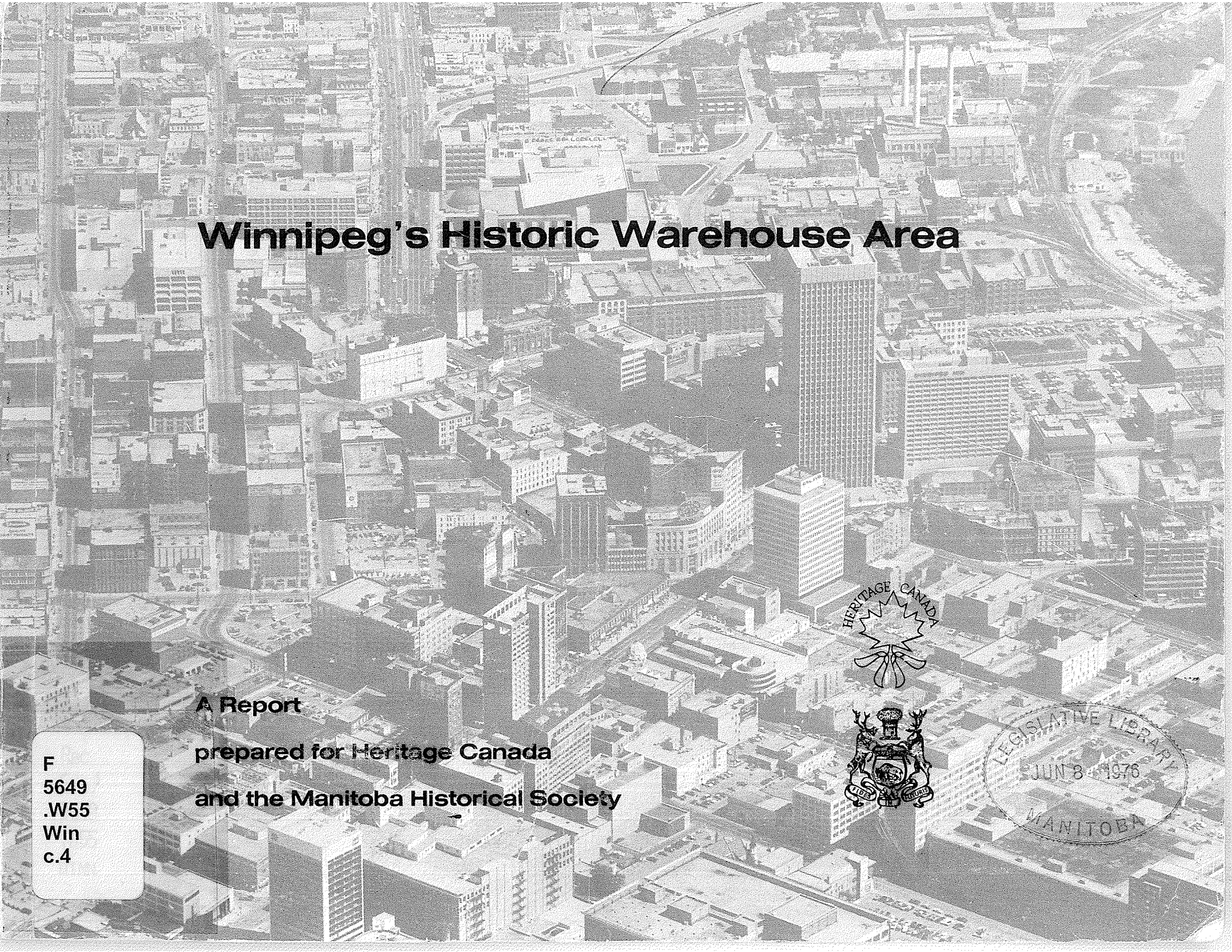

Winnipeg's Historic Warehouse Area

A Report

prepared for Heritage Canada

and the Manitoba Historical Society

Winnipeg's Historic Warehouse Area
its revitalisation through conservation

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and the Manitoba Historical Society

William P. Thompson, Coordinator
Jonas Lehrman, Feasibility Study
Marc Denhez, Legal Report
Randy Rostecki, Building Histories
George Fuller, Architectural Histories

Winnipeg Canada
May 1976

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We reach so tall because we stand on the shoulders of giants, or because we are part of a human pyramid.

The following make up the pyramid upon which this report is built:

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BIOGRAPHIES

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Jonas Lehrman is a practising architect and planner, and Professor in the Faculty of Architecture at the University of Manitoba. He has wide design experience, and has written and broadcast extensively on architectural matters.

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William Paul Thompson is Associate Professor of architecture at the University of Manitoba. He pursued his Ph.D. at Cornell University in the field of history of architecture and urban development. While in Winnipeg he prepared a large photographic exhibit of Manitoba architecture in 1970, and a guide to the city called *Winnipeg Architecture: 100 Years*. At present he is chairman of the Communications Committee of the recently founded Society for the Study of Architecture in Canada.

PREFACE

In September 1975, Heritage Canada, on the recommendation of the Manitoba Historical Society, approved the commission of a study to determine the feasibility of recycling structures in the historic core of Winnipeg. The study was intended to complement the City Planning Department's "Historic Winnipeg Preservation Study". Together, the two reports describe the architectural and historical value of the buildings and the area, the possibility of recycling the area's heritage structures, the many uses to which the buildings might be put, and the legal means of creating and protecting a conservation area.

With the active participation of the private business sector and government, prospects for a conservation area in this cohesive and architecturally important area of Winnipeg are encouraging.

R. A. J. Phillips
Executive Director
of Heritage Canada.

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INTRODUCTION

In September 1975 the Board of Governors of Heritage Canada approved a study of Winnipeg's commercial core area as a potential conservation area. Three main questions had to be answered before a Conservation Area Programme[1] could be seriously developed. First, what was the economic viability of the area in terms of the potential of renovated buildings to be profit-making at prevailing market rates? Second, what did the area contain in buildings of historical and architectural value, and what should the boundaries of the conservation area be, taking into account physical and socio-economic facts? Third, what legislation is required to maintain the necessary protection of, and incentive for, heritage conservation?

This report attempts to answer these three questions. The issue of economic viability had been considered in two recent reports, one prepared by the City of Winnipeg Environmental Planning Department in 1974[2], and the other, a report prepared by a Winnipeg planning firm for the Central Mortgage and Housing Corporation (CMHC) in 1975[3]. The former considers primarily the adaptation of buildings in the area north and west of Portage and Main Streets centred on Albert Street to office and commercial use. The latter study considered the feasibility of adaptation of warehouses of the area to residential use. This report accepts the conclusions of the Planning Department study that the area is primarily useful as a revitalized commercial district. It may well be that an innovative method of adaptive use for residence will be found through the CMHC. The central purpose of the economic feasibility section as part of this report, however, is to show how three different building types can be adapted to office and commercial use. The three types chosen are representative of many similar buildings found throughout the study area.

The first is a tall steel frame office structure, the second a warehouse block, and the third a row type commercial building of four storeys. While there are other types of buildings in the area that might well have been studied, such as banks, hotels, or variants of warehouses, the three types chosen provide the backbone and essential fabric of the area. The other building types are either too few to justify the study, are useful as they currently stand, or are likely to

have their owners provide a study of their adaptive use. The disadvantage of studying individual cases and attempting to make generalizations from these cases is an inherent limitation. It is hoped that both the methods of the feasibility studies and the general conclusions about the critical issues in adaptive use will prove helpful to other owners.

Examination of the history of the study area has shown its growth to be intimately associated with the major persons and events from the decade before the founding of the city in 1874 until the Great War. The quality and rich variety of the buildings is evident in many streets of the area. A key problem was to consider reasonable limits to what could be a physically manageable and economically supportable conservation area. The Historic Winnipeg Restoration Study defined a compact area extending between Main Street and King Street from William Avenue on the north to Notre Dame Avenue on the southwest. While this area was likely physically and economically manageable, it excluded many buildings of equal quality and potential for enhanced usefulness. Princess Street extending from the area towards the north, and Bannatyne and McDermot Streets to the east of Main Street, had particular potential for revitalization. This study suggests how these areas can be part of a comprehensive area conservation proposal.

At present the architectural heritage of Winnipeg's historic core is largely unprotected from demolition or unsympathetic modernization. Recent provincial enabling legislation in the form of amendments to the City of Winnipeg Act (Bill 50 of June 1975, sec. 115, and 483) aids the conservation of historic buildings by establishing the right of the city to make a list of heritage sites. Buildings on the list could not be demolished or drastically altered without approval of City Council and grants could be made by city or province toward conservation of these sites. These substantial protections have not been implemented, and by themselves, would not provide proper protections for a conservation area to retain its special character. The third part of this report outlines the legal means and administrative mechanisms that could implement an effective conservation programme for Winnipeg's historic warehouse district.

1. *Draft document of 17 December 1974, Heritage Canada, Ottawa.*

2. *Historic Winnipeg Restoration Study, Winnipeg, November 1974.*

3. *Study prepared by Damas and Smith, architects and planning consultants, Winnipeg, Summer 1975.*

Historical and Architectural Value

George Fuller
Randy Rostecki
William P. Thompson

Winnipeg Canada May 1976

THE RISE OF WINNIPEG'S COMMERCIAL DISTRICT

The focus of life of the early settlement of Red River was Upper Fort Garry located near the junction of the Red and Assiniboine Rivers. The Selkirk settlers arriving in 1812 found all trade run through the Hudson Bay Company. But it was not long until a free merchant competition began to break the monopoly of the Company. Andrew McDermot was the first in 1823 to set up a trading store outside the fort's precincts. This was followed by his son-in-law A. G. Bannatyne setting up shop after 1848 in the area between Main Street (the road to Selkirk) and the Red River and north of the present Lombard Avenue. By the time of the city's founding in 1874 there were more than twenty private traders with premises located along Main Street and a series of streets running to landings on the Red River. The development of a third commercial centre was already in evidence by 1878. A market square fronted by a market building, fire hall, and city hall was located west of Main Street at the site of the present Civic Centre. During the period up to 1905 this square saw the erection of a number of three and four storey commercial blocks on Princess Street. These include handsome examples of brick-walled structures given details with stone, wood, and ornamental metal such as the Bawlf Block, Benson Block and Grain Exchange, and the Harris Son and Company Building.

The coming of the railroads both enhanced and redirected the growth of the area north of Portage and Main. Previous to the lines of steel, major commercial traffic reached Winnipeg by boat or ship. Steamers reached Winnipeg with their cargos from eastern Canada from the early 1860's. But navigational difficulties prevented them from reaching Winnipeg except during a few months of ideal high water. A rail line to St. Paul, Minnesota was completed by 1877 and the C.P.R. reached the city in 1881. By 1890 twelve railway lines focussed on Winnipeg. The prospect of Winnipeg becoming the "Chicago of the Prairies" ballooned the population and the land value. The records indicate a growth from four thousand in 1874 to almost twenty-five thousand in 1882. Assessed value of land and buildings rose from 4.5 million dollars in 1880 to about twenty million in 1882. While this boom was followed by a disastrous bust of 1883-5, the future of the city as a major wholesaling centre was secure. A major feature of securing status as a trans-shipping

depot was the concession granted the Winnipeg Board of Trade in 1886 and 1890. The C.P.R. granted a discount of fifteen per cent on goods shipped to Winnipeg from the East and on goods shipped west from Winnipeg. Because of the advantages of location and these discounts, and through the efforts of a number of industrious entrepreneurs, several sorts of businesses set up wholesale distribution buildings in the area both adjacent to the market square area and east of Main Street. These included the Whitla Block, Gault Block, and Merchants Block on the west,and the Bain Block, Marshall-Wells Building, Crane Building and the famous J. H. Ashdown Warehouse on the east of Main Street.

Two sorts of businesses were important to the development of this warehouse and commercial district in the period 1882-1900. First,there were the implement manufacturers. Several of these built structures along Princess Street. These include A. Harris Son and Company, the Massey Company, the Cockshutt Plow Company, and the Fairchild Company (all with blocks named after them). Second and more important for Winnipeg as a centre for world trade, were the grain trading companies. The Lake of the Woods Milling Company Building on McDermot Avenue is one of the best of these office buildings. To the north of the warehouse district Ogilvie Flour Mills became known world wide. The Grain Exchange Buildings, the older of which are on Princess Street, and the newer on Lombard Avenue, provided the commodity trading centre.

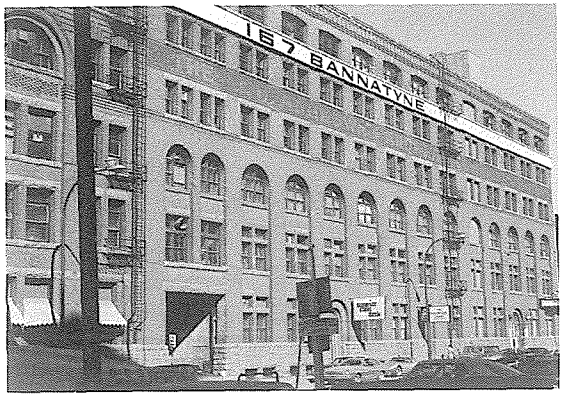
Attendant to the development of this trading function was a developing financial function. A number of new bank buildings along Main Street built at the turn of the century indicated that Winnipeg was a rival to Hamilton and Minneapolis in the quality of its prestige architecture. The Winnipeg based Merchants Bank and Home Bank are long gone, but their successors the Canadian Imperial Bank of Commerce and the Union Bank Building remain. The Great West Life Assurance Company erected a magnificent office building on Lombard Avenue at the turn of the century. The period from 1900 to the end of the first war saw additional steel frame office structures rise to the unprecedented heights of ten and eleven storeys. The dream of Winnipeg rivalling Chicago was nearly realized architecturally in these handsomely enriched skyscrapers. Fine representatives are the Confederation Life Building, Electric Railway Chambers, and the Hamilton Building.

A town becomes a city when it develops a set of public institutions to provide regulation and amenity for its residents. Winnipeg achieved this goal in the 1880's and 1890's. Early representatives of the public voice are the Telegram Building on Albert Street and the Police Court and Jail on James Avenue. A major building to serve a favourite love of the city's residents, the theatre, was the Pantages (now the Playhouse) Theatre on Market Street. The rather prosaic functions of communications and transportation were served by buildings that were surprisingly rich and even picturesque. There is the Maws Garage (now the Old Spaghetti Factory) on Bannatyne Avenue, the Hydro Substation No. 1 on King Street, and the Provincial Telephone Building on Hargrave Street.

A shift away from the Albert Street precinct was evident with the construction of the new Grain Exchange on Lombard Avenue in 1906 and the T. Eaton Company Store on Portage Avenue built in 1905. After 1918 most commercial construction occurred along Portage Avenue and parallel streets to the south. During the Great Depression several of the Winnipeg based banks failed. The Hamilton Bank and Home Bank failed in 1923 and merged with the Bank of Commerce. The Union Bank gave up in favour of the Royal Bank in 1925. Very little new construction of substantial proportions occurred in the warehouse district bounded by Notre Dame on the south and Rupert Avenue on the north, Princess on the west and the Red River on the east during the period from 1918 to the early 1960's.

Note: Buildings included for architectural and historical descriptions were chosen on three factors: size and importance in the urban fabric, potential historical value due to age and location, and architectural quality readily apparent to a trained observer.

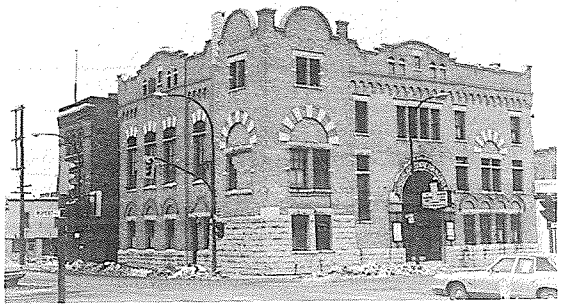
SUMMARY STATEMENTS OF BUILDINGS



J. H. Ashdown's Warehouse

Henry Kalen

Electric Railway Chambers



Salvation Army Citadel

G. Fuller

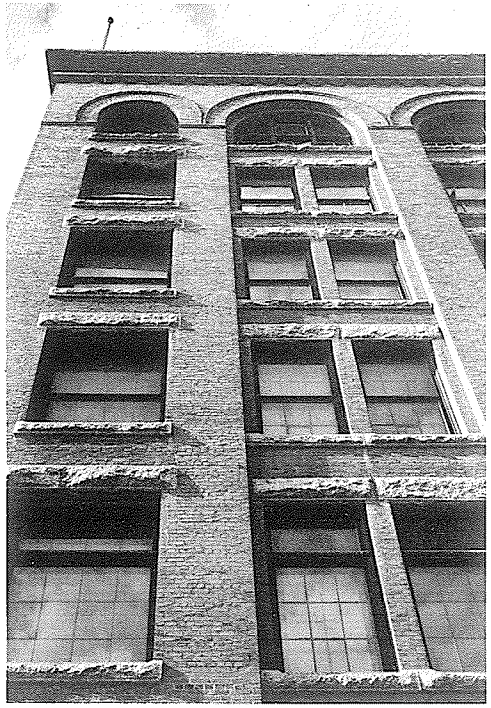
Stovel Block

George D. Woods & Company

Police Court and Jail

G. Fuller

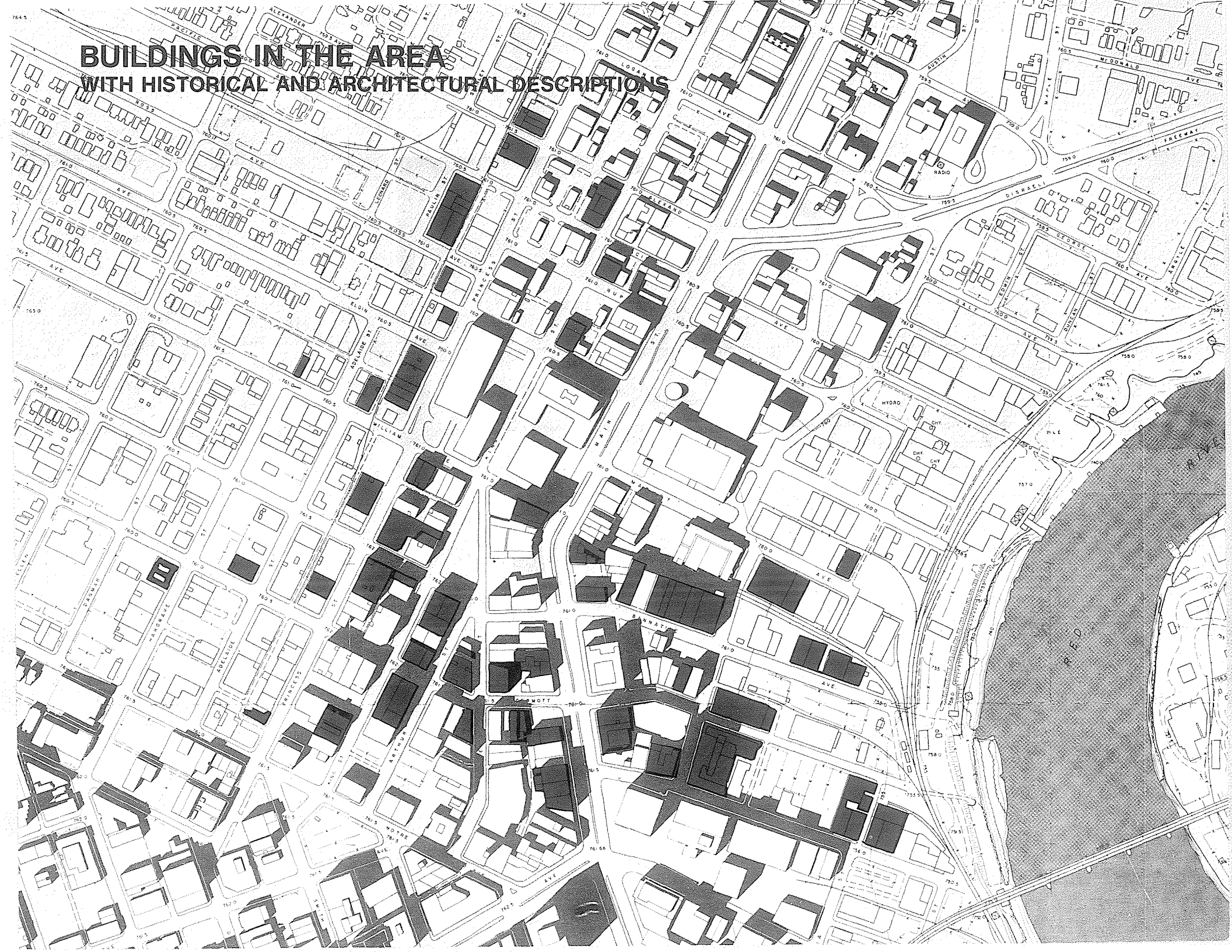
Provincial Telephone Building



Henry Kalen

Whitla Building

BUILDINGS IN THE AREA
WITH HISTORICAL AND ARCHITECTURAL DESCRIPTIONS



86 Adelaide St. FINNIE AND MURRAY BLOCK
This wholesale house was built in 1912 by G.W. Northcote, architect, for David N. Finnie and George C. Murray, clothiers. It is one of the first garment manufacturies in the area.

The five story brick warehouse has an internal structure of wood mill construction. The severe rectangular prism presents an exterior articulated in a manner apparently based on the Chicago School followers of Louis Sullivan. It is soundly built, and features simple brick and stone ornamental details.

70 Albert St. TELEGRAM BUILDING
Built originally as a dry goods warehouse for R.J. Whitla in 1884, it was taken over for the offices of the Telegram newspaper in 1899. Whitla moved to new premises one block west on the corner of Arthur and McDermot. The Telegram occupied the building until 1920. Since that time it has been occupied by a variety of commercial tenants.+

This four storey brick structure is a good example of Victorian eclecticism. The construction has internal columns of cast iron, and beams of wood, while the exterior brick wall shows a public face with a variety of architectural styles evident in the details. It is especially fortunate that this picturesque structure occurs where it does to give notable scale and focus to the key intersection of the area at Albert and McDermot.

148-50 Alexander Ave. GEORGE D. WOODS & CO.
This warehouse was built in 1882-4 (possibly by J. Greenfield, architect), and saw additions in 1906 and 1913. Built for James Robertson and Company of Montreal, it served as the Woods Bag Company and then the Smart Bag Company. These companies were the cornerstone of the container industry in Winnipeg.

The 1884 building is a three storey brick structure with internal floor construction of wood. The four bay facade facing Alexander St. is finely proportioned and features round-headed windows and pressed metal cornices. As an ensemble, the original building and its two additions present an important example of the growth of an industry.

70 Arthur St. WHITLA BLOCK
This warehouse was the third built by the R.J. Whitla firm in the vicinity of Main and Arthur. The first was on Main Street in 1878, the second on McDermot (see 70 Albert St., Telegram Building) in 1882-4, and the Arthur Street building was completed in 1899. The architect was J.H. Cadham who made an addition of major proportions in 1906. A major addition of 1911 was made by J.H.G. Russell. It is a most substantial building by a major dry goods wholesaler. In addition, Whitla was a major civic and social leader until his death in 1905.+

This is a giant of a building, 185' long by 100' and about 75' tall. The original five storey block with the addition of two storeys in 1906 is constructed in yellow-ochre brick with limestone lintels. The interior is of mill construction in wood with the southeast section using cast iron columns. The style of the exterior is Richardsonian Romanesque. Its construction is sound and its architectural quality good.

92-104 Arthur St. GAULT BLOCK
This massive building was built in two major sections. The first was completed in 1900; a six storey addition to the south of 1906 also saw the adding of two storeys to the original four storey building. The architect was J.H. Cadham. Gault Brothers had the building constructed as the Winnipeg base for their Montreal based dry goods trade. The managing director of the Winnipeg branch, Henry M. Belcher was a prominent businessman and president of the Board of Trade in 1908-1909. +

The building is by the same architect as designed the Whitla Block and is quite similar in style to that building. Its six-and-one-half-storey exterior of brick features a first storey and basement faced with rusticated limestone. It is handsome and well constructed and occupies one of the most important urban sites in the area. It terminates the eastern leg of Bannatyne Ave. and faces an open space to the north leading to the Civic Centre.

115-119 Bannatyne Ave. BAIN BLOCK
The building at 115 Bannatyne was built in 1899 for E. Nicholson, who went into partnership with Donald H. Bain in 1905. They operated a wholesale grocery business that prospered so that by 1920 they took over the five storey building to the west.
119 Bannatyne had been built in 1900 by J.J. McDiarmid for George A. Merrick and T.A. Anderson, dealers in stoves and tinware. This is one of the most important early works by the McDiarmid firm.+

Both buildings are constructed in brick with Romanesques style facades featured by limestone lintel and arch details. The three storey block to the east (115) has the more architecturally interesting facade. Present condition of both buildings is fair/poor as they have been vacant for six years.

123 Bannatyne Ave. MARSHALL-WELLS BUILDING
This warehouse was built in 1900 by J.J. McDiarmid for the Marshall-Wells Company, hardware merchants. By 1905 however the firm had outgrown its building and moved to a new building (see 136 Market St. Marshall-Wells Building). Later tenants included as many as nine occupying it at one time (in 1918).

The building is a well-built four storey warehouse of vaguely Romanesque style. Its facade has round-arched window heads and limestone stone lintels and keystones. It is of moderate architectural quality.

157-67 Bannatyne Ave. J.H. ASHDOWN WAREHOUSE
When J.H. Ashdown had the first portion of this massive warehouse built in 1895 he was at the mid-point of his illustrious career. He had three earlier hardware shops since coming to Winnipeg in 1868. The building grew with the business and had three major additions between 1904 and 1911. Those of 1904 and 1906 were by the prominent architect J.H.G. Russell. Intimately associated with this building is one of the major benchmarks in the history of western business, the "Ashdown's special" of 1900. This was a full trainload of goods meant for Ashdown's western Canadian operations (there were branches in Calgary and Saskatoon).+

This giant among giants extends 207' along Bannatyne Ave. and is 140' along Rorie Street. It is about 70' high. The construction is exterior brick bearing wall with an internal structure of heavy timber frame. The eastern portion is a very austere, unornamented version of Chicago School Romanesque. The later additions to the west along Bannatyne (numbers 171-179) have decorative brick and limestone details. This very well constructed building is a major urban landmark of the area east of Main Street.

