Minute No. 145
Report "A" – Standing Policy Committee on Property and Development, Heritage and Downtown Development – December 5, 2016

Item No. 3 **List of Historical Resources – Nomination of Miller, Morse & Company Building, 317 McDermot Avenue**

Laid over to the February 22, 2017 meeting of City Council.

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

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the item be laid over to the February 22, 2017 meeting of City Council.

Carried

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.

Rocky Neufeld and David Rich submitted a communication titled "Historical Designation Evaluation – 317 McDermot Avenue, Winnipeg, Manitoba" dated September 8, 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 Miller, Morse and Company Building, 317 McDermot 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:

- Five-storey brick and stone building with flat roof located on the northeast corner of McDermot Avenue and Adelaide Street, its main facades facing south onto McDermot Avenue and west onto Adelaide Street, its north facade now covered by a large 1950s-era addition, which also faces north onto Bannatyne Avenue and its east facade facing the back lane;

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):

- McDermot Avenue facade with its rusticated stone base with basement windows in rectilinear openings, centrally placed entrance with smooth-cut stone ornamental arched frame, common clay brick walls, windows in arched openings on the ground and fifth floors (all with stone keystones) and rectilinear openings on the second to fourth floors, all with stone lug sills, stone belt courses below the second and fifth storey windows and corbelled brick accenting below the fifth floor windows and at the roof line, which features raised elements at the southeast, southwest and northwest corners;

- Adelaide Street facade with its rusticated stone base with basement windows in rectilinear openings, ground floor windows and doors in arched openings (windows, doors and raised loading doors), with smooth-cut stone frames or oversized stone keystones, common clay brick walls, windows in arched openings on the fifth floor with stone keystones and rectilinear openings on the second to fourth floors, all with stone lug sills, stone belt courses below the second and fifth storey windows and corbelled brick accenting below the fifth floor windows and at the roof line and two open metal fire escapes;

- East facade with its windows in rectilinear openings with stone lug sills on all floors, rusticated stone cladding at grade and several raised loading doors; and

- The plain brick walls of the north, east and west facades of the 1954 addition with windows in thin rectilinear openings on all floors, an overhead door on the north facade and a raised loading door in the east facade

Interior:

- Heavy timber mill structural system;

- Original metal-clad sliding fire doors at staircase doors;

- Concrete structural system in north addition

ADMINISTRATIVE REPORT

Title: Addition to the List of Historical Resources, 317 McDermot Avenue, Miller, Morse and Company Building

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 317 McDermot Avenue, Miller, Morse and Company Building, 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. Five-storey brick and stone building with flat roof located on the northeast corner of McDermot Avenue and Adelaide Street, its main façades facing south onto McDermot Avenue and west onto Adelaide Street, its north façade now covered by a large 1950s-era addition, which also faces north onto Bannatyne Avenue and its east façade facing the back lane;

      ii. McDermot Avenue façade with its rusticated stone base with basement windows in rectilinear openings, centrally placed entrance with smooth-cut stone ornamental arched frame, common clay brick walls, windows in arched openings on the ground and fifth floors (all with stone keystones) and rectilinear openings on the second to fourth floors, all with stone lug sills, stone belt courses below the second and fifth storey windows and corbelled brick accenting below the fifth floor windows and at the roof line, which features raised elements at the southeast, southwest and northwest corners;

      iii. Adelaide Street façade with its rusticated stone base with basement windows in rectilinear openings, ground floor windows and doors in arched openings (windows, doors and raised loading doors), with smooth-cut stone frames or oversized stone keystones, common clay brick walls, windows in arched openings on the fifth floor with stone keystones and rectilinear openings on the second to fourth floors, all with stone lug sills, stone belt courses below the second and fifth storey windows and corbelled brick accenting below the fifth floor windows and at the roof line and two open metal fire escapes;

iv. East façade with its windows in rectilinear openings with stone lug sills on all floors, rusticated stone cladding at grade and several raised loading doors; and

v. The plain brick walls of the north, east and west façades of the 1954 addition with windows in thin rectilinear openings on all floors, an overhead door on the north façade and a raised loading door in the east façade

B. Interior:

i. Heavy timber mill structural system;

ii. Original metal-clad sliding fire doors at staircase doors;

iii. Concrete structural system in north addition

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 317 McDermot 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 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 317 McDermot Avenue 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.

