

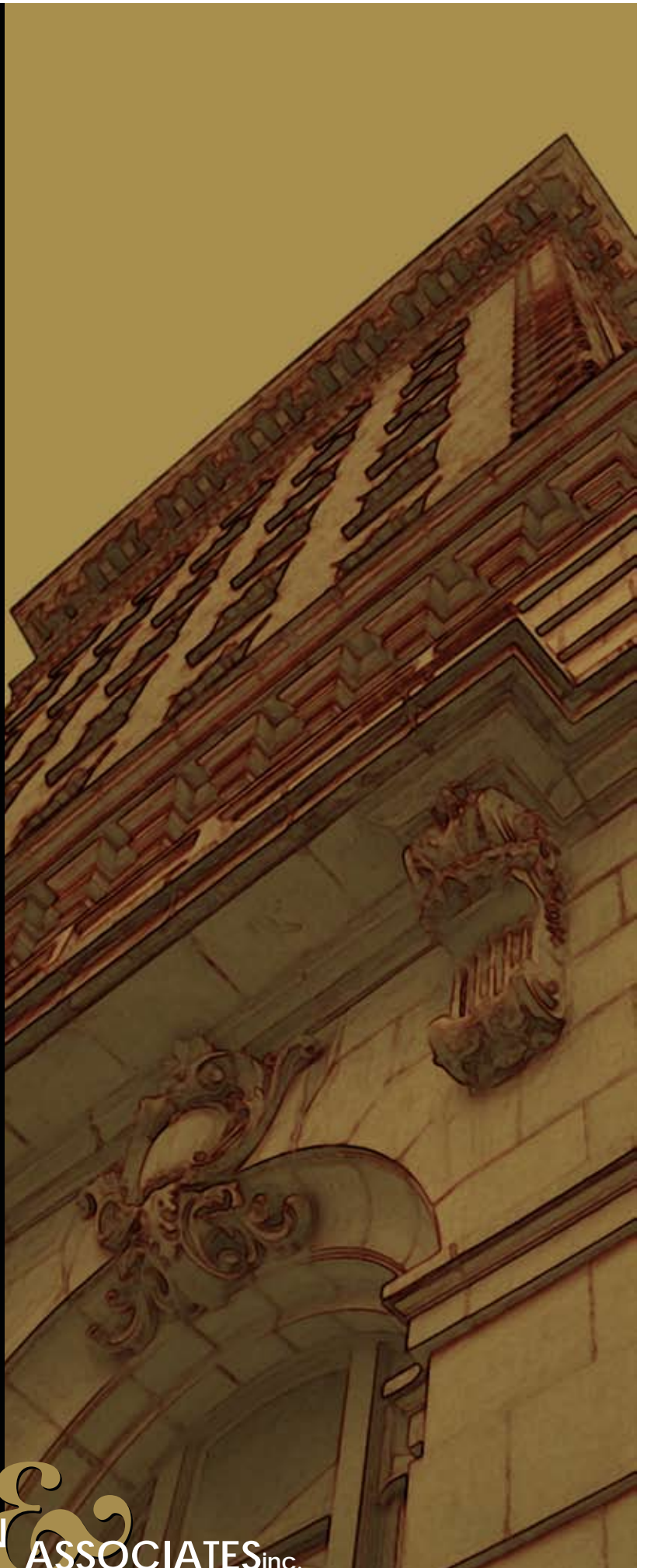
HERITAGE RESOURCE MANAGEMENT PLAN

DRAFT

MAY 2010

prepared for:
CITY OF WINNIPEG

prepared by:
DONALD LUXTON & ASSOCIATES Inc.



