLICATIONS OF THE RECOMMENDATIONS

138 Portage Avenue E., Keewayden Block, 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, a historical report on the building was prepared, and on October 6, 2016, the Historical Buildings and Resources Committee toured this building in order to identify the proposed Character-Defining Elements of the resource that should be protected.

The building at 138 Portage Avenue E. is deemed to embody heritage values attributed to the following:

1. its age, 1909, makes it an example of the major expansion of downtown Winnipeg pre-World War I that saw the construction of dozens of office towers;
2. it was associated with influential clothing manufacture Jacob-Crowley for many decades;
3. its architect/contractor was James McDiarmid, a well-known practitioner who had been working in Winnipeg since the 1880s;
4. its design, materials and construction methods are all excellent and early examples;
5. it is located near the famous Portage and Main intersection in an area that includes both heritage and modern structures; and
6. most of its original exterior features and finishes are intact.

On October 20, 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).

Although the immediate surrounding context of this building is dominated by surface parking lots, it is amidst a number of heritage buildings. The Public Service is taking action to conserve pre-WWI buildings that contribute to important heritage 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 138 Portage Avenue E., 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 138 Portage Avenue E., Keewayden Block.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 27, 2016

Project Name:

Additions to the List of Historical Resources, 138 Portage Avenue E.

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 138 Portage Avenue E. 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 138 Portage Avenue E. 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 2, 2016
File No.:	\\cowsvpwb127\pub\RIS\Urban Design\Addition to the List of Historical Resources- 138 Portage.doc

Appendix A

Keewayden Block (Jacob-Crowley Building), 138 Portage Avenue



This building, located just east of Winnipeg's famous Portage and Main intersection, is a unique, pre-World War I office building that has been part of the downtown landscape since its completion in 1909.

This building is a modest example of the Chicago style commercial building, which has many examples in downtown Winnipeg. The style was popularized in North America from the late 1890s to the 1920s and is based on a newly evolving structural support system – skeletal steel and reinforced concrete – that allowed architects to design taller structures, skyscrapers. Ornamentation ranged from austere to extensive and was often confined to the lower and top floors. Sculpted stone and terra cotta were often used in this ornamentation while the middle floors were often plain brick with banks of windows in grid-like patterns.

The seven-storey building rests on a 76.2-centimetre concrete foundation with a reinforced concrete slab and beam supported superstructure and brick exterior walls with concrete accenting. Steel columns are employed on the top floor. The superstructure measures approximately 27.5 x 26.7 x 29.9 metres. Total cost of construction in 1909 was $70,000.

The building was designed by one of the City's most influential architects/contractors, James McDiarmid (1855-1934). The Scottish born and trained mason came to Winnipeg in 1883 and organized a contracting business that a decade later had grown to include design work as well. McDiarmid oversaw the family business for many decades which grew dramatically after 1900 to include large contracts from Lake Superior to the Pacific Ocean. The company, J. McDiarmid Company Limited, was responsible for completing Manitoba's Legislative Building and Law Courts Building after the construction scandal in 1915 and was part of the consortia to build the Winnipeg Aqueduct. James McDiarmid was an influential and important Manitoba builder/designer.

The building's front (north) façade begins at grade with smooth-cut stone cladding rising to the sills of the large ground floor windows. A raised, centrally-located renovated entrance gives access to the interior. The upper storeys are divided into five bays by brick pilasters; on each floor the bays are filled with large rectilinear window openings and wide concrete spandrels. The pilasters end with modest capitals at a cornice below the seventh floor windows. Finishing this façade is a completed entablature with heavy overhanging cornice and stepped parapet. The frieze includes the word "KEEWAYDEN".

The rear (south) façade mimics the front in its use of pilasters to create five vertical bays, the rectilinear window openings and the wide concrete spandrels. There are several raised loading docks and the roofline is unadorned.