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

IMPLICATIONS OF THE RECOMMENDATIONS

317 McDermot Avenue, Miller, Morse and Company 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 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 April 7, 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 317 McDermot Avenue is deemed to embody heritage values attributed to the following:

1. The original 1904 building is illustrative of the growth and expansion of the wholesale sector in Western Canada in the early 20th century and Winnipeg's central role in its growth;
2. The building was associated with a successful hardware wholesaler, the Manitoba government and then part of the mid-century needle trade industry transformation in the warehouse district;
3. The original building is an excellent of the Romanesque Revival Style of the early 20th century;
4. The main façades (south and west) feature stone detailing accenting the cream coloured brick walls and its internal support system is common for the period;
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 and the owner's authorized agent provided written submissions stating their 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 317 McDermot Avenue, 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 317 McDermot Avenue, Miller, Morse and Company Building.

FINANCIAL IMPACT

Financial Impact Statement **Date:** October 27, 2016

Project Name:

Additions to the List of Historical Resources, 317 McDermot 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 317 McDermot 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 317 McDermot 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."

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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- 317 McDermot.doc

Appendix A
Miller, Morse and Company Building, 317 McDermot Avenue



The wholesale hardware firm Miller, Morse and Company, formed in 1881 by Hyman Miller (1856-1913) and Fred W. (1860-1905) and Frank Morton Morse (1861-1931) was one of several local hardware wholesalers that established in Winnipeg and grew to a large, successful regional company. It built its first modern warehouse in 1887 on Princess Street, doubling its size with an addition in 1892. But within a decade, this building proved too small and this large brick and stone warehouse was built on the northeast corner of McDermot Avenue and Adelaide Street.

The five-storey building rests on a raised foundation 91.4 centimetres thick and measures approximately 25.9 x 61.6 x 22.9 metres. Costing $105,000 in 1904, it was one of the largest permits of the year. It was built using the popular mill construction system – square timber beams and posts, solid, load-bearing brick exterior walls and heavy, wood plank flooring. The Miller, Morse and Company Warehouse's design is unique in that several support elements – double wood beams and brick beams on the lower floors – are overbuilt and heighten the building's ability to carry extremely heavy loads.

The front (south) and west façades face the street and are similarly designed: raised basement clad in rusticated stone, common clay brick walls with stone accenting around windows, deeply grooved brick on the ground floor, banks of windows in rectilinear openings on floors two to four and arched window openings on the top floor leading to the corbelled brick cornice with raised elements at the southeast, southwest and northwest corners. The south façade features an ornate stone entrance, the west side six arched entrances: two stone-framed personnel doors and four raised loading doors. Several of the west entrances have been altered but the two main façades have not seen major alteration on the top floors. Two open metal fire escapes are also found on this west façade.

The east façade faces the back lane and features windows in rectilinear openings and several raised loading doors some with older overhead lighting. The rear (north) façade is now covered by a five-storey brick addition completed in 1954.

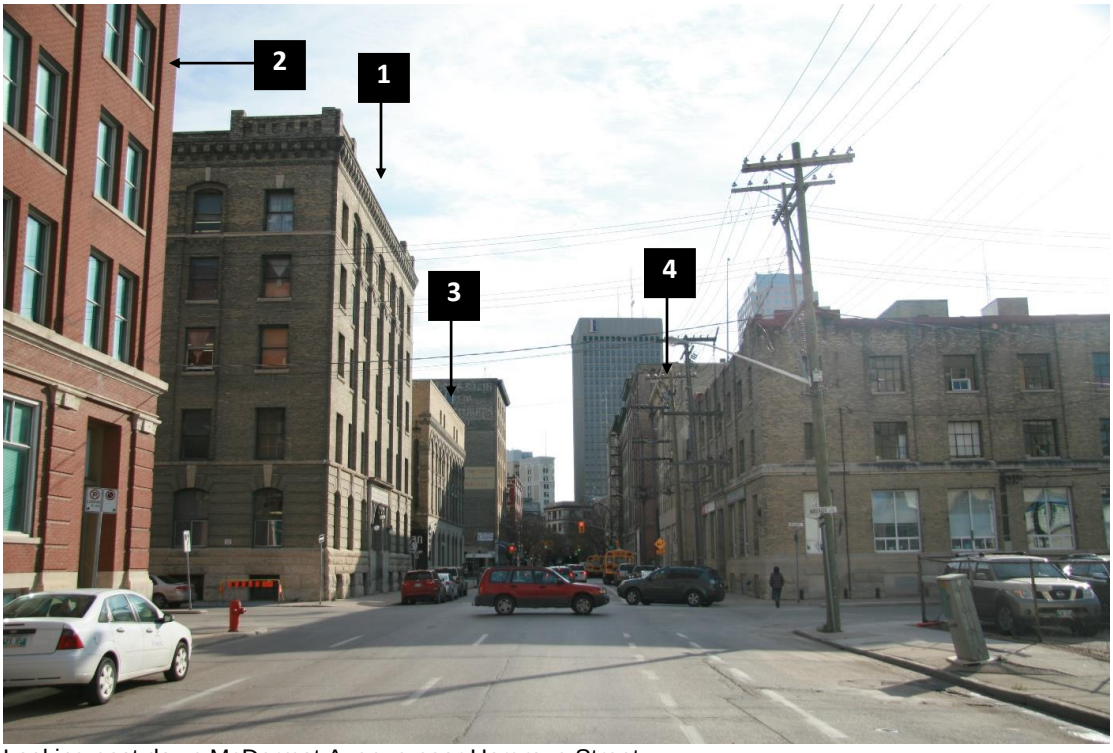
The original warehouse is an excellent example of the Romanesque Revival style, very popular in warehouse districts throughout North America from the 1880s well into the 20th century and identified by its use of brick and rusticated stone, belt courses, corbelled brick, flat rooflines and arched openings. It is one of the better examples of the many found in the Exchange District.