291 Bannatyne Ave. MAW AND COMPANY GARAGE
When the Joseph Maw and Company decided to build a large garage for an automobile showroom in 1906 it attached itself to the Sanford Building of 1890. The earlier edifice was by Charles Wheeler for an important clothier. The architect for the garage was W.H. Stone. The building is important in being the earliest automotive centre of the city by a most prominent devotee of the motor car, Joseph Maw. +

This unusual building is a strange hybrid. The Sanford building facing on Princess and Bannatyne was originally three storeys. Two storeys were removed after it became the Maw and Company Garage. The Garage itself was said to have been the largest automobile floor on the continent at the time of its construction and had its show windows facing on King Street. It was and is a unique building in Winnipeg.

474 Hargrave St. MANITOBA TELEPHONES BLDG.
The making of the telephone system into a public utility by the province of Manitoba occurred in Jan. 1908. It took the existing private systems under its ownership and thus set a precedent for North America. The building on Hargrave Street was the head office of this utility from its completion in 1909 until 1952 when it was sold to a garment manufacturer. The architect of the building was the provincial architect, Samuel Hooper.

The building is treated as a palazzo of Italian Renaissance massing but with early English Georgian details. Emphasis has been placed on the principal entries on Hargrave and McDermot with each having a distinctive neoclassical enframement. The first floor interior is heavily enriched with sculptured stone and plasterwork upon a structure of reinforced concrete. The building is in near vintage condition and is one of the best examples of architecture of the period. It is a very important landmark as the western edge of the warehouse area.

223 James Ave. POLICE COURT AND JAIL
This substantial building was built in 1883 by the City of Winnipeg for use as a police station, court, and jail to replace the Main Street jail built ten years earlier. The building was designed by Barber and Barber, architects, as the result of winning a competition. When a new jail was built in 1907 on Rupert Ave., the James Street facility was altered by J.D. Atchison to become office space. The two storey addition to the north was made in 1910. Because it represents the lone survivor of the first civic architecture of Winnipeg (now that the same architect's city hall of 1886 is demolished) this building is of high historic value.

The original building completed in 1884 has been altered in its roof form and the loss of a tower storey of the James Ave. facade. It still retains in its exterior brick walls the character seen in a fine 1884 view of the neo-Renaissance palazzo. The building provides an important complement to the commercial work of Barber and Barber on Princess Street nearby and a contrast to the new public safety building on William.

54 King St. HYDRO SUB-STATION NO.1
This public utility was built in 1911 under designs by the City of Winnipeg engineers, Smith, Kerry and Chace. A third storey was added in 1915 under plans by J. Gunn and Son. A major two storey addition 40' x 100' was made in 1927. Its historic importance lies in it being an important representative of the work of city engineers during the period 1910-27.+

The original schema called for a tripartite building of two storeys, with the large Romanesque Revival arches of the upper fenestration contrasting with the rigid treatment of the ground storey, more influenced by classical motifs. When additional offices were required, in 1915, the central section received a third storey; the latter boasts a high parapet with a curved central motif designed, no doubt, to match the fenestration. The resulting effect is singularly akin to that of an early Christian basilica.*

66 King St. MALTESE CROSS BUILDING
The name "Maltese Cross" derives from the brand name of a line of rubber goods produced by the Gutta Percha and Rubber Company of Toronto. The firm first set up offices in Winnipeg in 1882 and had this fireproof building designed by J.D. Atchison in 1909. Its historical significance lies in its being one of the earliest "fireproof" reinforced concrete structures for a major warehouse and office building.

The "fireproof" features of a fully masonry and concrete building were acclaimed at the time of its construction. The reinforced concrete beam and slab floor system on regularly spaced columns is expressed by the masonry finishing of the two principal facades on McDermot and King. The style is derivative of the Chicago work of the 1890's but provided with neo-Classical details. It is one of the best built commercial office buildings of the period and of one by Winnipeg's most prominent turn of the century architects.

228-38 King St. ROBERT BLOCK
Called the Coronation Block for much of its history, this two storey brick veneered commercial building was built for John Higgins in 1883 and called the Robert Block (likely after the name of one of Higgins relatives). It had a sister building at the north-east corner of Alexander and King called the Catherine Block, both likely built by Victor Stewart who had also designed the Higgins Block at Main and Logan. It is historically significant as it housed the civic offices from 1883 until the completion of the city hall in 1886.

The two blocks at the northeast and northwest corners of King at Alexander are one of the most interesting examples of urban architecture from the early 1880's. Although much altered, the Robert Block still retains the original shape and some of the details of that first decade of substantial brick buildings.

93 Lombard Ave. CRANE BUILDING
This structure was built in 1906 with a major addition in 1911. The architect for both construc-tions was J.H.G. Russell. The building served as a warehouse and office for Crane, Ordway and Company, one of the largest plumbing and steam fitter firms in the USA with head office in Chicago.+

This building is remotely linked to the Richard-sonian warehouse style in its use of rock-faced masonry at the basement level and the series of segmental-arched windows, but largely it is utilitarian.*

167 Lombard Ave. GRAIN EXCHANGE BUILDING
What now is a ten storey building was originally seven storeys and ran only 13 bays along Rorie Street. The first building of 1906 was by Darling and Pearson, architects, and the additions of 1913 and 1916 by Jordan and Over. The function housed is one of the most important in the growth of the city of Winnipeg as a centre of the grain trade. It is the third building to house the exchange; the first being the Bawlf Block, the second the Exchange Building (see 156-62 Princess and 164-66 Princess).+

This was one of the largest buildings in Winnipeg in the period before the First World War and is still impressive in scale. Its three storey entry portal and balcony on Lombard Ave. are fitting in scale to both the exterior bulk and the huge 50' x 160' trading room on the sixth floor. The con-struction is steel frame but this is hidden by an exterior treatment as an overgrown Renaissance palazzo. The quality of construction and architec-tural detailing that remains is superior, and the building will be servicable for some time.

177 Lombard Ave. GREAT WEST LIFE BUILDING.
What is now one of Canada's largest insurance companies began in Winnipeg in 1892. By 1912, when it occupied the Lombard Ave. building,its offices required two full floors of the four storeys. By the 1920's it had the full building and asked the same architect, J.D. Atchison,to provide a three storey addition in 1923. By 1955 it had outgrown its premises and moved to its current building on Osborne Street in 1959.+

This structure was designed according to a Beaux-Arts formula already in favour for prestige banking headquarters. The original four storey building had an elegant rusticated ground storey topped by two principal storeys that was given special emphasis by an imposing colonnade and a classical establature. The addition of four more storeys in 1923 did not harmonize well with the lower portion.*

389 Main Street CANADIAN BANK OF COMMERCE
This building acted as head banking office for the Bank of Commerce from the time of its completion in 1912 until 1969. It was designed by Darling and Pearson of Toronto and built by Peter Lyall, contractor, of Montreal.+

The advertising claim at the time of its construction that it was "one of the most magnificent banking halls in North America" is not an idle boast. The construction is based on a steel frame structure supporting the seven reinforced concrete floors, but this armature is covered by magnificent stone facings. The interior has Italian marble, the exterior facade is of Stanstead granite. The style of both interior and out is Imperial Roman. Its big scale and rectangularity are softened by rich materials and linear decorative bands. This bank is one of the finest works by this most important Canadian architectural firm.

395 Main St. HAMILTON BUILDING
The first branch of the Bank of Hamilton was established in Winnipeg in 1896 with premises at 387 Main Street. After one move the bank had J.D.Atchison design a nine storey building for customer service and office functions in 1916. Completed in 1918 the building passed into the hands of the Bank of Commerce after the Bank of Hamilton merged with that bank in 1923. Two prominent long term tenants of the building were the United Grain Growers and the legal firm of Pitblado, Hoskins, et al.

This ten storey office tower is the last of a breed. Its steel frame skeleton is covered by a stone cladding thus making the building into an overgrown Italian Renaissance palace. It is the last major office tower done in the grand style of the Edwardian era. It is well constructed and fit with beautiful materials and has a special richness and elegance of detail. It occupies an important corner site at Main and McDermot.

416 Main St. MCINTYRE BLOCK
Alexander McIntyre, prominent businessman, immigrant to Winnipeg in 1874, had this large block built in 1898 (perhaps by J.H. Cadham). It was Cadham who added two storeys to the original five in 1906. As it was the first building in Winnipeg to be devoted largely to office space, it housed many of the most prominent professional men of Winnipeg's first fifty years.+

This seven storey masonry bearing wall structure has one of the finest stone facades in the West. It is a very sophisticated building for its period both in its facade composition and its mechanical systems (its lift, and steam heating). It has a very prominent urban site of 180 feet along the west side of Main Street and contrasts nicely with the newer office buildings on the other side of the street (Richardson Building, Hamilton Building).

457 Main St. CONFEDERATION LIFE BUILDING
This ten storey office structure was built for the Confederation Life Insurance Company in 1912 to the design of J. Wilson Gray.+

This building is constructed with a steel frame with floors of concrete surfaced in part with terazzo. Its style is one of post-Chicago School emphasis on verticality and an opposite concern with detailing the building as a Renaissance palace. It has a most prominent urban site at the bend in Main Street just south of the Civic Centre. Together with the Union Bank Building opposite, the Confederation Life Building forms a gateway pylon to the city.

504 Main St. UNION BANK BUILDING

The building was constructed as the western head office of the Union Bank in 1904 by the architects Darling and Pearson. The bank had been established in 1865 and until 1912 had its head office in Quebec City. At that time Winnipeg became the head office and remained so until the bank was absorbed by the Royal Bank in 1925.+

The Union Bank has several architectural distinctions. It was the first steel framed building constructed in Winnipeg, and likely the first steel framed skyscraper in the West. It marked the beginning of a number of major works by Darling and Pearson in the city. Its facades are rather conservative but have some fine stone detailing (as did the original banking hall). It is located on a very prominent urban site just south of the Civic Centre at the corner of Main and William.

113 Market Ave. GREAT WEST SADDLERY

This large structure was erected for Elisha Fredrick Hutchings (1855-1924), the founder of the Great West Saddlery Company, a controversial figure for several decades in Winnipeg. He had his first warehouse-factory built in 1898 and in the ensuing decade spread branches across western Canada. The building on Market Avenue was erected by architect William Wallis Blair in 1910. The building and Hutchings were made famous by the labour dispute of 1911 in which the Winnipeg Ministerial Association condemned the working conditions and the labour contract under which workers laboured. This dispute was the beginning skirmish preceeding the 1911 General Strike.

This six storey warehouse-factory is of brick and stone exterior wall with an internal structure of reinforced concrete frame. Its appearance is highly austere and without ornament accept for the main entrance enframement. The building is very well constructed and is a good example of turn of the century manufacturing premises.

136 Market Ave. MARSHALL-WELLS BUILDING
Built in two sections along Market Avenue, the first in 1906, and the addition in 1912, the structure was designed by architects Hooper and Walker. Marshall-Wells had moved from Bannatyne Avenue (see 123 Bannatyne Ave. Marshall-Wells Building) and remained in the structure until 1956. That these hardware merchants remained at the Market Street building for fifty years indicates both the servicability of the building and its good location (the spur rail line alongside and two wide streets near major commercial retailers).

This eight storey building, almost a perfect cube in volume, is imposing by means of its sheer size and mass. Its internal structure is a combination of timber posts and beams and cast iron supports. The first floor features cast iron Corinthian capitals. The exterior has very simple brick piers with horizontal bands at top and bottom and the first floor has rusticated stonework.

145 McDermot. INLAND REVENUE BUILDING
Built to house the Inland Revenue Branch of the Dominion Government in 1909 under the direction of David Ewart, the building replaced the function of the original Customs House on Main Street built in 1874. It was built by J.J. McDiarmid Company.

This building is unusual for Winnipeg in 1909 because it is constructed in a neo-Palladian style and has all four facades finished for public view. It was evidently meant to be seen in splendid isolation, but later buildings have crowded toward it. The building is more than substantial running 220 feet along Rorie and with a depth of 80 feet along McDermot. It is constructed of brick with details in stone and an internal structure of reinforced concrete frame.

171 McDermot Ave. DAWSON RICHARDSON BLDG.
Dawson Richardson, a Winnipeg grain broker founded a news publication for the grain trade in 1920. One year later architect Charles S. Bridgeman designed a building for Richardson's purpose. The firm published the Grain Trade News, Western Gardener, Beekeeper and Poultry Magazine, and Musical Life and Arts Magazine. Associated with the firm was William Sanford Evans who was editor of the Winnipeg Telegram, mayor, and M.L.A. In 1971 the building was renovated to become the Lock Stock and Barrel Restaurant.

This two storey building forms part of a row of walk-up brick structures along the north side of McDermot. Its architecture is quite modest and utilitarian in design with no particular style of detailing. It is a good example of "background" architecture that is so important to continuity of the urban fabric.

212 McDermot Ave. LAKE OF THE WOODS BUILDING.
At the turn of the century, Lake of the Woods Milling Company with headquarters in Montreal was Canada's second largest milling firm. The Winnipeg branch office was built in 1901 to administer the mill, large warehouse and purchasing departments that were located here. Soon the company became Canada's largest grinding Manitoba wheat exclusively. A two storey brick and stone addition was made in 1911 and in 1973 it was renovated internally for office use.+

This building, designed in 1901 by J.H.G. Russell, draws on the Romanesque Revival style for its design. In spite of its relatively small size, the scale and choice of design elements gives it a certain presence. These elements include the large round-headed windows (a mark of the Romanesque), the heavy looking string course, and the bracketed cornice (of sheet metal). The corner turret form and the decorative sandstone doorway help to enliven the otherwise solid and stable quality of the building.*

214 McDermot Ave. CRITERION HOTEL
This modest four storey hotel was built to the design of architect H.S. Griffiths.+

The hotel is remarkable for its unusual facade. This features limestone facings for three storeys with a balcony at the second floor. The first floor has some of the finest coloured terra-cotta in Winnipeg.

217-25 McDermot Ave. LYON BLOCK
William Lyon was one of the earliest merchants in Red River, and after his arrival in 1859, opened a general store with John Higgins as his partner. The partnership dissolved in 1869 and in 1881 Lyon had a business large enough to be housed in a three storey building on Main Street. By 1883 Lyon had two partners, Kenneth Mackenzie and Edmund Powis, and together they had built a new three storey structure at the corner of McDermot and Albert. In 1905 two storeys were added by architect J.H.G. Russell. It served as offices for the prominent legal firm of Aikins, Robson, et al until 1940.

The Lyon Block is a fine example of the conversion of a Victorian structure into a building servicable to twentieth century office needs. It is a well-detailed structure of brick with stone and pressed metal details. Considering its age the building is in good condition and much of its interior retains its character as an Edwardian legal office. It provides an important lesson in adaptive use.

245 McDermot Ave. STOVEL BLOCK
The printing firm of Stovel and Company began in 1888 with a small printing plant operated by John Stovel in the Spencer Block on Portage Avenue. Stovel and his two brothers had the block on McDermot built in 1893. Seven years later architect Hugh McCowen added two storeys to the building and extended the building to King Street. Soon Winnipeg's first technical training school rented offices here. The building was largely gutted by fire in 1916 but the exterior walls remained and it was rebuilt. It is historically of significance as being the premises of a pioneering printing firm of Manitoba having many firsts to its credit.

The Stovel Block is a brick-walled four storey building with an internal structure of timber post and beam. The exterior has three facades (on King, Arthur and McDermot) all in a vaguely Romanesque style. It is especially important as an urban corner giving focus and scale to surrounding streets.

213 Notre Dame Ave. ELECTRIC RAILWAY CHAMBERS
Pratt and Ross, architects, of Winnipeg designed this office building completed in 1913. It was the headquarters of the Company for which it is named and which began in 1892 as the Electric Street Railway Company. Over the next 12 years it acquired or amalgamated with the Manitoba Electric and Gaslight Company, Northwest Electric Company and the Winnipeg General Power Company. The construction cost was nearly $1,000,000. The structure is important as one of the best works of a prominent Winnipeg architectural firm for one of the premier private utilities of the turn of the century.+

Tastefully enriched with terra-cotta and granite - not to mention the string of lightbulbs facing each column - this eleven storey office building clearly reveals its metal structural frame. The design appears to be based on buildings such as Louis Sullivan's Bayard Building in New York city. The interior is as rich as the exterior and both use Italian Renaissance motifs. The building is of the highest architectural quality and occupies a very important urban site at the edge of the area and faces onto Albert Street.

44-46 Princess St. RYAN BLOCK
Thomas Ryan came to Winnipeg from Perth, Ontario in 1874 when he began a retail business. In 1883 he built the first all stone building in the city and the first to have an electric passenger elevator. His shoe business expanded and in 1906 W.W. Blair and G.W. Northwood designed a seven-and-one-half storey brick building for the firm. Thomas Ryan was one of the most important early business and civic leaders of Winnipeg and was elected mayor in 1889. +

This seven-and-one-half storey brick structure has an internal structure of heavy timber post and beam. Its three bay facade is made with an arcaded base and five storey pilasters supporting an attic storey. It is not especially distinguished but is one of the few reminders of the work of W.W. Blair.

86-88 Princess St. MILLER-MORSE BLOCK
The wholesale hardware firm of Miller-Morse & Company was formed in 1881 with principles Hyman Miller, Fred W. and F. Morton Morse. In 1887 they had George Browne design a warehouse for Princess Street. Browne added three more bays in 1892 and J.A. Girvin added two additional storeys over all six bays in 1920. After 1914 Congdon-Marsh, a footwear wholesaler, were sole occupants of the building until 1973.

The original three storey brick building by George Browne is a most interesting design based on Italian Renaissance palaces. The two storey addition on top of the original three completely changed the scale and balance of the original. The building is architecturally important as one of the major commercial works of George Browne.

103 Princess St. G.F. & J. GALT BLOCK
In 1882 George F. Galt and his cousin John Galt came together to Winnipeg. They set up a firm as wholesalers of food stuffs. In 1887 they had Charles H. Wheeler design a warehouse at the corner of Princess and Bannatyne. By 1904 additional space was needed and a fourth storey was added to the original three-and-one-half to the design of J.H. Cadham. By 1920 both Galts had moved to other premises. The building is thus intimately associated with one of the most important families of the first decades of Winnipeg's history.

The building in its form as of 1906 is a good example of warehouse design following the work of H.H. Richardson. Its internal construction is timber post and beam. The exterior illustrates well how one architect can successfully add to another's work and finish with a unified design. Although badly marred by recent modernizations, the brick exterior shows a wonderful harmony in the use of round arched openings. It sits on a prominent corner site at Princess and Bannatyne and gives an important dimension of human scale to both streets.

104 Princess St. CAMPBELL-WILSON BUILDING
Built in 1903 by architect J.H.G. Russell, this brick warehouse was originally 4 storeys (a 2 storey addition was made in 1912 by the same architect). Its first floor was given over to loading functions with 3 doors on Princess for carts and 3 at the rear for railway cars. (it backs onto a CPR spur). The upper floors served as a packing house and warehouse for Royal Shields brand tea, coffee, spices and dried fruits.+

This five storey brick warehouse is very austere in both its exterior and interior design. The interior is of wood post and beam construction; the exterior is ornamented with brick palasters, horizontal bands and cornice bands. The first floor on Princess Street has round-arched openings, while all the rest are segmental arched. The building is well constructed and its architectural distinction comes from its bold simplicity. It occupies an important corner site at Princess and Bannatyne.

110-20 Princess St. FAIRCHILD BUILDING
Henry S. Wesbrook and Frank A. Fairchild established their farm implement business in Winnipeg in 1877. The Fairchild Company occupied space in the Grain Exchange Building on Princess Street until a new building was constructed as their warehouse in 1907. It was designed by Herbert B. Rugh. Soon afterward, the John Deere Company made this building their headquarters and occupied it until 1953.

The building is one of the first warehouses in the area to move away from the brick arch Richardsonian style of the Galt Block or the Whitla Block. The main facade differs considerably in its windows from the rear (west) facade. The rear has large factory windows completely filling the space between the piers. The facade has a much more complicated pattern of windows with special large show windows on the first floor. The doorway is enlivened by two large terra-cotta panels of Sullivanesque design.

154 Princess St. A. HARRIS SON & CO. BLOCK
A. Harris Son & Company of Brantford, Ontario set up a Winnipeg branch in 1880. In 1882 James Chisholm designed a building for the implement company on Princess Street. Thereafter the company merged with Massey Manufacturing Company and the building was leased to another implement maker, Cockshutt Plow Company. They remained in the building until their own structure at 238 Princess was completed in 1903 (see 236-8 Princess Street, Cockshutt Plow Company). The building then is fully associated with three major farm implement manufacturers.

This three storey brick building has an internal structure of wood post and beam. Its facade is one of the most interesting ornamental compositions of the early 1880's. It has a variety of brick and pressed metal details of small scale.

156-62 Princess St. EXCHANGE BUILDING

This building functioned as Winnipeg's second Grain Exchange from the year 1898 until the construction of its headquarters on Lombard Avenue (see 167 Lombard Avenue, Grain Exchange Building). It was built for Nicholas Bawlf, the builder of 148-50 Princess Street and one of the founders of the Grain and Produce Exchange in 1887. He also was builder of the first Grain Exchange. Samuel Hooper, the architect, erected a very impressive structure for one of the most prestigious business institutions of the city. When the Exchange moved to new premises in 1908, the Chamber of Commerce occupied the building and remained there until 1943. Because the grain trade is fundamental to the development of Winnipeg, Bawlf and his building are kingpins for the city's history.

The simple rectangular patterning of the facade is matched by interior of mixed bearing wall and post and beam construction. The facade is of stone for the first two floors and brick above it is given special elegance by ornamental bands and sculptural features of brick, stone, and metal. Its main feature is a pediment over the central two bays. There remains some splendid ornament in the third floor interior. Architecturally it is one of the finest buildings of the period.

164-66 Princess St. BAWLF BLOCK NO.2

This building was the first Grain Exchange while that to the south of it was the second. (see 156-62 Princess St., Exchange Building). Built by Nicholas Bawlf in 1892, its architect was Charles A. Barber. After 1898 the two buildings served together for Exchange business. A fourth floor was added to the 164-66 Princess St. building in 1902 by architect, Samuel Hooper.

The four storey brick exterior of the building is quite devoid of ornament. It features some brick decorative bands and stone rondels. Originally the interior main hall had an unbroken span of 65' supported by large wood trusses. Taken as a whole the building is not nearly as architecturally distinguished as its neighbour, the second Exchange, yet it is very instructive to see the two side by side and remember how physically interdependent they were.

180-82 Princess St. MACGREGOR BLOCK

In 1892 David MacGregor, a livery stable operator, had this block built as a revenue-making enterprise. It may have been designed by George Browne who did renovations to it in 1901. The first commercial tenant was the Alexander "Sandy" MacDonald Grocery. MacDonald at the time had another job being Mayor of Winnipeg.

This is a two storey brick building of modest size and simple wood post and beam internal structure. Its exterior is a well proportioned framework with large windows at the ground floor and triple-arch windows at the second level. It is a good example of the modest commercial buildings of which there must have been many examples in the 1880's and 90's. It is one of the few of this type remaining in good condition.

236-8 Princess St. COCKSHUTT PLOW BUILDING
Late in 1891 a branch of the Brantford,Ontario Cockshutt Plow Company was established in Winnipeg by Frank and Harry Cockshutt. The western general manager was Ezra A. Mott until his appointment to head office in 1920. At first located on Princess Street (see 154 Princess Street. A. Harris Son & Company Block), S. Frank Peters designed a building for their purpose at 238 Princess in 1902. The same architect made a three storey addition on top of the original four storeys in 1906. Cockshutt Farm Equipment remained in the building until the early fifties.

The lower four storeys are in the Romanesque arch style of many other warehouses of the period, while the upper three are in the manner of the Fairchild Block (see 110-20 Princess Street, Fairchild Block). The internal construction is heavy timber post and beams with the exception of the main floor where there are cast iron columns with Doric capitals.

242-46 Princess St. BATHGATE BLOCK
William Bathgate came to Winnipeg in 1878 and for a time was in the retail furniture business. In 1883 as Managing Director of the Manitoba Electric and Gas Light Company he had built the block on Princess Street. His architects were Barber and Barber and the first tenants were gas company office workers. After Bathgate lost control of the property in 1888, the chief tenant was the Edwin Bromely Company (manufacturers of "everything in canvas") from 1891 to 1926. The building is of high historic value because it was the first home of Bathgate's pioneering energy company.

This three storey brick block was originally to have had a mansard roof. The peculiar curved arches at the roof cornice are the remnant of cross-gables that might have been. Taken as a whole this nine bay facade and twelve bays along the side street present one of the most effective designs in brick remaining from the early 1880's.

298 Ross Ave. TORONTO HIDE COMPANY
Built in 1892 by Gray Brothers, contractors, this small building served as the Winnipeg branch of the Toronto Hide Company. It is well representative of buildings for small jobbers in the fur or leather trades.

This one storey brick building has a facade of brick with stone trim. The roof is supported by wooden joists and the building may have been designed to accept additional floors. It is a good example of small commercial "background" building of the 1880's and 90's.

311 Ross Ave. PAULIN-CHAMBERS COMPANY
The Paulin Chambers Company is probably the oldest firm still in existance in Winnipeg that had its beginnings here. It was founded in 1876 as the Chambers Biscuit Factory. Chambers merged with W.H. Paulins Excelsior Bakery in 1883 and built the Ross Avenue bakery in 1899. There were two major additions; an additional storey in 1904, and a five storey building in 1910. These two additions were designed by F.R. Evans.