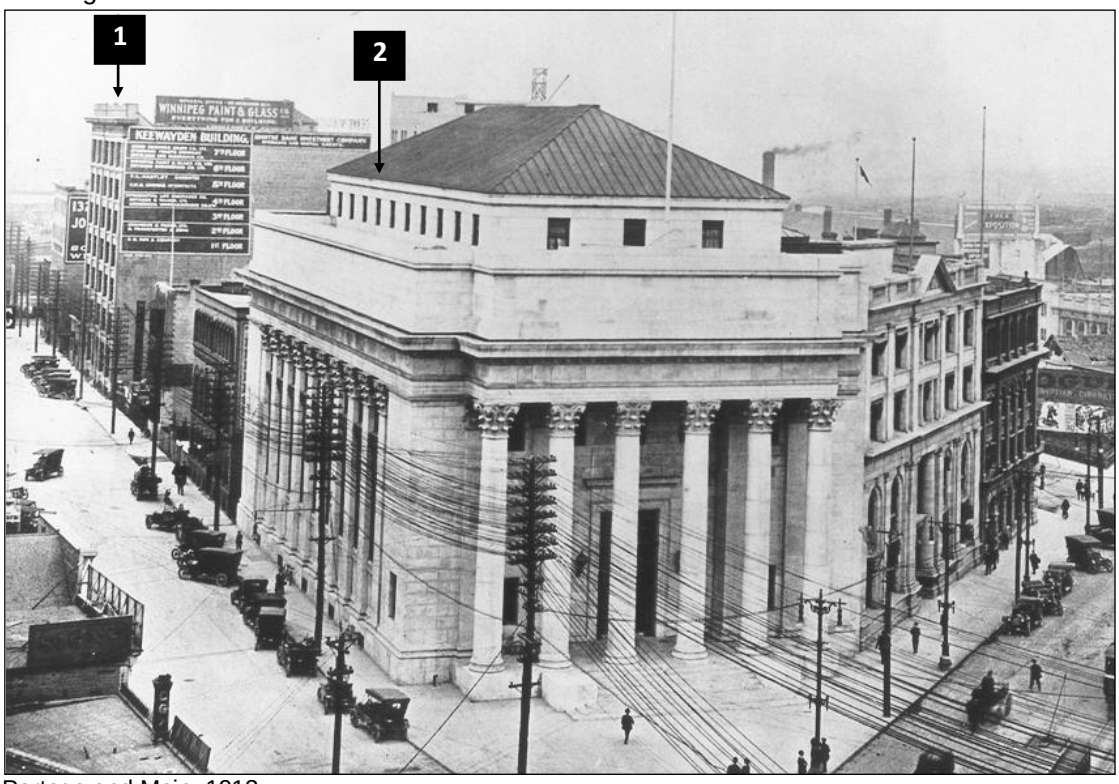
The west façade features a number of matched and unmatched rectilinear window openings on each floor and the east façade has four matching rectilinear window openings on each of the upper floors.

The building has seen a number of different uses over the years, originally serving as offices for a variety of tenants and then as a clothing factory. There is little evidence of the original layouts or finishes on any floor.

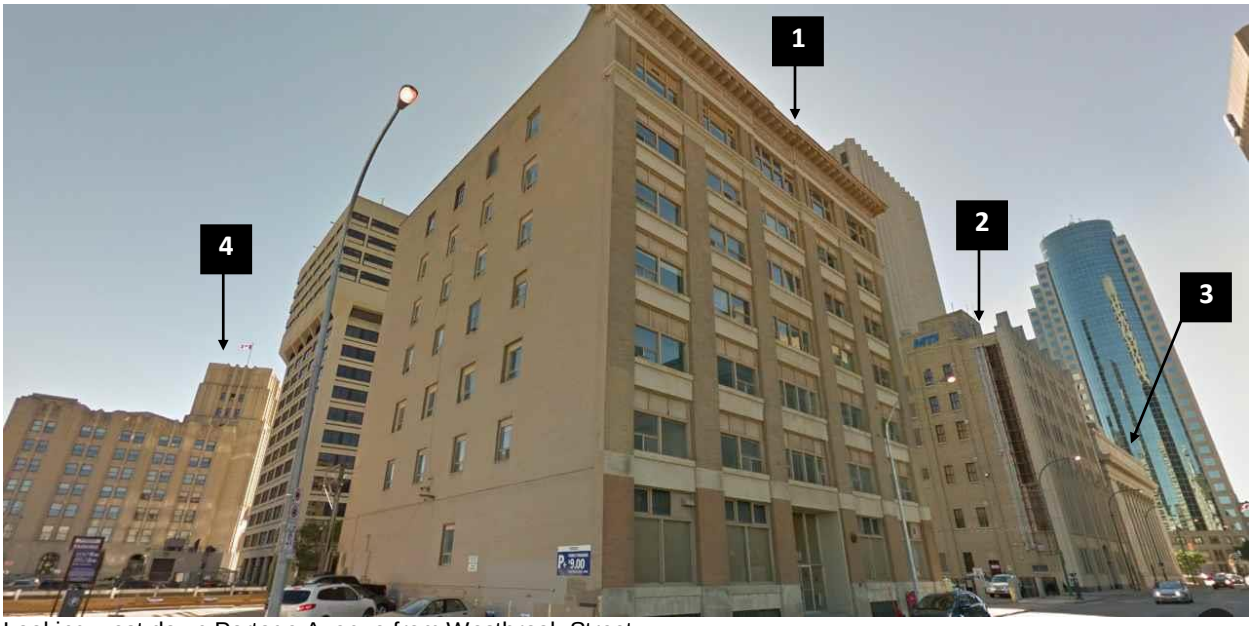
The building was originally owned by the Notre Dame Investment Company, a small-scale local development firm, and early tenants included architects, insurance companies and many merchants' agencies.