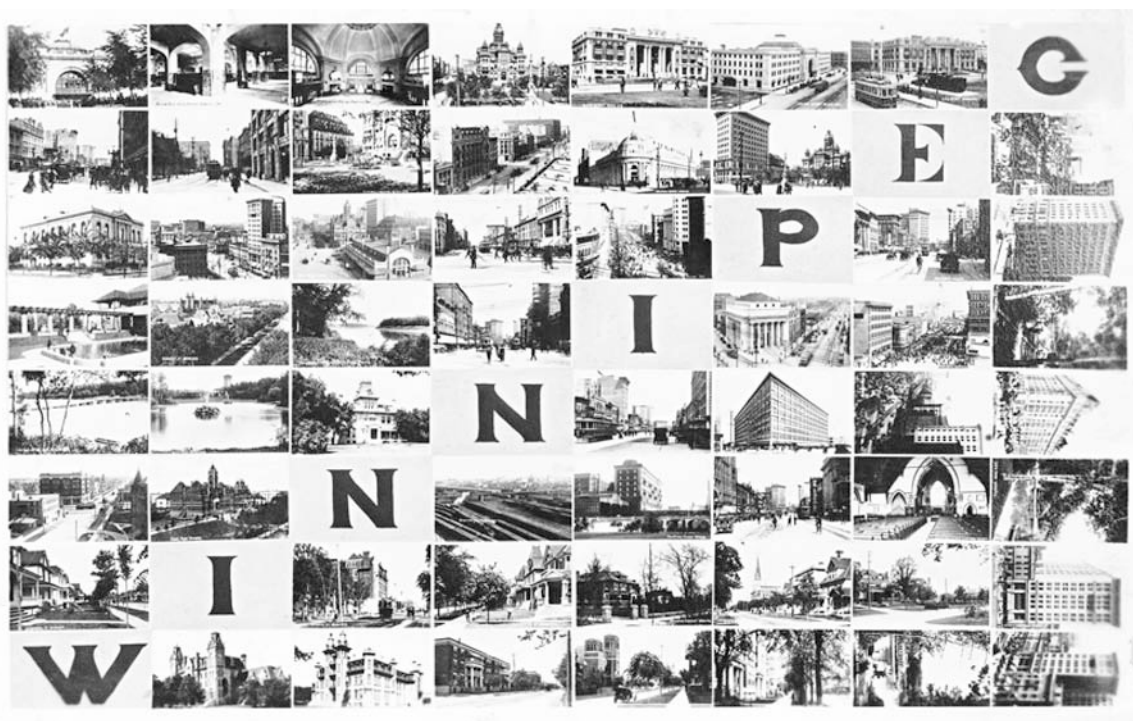
CITY OF WINNIPEG HERITAGE RESOURCE MANAGEMENT PLAN

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Maurice Lyall compilation postcard, Winnipeg, c. 1913



Canada's
Historic Places Lieux patrimoniaux
du Canada



The City of Winnipeg gratefully acknowledges the contribution of the Government of Canada and the Government of Manitoba in supporting the development of the Heritage Resource Management Plan.



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EXECUTIVE SUMMARY

Heritage can be defined as anything of a physical, cultural or social nature that is unique to, and valued by, a community, and can be passed from generation to generation. Heritage is important for a number of reasons. Each community's heritage is distinctive, and therefore can help instill a sense of identity and resident pride. It promotes a sense of continuity for residents, an understanding of where we have been and where we are today. As such, key resources should be conserved for future generations to enjoy and benefit from. Heritage conservation is also important economically; it can increase property value and provide opportunities for business, property owners and tourism.

Winnipeg has inherited a very significant heritage legacy that can enrich the city for future generations. The City of Winnipeg has a well-established Heritage Program, dating from the 1970s. This Heritage Resource Management Plan provides the framework to further recognize the potential of the city's heritage assets, as a solid basis for the development of a vital and sustainable urban environment. The creation of this Plan has involved a broad, collaborative process involving many stakeholders that led to the development of a cohesive vision for the management of heritage resources in Winnipeg.

This Plan has been developed at the same time that the overall City Plan is being revised. The OurWinnipeg process has involved an extensive consultation process, SpeakUp Winnipeg, which has included heritage conservation as part of its public dialogue. The consultation process for the Heritage Resource Management Plan has paralleled that of OurWinnipeg, reinforcing the public's ability to connect with its content and final development.

The recommendations of this Management Plan build on current successful initiatives. There is general public satisfaction with the existing Heritage Program, with 80% of citizen respondents indicating that they are satisfied with the City's efforts in preserving heritage buildings. Despite the existing Program's success, two overarching concerns were identified in the consultation process, that the existing City of Winnipeg Heritage Program has been primarily focused on the Downtown, and that there has been a concentration on the protection of landmark buildings, with many aspects of Winnipeg's rich and layered heritage not yet officially recognized, conserved or protected. These issues are addressed through an array of strategies and actions that have been prioritized within a phased implementation plan.

The Heritage Resource Management Plan provides a renewed focus for the City's Heritage Program that further integrates conservation with the City's long-range planning objectives including sustainability and economic development initiatives. Through this coordinated planning framework, Winnipeg can continue to build on, and benefit from, its remarkable heritage legacy.

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1. INTRODUCTION

“A country without a past has the emptiness of a barren continent; and a city without old buildings is like a man without a memory.” Graeme Shankland.