This six storey massive brick structure has internal heavy mill construction. Its exterior is architecturally undistinguished.

211 Rupert Ave. MITCHELL BLOCK
This building served first as a photographic gallery and then as a printing and engraving plant. It was built for J.F. Mitchell in 1896 by architect H.S. Griffiths. It became the Winnipeg Printing and Engraving Company (organized by Mitchell) and printed the Winnipeg Record and the North-Ender journals. It is of high historic significance because of its association with a pioneer Winnipeg photographer and civic leader. Mitchell was prominent as a friend of the labour movement and as an organizer of the 106th Winnipeg Light Infantry.

This small two storey brick-walled building has a well ornamented facade. Its first floor has three bays with rusticated stone archs and two Ionic columns in stone. The second floor is also neo-Classical in style and features ornamental brick patterns and stone details. Its character is of special architectural quality in comparison with similar buildings of the period.

221 Rupert Ave. SALVATION ARMY CITADEL
The Salvation Army came to Winnipeg in 1884, two years after its founding in Canada. By 1900 the organization was ready to have J. Wilson Gray design a building for its special purposes. It served as Manitoba Headquarters until 1960, at which time it became a detoxification centre. Its long association with a famous service organization makes it of high provincial significance.

Stylistically this three storey brick building is one of the most interesting in the area. It is highly inventive in its pattern of fenestration and its use of false brick archs. It is cast in a style similar to that of the English work of the same period. It is an important landmark facing on to Rupert Avenue and King Street.

296 William Ave. MASSEY BLOCK
The Massey Company of Upper Canada established its Winnipeg branch in 1881. Four years later architect George Browne designed their office building which they used with A. Harris Son & Company until 1944. Thus this building is directly associated with two of Canada's largest manufacturers of farm machinery during the period of the "great tilling of the West" 1880-1912.

This three storey brick building is one of George Browne's best commercial building designs. Both its interior and exterior are well proportioned and delicately detailed. The exterior style is in the manner of the Italian Renaissance. It occupies an important corner site with facades on Princess and William.

315 William Ave. TEES AND PERSSE BUILDING
John B. Persse and James Tees, commission brokers, had this building constructed by J.H. Cadham as a five storey addition to a one storey building built in 1905. In 1924 it was the scene of spectacular fire fueled by ten carloads of matches and Tuckett's cigars. It was rebuilt and still serves today as a commercial structure via recent renovations.

This six storey brick warehouse is architecturally quite simple and plain. That it is very solidly built is evident in its surviving a disastrous fire of 1924. It occupies a prominent site near the Manitoba Theatre Centre.

339 William Ave. LAUZONS BLOCK
Jean Baptiste Lauzons designed his own building as a butcher shop in 1905. There were suites on the upper two floors reached by a separate entrance. Lauzons was a prominent small businessman active in the Manitoba legislature.

This three bay, three storey building is of brick bearing wall and has a limestone facade. It is in a vaguely neo-Classical style. It is a good representative of the combined shop and residence buildings that served the small merchant across North America.

+ drawn from histories provided by Canadian Inventory of Historic Buildings.

* description provided by Canadian Inventory of Historic Buildings.

THE VALUE OF THE AREA AS A WHOLE

The preceding descriptions of many of the buildings of the study area show architectural and historical values of a high order. Buildings still remaining in this section of the city are indicative of the rise of the city from its first decade until after World War I. There are a number of buildings which have potential national significance for architectural and historical reasons. The Union Bank Building (Royal Bank) on Main Street, the Hamilton Building and the Electric Railway Chambers are excellent examples of the steel frame skyscraper. The Canadian Imperial Bank of Commerce is one of the best works of a major architectural firm of the turn of the century. The J. H. Ashdown Warehouse is a substantial Richardsonian building for one of the most prominent businessmen of the West. The Exchange Building on Princess Street is a physical representative of an organization that served the economic backbone of the prairies, the grain trade. There are as well many buildings of regional and provincial significance. These include other commercial blocks like the Whitla Block, G. F. and J. Galt Block, and the Bawlf Block on Princess Street. There are also public and institutional buildings like the Provincial Telephone Building on Hargrave Street. Many other buildings are of prime local significance. Highlights of this group are the McIntyre Block, the Police Court and Jail on James Avenue, the Hydro Substation on King Street, the Great West Life Building on Lombard Avenue, the Lake of the Woods Milling offices on McDermot Avenue, the Criterion Hotel next door, and the Salvation Army Citadel on Rupert Avenue.

The physical pattern of development has left buildings of value spread north, east, and west of Portage and Main. The key area for revitalization defined in the 1974 Historic Restoration Study centred on Albert Street and extending east to Main Street and west to King Street between William Avenue and Notre Dame Avenue. This area, because of its potential as an urban pedestrian street and its special urban character, should be the first to be developed to show effective revitalization.

Other areas offer strong potential for revitalization through conservation. A second phase should take advantage of the leadership of property owners in the area east of Main Street.

The area bounded by Main Street on the west, Red River on the east between Lombard and Market Avenue, contains many warehouse type buildings. A few of these such as the Dawson-Richardson Building along with others on McDermot Avenue have recently been renovated and are serving various purposes as restaurant, art gallery and office.

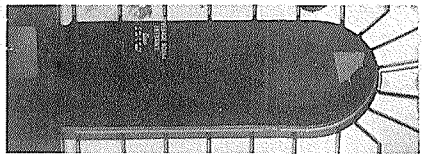
A third phase area of a conservation plan could be the area of north Princess Street. This street contains some of the finest examples of commercial buildings from the first two decades of the city's history. The bounds of this area would run from Alexander Avenue on the north to William at the south between Princess and King Streets.

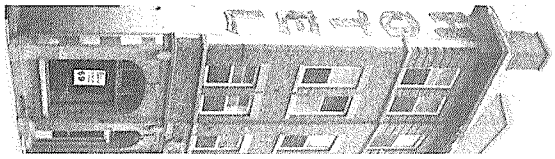
The fourth phase of the plan would see the inclusion of southern Princess Street centred on Bannatyne Avenue. It would run from William Avenue to Notre Dame between King Street and Hargrave.

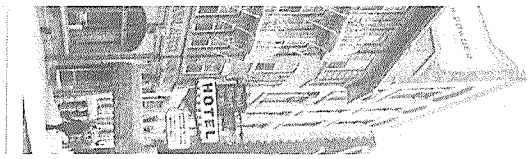
It is not essential that these areas be phased in the chronological order indicated. This order appears likely now, but various economic conditions may mean that they are brought into the conservation development area earlier or later than expected. A programme to acquaint the owners of each of the four areas with the possibilities of the various forms of adaptive use is essential to gain their effective participation in conservation. Depending on the real estate market and the inclinations of owners in any one area,it will be brought into the development plan more or less quickly. It would appear important however, that new construction of highly disparate character should be excluded from the entire conservation area as early as practicable. Also, demolition of the most significant heritage structures must be prevented by having them brought under the legal protections of a heritage sites listing.

The quality and character of the areas within the conservation area are equal to more than the sum of the quality of the individual buildings that form the streets. It is especially evident to visitors to the city who are sensitive to development potentials, that the warehouse area has a unique urban character that ought to be conserved and revitalized. The wide streets that characterize Winnipeg (Main Street, Portage Avenue, Broadway) are given a very pleasant contrast in the well enclosed streets of Albert Street and McDermot Avenue. Here there is a strong vertical emphasis and a place where large

areas of the street could be given over to pedestrians sheltered from the weather. The more intimate scale of the streets of this area is heightened by the rich variety of material textures and architectural details. Witness examples such as the Harris Block and Campbell-Wilson Building on Princess Street, Lauzons Block on William Avenue, or the Criterion Hotel on McDermot, or the Telegram Building at the heart of the area. Just as Gastown or Yorkville have become recognizable districts with unique attractions for residents and visitors alike, so the historic warehouse area has its own unique potential. This will be unlike either Yorkville or Gastown, but if it is to be effective, will rely on careful control of development to encourage building *with* the character of the area rather than *against* it.



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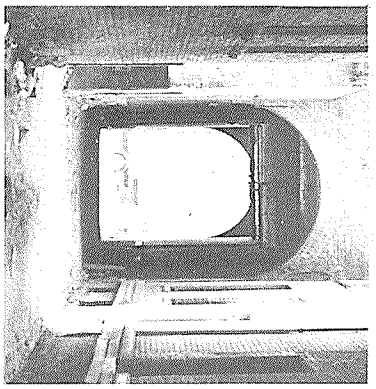

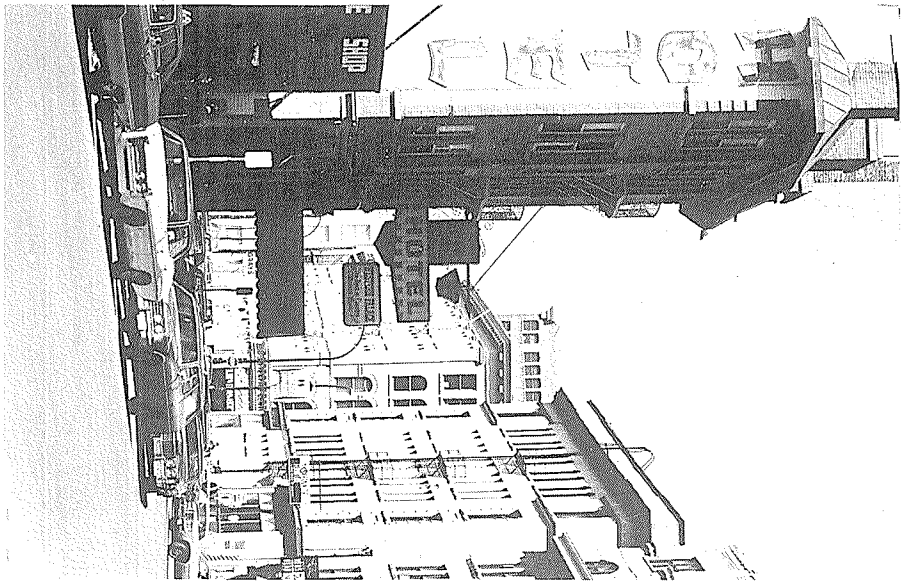
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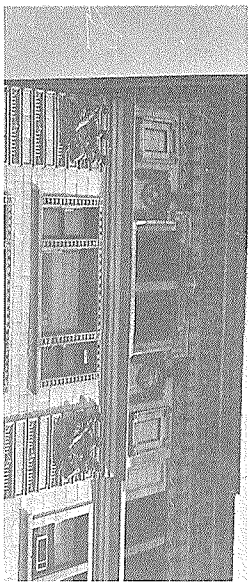

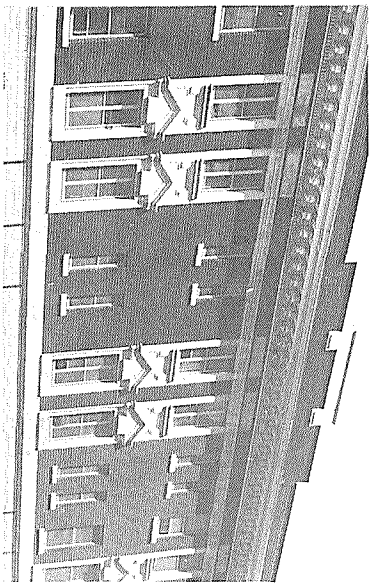

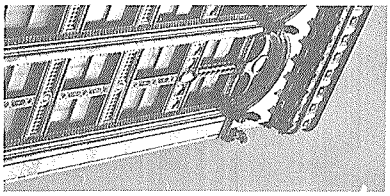

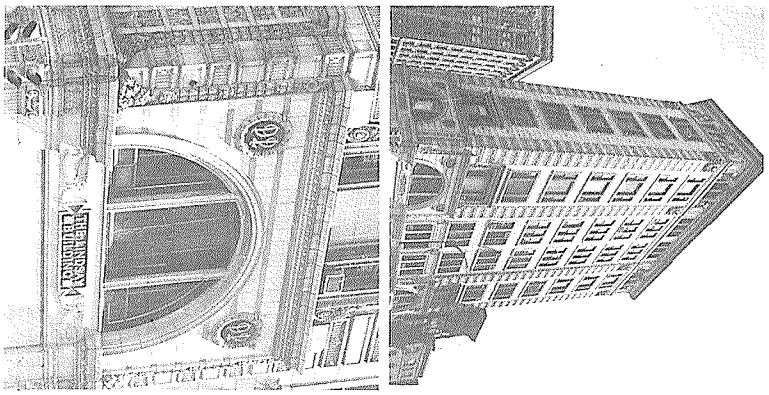

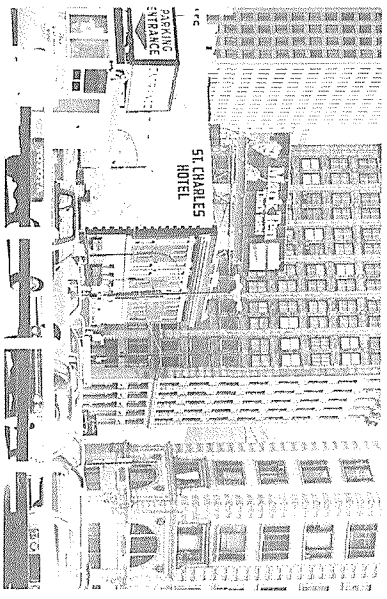
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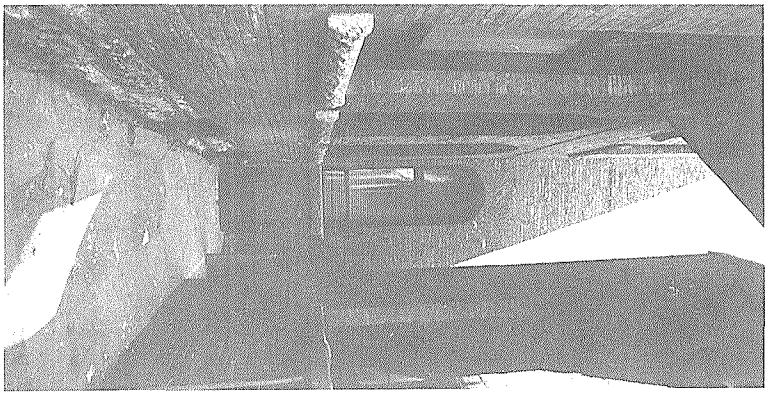

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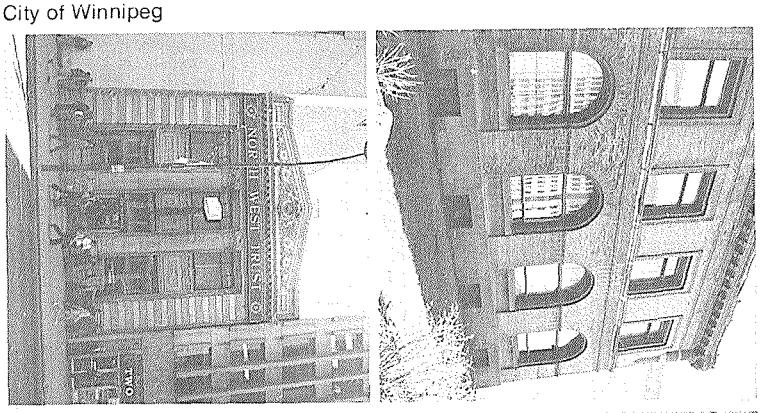
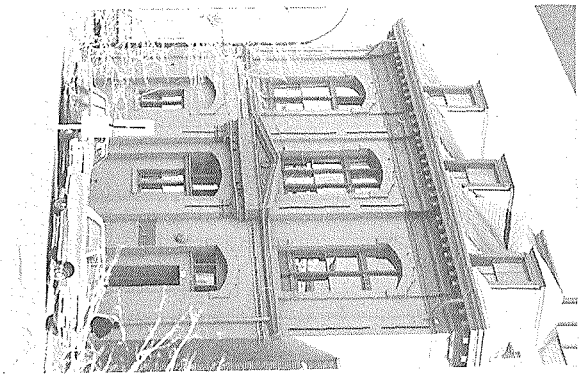
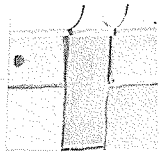
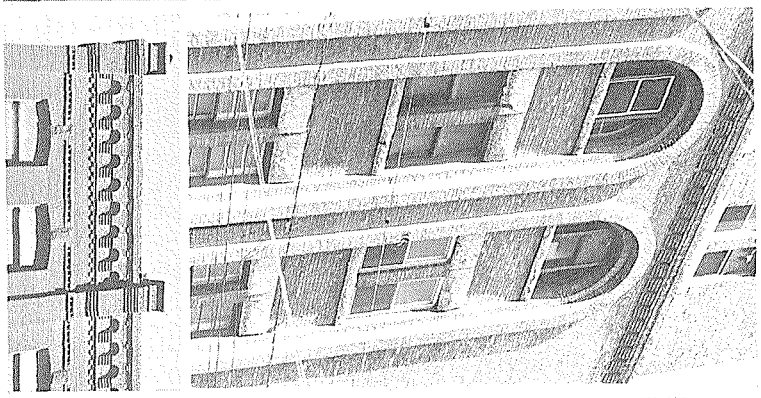
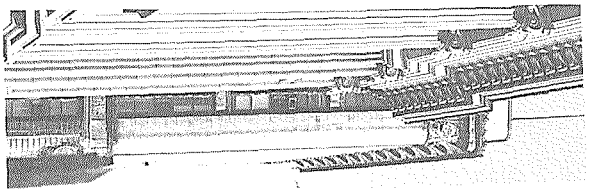
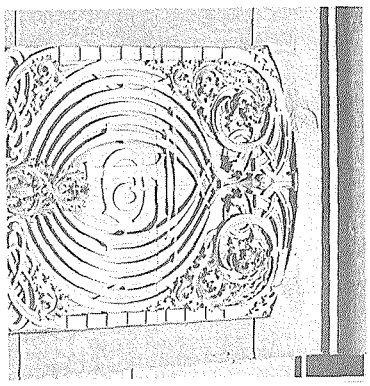