In the late 1920s, the building was occupied by the Jacob-Crowley Company, and important clothing manufacturer incorporated by Benjamin Jacob (1892-1975) and John H. Crowley (1879-1963) in 1919. Originally operating in the warehouse district, the company expanded from manufacturing working clothes to suits and coats and other clothing. From its headquarters on Portage Avenue, the company expanded rapidly, becoming a major national player in the clothing sector. During World War II, the factory produced 75,000 garments for the Canadian army and navy. Continued expansion necessitated a move to a modern factory in 1954. The business shut down in 1988.

Building in Context over Time



Portage and Main, 1913
138 Portage Ave. E (#1 - Nominated), 335 Main Street (#3 – Listed)



Looking west down Portage Avenue from Westbrook Street.
138 Portage Ave. E. (#1 - Nominated), 166 Portage Avenue (#2 - Nominated), 335 Main Street (#3 - Listed), 269 Main Street (#4, Classified Federal Heritage Building)

Appendix B
Written Submission prior to the HBRC Meeting by Owner

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: **Jacob-Crawley Building (Keewayden Block), 138 PORTAGE AVE E**

Building Owner (please print): Zhabba Inc

Building Owner (signed):

Date: 2016-10-13

Evaluation Date: **Thursday, October 20, 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):

please see attached sheet for comments.....

Zhabba Inc
[redacted]

October 13, 2016

Winnipeg
Planning Property & Development
Unit 15 – 30 Fort Street
Winnipeg Manitoba
R3C4X5

re: **Notice of Evaluation to List as a Historical Resource**
Keewayden Block (Jacob-Crawley Building)
138 Portage Ave East

Dear Ms. Ricci

Thank you for visiting our building on October 6th with your committee and allowing me to join you in your tour. We are very excited about the project and the way it can be re-purposed to add yet another new development to Winnipeg's downtown core.

I am in receipt of your email and letter dated October 13, 2016.
I have completed the enclosed forms and have selected that
"**I prefer that the building cited above have no heritage status**"

It is our intention to re-purpose the building into a new hotel. We will maintain the front and back façade of the building to reflect the historical style. Because we are re-purposing the building into a hotel we need to make some modest modifications to the west façade so the hotel rooms can have windows. We are proposing that the east façade be expanded to accommodate the length of the new rooms and create a sheltered entrance at the Ground Floor to reveal a new more modern façade facing the river. Because of the robust concrete structure it is also our intention to add four new floors above the existing building.
We are excited to restore the features of the existing building and re-program it to form a new vibrant project at Portage and Main.

Below are my comments to the listed potential Character Defining Elements:

We are ready and excited to move this project forward as quickly as your timelines allow.

We ask for your understanding in selecting that the building has "**no heritage status**"

Sincerely yours,



Harry Christakis
principal
Zhabba Inc

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