The company maintained it occupation of the warehouse until the business was sold to a competitor, Marshall-Wells, in 1927. The building was then sold to the Manitoba Liquor Control Commission, becoming its office headquarters and central distribution warehouse until its move to new premises in 1964. Like many other warehouses in the area, the building was then converted for use in the garment industry; this building housed a number of businesses under the name the Apparel Mart Building. Richlu Sportswear Manufacturing presently occupies the entire building.

Building in Context



Looking south down Adelaide Street near Bannatyne Avenue.
317 McDermot Avenue (#1 - Nominated), 88 Adelaide Street (#2 - Listed), 321 McDermot Avenue (#3 – Listed)



Looking east down McDermot Avenue near Hargrave Street.
317 McDermot Avenue (#1 - Nominated), 321 McDermot Avenue (#2 - Listed), 78 Princess Street (#3 – Listed), 72 Princess Street (#4 – Listed)

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



Historical Designation Evaluation
317 McDermot Avenue
Winnipeg, Manitoba
September 8th, 2016

PREPARED BY:
Rocky Neufeld, BA, AACI P.App.
Appraiser.
Valuation & Advisory Services

PREPARED FOR:
[redacted]

September 8, 2016

Rina Ricci
Historical Designation Committee
Planning, Property & Development
Winnipeg, Manitoba

Re: Historical Designation Resources Committee Hearing for 317 McDermot

Requesting that the building cited have no heritage status

In accordance with the engagement, I have inspected the above property, and have carried out an evaluation of economic, safety and efficiency consequences of a Historical Designation for the subject property. Based on our investigations, it is our opinion that the Historical Designation would result in major economic repercussions to the building, causing it to fall into an unmarketable state of disrepair.

The subject property is owned and partially occupied by Richlu Manufacturing. Slowly they are moving more and more of their operations out of the building at the obsolescence of it makes the planned work done inside difficult. Maintenance costs are extremely high, and configuration makes it's market desirability low. The amount of money required to charge potential tenants would be so high, so people would look elsewhere.

In addition to economic issues the architectural issues must be addressed.

Part of the site is built with timber, it's construction is obsolete for both practicality and repair. There have been frequent repairs, as noted in the pictures, and timber of this size and growth are no longer available.

The windows are obsolete, and the owner had a quote done for $2,000 per window to replace. They are single metal pane, and a poly sheet is utilized for additional winter air seal. We counted over 40 that are boarded up; it would require an entirely new window, which would stand out more than the plywood that is currently keeping the cold out. The original building has over 200 windows. The units cannot be repaired as the original design will not meet code.

A critical problem is their outdated fire door. It was designed before they used magnetic latches. This door releases when the material reaches a certain heat, causing it to fall shut. This type of technology has been used in decades, and will be increasingly difficult to find someone to service it. For eventual fire safety reasons, which will prove very difficult if the are historical limitations. Safety features cannot be given a historical designation.

The 1954 concrete addition is a representation of Cold War institutional buildings, with the most notable of these types of buildings being in the former East Bloc. They offer no contribution to history or

architecture, as they are only solid poured edifices, with little to no occupant amenities. The windows are not aesthetic, they are too high to be utilized for office or residential, and are made of the same single pane, metal framing as the main building.

For the reasons stated above, we respectfully request that the Historical Designation for 317 McDermot not be considered.

Sincerely,

COLLIERS INTERNATIONAL REALTY ADVISORS INC.



Rocky Neufeld, BA, AACI, P.App.

Appraiser, Winnipeg

Written Submission prior to the HBRC Meeting by Owner

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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: **Miller, Morse and Company Building, 317 MCDERMOT AVE**

Building Owner (please print): ADELAIDE INVESTMENTS LIMITED

Building Owner (signed): [signature]

Date: AUGUST 18, 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

Name	Address	Date of Construction
40. St. Mary's Cathedral	353 St. Mary Avenue	1896
41. Lauzon Block	339 William Avenue	1905