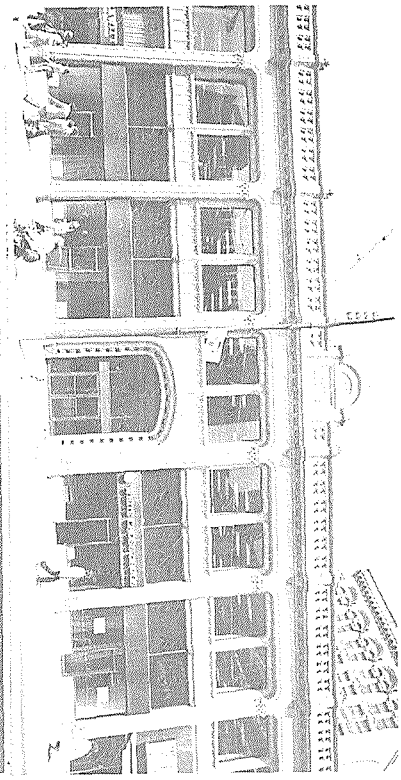


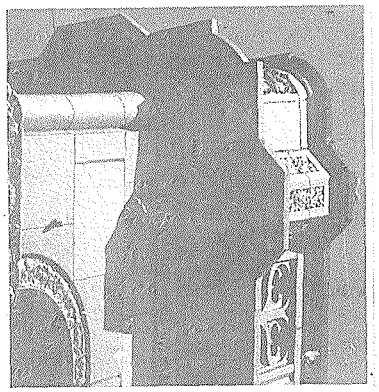


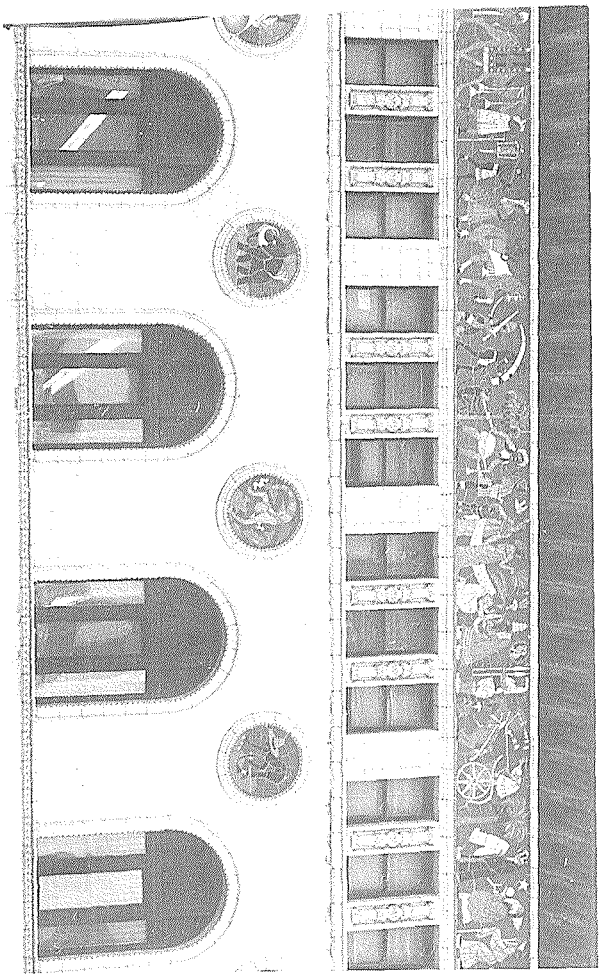


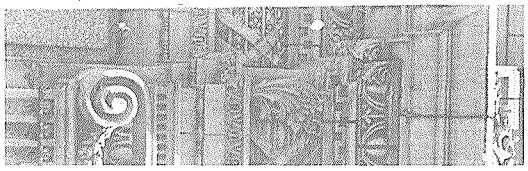


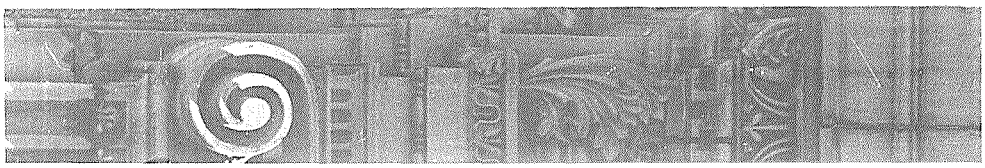


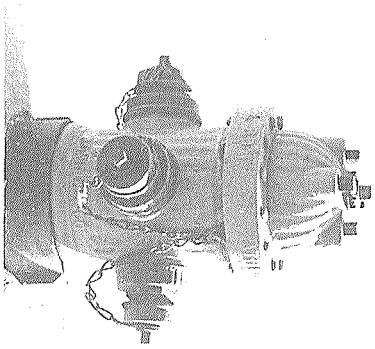


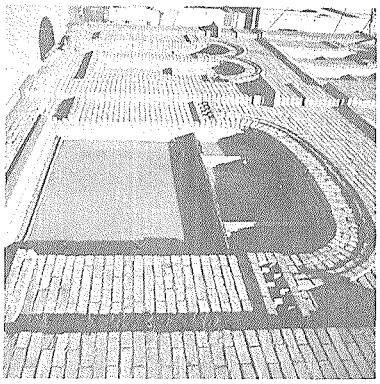


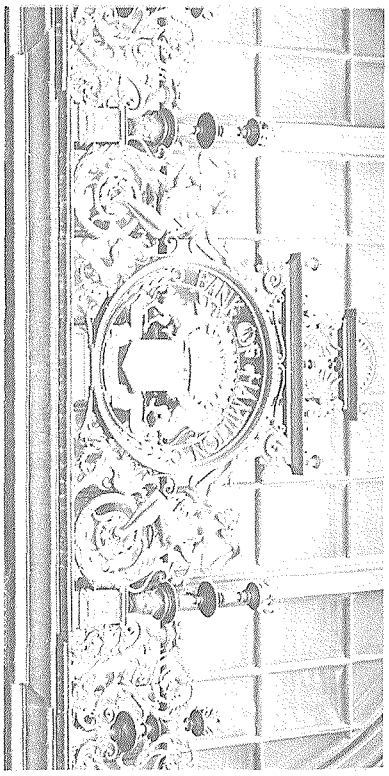


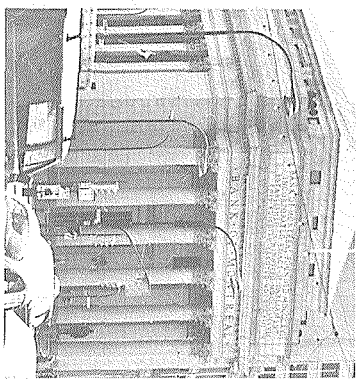


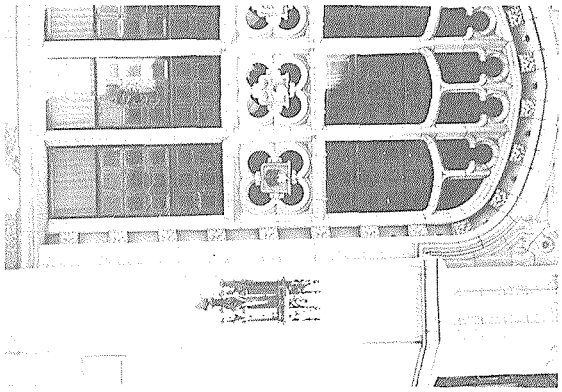


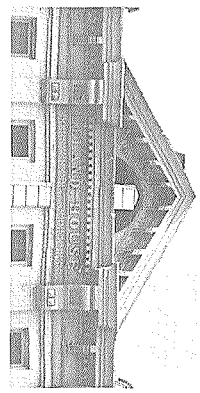


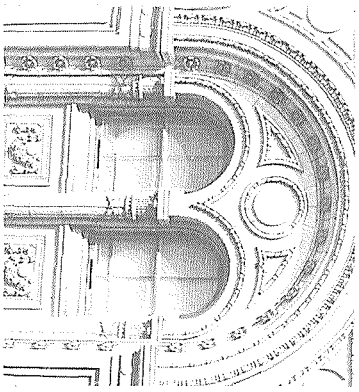


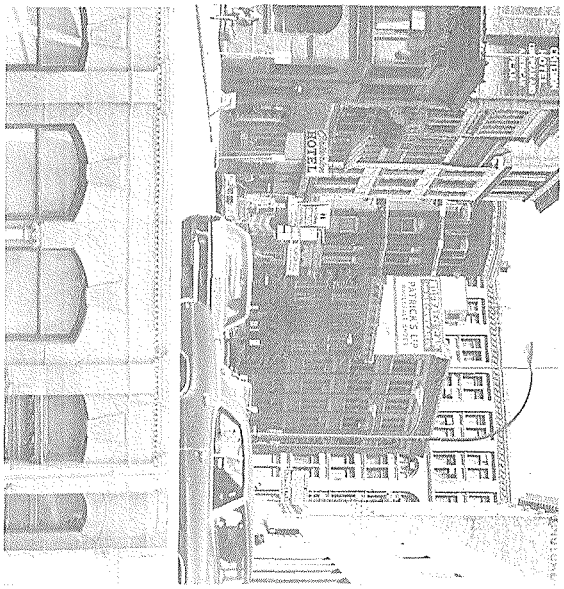


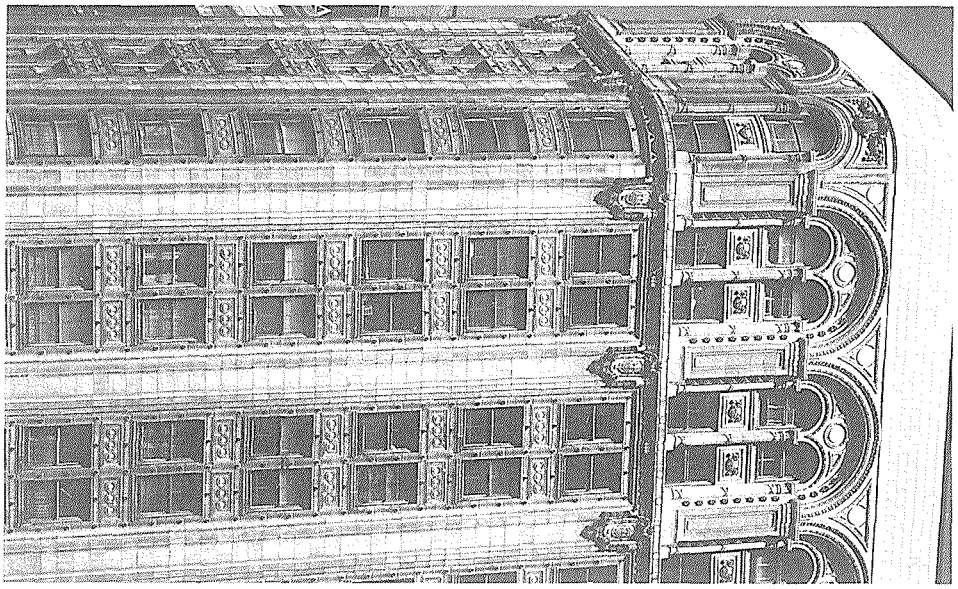




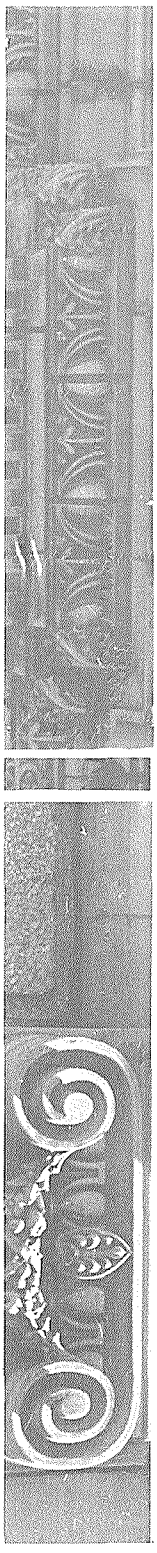


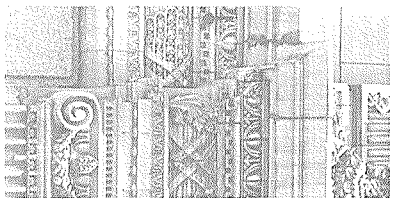


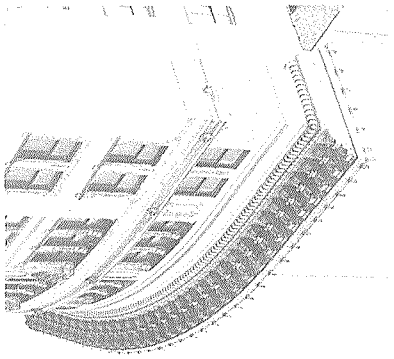


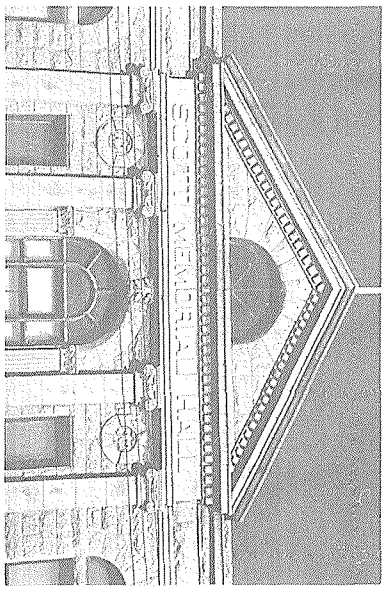


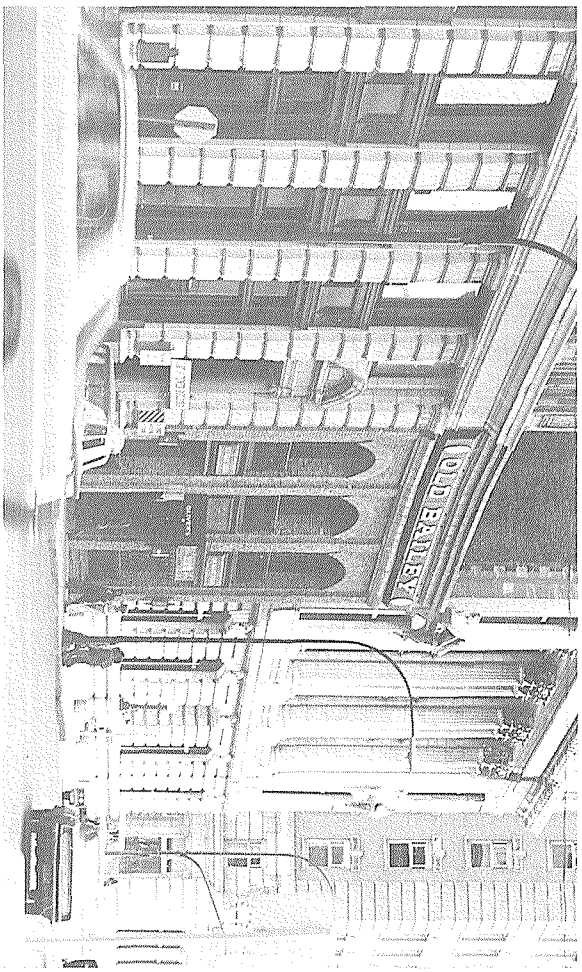
City of Winnipeg

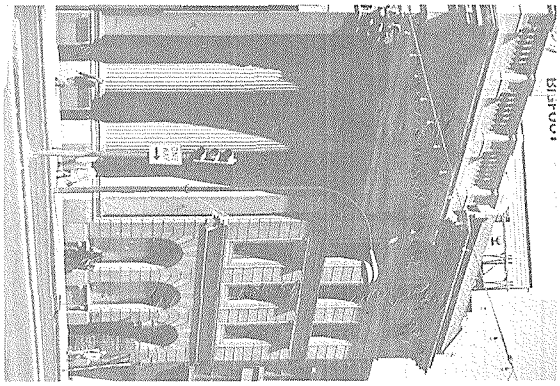


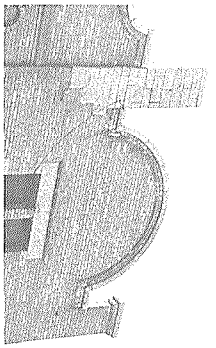


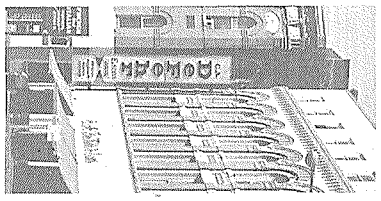


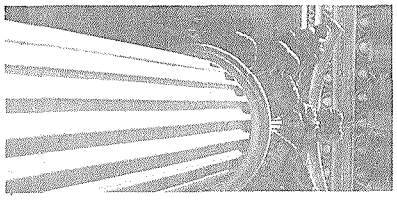


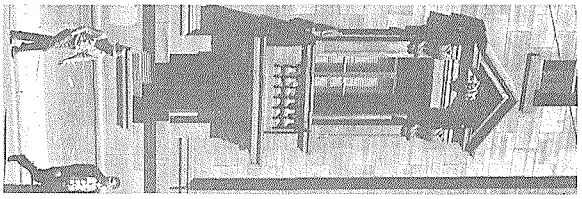


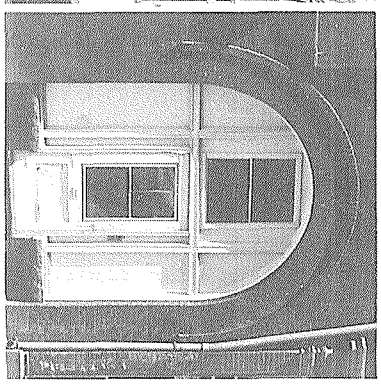


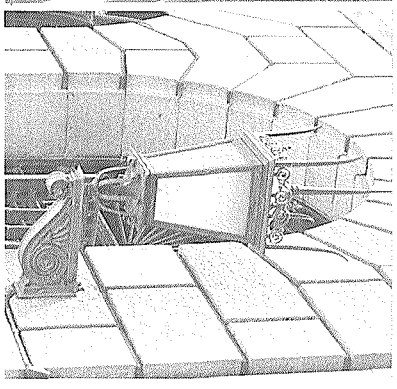


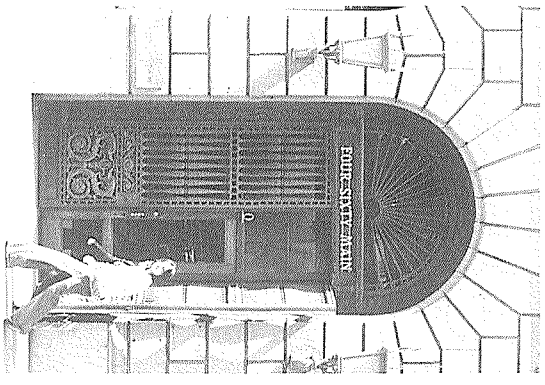












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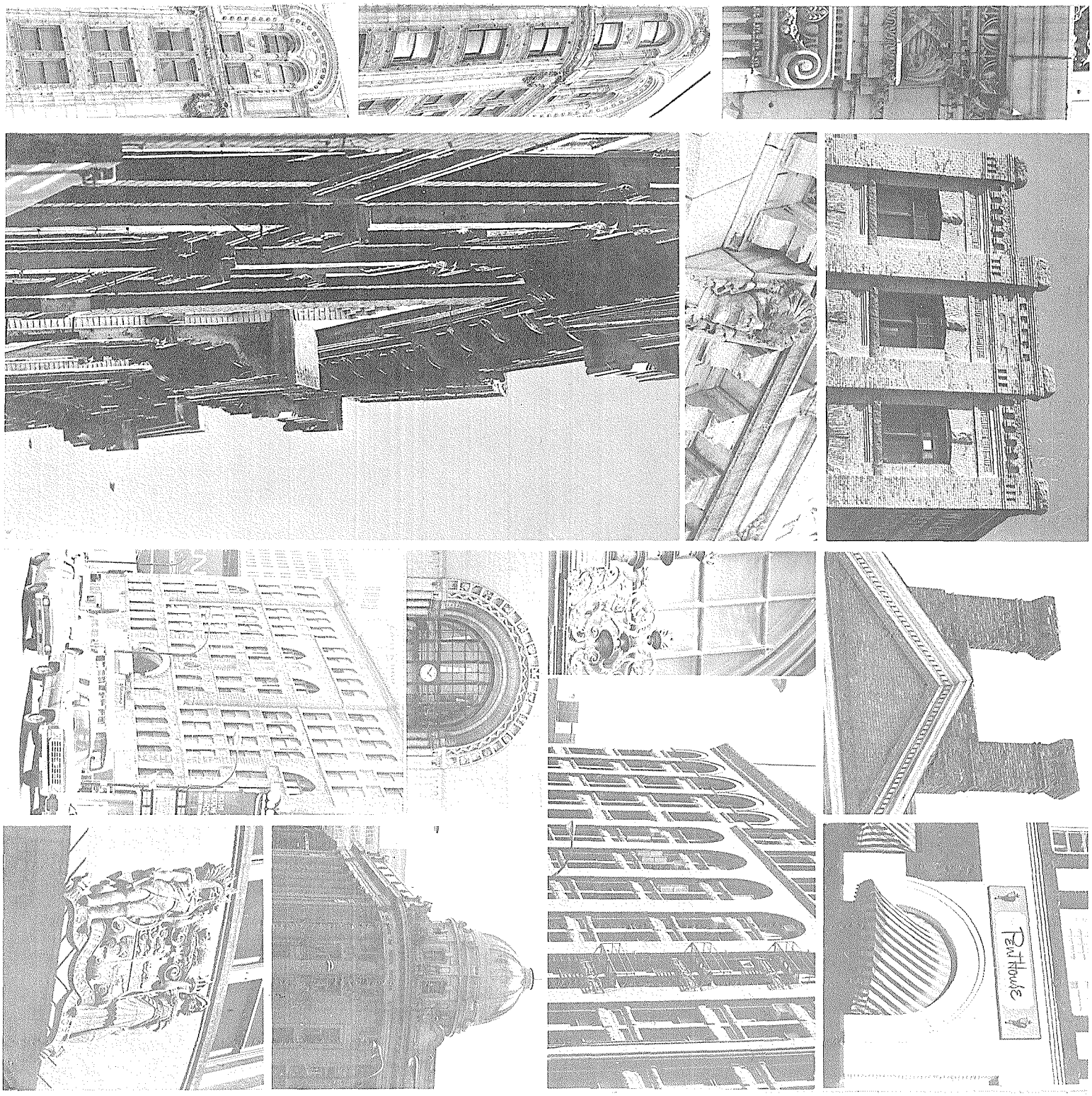

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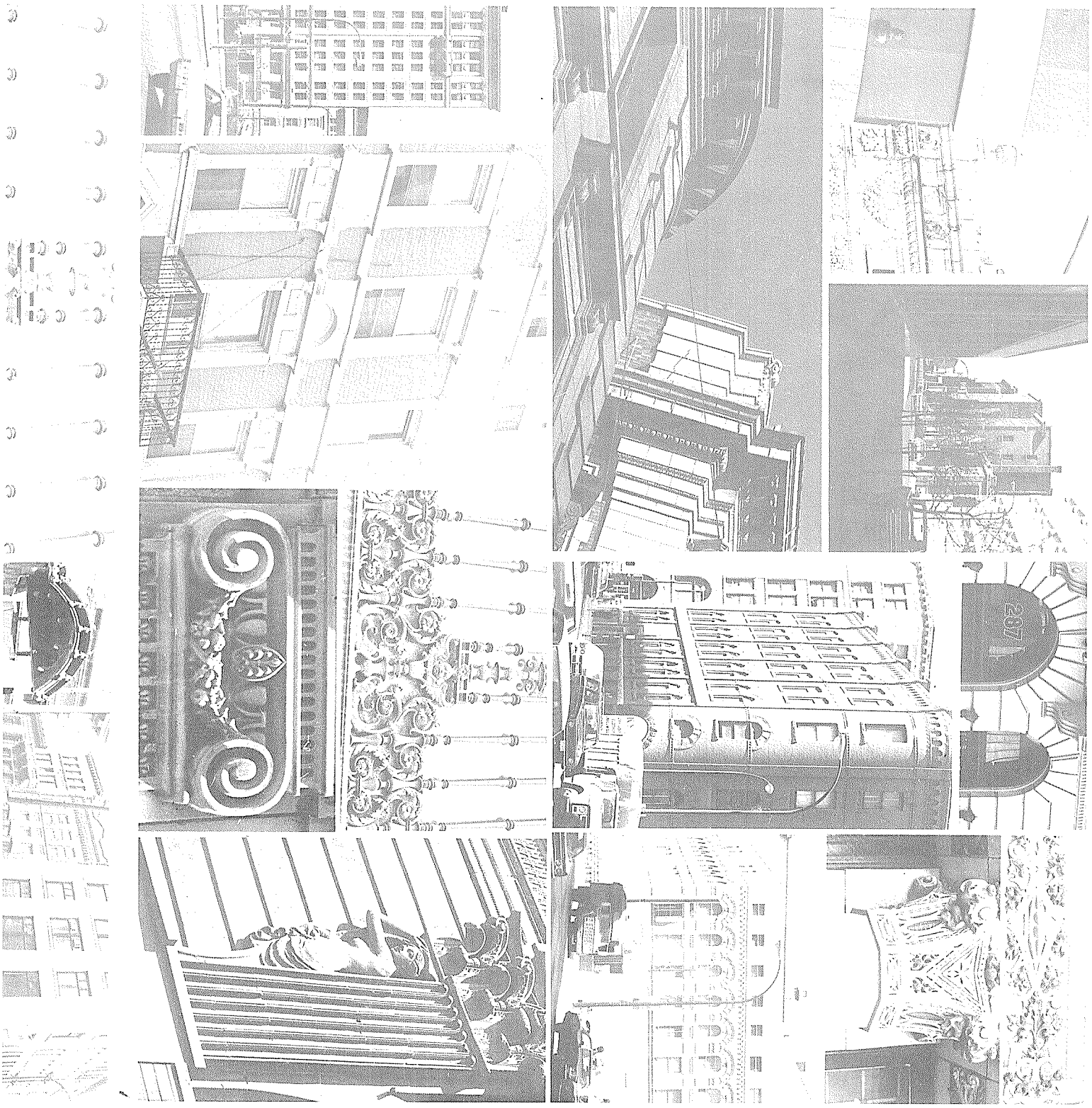

Feasibility Study
of
Three Building Types
in the
Historic Core of Winnipeg

Jonas Lehrman MRAIC Architect

RFC Currie FRI CCIM Realtor
W H Milley P Eng Consulting Structural Engineer
John Martin P Eng Mechanical Consultants Western

Winnipeg Canada May 1976

INTRODUCTION

This feasibility study was commissioned by the Manitoba Historical Society on behalf of Heritage Canada. Its purpose is to provide an estimate of the physical and economic feasibility of renovating three particular buildings in the historic core of Winnipeg to new commercial and office uses. Economic assessment is based on the cost of renovation to meet current standards as against the income that could fairly be obtained from rental of the renovated space.

The three buildings here selected each represent a different function and constructional category of Winnipeg's historical heritage. The Hamilton Building at 395 Main Street is a steel-framed, stone-faced, multi-storey office building constructed during World War One. The Telegram Building at 70 Albert Street is a four-storey post and beam (with bearing wall) warehouse, brick-faced, built in 1882. The Exchange Building at 160 Princess Street is of wood joist and beam, combined with bearing wall, built in the last decade of the nineteenth century.

The Hamilton Building has a prime location, while the Telegram and Exchange Buildings are in potentially good locations. Perhaps they may be more accurately described as having latent value, which would be fully encouraged once current proposals for the rejuvenation of the area take effect.

In terms of current value, the Hamilton Building is presently moderate, but with the potential of a high value following a renovation programme. On the other hand, the Telegram and Exchange Buildings have low current values with the potential of increasing these to a moderate level.

It is proposed that the ground floor, mezzanine, and basement of the Hamilton Building be converted to a good quality restaurant, whilst office functions remain on the upper floors. It is proposed that the main floor of the Telegram Building contain a small restaurant or tea room, along with a store that also utilizes some of the basement, whilst the upper floors are converted to office use. Located near the City Hall, the Exchange Building could also be almost wholly converted to office use.

These proposed uses are compatible either with present or possible future market conditions. They are also capable of being met by appropriate

structural, mechanical and electrical modifications and additions that may be required.

Current regulations may require a zoning variance where full requirements for loading and parking may not easily be met. Although the granting of such variance is not guaranteed, there is precedence for such action, especially in the case of older existing buildings. As it happens, two of the three buildings studied here are adjacent to parking garages; all are close to public transportation.

Again, with regard to building codes, many aspects of design and planning of renovated buildings are open to interpretation. Understandably, such interpretation is possible of variation, although proposals shown in this feasibility study have received preliminary approval.

A preliminary cost analysis was carried out on each of these buildings, by Iain Barnett, ARICS, MCIQS, using preliminary quantities and current unit cost rates. The unit rates used were based on current dollars, and with any considerable time delay before implementation, escalation should be taken into account.

Escalation currently is running at approximately one per cent per month compounded. At this time little or no contingency allowance has been included; due to the large amount of renovations involved, a contingency allowance of ten per cent should be included on the total construction dollars.

Any economic analysis of real estate whether it be a new development, a proposed redevelopment, or the preservation of an existing structure, is tempered by many factors. Amongst many others, these factors include location, size, market conditions, financing, taxes and operating expenses.

The preservation of historic structures is in no way exempt from the same factors, and to be successful includes the added dimension in many instances of being the joint responsibility of both the private and public sectors. Other studies have suggested that a majority in both groups are in favour of such preservation, recognizing however, that it is not practical with respect to all such structures.

Hopefully the following projections suggest the desirability of physical and economic analyses for all historic structures, if they would otherwise be doomed to demolition.

The motivation behind these proposed renovations is to bring these buildings up to a

modernized condition, in which they would serve their purposes reasonably functionally and economically. Whilst recognizing and trying to preserve such aspects of architectural character or period flavour that they possess, there is no intention of either sentimental preservation at all costs or of creating museum pieces. But once a number of buildings in Winnipeg's historic core have been restored and renovated - and this process has already begun - the whole working environment in this area will yield a quality that will be more than the sum of individually restored buildings.

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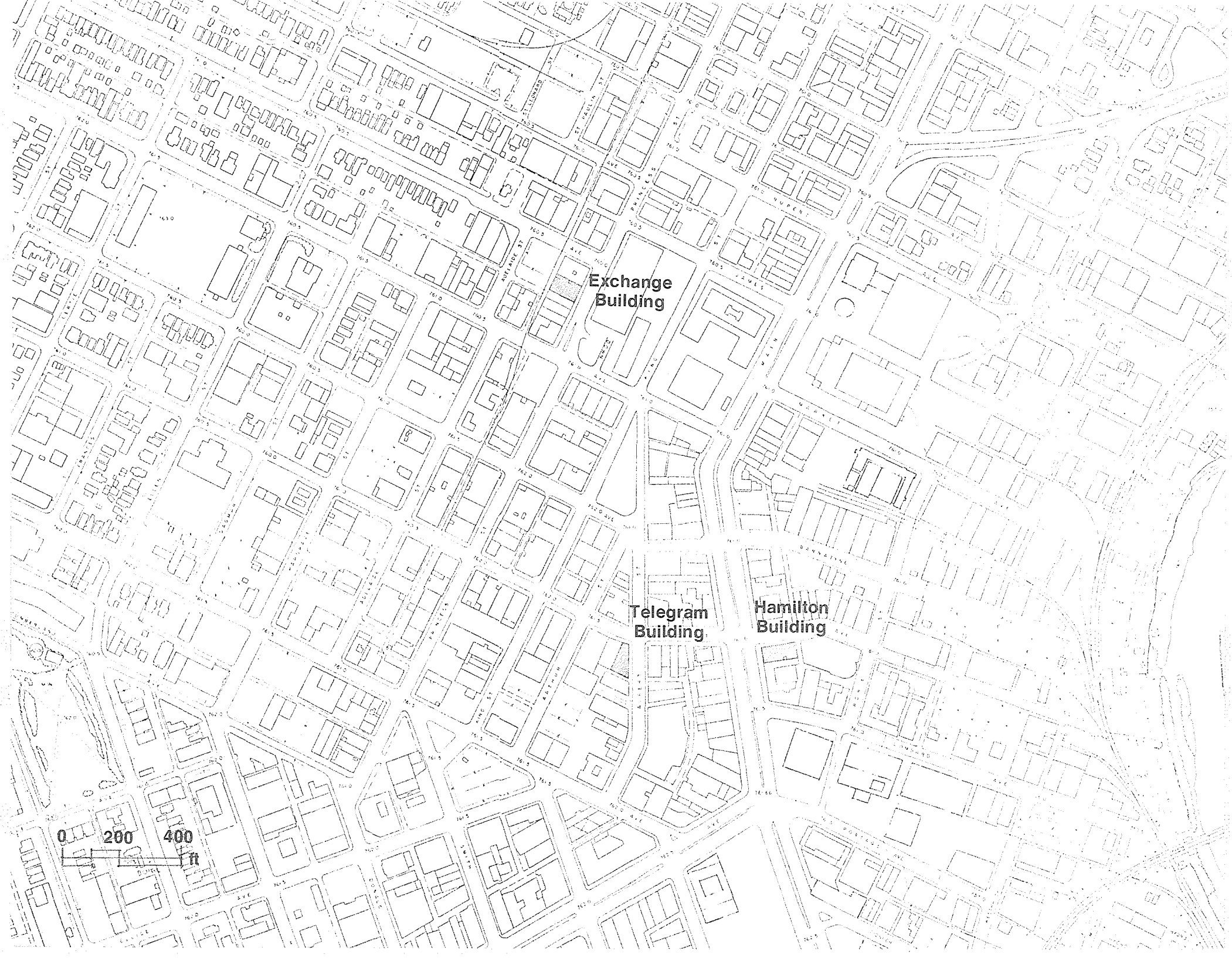

Exchange Building
Telegram Building
Hamilton Building
0
200
400
ft

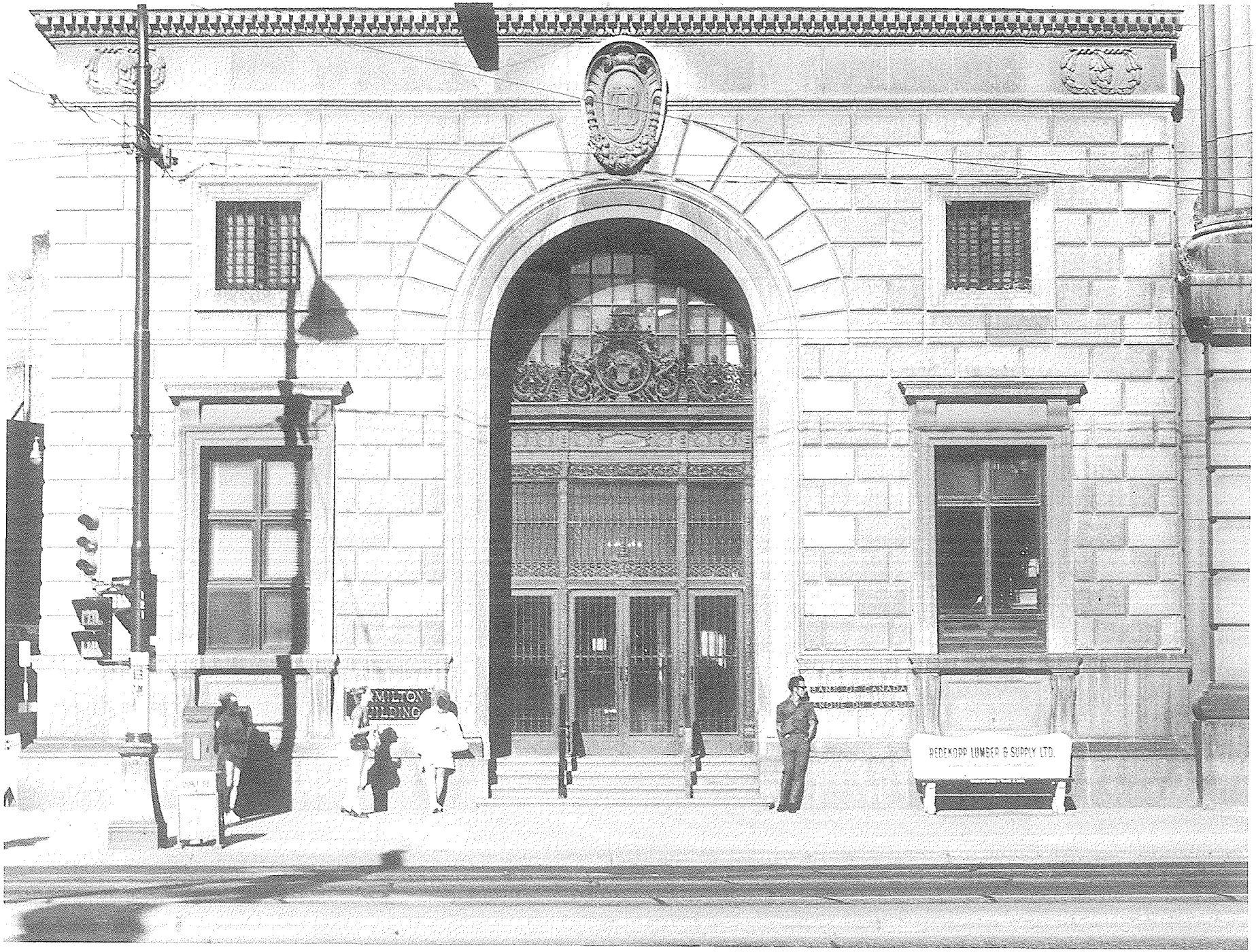
HAMILTON BUILDING
1976

Jonas Lehrman

HAMILTON BUILDING
1976

Photo: Lois Lehrman

HAMILTON BUILDING
1970



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HAMILTON BUILDING

General Description

The Hamilton Building is located on the east side of Main Street, two blocks north of its junction with Portage Avenue. The building occupies a corner site, and was built in 1916. Its major occupants have been the United Grain Growers, a large Canadian agricultural group, but it has also housed a well-known legal office of Isaac Pitblado. In the near future, the UGG is planning to move into a new building of its own.

Basically, the Hamilton Building is constructed as a steel frame, multi-storey office building. Externally, it could be described as clothed in the style of an Italian Renaissance Palace, with rusticated masonry, 'family arms' motifs, and heavy cornice crowned with a balustrade. Internally there is a magnificent hall on the main floor (designed for the original Bank of Hamilton) two storeys in height and with a painted ceiling. The building is structurally sound and well-maintained, although a little inefficient in the design of its upper floors.

The use to which the building is now put would appear to be its highest and best use. A renovation programme should be undertaken commencing from the top floor and working downward. If the building were occupied at the time, it would seem to be necessary and desirable that the majority of the major renovations should be programmed to take place almost simultaneously in order that contractors will not be in the building for any extended period.

The building would attract small space tenants and the rents should be in the order of $2.50 to $3.50 per square foot per annum below that of new buildings. In the Winnipeg market, a building having this floor area takes a longer period of time to lease than would a building of ten to twelve thousand square feet per floor, and this fact would have to be considered in the rent-up costs and in the programme of renovations.

The rent paid to the City of Winnipeg for the basement area extending under the Main Street and McDermot sidewalks should be investigated. If it is considerable, these areas should be sealed off. However, the City terms could be reasonable if the owner undertook to improve these premises.

Renovation Proposals

In the context of this study, a first-class restaurant could be located on the main floor, extending to the mezzanine and down to a tavern in the basement. The location is excellent and there would seem to be a demand based on the acceptance of the Old Bailey Restaurant on Lombard Avenue, which is one-half block south, and the Winnipeg Inn facilities which appear to be constantly filled. Unfortunately, code restrictions prevent the use by restaurant patrons of the graceful curved staircase (it has an enclosed link to the fire stairs to the east on the second floor), and so a new staircase is proposed. Nontheless, the two-storey hall and mezzanine would certainly provide an appropriate atmosphere for dining; and basement tavern patrons could view through glass the magnificent and ancient heating equipment, no longer functional, but appropriately cleaned and painted.

An alternative use for the lower floors of the Hamilton Building would be a trust company, since there is a considerable increase in the number of trust companies entering the Winnipeg market, and this use is architecturally quite appropriate; it would also require very little renovation. An almost equal rental income could be assumed.

The quality of the office floors would be improved.

Structure : general

This ten-storey steel-framed building consists of nine inch concrete slab floors spanning fifteen feet between steel beams supporting a subfloor system of wood sleepers in cinder fill. The steel floor beams on each floor span about seventeen feet between steel columns and all steel beams as well as all columns are encased with concrete fireproofing. At the third floor level a deep steel transfer truss spans thirty-four feet and supports a line of steel columns above at midspan which supports all floors above the fourth floor level. The steel transfer truss allows a clear span over a space of thirty-four feet by eighty feet below the second floor level.

Structure : condition

In general the structure is in very good condition. The concrete has not deteriorated except for portions of an under-sidewalk area-way slab at street level where water has rusted

the reinforcing steel. The wood subfloor system of wood sleepers on cinder fill is squeaky in many places but the supporting floor slabs are level and in good condition. The floor slabs show no sign of deflection.

The type of foundation has not been determined. There are no signs of differential settlement anywhere in the building. Since no wall cracking was observed it is possible that this building is supported on a system of driven wood piles as were many buildings of this era in Winnipeg. Had this building been placed on spread footings, the settlement over the years would have caused cracking in many of the masonry walls.

All exterior walls are in very good condition. No masonry joint cracking was observed which again would indicate a very good foundation system. Horizontal and vertical masonry joints appeared sound with no loss of mortar. Due to the extremely good condition of all structural components of this building, its useful life could be extended for twenty or thirty years without major structural repair. The sidewalk area-way slabs should be replaced and waterproofed. Some concrete slab patching would be required on the tenth floor mechanical room roof slab where spalling of concrete is visible. All of the nine inch thick concrete floor slabs will safely carry a fifty PSF live loading as required for office building occupancy. These floor slabs would not be adequate for any type of storage loading.

Structure : recommendations

It is recommended that all of the wood sleeper and cinder fill subfloor be replaced with a new lightweight topping of concrete to match existing elevator threshold and stair levels. This would eliminate the squeaky floors and somewhat reduce the fire hazard.

Mechanical and Electrical Systems: general description

Mechanical and electrical systems have been developed by the single building tenant, over many years of occupancy. These systems, therefore, reflect characteristics common to a single building tenant.

1. Air conditioning system -
   two water cooled packaged air conditioning units, connected to a central cooling tower, serve each floor of the building. The main floor is an exception, since an air cooled unit serves this area. Air duct distribution

systems are adequate except for the main floor.

2. Heating system -
a low pressure steam radiation system heats the building. The steam source is Winnipeg Hydro's central steam plant.

3. Plumbing system -
flush valve type fixtures and the original piping system serve as the building's sanitary facilities.

4. Fire protection -
fire hose systems located in the stairwells serve as the building's fire fighting equipment. This system is fed from a gravity water tank at the top of the building.

5. Electrical system -
the electrical system, including light fixtures and main distribution panels, has been renewed over the years, as partition relocations and new ceilings were installed.

6. Communication system -
the telephone distribution system is the type suitable for a single building tenant.

Mechanical and Electrical Systems : condition

1. Air conditioning -
all of the air conditioning equipment is operational. The majority of the packaged air conditioning units are nearing the end of their useful life. Equipment of this type, when new, has a life expectancy of fifteen years.

2. Heating system -
the steam piping system is in a serious state of deterioration and it must be removed and replaced with a new system. Leaks in the piping system will result in building finish deterioration.

3. Plumbing system -
the piping system and most fixtures are in poor condition and it is essential that the whole system be replaced.

4. Fire protection -
all fire hoses should be replaced since existing hoses are not in a reliable condition. Some pipe in the equipment penthouse has deteriorated and this should be replaced. The remainder of the system appears to be in good condition and it can be expected to provide satisfactory service for at least another fifteen years.

5. Electrical system -
this system is in good condition and a life expectancy of fifteen to twenty-five years is reasonable. Light fixtures would normally be replaced if ceiling changes were made.

6. Communication system -
telephone equipment would likely have to be replaced to suit new tenants. The existing equipment would serve the present tenant until it became obsolete.

Mechanical and Electrical System : renovation and replacement

The following work is required to make the building suitable for multiple tenancy and to provide for a further fifteen to twenty-five years of building use.

1. Air conditioning system -
there are three alternatives to be considered, dependent on space quality that would be offered for rent and the resultant rental structure.

a) Typical floor equipment could remain as is and would be replaced when failure took place. Existing equipment could be expected to last an average of three years.

b) Typical floor air conditioning units could be replaced in order to provide a fifteen-year life expectancy.

c) A complete new air conditioning system could be installed with the central air station and cooling equipment on the roof. This would improve ventilation standards, provide temperature control flexibility for multiple tenancy on each floor, and increase life expectancy to a minimum of twenty-five years.

d) A complete new system is required for the main floor, mezzanine and basement.

2. Heating system -
a new electric baseboard heating system would provide satisfactory heating for this building for a minimum of twenty-five years.

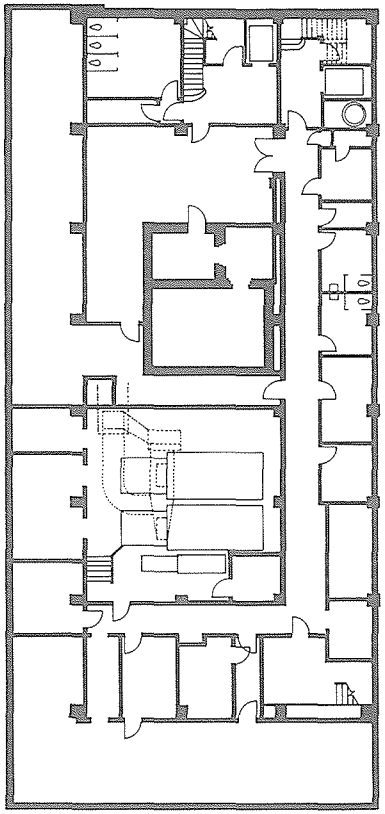
3. Plumbing system -
a complete new system of plumbing pipe and fixtures is required. This system would service the building for forty years.

4. Fire protection -
replacement of fire hoses and a limited amount of pipe would make this system serviceable for fifteen years.

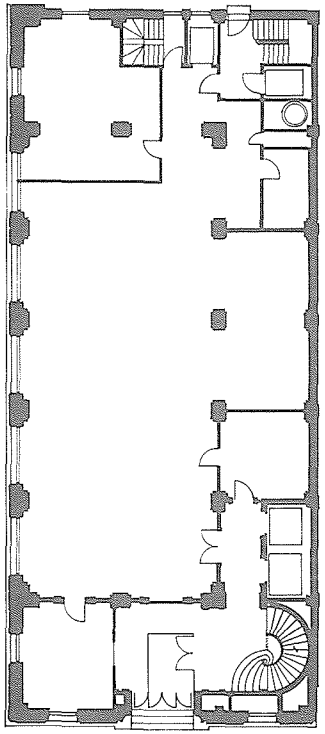
5. Electric system -
it is anticipated that new light fixtures would be installed where ceilings are replaced.

Communication system -
it is anticipated that telephone equipment replacement would be necessary to accommodate the requirements of new tenants. This would normally be paid directly by the tenant.

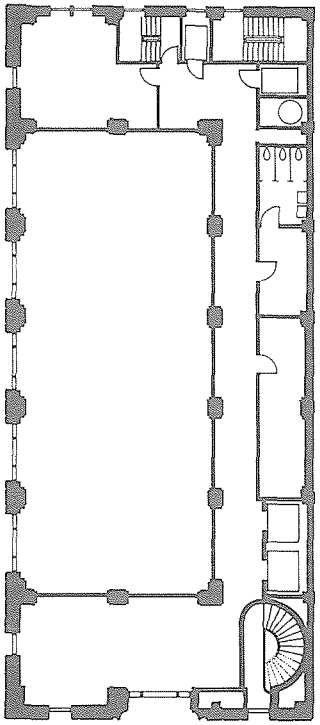
HAMILTON BUILDING



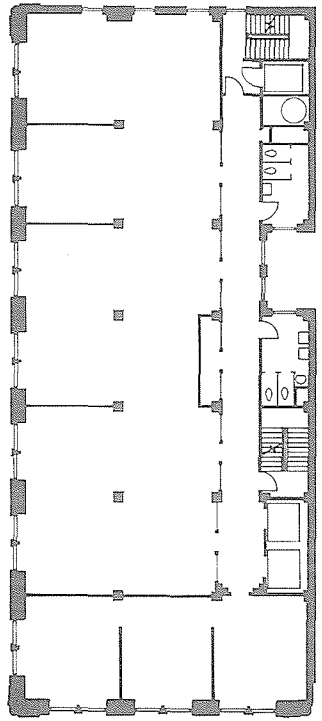
existing
BASEMENT



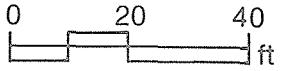
existing
GROUND FLOOR



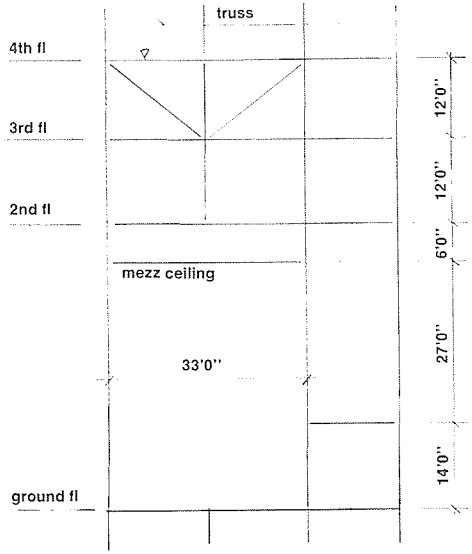
existing
MEZZANINE



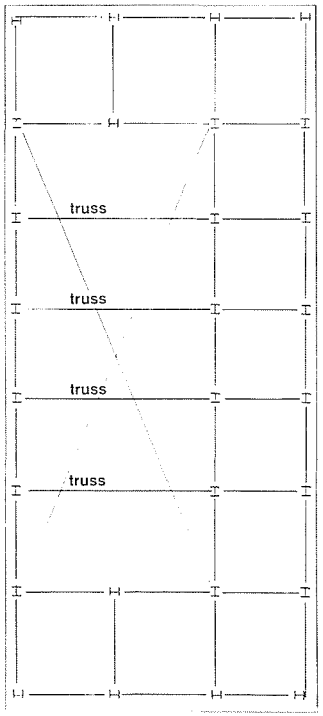
existing
TYPICAL FLOOR



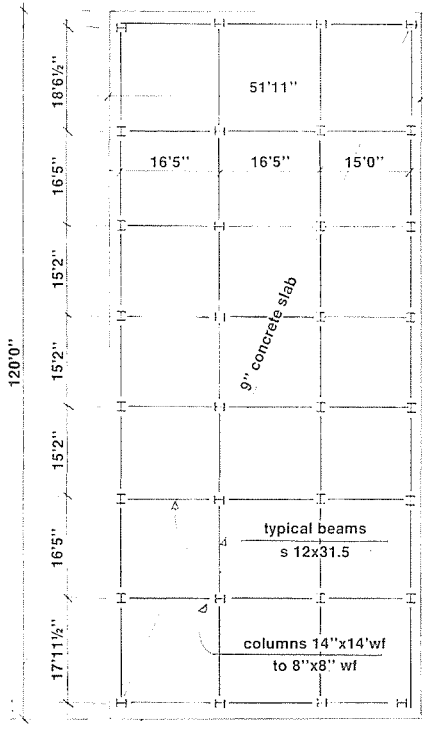
HAMILTON BUILDING



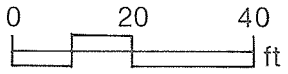
CROSS SECTION



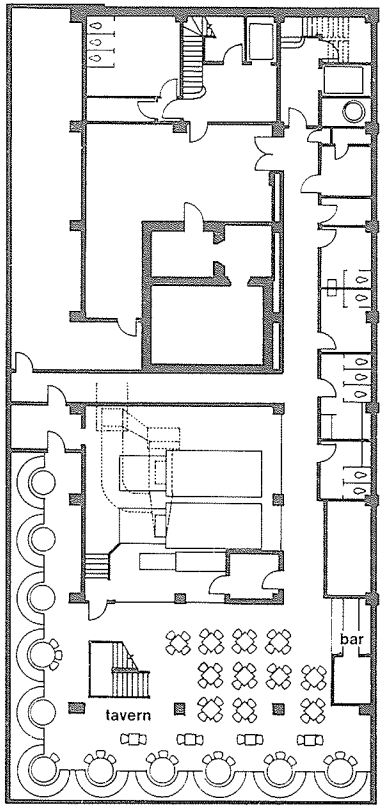
existing structure
THIRD AND
FOURTH FLOORS



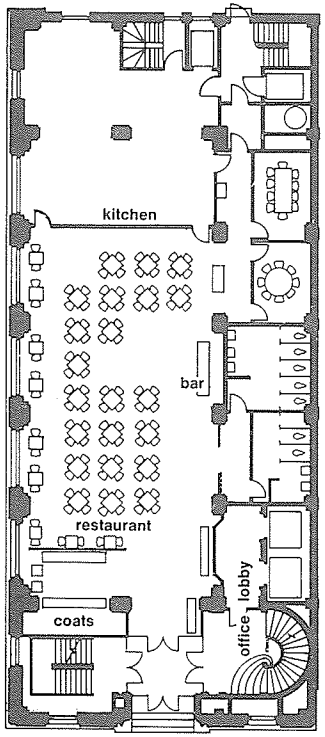
existing structure
TYPICAL FLOOR



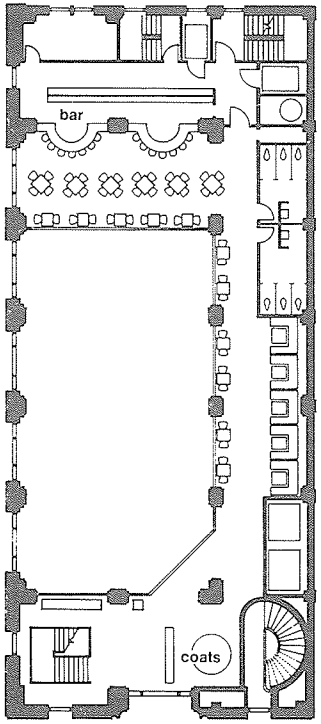
HAMILTON BUILDING



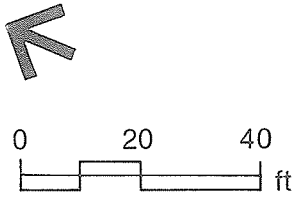
proposal
BASEMENT



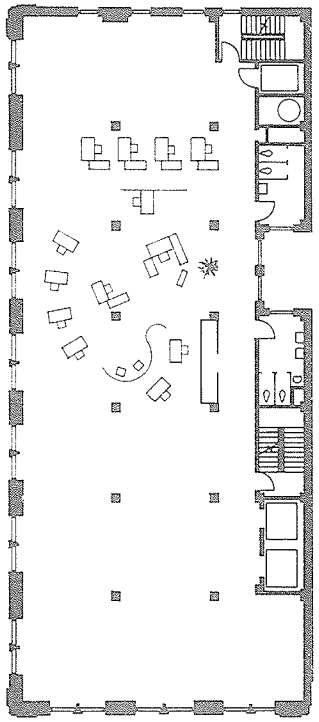
proposal
GROUND FLOOR



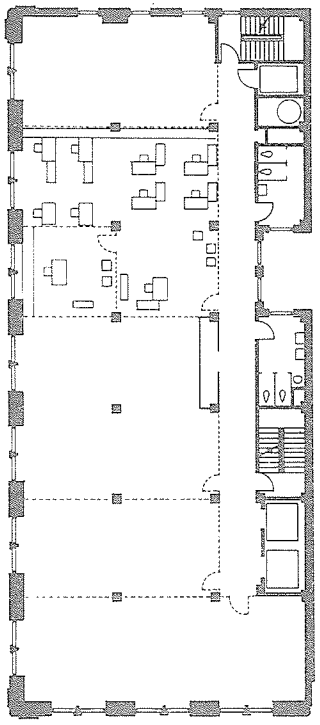
proposal
MEZZANINE



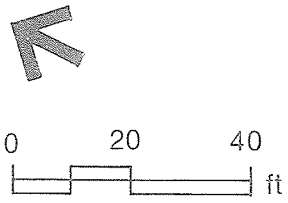
HAMILTON BUILDING



proposal: single occupancy
TYPICAL FLOOR



proposal: multiple occupancy
TYPICAL FLOOR



ECONOMIC ANALYSIS

The following projections consider the market value of the Hamilton Building prior to and following a renovation programme.

The estimated gross building area excluding the basement is 56,304 square feet.

A. PRESENT VALUE ESTIMATE

i) Market approach(1)

56,304 sq. ft. @ $4.00 per sq. ft. $ 225,000.00

ii) Income approach(2)

Basement	n/a	
Ground floor - 4,184 sq. ft. @ $7.50	31,380.00	
Mezzanine - 2,788 sq. ft. @ $2.50	6,970.00	
Upper floors - 31,616 sq. ft. @ $4.75	150,176.00	
Total estimated gross revenue ..		$ 188,526.00
Operating expenses (estimated)		
56,304 x $2.86		161,029.00
Net cash flow		27,497.00
Capitalized value - 27,497 ÷ 12.5%		219,979.00
Present value estimate		$225,000.00

(1) *The value per square foot was determined from the review of a number of sales and listings of comparable type properties.*

(2) *The annual net rental was arrived at following a review of a number of property management files.*

B. VALUE INCLUDING PROPOSED IMPROVEMENTS

i) Estimated hard cost improvements(3) $672,000.00

ii) Estimated soft costs .33%(4) $221,760.00

Summary:

Present value estimate	225,000.00
Hard costs	672,000.00
Soft costs	221,760.00
Value (cost) including improvements	$1,118,760.00

iii) Income approach

Revenue

Estimated market rent - vrs. sq. ft.
Gross area - 56,304 sq. ft.
Floor efficiency - 69% overall

Total estimated gross revenue:

Basement	2,352 sq. ft. x	$3.75	$ 8,820.00
Ground	4,184 sq. ft. x	9.50	39,748.00
Mezzanine	2,788 sq. ft. x	6.00	16,728.00
Typical floor	31,616 sq. ft. x	7.85	248,186.00
			$313,482.00

(3) *Details of the estimated hard cost improvements figure are provided elsewhere in this report.*

(4) *See breakdown of typical soft costs in the Exchange Building Economic Analysis.*

iv) Operating expenses(2)

fuel	.35
water	.02
cleaning	.65
electricity	.35
insurance	.05
wages	.25
air conditioning	.25
elevator	.05
general repairs	.20
R.E. taxes	1.00
Total	3.17 x 56,304 = $ 178,484.00

Net income $313,482 minus 178,484 = $134,998.00

v) Financing

Assuming a 75% mortgage at 12% with a 25-year amortization could be arranged, the annual debt service is:

Cost	$1,118,760
Mortgage	.75 x $1,118,760 = $839,070
Debt service	839,070 x .12383 = $103,902

vi) Return

Net income	134,998
Debt service	103,902
Cash flow	31,096

Summary:

Cost	1,118,760
Mortgage	839,070
Equity required	279,690
Return on equity	11.1%

COST ANALYSIS

1. SUBSTRUCTURE

a)	normal foundations	: n/a *(not applicable)*
b)	basement excavation	: n/a
c)	special foundations	: n/a

2. STRUCTURE

a)	lowest floor construction		
	i)	demolition of partitions	900.00
	ii)	seal off existing stair to main entry lobby	750.00
b)	upper floor construction		
	i)	form opening for new stair	1,500.00
	ii)	demolition of partitions surrounding balcony, etc.	11,760.00
	iii)	mezzanine floor extensions over kitchen and restaurant entry	5,527.00
	iv)	lightweight concrete topping to floors	28,224.00
c)	roof construction	: n/a	

3. EXTERIOR CLADDING

a)	roof finish	: n/a	
b)	walls below ground floor	: n/a	
c)	walls above ground floor	: n/a	
d)	windows		
	i)	weatherstripping	10,080.00
e)	exterior doors and screens	: n/a	
f)	balconies and projections	: n/a	

4. INTERIOR PARTITIONS

a)	permanent partitions and doors		
	i)	partitions	10,700.00
	ii)	doors	10,500.00
	iii)	glazed partitions	2,400.00
	iv)	office partitions (tenant improvements)	: n/a

5. VERTICAL MOVEMENT

a)	stairs		
	i)	new stair linking basement, ground and mezzanine	8,800.00
b)	elevators and escalators	: n/a	

6. INTERIOR FINISHES

a)	floor finishes		
	i)	ceramic tile	11,929.00
	ii)	carpet	69,706.00
	iii)	vinyl asbestos tile	: n/a
b)	ceiling finishes		
	i)	plaster or sprayed ceilings	4,590.00
	ii)	painted ceilings	18,489.00
c)	wall finishes		
	i)	paint to walls	37,121.00

7. FITTINGS AND EQUIPMENT

a)	fittings and fixtures		
	i)	bars	7,440.00
	ii)	washroom accessories and vanities	4,000.00
	iii)	bar screen	1,536.00
b)	equipment		
	i)	beer cooler	3,000.00

8. SERVICES

a)	electrical		
	i)	electrical system allowance for new light fixtures	43,000.00
	ii)	communication system (paid for by tenants)	12,000.00
b)	plumbing and draining		
	i)	plumbing system	36,000.00
	ii)	extra plumbing for restaurant	4,000.00
	iii)	fire protection	15,000.00
c)	heating, ventilation and air conditioning		
	i)	heating system, including electrical distribution	48,000.00
	ii)	existing air conditioning equipment to remain	-
	iii)	new central air conditioning system	148,000.00

9. SITE DEVELOPMENT

a)	general	: n/a
b)	services	: n/a
c)	alterations	: n/a
d)	demolition	: n/a

10. OVERHEADS AND PROFIT

a)	site overheads		
	i)	includes mechanical and electrical overheads	83,207.00
b)	head office overhead and profit		

11. CONTINGENCIES

a)	design contingency	33,841.00
b)	escalation	n.i.c.
c)	post contract contingency	n.i.c.

Total Cost of Renovation, April 1976 $672,000.00

TELEGRAM BUILDING
c 1910

Manitoba Archives

TELEGRAM BUILDING
1975

C. Brook

TELEGRAM BUILDING

General Description

The four-storey brick Telegram Building is located on Albert Street, at the south-west corner of its intersection with McDermot Avenue. It was built in 1882 as a wholesale dry goods warehouse, but was later used until 1920 by the Telegram newspaper. Clothing companies generally occupied the building after that until 1961, when it was sold to a wholesale appliance firm. It has recently been sold again.

The construction of the Telegram Building is of post and beam, combined with a bearing wall. It occupies an approximately triangular site, with a twenty-two foot frontage to McDermot Avenue which increases to sixty-five feet in width at the rear lane. Its depth is one hundred feet. Alterations have taken place on several occasions, and at one point the original main corner entry was sealed. In 1947 the building was underpinned.

In style, the building is late Victorian, with rich brick ornamentation. Size and treatment of windows varies on each floor, and there is a strong cornice. Internal cast iron columns are attractive.

It is the intention of the building's new owner to use the first and second floors, along with the ground floor of the adjacent Sures Building, for furniture sales and displays. The basement may also be improved for this purpose. The third and fourth floors are to be used for warehousing.

Renovation Proposals

The immediately contemplated use of these premises may well be the most appropriate because of extensive renovations that would otherwise have to be undertaken to put this building into a high quality condition for alternative uses. However, should the contemplated restoration of this whole area take place, then in the context of this study, it would be feasible to propose a restaurant (its raised floor level exploiting the attractive and corner-wide view) and related shop on the ground floor, with the basement containing an extension to this shop as well as a small museum. The basement would have a direct entrance from Albert Street, together with a new passenger elevator and stairs; offices would be located on the second, third and fourth floors. (A significant attraction could be the removal of a part of the floor, and relevant glazing at main and second and possibly third floor levels,

for two bays in the south-east corner, whilst still preserving the facade. Such a space, both within and 'outside' the building, would undoubtedly draw people into it. Unfortunately, since the triangular site in any case reduces the proportion of rentable to core space, this possibility is not here proposed.)

In sum, a building of this type, although it would be desirable to renovate, in itself may not be a success unless this were undertaken in conjunction with other buildings in the area, possibly along the lines of current City of Winnipeg proposals. The Telegram Building's new owner is also not inclined to be the first to undertake major renovations in the area at a cost that might approximate half a million dollars. It is regrettable that this building has been left to deteriorate to the extent that it has, because with its historic background, unique shape, and internal cast iron columns, it has much to contribute, and should be renovated.

Structure : general

This four-storey building contains a variety of structural floor systems. The main and second floor consist of six inch concrete slabs spanning about four feet between steel beams. The third, fourth floors and roof are made of wood joists supported on steel beams. The lower floors are supported on steel columns which are not fireproofed and the upper floors are supported on cast iron columns encased in wood while the roof is supported on wood columns which again are not fireproofed. All floors are supported on the outside by means of masonry bearing walls. The basement floor is concrete slab-on-grade construction and basement walls are limestone block construction. The main floor level is about five feet above street level.

Structure : condition

In general the structure is in fair condition. A noticeable slope was observed on the floors at the upper levels indicating that some interior columns and exterior masonry walls may have settled unevenly. This slope in the floors was of the order of three inches in twenty feet. The foundation for this building has been underpinned, although the extent of the underpinning is unknown. The type of foundation used in this building was probably concrete spread footings which underwent some settlement over the years and subsequently required underpinning.

All outside walls are in good condition. The brick exterior has been painted and no serious masonry cracking has taken place. This would indicate that settlement of the exterior bearing walls has been quite uniform over the life of the building.

In their present condition, no protective fire cladding exists on any steel beam or column. These elements would require a minimum of two-hour fire protection by means of gypsum board in order that the building code requirements be met for any commercial occupancy. Similarly, the upper level wood joist floors and wood columns would require fireproofing to the same degree. However, there is a good chance that if the second floor were to be devoted to office use, as proposed, the attractive cast iron columns could remain exposed.

Due to the reasonably good condition of floors and bearing walls the useful life of this building could be extended for about fifteen years with the recommendations that follow. Some slight additional settlement may be expected in the floor system but most of the settlement may well have taken place by this time. Also the underpinning which has been placed should eliminate further settlement under the bearing walls.

The main floor and second floor could safely support a live loading one hundred PSF. The third floor has been posted for one hundred PSF live loading while the fourth floor has been posted for sixty PSF. The roof structure could safely support a live loading of thirty-six PSF as required for this area.

Structure : recommendations

All sloping wood floors would have to be levelled by means of plywood sheeting and wood shims to eliminate the differential slopes of up to three inches. The underside of the floor joists would have to be covered with gypsum board sufficient for a two hour fire rating. Both steel and wood columns (with the possible exception of the cast iron columns on the second floor) would have to be fireproofed using gypsum board to a minimum of two hour fire rating. The underside of the steel beams at the main and second floor levels would have to be protected in a similar manner.

Mechanical and Electrical Systems : general description and condition

This building has very basic, generally obsolete systems which are in poor condition.

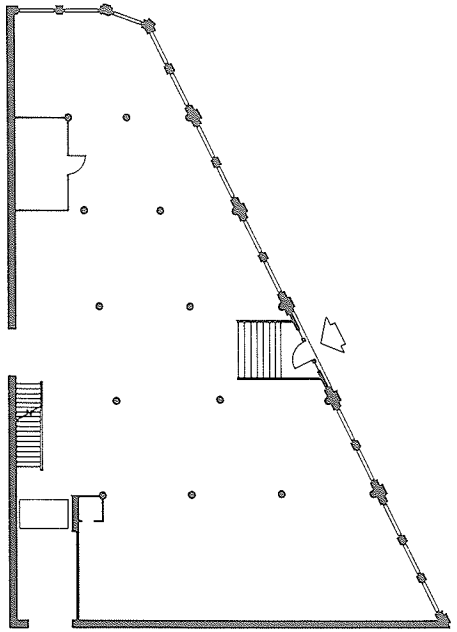
1. Air conditioning -
   air conditioning is non-existent.
2. Heating system -
   this is a system of unit heaters fed by steam from the City's central steam plant. This system is only suitable for warehouse space. The system is in poor condition.
3. Plumbing system -
   an inadequate system which is in poor condition serves this building.
4. Fire protection -
   this consists of a sprinkler system, in good condition, which can be expected to be satisfactory for at least fifteen years.
5. Electrical system -
   the entire electrical system is in poor condition.
6. Communication system -
   this system consists of a single business telephone.

Mechanical and Electrical Systems : renovation and replacement

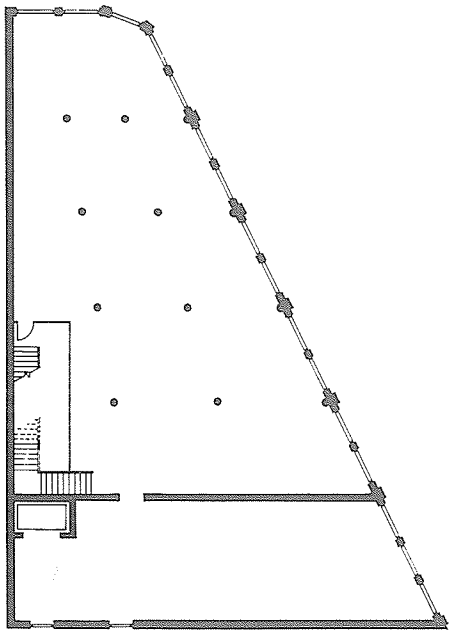
System renovations and additions proposed are intended to minimize capital cost in order to permit a low rental cost.

1. Air conditioning -
   a cooling tower and piping system could be installed by the owner. Air conditioning units and ductwork would be the responsibility of the tenants.
2. Heating system - a complete new electric heating system would be required to satisfy new tenancy requirements.
3. Plumbing system -
   a new plumbing system and fixtures are required; additional plumbing is required for the restaurant.
4. Fire protection - the existing sprinkler heads would be relocated to accommodate drop ceiling systems. New fire hose stations are required on each floor.
5. Electrical system -
   a complete new wiring and lighting system is required.
6. Communication system -
   telephone equipment is required for new tenants.

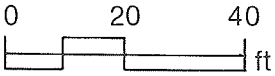
TELEGRAM BUILDING



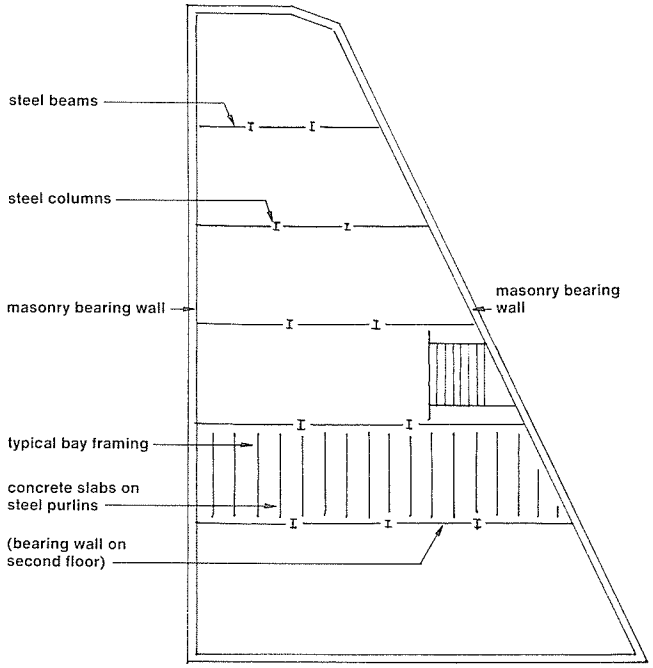
existing
MAIN FLOOR



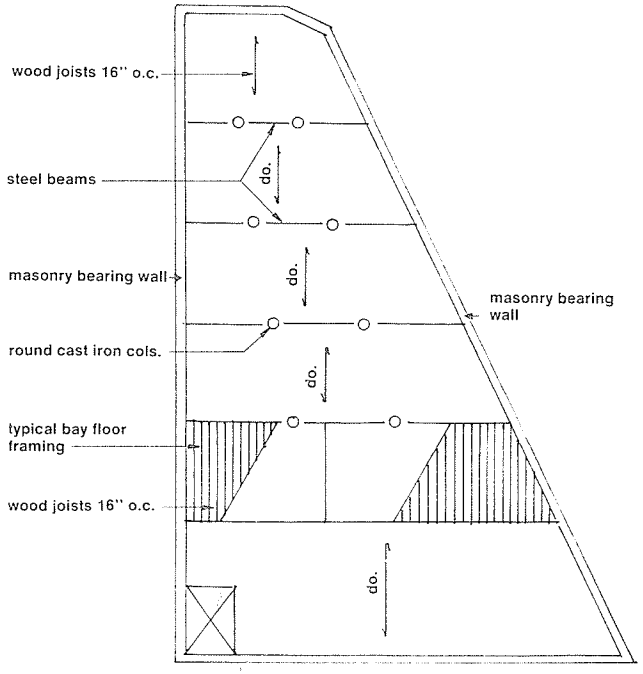
existing
TYPICAL FLOOR



TELEGRAM BUILDING

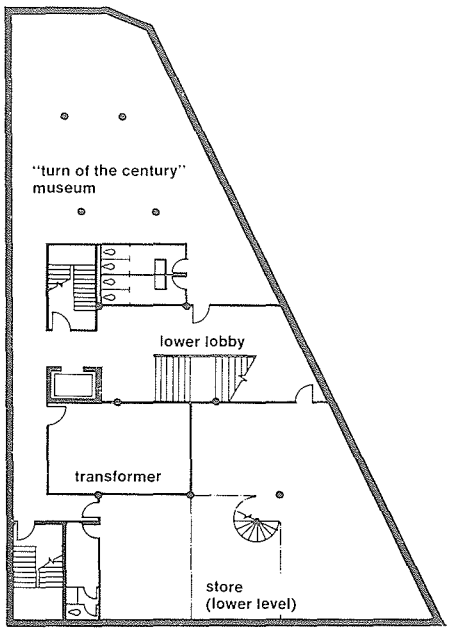


existing structure
MAIN AND
SECOND FLOORS

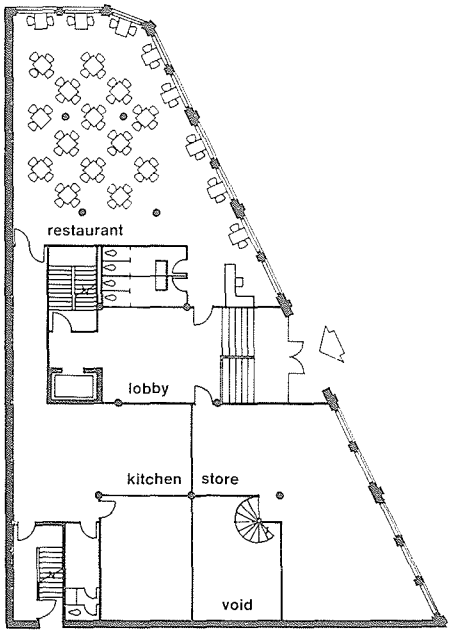


existing structure
THIRD AND
FOURTH FLOORS

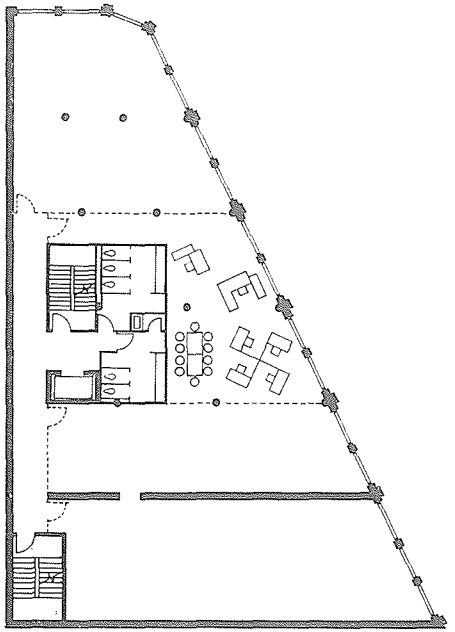
TELEGRAM BUILDING



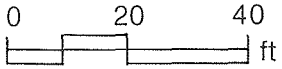
proposal
BASEMENT



proposal
MAIN FLOOR



proposal
TYPICAL FLOOR



COST ANALYSIS

1. SUBSTRUCTURE

a)	normal foundations	: n/a	
b)	basement excavation	: n/a	
c)	special foundations	: n/a	

2. STRUCTURE

a)	lowest floor construction		
	i)	remove existing stair and repair	1,000.00
	ii)	fireproofing to steel columns)	
	iii)	fireguard gypsum wallboard to ceiling and paint)	4,800.00
b)	upper floor construction		
	i)	remove existing stair and repair	1,000.00
	ii)	level wood floors	8,640.00
	iii)	fireguard gypsum wallboard to columns and ceiling and paint	19,200.00
	iv)	form opening in floor	1,500.00
c)	roof construction	: n/a	

3. EXTERIOR CLADDING

a)	roof finish	: n/a	
b)	walls below ground floor	: n/a	
c)	walls above ground floor		
	i)	sand blast masonry surfaces)	
	ii)	repoint masonry)	8,400.00
d)	windows		
	i)	replace upper windows and paint wood trim	24,000.00
e)	exterior doors and screens		
	i)	main entry at ground level	3,000.00
f)	balconies and projections	: n/a	

4. INTERIOR PARTITIONS

a)	permanent partitions and doors		
	i)	partitions	28,824.00
	ii)	doors	10,800.00
	iii)	toilet partitions	4,600.00
b)	moveable partitions and doors		
	i)	office partitions (paid by tenant)	: n/a

5. VERTICAL MOVEMENT

a)	stairs		
	i)	ground to main	800.00
	ii)	ground to basement	2,800.00
	iii)	fire stairs	9,280.00
	iv)	core stairs	9,280.00
	v)	spiral stairs	4,200.00
b)	elevators and escalators		
	i)	elevator and shaft	57,500.00

6. INTERIOR FINISHES

a)	floor finishes		
	i)	tile	1,500.00
	ii)	carpet	25,956.00
	iii)	vinyl asbestos tile	4,176.00
b)	ceiling finishes		
	i)	drywall ceilings and paint included with item 2a and b	
c)	wall finishes		
	i)	paint to all new and existing walls	15,750.00

7. FITTINGS AND EQUIPMENT

a)	fittings and fixtures		
	i)	washroom accessories and vanities	4,500.00
	ii)	handrail to void	1,500.00
b)	equipment		n.i.c.

8. SERVICES

a)	electrical		
	i)	electrical system	50,000.00
	ii)	communication system	6,000.00
b)	plumbing and draining		
	i)	plumbing for washrooms	12,000.00
	ii)	plumbing for restaurant	3,000.00
	iii)	fire protection	13,000.00
c)	heating, ventilating and air conditioning		
	i)	heating system	18,000.00
	ii)	cooling tower system (by owner)	15,000.00
	iii)	air conditioning units and ducts (by tenants)	35,000.00

9. SITE DEVELOPMENT

a)	general	: n/a	
b)	services	: n/a	
c)	alterations	: n/a	
d)	demolition	: n/a	

10. OVERHEADS AND PROFIT

a)	site overhead)		57,000.00
b)	head office overhead)		

11. CONTINGENCIES

a)	design contingency	: n/a	
b)	escalation contingency	: n/a	
c)	post contract contingency	: n/a	

Total Cost of Renovation, April 1976 462,000.00

ECONOMIC ANALYSIS

The following projections consider the market value of the Telegram Building prior to and following a proposed renovation programme.

At present, without implementation of current City of Winnipeg restoration proposals to increase traffic and trade for the area, the anticipated net revenue after renovations is insufficient to justify the proposed improvements.

A. PRESENT VALUE ESTIMATE

i) Market approach(1)

19,136 sq. ft. @ $2.00 per sq. ft.	$38,272.00

ii) Income approach(2) (assuming 90% efficiency)

Ground floor - 4,305 x 3.50	15,068.00	
Second floor - 4,305 x 2.50	10,762.00	
Third and fourth floors - 8,610 x 1.00	8,610.00	
		34,440.00

iii) Operating expense(2)

19,136 sq. ft. x 1.62	31,000.00
	3,440.00
Capitalized - 3,440 + 15%	22,933.00
Present value estimate	$38,272.00

(1) *The value per square foot was determined from the review of a number of sales and listings of comparable type properties.*

(2) *The annual net rental was arrived at following a review of a number of property management files.*

B. VALUE INCLUDING PROPOSED IMPROVEMENTS

i)	Estimated hard cost improvements(3)	$ 462,000.00
ii)	Estimated soft costs .33%(4)	152,460.00

Summary:

Present value estimate	38,272.00
Hard costs	462,000.00
Soft costs	152,460.00
Value (cost) including improvements	$652,732.00

iii) Income approach

Revenue

Estimated market rent - vrs. sq. ft.
Gross area - 19,136 sq. ft.
Floor efficiency - 77% overall

Total estimated gross revenue:

Basement and ground floor			
boutique	600 sq. ft. x 7.50	4,500.00	
Restaurant	3,155 sq. ft. x 7.50	23,662.00	
Upper floor			
offices	11,028 sq. ft. x 6.00	66,168.00	
			$ 94,330.00

(3) *Details of the estimated hard cost improvements figure are provided elsewhere in this report.*

(4) *See breakdown of typical soft costs in the Exchange Building Economic Analysis.*

iv) Operating expenses

19,136 sq. ft. @ $2.52 sq. ft.	$ 48,223.00	
Net income $94,330 minus 48,223		46,107.00

v) Capitalized value

46,107 + 15%	$ 307,360.00

The discrepancy between the cost and the economic value does not justify the improvements. Therefore, the contemplated use by the new owner appears to be the only appropriate use of the building in its present condition and at the present time.

EXCHANGE BUILDING
1904

from *Winnipeg 1904* published by W.A. Martell & Sons

EXCHANGE BUILDING
1976

Jonas Lehrman

EXCHANGE BUILDING

General Description

The Exchange Building is situated on the west side of Princess Street, as part of a group of buildings bounded by Elgin Avenue on the north and William Avenue on the south. Reflecting the importance of wheat and grain crops to Winnipeg and the city's key role as a distribution centre, the building was completed in 1898. When the Exchange moved, the fortunes of the immediate surrounding area began to decline. The Exchange Building is currently used by theatre and dance groups.

The construction of the Exchange Building is of wood joist and beam, combined with bearing wall. Its east facade is late Victorian and eclectic; its lower two floors are of limestone, and its third and fourth floors are of red brick with limestone trimming. The two centre bays of the facade support a delicate cast-iron balcony on the third floor, and these bays are also crowned on the skyline by a classical pediment.

The value of this building is tied very closely to its adjacent properties, and the whole block should be considered when renovating (see Appendix A). The conversion of the Exchange Building in isolation would be even less valid than would be the renovation of the Telegram Building. In spite of the fact that it appears to be in good physical condition and its renovation costs would thus be less, its present use appears very appropriate, although a new roof is necessary and urgent. The theatre group, with its carpentry and paint shops, rehearsal hall and puppetry workshops, occupies the lower floors, whilst the dance company has a studio and classrooms on the top floor.

Renovation Proposals

An alternative and higher use of this building would be to convert it into offices for the City of Winnipeg. This could be done at a cost that would reflect a rental value that the City could justifiably pay and be considerably less than new space, and certainly less than typically new municipal office space. The distinction here is that municipal office space may well be of a higher standard than space often provided by a private developer. An attempt could well be made to retain the pilasters on the third floor. A roof courtyard, open to the sky, and located centrally so that it was

overlooked by offices both to the east and west, would also add to the attraction of this building. However, such space would be subtracted from rentable area, and has not been proposed in this instance.

If the adjacent properties were improved in conjunction with the Exchange Building, then the front half of the ground floor or possibly the entire ground floor could be converted to commercial use (thus justifying the large windows facing the street), with the remaining area for office accommodation.

Structure : general

This four-storey building consists of two distinct sections each approximately thirty feet in width formed by a continuous masonry bearing wall extending the full length of the building. The floors are of wood joist construction (2 inch x 15 inch joists at 16 incho.c.) and span about twenty-eight feet between exterior masonry bearing walls and the centre bearing wall. Roof structure is also of wood joist construction. A full basement is to be found under the building and is divided by the above-mentioned masonry wall. Basement walls are of limestone blocks.

Structure : condition

In general all floors and roof are in reasonably good and level condition with the exception of the North section near the interior of the building where settlement of two columns has caused the floor to slope. All exterior masonry walls are in fairly good condition. The parapet walls above the roof have deteriorated somewhat with some loss of mortar. The roof structure has a distinct slope towards the East face of the building. Four masonry vaults on each floor are in good condition.

All wood floor structures as well as the interior bearing wall would have to be clad with gypsum board in order to provide the fire rating sufficient for the proposed occupancy.

The building as it presently stands should have a useful life of about fifteen years and with some floor and wall repairs this could be extended to twenty-five years.

The floors in this building will safely carry a live loading of seventy-five PSF on the main level and sixty PSF on the second, third and fourth levels. Roof structure will safely carry a live loading of thirty-six PSF as required by local building bylaws. These floor loadings are satisfactory for office building occupancy

but are not adequate for restaurant or light storage loading.

Structure : recommendations

All masonry bearing walls should be pointed at the top to prevent the entry of moisture. Some floor levelling should be carried out near the elevators. Roof membrane and flashings should be repaired since they are only in fair condition.

Mechanical and Electrical Systems : general description and condition

The systems in this building are suitable for low rental office space. Existing systems are in fair condition and they could be expected to service the building with its present tenants, for eight years.

1. Air conditioning -
   air conditioning does not exist
2. Heating system -
   the existing steam radiator system, supplied from the City's steam plant, is in fair condition. This system can not provide good temperature control.
3. Plumbing system -
   the existing plumbing system is in fair to poor condition.
4. Fire protection -
   the sprinkler system and fire alarm system is in good condition and satisfactory service can be expected for fifteen years.
5. Electrical system -
   the wiring system is in fair condition, although it should be replaced in order to eliminate a possible fire hazard.
6. Communication system -
   the present telephone system is satisfactory only for the present tenants.

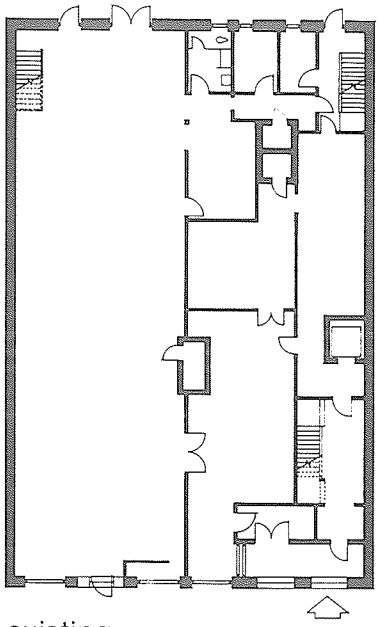
Mechanical and Electrical Systems : renovation and replacement

The recommended systems would be suitable for good quality office space.

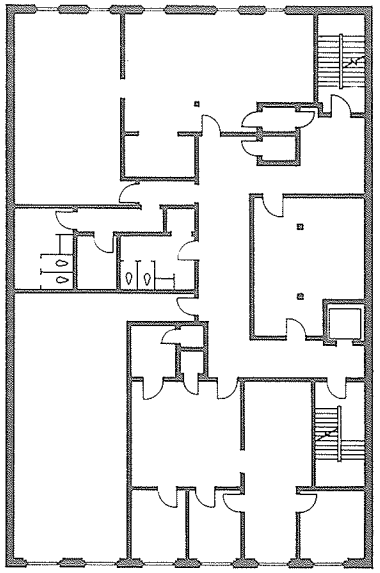
1. Air conditioning -
   a new central plant, located in the basement, could serve the entire building. This system would have a life expectancy of twenty-five years.
2. Heating system -
   a new electric radiation heating system is required.
3. Plumbing system -
   new plumbing pipe and fixtures are required for an upgraded tenant rental.

4. Fire protection -
   sprinkler head relocation would be necessary to accommodate drop ceilings.
5. Electrical system -
   new wiring and light fixtures are required.
6. Communication system -
   a new telephone system is required for new tenants.

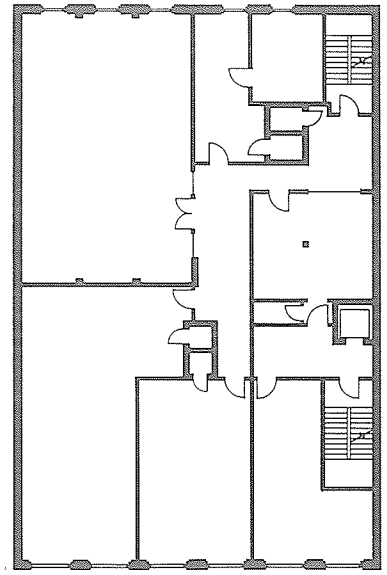
EXCHANGE BUILDING



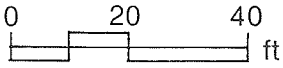
existing
GROUND FLOOR



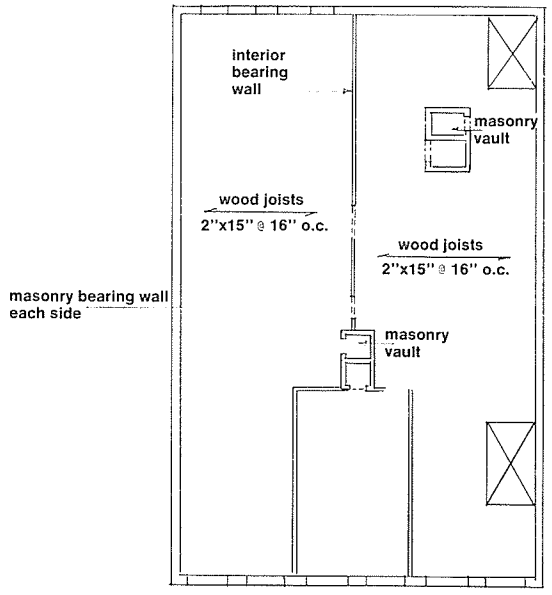
existing
SECOND FLOOR



existing
THIRD FLOOR



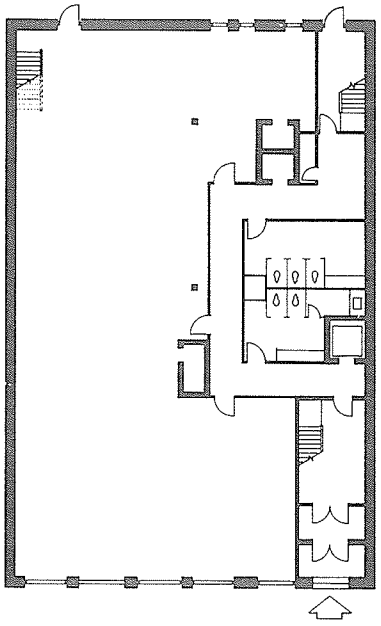
EXCHANGE BUILDING



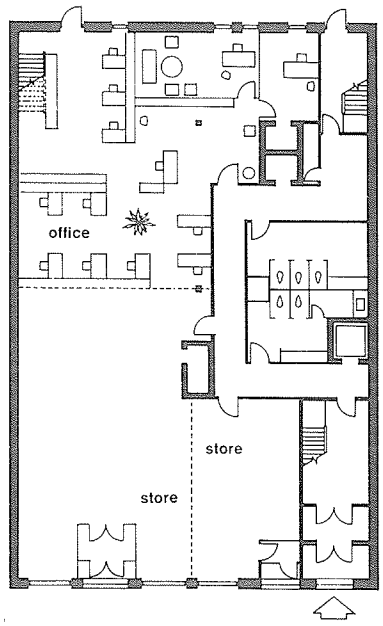
existing structure
SECOND AND
THIRD FLOORS

0 20 40
ft

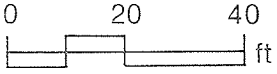
EXCHANGE BUILDING



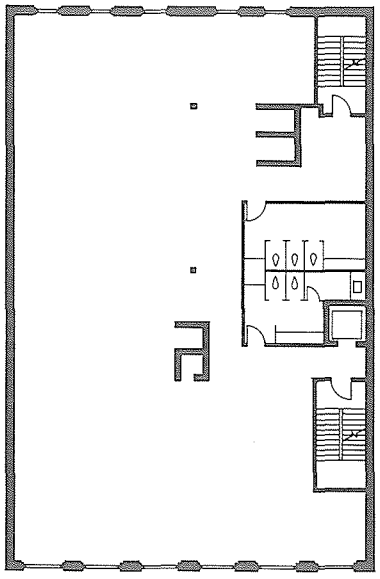
proposal A
GROUND FLOOR



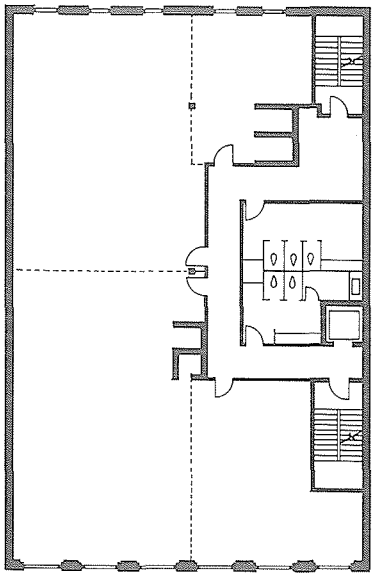
proposal B
GROUND FLOOR



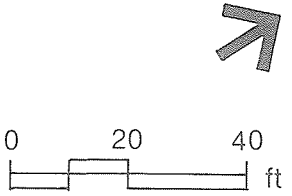
EXCHANGE BUILDING



proposal: single occupancy
TYPICAL FLOOR



proposal: multiple occupancy
TYPICAL FLOOR



COST ANALYSIS

1. SUBSTRUCTURE

a)	normal foundations	: n/a
b)	basement excavation	: n/a
c)	special foundations	: n/a

2. STRUCTURE

a)	lowest floor construction	: n/a
b)	upper floor construction	
	i) existing floors to be levelled	5,760.00
c)	roof construction	
	i) new roof framing, sheathing and insulation	10,800.00

3. EXTERIOR CLADDING

a)	roof finish (included in 2 c i)	incl.
b)	walls below ground floor	: n/a
c)	walls above ground floor	
	i) form new entry	2,500.00
	ii) repair coping to walls	3,000.00
	iii) repoint masonry and sills	4,500.00
	iv) sand blast all exterior masonry surfaces	3,000.00
	v) build up existing doors	1,200.00
d)	windows	
	i) repair and reglaze windows and paint wood trim	4,950.00
e)	exterior doors and screens	
	i) new main entry and shop entries	2,500.00
f)	balconies and projections	
	i) strengthening pediment and cornice	2,000.00

4. INTERIOR PARTITIONS

a)	permanent partitions and doors	
	i) demolish partitions	16,128.00
	ii) entry lobbies on ground floor (included in partitions)	
	iii) partitions	12,096.00
	iv) doors	7,500.00
	v) toilet partitions	4,000.00
b)	moveable partitions and doors	
	i) office partitions (tenant improvements)	: n/a

5. VERTICAL MOVEMENT

a)	stairs	: n/a
b)	elevator and escalator	
	i) new elevator	50,000.00

6. INTERIOR FINISHES

a)	floor finishes	
	i) carpet	27,384.00
	ii) vinyl asbestos tile	3,000.00
b)	ceiling finishes	
	i) suspended acoustic ceiling	25,920.00
c)	wall finishes	
	i) strapping and drywall to exterior walls	14,400.00
	ii) paint to walls	8,640.00

7. FITTINGS AND EQUIPMENT

a)	fittings and fixtures	
	i) washroom accessories and vanities	4,000.00
b)	equipment	: n/a

8. SERVICES

a)	electrical	
	i) electrical system	55,000.00
	ii) communication system (tenant cost)	6,000.00
b)	plumbing and draining	
	i) plumbing system	20,000.00
	ii) fire protection	9,000.00
c)	heating, ventilation and air conditioning	
	i) heating system	21,000.00
	ii) air conditioning system	62,000.00

9. SITE DEVELOPMENT

a)	general	: n/a
b)	services	: n/a
c)	alterations	: n/a
d)	demolition	: n/a

10. OVERHEADS AND PROFIT

a)	site overhead)	57,640.00
b)	head office overhead and profit)	

11. CONTINGENCIES

a)	design contingency	6,082.00
b)	escalation contingency	: n/a
c)	post contract contingency	: n/a

Total Cost of Renovation, April 1976 450,000.00

ECONOMIC ANALYSIS

The following projection considers the economic feasibility of converting the Exchange Building to office space.

The building covers the entire land area which measures 62 feet by 96 feet, for a total area of 5,952 square feet. The building is four storeys, for a total gross area of 23,808 square feet.

A. PRESENT VALUE ESTIMATE

i) Market approach(1)

23,808 sq. ft. @ $2.50 per sq. ft.	$59,520.00

ii) Income approach(2)

23,808 sq. ft. at an annual net rental of $0.40 for a cash flow of $9,523	9,523.00
Capitalized value - 9,523 ÷ 15%	63,487.00
Present value estimate	$60,000.00

(1) *The value per square foot was determined from the review of a number of sales and listings of comparable type properties.*

(2) *The annual net rental was arrived at following a review of a number of property management files.*

B. VALUE INCLUDING PROPOSED IMPROVEMENTS

i) Estimated hard cost improvements(3) $450,000.00

ii) Soft costs

Architects' fees (7%)	31,500.00	
Legal (1.5%)	6,750.00	
Market study (1%)	4,500.00	
Advertising/Promotion/Sales Office/Incentives	n/a	
Taxes during construction period (.5%)	2,250.00	
Leasing fees (3%)	13,500.00	
Interim financing (5%)	22,500.00	
Operating costs through lease-up	n/a	
General contingencies (including permits) (2%)	9,000.00	
Overhead and profit (12%)	54,000.00	
Mortgage placement fee (3/4%)	3,375.00	
		147,375.00

Summary:

Present value estimate	60,000.00
Hard cost	450,000.00
Soft costs(4)	147,375.00
Value (cost) including improvements	$ 657,375.00

(3) *Details of the estimated hard cost improvements figure are provided elsewhere in this report.*

(4) *The soft costs represent approximately thirty-three per cent of hard costs, which is comparable to costs associated with other upgraded buildings in the Winnipeg market.*

iii) Income approach

Revenue

Estimated market rent - 6.95 per sq. ft.
Floor efficiency - 90%
Gross area - 23,808

Total estimated gross revenue:

23,808 x 90% x $6.95	$ 148,919.00

iv) Operating expenses(2)

fuel	.35
water	.02
cleaning	.65
electricity	.35
insurance	.05
wages	.25
air conditioning	.25
elevator	.05
general repairs	.25
R.E. taxes	.75

Total	$2.97 x 23,808 =	70,710.00
Net income	$148,919 minus 70,710	$ 78,209.00

v) Financing

Assuming a 75% mortgage at 12% with a 25-year amortization could be arranged, the annual debt service is:

Cost		$ 657,375.00
Mortgage	.75 x 657,375 =	493,031.00
Debt service	493,031 x .12383	61,052.00

vi) Return

Net income	78,209.00
Debt service	61,052.00
Cash flow	$ 17,157.00

Summary:

Cost	657,375.00
Mortgage	493,031.00
Equity required	164,344.00
Return on equity	10.43%

APPENDIX A

Princess Street

This feasibility study focusses on three particular buildings. These individual structures, however, are but constituents of the larger historic core area. It is the overall *genius loci* which is significant, and it is this 'spirit of the place' to which individual buildings contribute.

The Exchange Building, for example, is part of a row of buildings all of which exhibit a late nineteenth century individuality; yet these buildings by their style also relate to each other and gain additionally thereby. Unfortunately, the southernmost Henderson's Block was demolished a few years ago. Still sufficient remains nonetheless, for renovation to be considered for the whole group of buildings, particularly in terms of preservation of the facade. The following illustrations (*credit: Manitoba Archives; and M. R. Kirby and N. C. Ripley, 'Princess Street 1900')* help make this apparent.

EXCHANGE BUILDING
Princess St 1900

Manitoba Archives

EXCHANGE BUILDING
Princess St 1964

EXCHANGE BUILDING
Princess St 1975

E. Letinsky

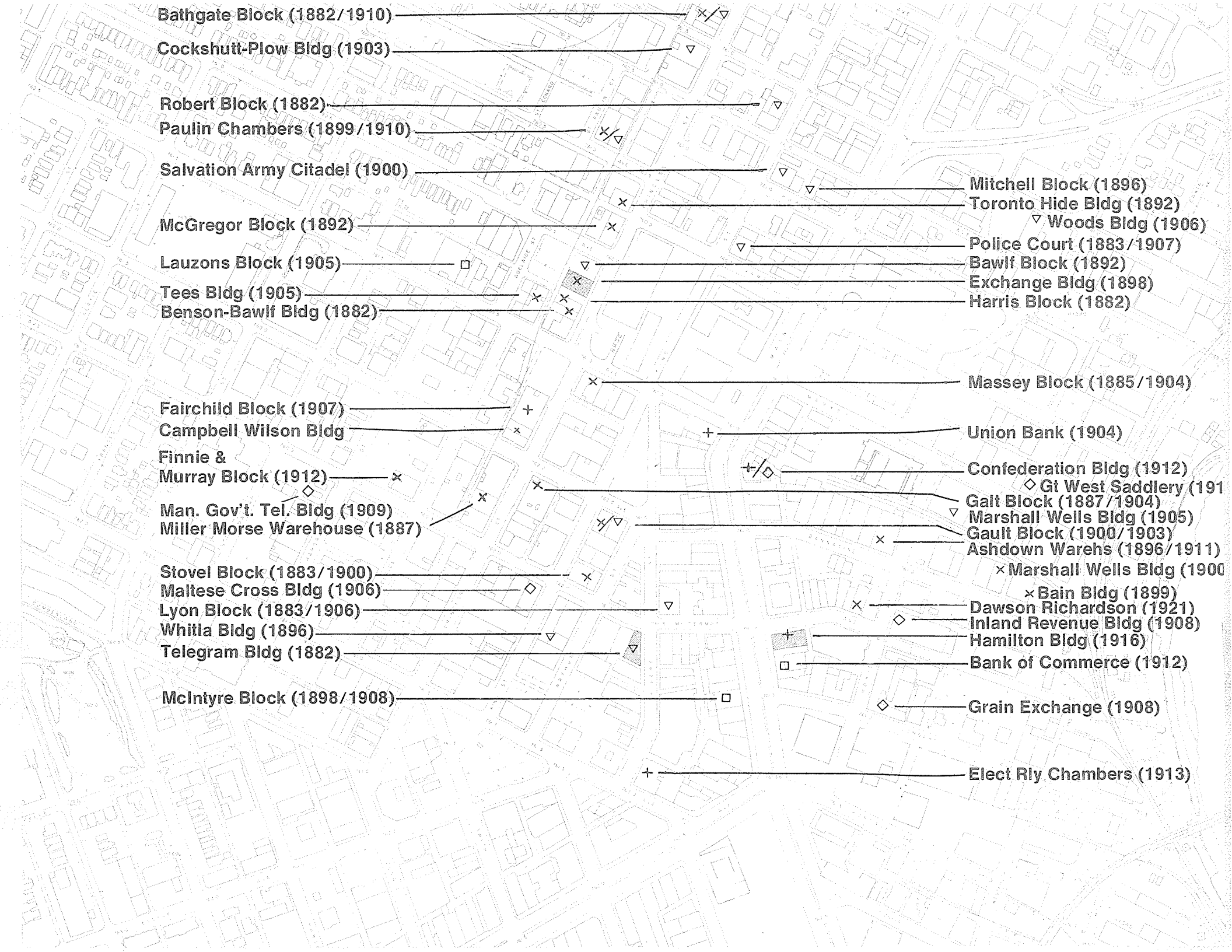
APPENDIX B

Various Building Types in the Historic Core

The three buildings forming the subject of this study only constitute a very small percentage of buildings in the historic core capable of being renovated for new uses. A further number of these buildings are shown on the following map. Whereas not all may be immediately suitable or immediately available for renovation, by their very number and variety they do indicate the scale of the opportunity that awaits both public and private initiative in this area.

Key to construction categories[1]:		% [2]
+	steel frame (e.g. Hamilton Building)	16
□	bearing wall	22
▽	mixed construction (e.g. Telegram Building)	14
◇	reinforced concrete frame	8
×	wood post and beam (often with load-bearing external walls, e.g. Exchange Building)	40

1. *These construction categories are not always mutually exclusive.*
2. *Percentage of buildings with architectural and historical description of each construction type.*


Bathgate Block (1882/1910)
Cockshutt-Plow Bldg (1903)
Robert Block (1882)
Paulin Chambers (1899/1910)
Salvation Army Citadel (1900)
McGregor Block (1892)
Lauzons Block (1905)
Tees Bldg (1905)
Benson-Bawlf Bldg (1882)
Fairchild Block (1907)
Campbell Wilson Bldg
Finnie &
Murray Block (1912)
Man. Gov't. Tel. Bldg (1909)
Miller Morse Warehouse (1887)
Stovel Block (1883/1900)
Maltese Cross Bldg (1906)
Lyon Block (1883/1906)
Whitla Bldg (1896)
Telegram Bldg (1882)
McIntyre Block (1898/1908)
Mitchell Block (1896)
Toronto Hide Bldg (1892)
Woods Bldg (1906)
Police Court (1883/1907)
Bawlf Block (1892)
Exchange Bldg (1898)
Harris Block (1882)
Massey Block (1885/1904)
Union Bank (1904)
Confederation Bldg (1912)
Gt West Saddlery (191
Galt Block (1887/1904)
Marshall Wells Bldg (1905)
Gault Block (1900/1903)
Ashdown Warehs (1896/1911)
Marshall Wells Bldg (1900
Bain Bldg (1899)
Dawson Richardson (1921)
Inland Revenue Bldg (1908)
Hamilton Bldg (1916)
Bank of Commerce (1912)
Grain Exchange (1908)
Elect Rly Chambers (1913)

APPENDIX C

Two Recent Renovation Cost Summaries

The following is a summarized account of expenses entailed in the conversion to a restaurant and bar of an old warehouse building in the historic core of Winnipeg in the latter half of the year 1973(1). The four-storey structure, built in the early years of this century, has three thousand square feet per floor. Its structural condition was good, but it had otherwise quite deteriorated, and was therefore apart from structure, completely gutted.

plumbing	$14,200.00
heating and air conditioning (including ductwork)	26,500.00
electrical (new)	13,000.00
carpentry (including materials)	17,000.00
furnishing and painting	9,000.00
	$79,700.00

(1) *escalation to 1975 : add 30 per cent.*

The following is a detailed itemized account of expenses entailed in the installation of a professional (architectural) office which moved into a building in the historic core of Winnipeg in December 1975. The office occupies the third floor (net 5,500 square feet; gross 6,000 square feet) of a seven-storey early twentieth century warehouse structure, with reinforced concrete frame, walls and roof. Design and contract supervision were undertaken by the office itself, and the account does not therefore include a sum for these items.

Office Improvements

Rough carpentry		9,517.96
Manitoba Telephones installation		455.00
Painting:	spray paint (walls, columns, beams, pipes, ceiling)	1,200.00
Painting:	(painting work stations) estimate	900.00
	(oiling natural woods) (hourly charge plus paint)	
Carpet:	purchase	2,747.87
	installation	1,276.00
Moving charges		205.00
Drapery		3,945.16
	track, brackets, rollers	208.57
Lighting:	relamp old fixtures	137.59
	light tracks and heads	795.69
Glazing	(conference rooms)	1,250.00
Millwork:	portable drawer units including sink and hook-up	2,012.57
	lounge built-in unit under-counter fridge	200.00
Signage:	Main floor and office door	250.00
Construction clean-up		100.00
Plants		400.00
De-activate vault lock		24.10
Hardware		181.14
Finish carpentry:	Work stations/shelving	2,845.00
		$28,651.65

Furnishings

Reception desks and chairs	1,250.00
Lounge chairs	700.00
Hanging fabrics	375.00
Meeting room table	212.10
Waste baskets and ash trays	103.30
Chairs and coat trees	689.94
Drawing boards	405.00
Parallel rules	240.00
Drawing board vinyl tops	330.81
Drafting stools	214.20
Letterhead and change of address cards	400.00
Electric erasers	102.06
Intercom	57.78
	5,080.19

	$28,651.65
	5,080.19
Total	$33,731.84

Enactment

of a

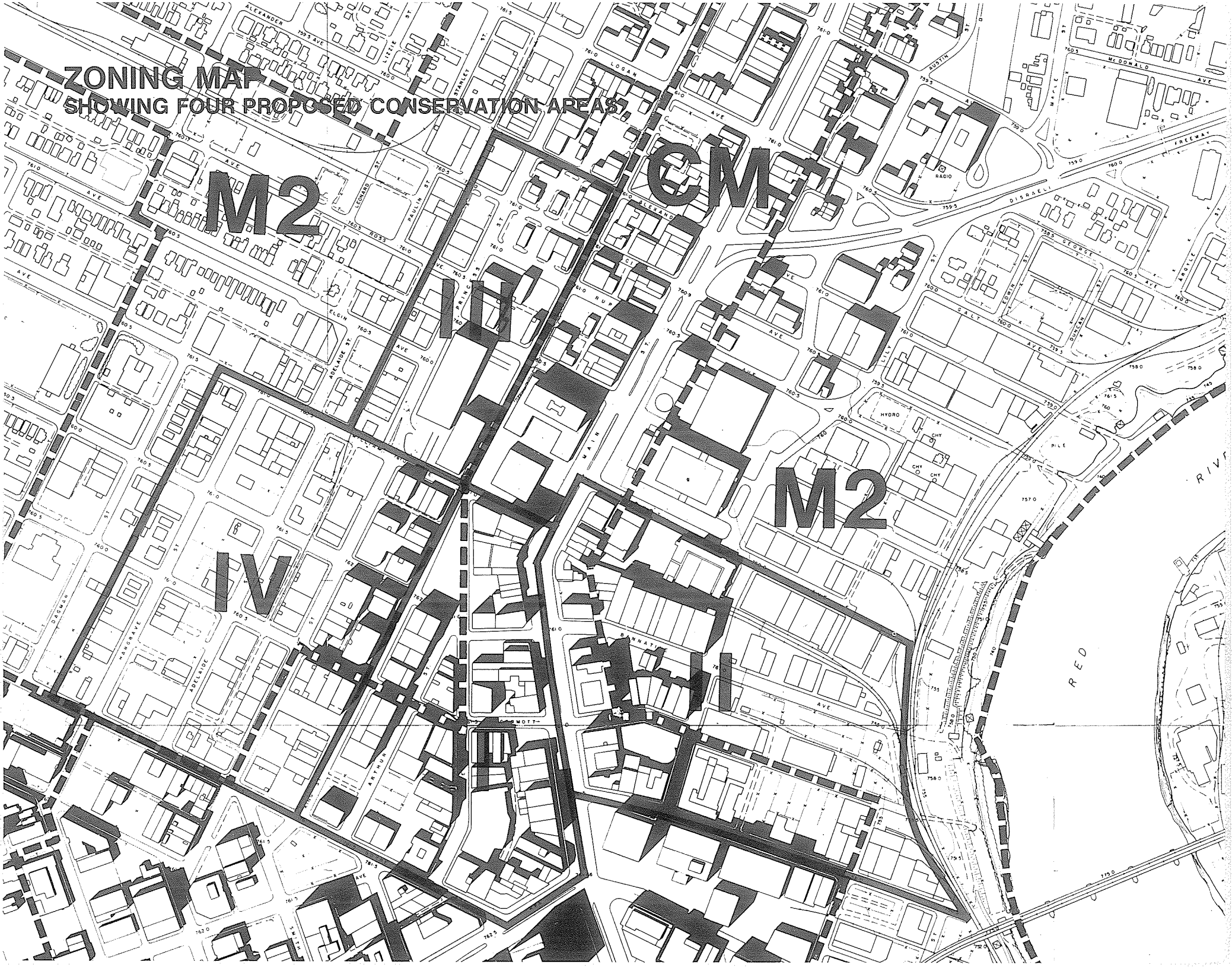
Conservation Area

Marc Denhez BA BCL

Winnipeg Canada May 1976

ENACTMENT OF A CONSERVATION AREA

Contents


ZONING MAP
SHOWING FOUR PROPOSED CONSERVATION AREAS
M2
CM
M2
M2
IV
I
I
I
MAIN ST.
PRINCESS AVE
ALEXANDER AVE
ELGIN AVE
MOTT
ARTHUR
ADELAIDE
MARGRAVE
DAGMAR
ROSS
LEONARD
PAULIN
STANLEY
LOGAN
AUSTIN
MCDOUGALL AVE
FREEWAY
DISRAELI
GEORGE
ARGYLE
EDWIN
DUCHAM
GALT AVE
LILLY
HYDRO
CHY
RADIO
PILE
RED
RIVER

1. Preface

A. Constitutional Framework

The following is a series of recommendations for legislative action in the protection of the proposed heritage area.

Such action should take place at the municipal level rather than the federal or provincial level. The federal government cannot prevent the demolition of a structure without purchasing it; consequently, the protection of the heritage area is largely out of its jurisdiction. Similarly, it cannot regulate infill construction. It should be noted, however, that *only* the federal government can regulate use of its own properties: if demolition or incompatible infill is foreseen on federal property, then the recourse is negotiation at the federal level, not legal action at the municipal level, (see *A. G. for Alberta* v. *A. G. for Canada and Canadian Pacific Railway Company*, 1915 A.C. 363; *King* v. *Lee*, 1918 16 R.C. Ex. 427; *Burrard Power* v. *R.* 1911 A.C. 87).

The province can, under the Historic Sites and Objects Act, 1966-67 S.M. c.22 and regulations thereunder, protect sites from demolition. However, the delegation of protective powers to the City of Winnipeg in 1975 and the pattern of previous provincial protection both suggest that conservation of the proposed heritage area should preferably be handled at the municipal level, at least from the province's point of view. Provincial protection can therefore be deemed a last resort, when, for a variety of reasons, municipal protection is inappropriate or impossible.

The foregoing proposition applies both to protection against demolition and protection against incompatible infill. In the latter case, such protection could only be granted if the province were to designate the entire heritage area as a single historic site. Since there is no precedent for such provincial action in Manitoba, recourse to the municipal level is all the more advisable.

The one instance where provincial designation would be most advisable would be in the case of governmentally owned buildings. In the case of municipally owned buildings, such designation would remove a conflict of interest. In the case of provincially owned buildings, such designation would eliminate the following problem. There is no indication that the City of Winnipeg can designate a provincially-owned property as an historic site.

As a general rule, municipal by-laws are not binding upon provincially-owned property. This rule suffers a specific exception in section 654 of the City of Winnipeg Act: all by-laws (including zoning and environmental by-laws) passed under Part XX of the Act are binding upon all persons including the Crown in Right of Manitoba. However, a by-law passed to designate an historic site does not fall under Part XX; therefore, it does not bind the provincial government. If the property is to enjoy protection against demolition, such protection must come from the provincial government.

B. Policy Statements

The following series of recommendations constitutes a set of land use controls which can be understood by the public only within the context of a heritage conservation area policy: without a clear policy, the recommendations will be meaningless to the public.

It is expected, of course, that the policy of creating and maintaining a heritage conservation area will be made clear to the public and will be translated into various plans by government. Indeed, it has been argued that the policy should be confirmed in an official District Plan for the area.

Although statements of policy and careful governmental plans are essential, the formality of incorporating them in a District Plan is not essential at this time. The City is free to enact such a District Plan if it chooses; but such a legal document is not a prerequisite for any of the recommendations which follow.

2. General

A. Introduction

The heritage area under consideration is centred upon the intersection of Albert and McDermot Streets. The boundaries are discussed below.

There are several purposes for creating a heritage area. One of the fundamental purposes is to preserve the structures which contributed to a total environment which is distinct. Another is to maintain that environment by promoting the construction of structures which reinforce the environment while opposing the construction of structures which deter from it.

If a heritage area is to retain its architectural and historic integrity, two objectives must be achieved:

a) demolition of heritage buildings should be stopped as much as possible; and

b) alterations of existing buildings and infill construction should be compatible in size and design with the existing heritage structure.

B. Boundaries

Any discussion of legislative change at the municipal level must begin with a statement regarding the physical area to which this change shall apply.

The area actively being considered by city planners is bounded by Main Street on the east, King Street on the west, Notre Dame Street on the south and William Street on the north. This area will be hereafter referred to as the "city defined area" in deference to the city's planners who proposed this specific area.

Some authorities on the area adamantly insist that the area considered by city planners is too small: that it should be expanded in all directions. Others insist that any expansion of the area is premature and, in any event, unnecessary for the time being since the proposed additions to the area are allegedly not currently threatened. They are also convinced that both a preliminary plan for the proposed additions and an energetic public relations campaign (similar to the one waged for the currently proposed area) would be required before any thought can be given to adding these areas to the heritage area.

It should nevertheless be noted that the area under consideration by city planners is substantially smaller than the successful heritage areas in Montreal, Quebec City and the majority of well-known heritage areas in North America. Conservationists in Winnipeg have looked forward to the eventual creation of a heritage area which would spread at least another two or three blocks to the west, south to Portage, another two or three blocks north, and east to the Red River. This will hereafter be referred to as the "greater heritage area".

There is no immediate reason why authorities and conservationists cannot agree to create a large protected area to be phased in over a number of stages. Eventually, this might include all of the greater heritage area. The first stage would obviously be the city-defined area bounded by Notre Dame, Main, William and King; this area is ready to be phased in immediately. It would then be possible in the next phase to add the area east of Main Street to the Red River between Lombard Avenue and Market Avenue. One can plan a third phase addition of the area north of William Avenue to Alexander Avenue between

Princess and King Streets. A fourth phase can call for addition of the area between William and Notre Dame extending from King Street to Hargrave Street.

If, as mentioned above, an energetic public relations campaign (including a study similar to the Historic Winnipeg Restoration Study) is a prerequisite to any extension of the heritage area beyond the city-defined area, then such work should begin immediately as a prelude to these future phases.

C. Other Characteristics

Under the status quo, the Greater Winnipeg Development Plan makes little mention of the proposed heritage area. The area is included in "Urban Renewal Area No. 2", but the consequences of this designation are unclear since virtually all the federal programs relating to "urban renewal" have been superseded.

Part of the area is zoned CM, and another is zoned M2, as per the annexed map. Part of the area therefore is zoned exclusively for commercial use, whereas the rest may also be put to residential use. Generally the permissible floor area ratio is 10. There is no district plan for the area.

3. Controlling Demolition

A. The Mechanism

There is one municipal mechanism to control demolition directly. That is provided by sub-sections (c) to (f) of section 483 of the *City of Winnipeg Act*, S.M. 1971 c.105 particularly as amended by S.M. 1975 c.50, s.11. The city may list structures "of special architectural or historic interest"; thereafter, their "alteration repair, demolition, removal or occupancy" may be regulated or prohibited, or permitted according to such conditions as the council may choose.

Unlike most by-laws, the council's decision does not appear appealable to a higher authority, nor is Ministerial approval required unless subsidies are sought under section 115.1 by request to Cabinet.

B. Format

i) General

Two by-law formats are possible for designating protected sites. The first would have the City Council consider each proposed designation without going through the preliminaries of establishing an advisory board or drafting a preliminary inventory.

The City could, for example, draft a by-law whereby the buildings studied were all immediately listed under section 483(c).

The other format for a by-law under section 483(c) would provide for the establishment of an advisory board. The by-law itself would not specify who would sit on the board; it would simply state how the appointments would be made, as well as the terms of reference and organization of the board.

ii) The Advisory Board

The by-law would refer to the list which is mentioned in section 483(c). Buildings shall be placed on the list by the council; there may, however, be a provision within the by-law stating that the Council shall consider the opinion of the advisory board. It is most unlikely that any council would, by by-law, bind itself always to follow such advice; it is also unlikely that the council could legally bind itself to do so. The advice of the advisory board will therefore be in probably the same position as the opinion of any other citizen: it may be accepted or rejected at Council's discretion.

Unless the by-law specifically states that the Council shall not designate a structure until it is recommended by the advisory board, nothing prohibits the Council from designating structures even before board members have discussed the question or even before they have been appointed. On the other hand, if the Council were obliged to await the board's recommendation on every proposed designation, any delays in convening the board could result in dangerous delays for municipal action. It is consequently preferable to avoid such an obligation in the by-law.

iii) Criteria

Section 483 states that the Council *may* establish criteria for defining sites of historical or architectural interest. Although this section imposes no duty upon Council to do so, it would be preferable to include some guidelines in order to avoid vexatious litigation.

iv) An Inventory

It would appear that some municipal officials had expected a preliminary inventory to be drafted before any actual listing began. Some persons assume that the listing process is meant to protect the very best examples of heritage structures, and argue that listing can only begin when *all* the heritage

structures have been evaluated and compared. Otherwise, it is allegedly impossible to assess whether a given building is unique.

This argument can lead to undue delays in the listing process. If the Swedes had waited for their inventory to be complete, they would still be unable to begin listing, despite the fact that the inventory began three hundred and ten years ago.

The notion that a preliminary inventory must precede any listing under section 483(e) presupposes that only unique buildings should be listed. This presupposition forgets that the primary value of a building in a heritage area is its capacity to harmonize with the streetscape. Its architectural or historic "uniqueness" is almost irrelevant.

Furthermore, a meritorious building should be deemed meritorious in its own right: if it possesses a certain minimum of architectural or historic merit, it should not be deemed to lose that merit simply because an older or more beautiful building is discovered elsewhere.

The conclusion is simple: although an inventory is a very valuable academic tool, its completion should not be considered essential for listing to begin.

v) Extent of Application

Which buildings should be listed? There are a number of well-documented and meritorious structures not only inside the city-defined area, but also outside that area and within the greater heritage area. If these structures are sufficiently well documented, there is no reason why they cannot be listed immediately, even if they are not within the city-defined area. This would be a useful first step in phasing in protection for other parts of the greater heritage area.

vi) Cabinet Approval

There is no obligation on the part of the City, unlike the case of other by-laws, to submit the by-law for the approval of a higher authority such as the Minister of Urban Affairs. Nevertheless, it is advisable to submit the listing for prior approval of Cabinet when financial aid is desired.

Due to some unfortunate phrasing in section 115.1 of the City of Winnipeg Act, buildings become eligible for provincial grants only if Cabinet approval is given "*prior* to the building ... being listed on the buildings conservation list". This suggests that if the City makes the mistake

of listing a structure prior to Cabinet approval, it cannot subsequently request a grant unless it "unlists" the building and starts over.

4. Controlling Infill

There are two primary means whereby a municipality can control infill: bulk and height controls and height controls and design controls.

A. Bulk and Height Controls

There is currently no consensus upon the advisability and format of bulk and height controls.

Bulk and height controls are found in almost all heritage areas for two reasons. First, and most directly, the bulk of a building has a definite impact upon its environment: an oversize building will appear incompatible with its environment regardless of its architectural style. Second, a restrictive bulk and height by-law can indirectly discourage unwanted redevelopment.

On the other hand, the problem is complicated by the discrepancies in building sizes among existing structures. A ten-storey structure might look quite acceptable next to the old Royal Bank Building at Main and William; only a few feet away, at the corner of Main and McDermot, a similar building would ruin the harmoney of the McDermot Street streetscape.

In several American jurisdisctions, a new kind of height control has been developed. It is both precise and flexible. The permitted height of a building is expressed as a percentage (e.g. 120 per cent) of the average height of buildings on the block or of the buildings fronting upon the street. Although the result is a different permissible height on each block, this kind of control is not, strictly speaking, spot zoning because it is of general application throughout the area.

It is apparent, however, that further discussion must take place before agreement can be reached concerning acceptable height and bulk controls. This topic is therefore recommended for further study.

B. Design By-Laws

i) General

Aside from the customary power to regulate bulk and height by zoning by-law, the City is also empowered to regulate and control "the architectural and other details of buildings, except residences, to be built or remodelled in certain specified districts as created by by-law, and for regulating

and controlling such details in respect of apartment blocks to be built or remodelled in any part of the city, and to appoint a board, to the approval of which any such buildings and the plans and design thereof shall conform". See section 598 (1)(o).

ii) Board

Even if a design control board is created, design guidelines must nevertheless be defined with sufficient clarity. If the permitted architectural styles are not clearly understandable, the by-law may be quashed (re Mississauga Golf and Country Club, 1963 2 O.R.625).

Although the creation of such a board is not absolutely obligatory in the enactment of design controls, it is highly advisable; otherwise, any disputes over design will result in litigation before the courts rather than a hearing before the board.

iii) Criteria

It is unlikely, however, that total discretion can be conferred upon the board. Although the wording of the section is not as clear as one may desire, it is probable that some basic design parameters must still be defined by Council.

As stated previously, those parameters must be worded so as to be comprehensible to any architect. The expressions "Victorian" or "Edwardian" architecture are probably too vague; "Romanesque Revival" would probably be acceptable; but the more specific recommendations become, the less they are subject to judicial attack on the ground of vagueness. For the purpose of providing an extreme example of precision, copy of a proposed by-law in Dallas, Texas, is annexed hereto. Naturally, facade building materials can be specified in this kind of by-law.

iv) Residential Use

Unfortunately, the section concerning design controls is worded such that any design controls on apartments must be city-wide in application in order to be valid. In order to apply special design provisions to apartment buildings within the heritage area only, it would first be necessary to make apartments a conditional use. This would require an amendment to the current CM use zoning in certain parts of the heritage area.

It should be made clear to the public

however, that the purpose is certainly not to discourage a residential component in the area.

C. Signs

Regulation of signs is an essential element of the maintenance of a heritage area, since any outdoor advertising has a significant impact upon the appearance of an area.

Regulation of signs is referred to in the City of Winnipeg Act twice: at section 598(1)(m) and at section 513(1).

The City is entitled to delegate its powers in this respect according to section 509(1).

Consequently, the same comments can be made concerning regulation of signs as those made concerning design controls. It may be added that there is no immediate reason why the "officer" mentioned in section 509(1) cannot be a member of the design board.

5. Interim Development Control

By virtue of section 607, the City can refuse applications for building permits pending the enactment of a relevant land use control. This provision, by virtue of section 607(3), applies to both plans and zoning by-laws. This power should be exercised to prevent incompatible infill construction pending the enactment of the foregoing recommendations.

Aerial photo on page 103 by Earl Kennedy

6. APPENDIX

Downtown Historic District of Dallas, Texas

A proposal to designate a portion of the west end of downtown Dallas as an historic district

Preservation Criteria

The following preservation criteria are necessary to preserve the unique historic and architectural character of the area.

1. Colour -

All colours within the district shall comply with regulations as they apply to the colour's use and as they relate to the Munsell Colour System rating of hue, value and chroma.

2. Facade materials -

Predominant facade material shall be fired brick. Trim elements that are lintels, sills, jambs, cornices, pilasters and free standing columns, string courses, quoins, rustication, plinths and exposed structural framework shall be either brick, cast stone, stone, or concrete. Only two-way glass may be used in the windows. No reflective or spandrel glass will be allowed. Renovations of, or additions to buildings already in existence as of the effective date of this ordinance may continue the use of their predominant building materials.

3. Facade opening/wall ratio -

The allowable facade opening/wall ratio for new construction and renovation shall not be greater than 50/50 (50 per cent openings to 50 per cent opaque materials) or less than 30/70 (30 per cent openings to 70 per cent opaque materials).

4. Distribution of facade openings -

Facade openings shall be distributed in such a manner that there are both vertical and horizontal repetition of the facade openings.

5. Window setback -

A minimum window setback of six (6) inches is required as measured from the vertical plane created by the predominant building material.

6. Exceptions -

Preservation criteria 3, 4 and 5 apply only to those facades that face on public rights of way or onto permanent open space. Facades along interior lot lines that may eventually become party walls do not have to meet these requirements.

This is an extract from the complete bylaw.

Conclusions

CONCLUSIONS

Historical and Architectural Values

1. There are many buildings in the area of major significance for national, regional, provincial, or local history. The percentage of buildings in the area of high to moderate significance is large because the area was the locale of the first major commercial and civic buildings in Winnipeg.

2. There are many buildings in the area of major value and architecturally significant in the history of nation, region, province, or locality. Buildings from the period 1881 to 1918 representing various types of commercial, industrial, and office functions are numerous. Several important public buildings from the same period remain standing.

3. The boundaries of the conservation area should include four sub-areas:

Albert Street: it is bounded by Main Street and King Street between William Avenue and Notre Dame Avenue with Portage Avenue on the south. Albert Street acts as a central spine to the area immediately northwest of Portage and Main and could be a major pedestrian way between Notre Dame and McDermot.

East of Main Street: it is bounded by Main Street on the west, and the Red River on the east, between Lombard Avenue and Market Avenue. This area contains many large warehouses plus a fine row of recently renovated commercial buildings along McDermot Avenue. It has the special advantage that three streets terminate toward the river and thus they have the long term potential of river frontage (if rail relocation occurs).

North Princess Street: it is bounded by Alexander on the north and William on the south between Princess and King Streets. This area includes some of the finest commercial buildings from the 1880's and 90's along the west side of Princess. Its proximity to the Civic Centre would suggest reuse of many of these structures as office space for civic-related purposes.

South Princess Street: it is bounded by William Avenue on the north and Notre Dame on the south and runs between King Street and Hargrave Street. This area could continue to serve as a light industrial and commercial zone providing needed parking and service functions to the Albert Street area. It would act as a buffer zone.

4. The value of the area as one with special physical amenity is due to the following factors:

a. a rich variety of buildings' details and patterns is tied together by a continuity of materials and similar building masses.

b. the area is compact and sheltered in its streetscape in contrast to the wide open spaces of Portage Avenue and Main Street.

c. there is a collection of buildings from one period of time (roughly 1880-1918) that provide as an ensemble an area of special character similar to that which is provided by Yorkville in Toronto or Gastown in Vancouver, or Old Town in Montreal. Winnipeg's area has a special character due to its major buildings being warehouses from a period in which the style was dominated by the Chicago School followers of architects H. H. Richardson and Louis Sullivan.

5. One of the major lessons of the history of buildings in the area is that about one half of the buildings had major additions or alterations. Many of the warehouses had additional storeys added as the business prospered. Together these adaptions provide valuable examples of the difficulties and the successful achievement of continuity of new with old.

Feasibility

The growth of Winnipeg's office and retail development over the last century has been steady but unspectacular and has been generally consistent with population growth.

The first major office buildings constructed related to the present City Hall location. Subsequent development continued in a southerly direction and for the next fifty years it was centred on Portage and Main. Meanwhile, the thrust of retail development moved from Main Street to Portage Avenue, principally in the Hudson Bay Reserve area. The peak in office space construction occurred in the first two decades of the twentieth century and coincided with Winnipeg's rapid economic and population growth. It contracted in the twenties and was reduced to zero during the depression. In the forties, construction again began moderately and grew strongly through the fifties, sixties and seventies.

There is a definite correlation between the expansion of office space and population growth. The two have remained fairly consistent since the turn of the century, reflecting a requirement of approximately fifteen square feet per capita with an acceptable vacancy rate. In comparison with the Toronto and Vancouver centres, the amount of office space per capita is greater in these cities and their vacancy rates are correspondingly higher. It might be concluded therefore that large metropolitan areas require fifteen square feet per capita.

The present absorption rate in the Winnipeg market area is approximately 265,000 square feet, suggesting a net population increase of close to 18,000. Over the next year, Winnipeg will experience office space construction considerably in excess of its normal absorption which will cause a firming up of prices and a high vacancy rate in newer buildings. This should not, however, deter owners of well located attractive, older buildings from maintaining and upgrading their premises. In a study recently undertaken of twenty-one such buildings containing approximately two million square feet, it was found that approximately seventy per cent of this space has been improved to some degree over the past few years. This reflects a very favourable occupancy rate on the improved premises and a deteriorating occupancy rate on those premises not so improved.

New office premises coming on to the market are going to require rentals that will surpass ten dollars a square foot. It is believed that

there will be some considerable reluctance by many users of this new rental level, suggesting that the focus may well be on well-located, attractive and renovated older buildings. It would also suggest that the once economically justified rationale of replacing these structures with newer buildings is no longer valid.

It would appear today that there is a greater tenant acceptance of renovated older buildings, not only from the standpoint of economy, but also in recognition of their architectural character. This circumstance is reflected both locally and nationally with respect to retail and commercial premises, and the argument for preserving historic buildings thus becomes stronger.

Hamilton Building

This steel frame multi-storey office building can be successfully renovated to continue that use and include a first class restaurant at ground floor level. The mezzanine would become a part of the restaurant and the basement could house an associated tavern.

Costs of renovating the building to these uses would not be beyond potential revenue-making capacity of the building because its physical condition is quite good and because it is readily adaptable without major alteration to uses befitting its location on a major business street.

Improvements costing $672,000 could be expected to yield an annual return of $135,000 (net) for a return on equity of 11.1 per cent.

Telegram Building

This post and beam building would require extensive renovation for any function other than its current sales and warehouse use. Only if the whole surrounding area were to be rejuventated would there be justification for remodelling it and improving it as an office building.

Its structural condition is fair, but mechanical and electrical systems are poor. Its triangular shape reduces the proportion of rentable to core space.

Improvements costing $462,000 would yield a net income of $46,000.

Exchange Building

This wood joist and beam and bearing wall building could be successfully renovated as office space, especially if undertaken as an extension of city hall functions one block away.

Any renovation should probably be tied in

very closely with rejuventation of the whole block, in which the Exchange Building is physically and visually an integral part. Structure and mechanical systems of the building itself are generally fair.

Improvements costing $450,000 could be expected to yield an annual return of $78,000 (net) for a return on equity of 10.43 per cent.

N.B. The capitalized rate for the three buildings differs because of: the risk involved in investment, location, physical condition, mortgageability and potential of long-term income stream. In the case of the Telegram and Exchange Buildings a higher rate of return (15 per cent) than the Hamilton Building (12.5 per cent) would be required due to all the above factors favouring the Hamilton Building.

Enactment

The Approximate Chronological Order of Implementation

1. The drafting of design control by-laws should be announced as soon as possible.
2. As soon as the drafting is announced, interim development control should be exercised to promote the purposes outlined herein.
3. Negotiations should be undertaken immediately with provincial officials to assure that Cabinet approval will speedily be given to municipal listing of heritage property under section 483(c). Preliminary approval should be given as soon as possible.
4. A by-law establishing procedure and general parameters for listing under section 483(c) should be drafted, proposed by the civic administration and given first reading as soon as possible, and thereafter proceed through subsequent stages of adoption with all due dispatch.
5. As soon as procedure for listing is established, heritage sites approved by Cabinet should be listed. It is not necessary to wait for a further inventory. It is not technically necessary to await all the appointments to the advisory board in order for the City to list the properties. Meritorious sites should be listed, whether they are within or outside the city-defined area.
6. The next phase in integrating more of the greater heritage area into the protected area should be undertaken immediately. An illustrated text comparable to the Historic Winnipeg Restoration Study should be produced as soon as possible for the areas immediately adjacent to the city-defined area. As soon as this text is produced, an energetic promotional campaign should be undertaken to persuade local proprietors of the value of having their areas added to the city-defined protected area by amending the boundaries defined in the district plan, and the various sign and design by-laws mentioned below.
7. A sign by-law should be drafted, proposed by the civic administration, given first reading as soon as possible, and proceed with all due dispatch.
8. Where currently permitted, residential use within the city-defined area should be made a conditional use; a by-law to that

effect should be drafted, proposed and proceed through the stages of adoption with all due dispatch. It should be made clear that the purpose is not truly to discourage a residential component within the area.

9. A design control by-law should proceed through the various stages of adoption with all due dispatch.

10. Further study should be given to the question of bulk and height controls within the proposed heritage area.

Winnipeg's Historic Warehouse Area