Winnipeg has a long, illustrious and fascinating history that has resulted in a complex legacy of tangible and intangible heritage resources. As a place of First Nations settlement, the historic gateway to Western Canada and a transportation hub located at the centre of the nation, Winnipeg has inherited a unique, multi-layered and diverse sense of place that builds on its past and promises an exciting future. This rich inheritance has resulted in a vibrant and diverse community. Public interest in Winnipeg’s heritage legacy runs deep, and passionate support has been demonstrated for the conservation, commemoration and celebration of our shared histories and collective memories. The City, in conjunction with senior governments and community partners, has developed a heritage management framework that has recognized many historic sites, structures, buildings, people and events at municipal, provincial and national levels. Heritage conservation is also recognized as an important part of sustainability and is crucial in the long-term development of a complete community.

The Heritage Resource Management Plan provides the framework to further recognize the potential of the city’s heritage assets, as a solid basis for the development of a vital and sustainable urban environment. This will be accomplished through greater community involvement, and enhancement of public awareness of heritage conservation efforts. The creation of this Plan has involved a broad, collaborative process involving many stakeholders that has enhanced the applicability and scope of the Management Plan. This consultation process has led to the development of a cohesive vision for the management of heritage resources in Winnipeg, determination of additional heritage resources and potential partnerships for the Heritage Program, and a definition of potential roles and responsibilities of stakeholders in the heritage management process.

This Plan has been developed at the same time that the overall City Plan is being revised. The OurWinnipeg process has involved an extensive consultation process, SpeakUp Winnipeg, which has included heritage conservation as part of its public dialogue. The consultation process for the Heritage Resource Management Plan has paralleled that of OurWinnipeg, reinforcing the public’s ability to connect with its content and final development.

There is general public satisfaction with the existing Heritage Program, with 80% of citizen respondents indicating that they are satisfied with the City’s efforts in preserving heritage buildings. Despite the existing Program’s success, two overarching concerns were identified in the consultation process, that the existing City of Winnipeg Heritage Program has been primarily focused on the Downtown, and that there has been a concentration on the protection of landmark buildings, with many aspects of Winnipeg’s rich and layered heritage not yet officially recognized, conserved or protected. The Heritage Resource Management Plan therefore recommends a broadening of the definition of what is recognized as Winnipeg’s heritage, as well as a renewed focus on the historic neighbourhoods that were amalgamated with Winnipeg in 1972.

As part of the Management Plan, an array of strategies and actions have been outlined, and gathered into an implementation plan that integrates conservation initiatives within the land use planning and development approval process. A framework for heritage policies and procedures has been recommended for the continuing survey of potential heritage resources, renewed focus for conservation incentives, and integration with long-range planning objectives including sustainability and economic development initiatives. The recommended strategies include:

- community involvement and long-term communication;
- opportunities for ongoing public consultation and heritage marketing;
- educational possibilities, including partnered efforts with the local school system;
- opportunities for the involvement of community volunteers; and
- recognition, commemoration and interpretation programs for heritage resources.

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The basis for heritage planning is the historical context of the City itself. Winnipeg has a long and venerable history that speaks to the development of the Canadian West and the ebb and flow of settlement including powerful social, political and economic forces. This very significant heritage legacy has been inherited by the current citizens of Winnipeg, who are its custodians for future generations.

1.1 THE HISTORY OF WINNIPEG

Long before the first European presence, First Nations peoples inhabited the general area around what is now known as Winnipeg. The Natives would use the area for seasonal camps for hunting, fishing and trading, and further north, agriculture. The first farming in Manitoba appeared before contact with Europeans, along the Red River, near Lockport, Manitoba, where maize and other seed crops were planted. The rivers provided an extensive transportation network linking many indigenous peoples, including the Anishinaabe, Assiniboine, Mandan, Ojibway, Sioux, Cree, Lakota and others, facilitating trade and the sharing of knowledge. These people relied upon the resources offered by nature and, like all North American Indian groups, had a deep, abiding respect for the land.

The first French officer arrived in the area in 1738. Sieur de la Vérendrye built Fort Rouge, the first fur trading post on the site. Francophone trading continued here for several decades before the arrival of the Hudson's Bay Company (HBC). Many French men married First Nations women; their children, the Métis, hunted, traded, and lived in the general area for decades - creating a unique culture that is still prevalent today.

The first English traders visited the area about the year 1767. The North West Company built Fort Gibraltar in 1809, and Fort Douglas was built by the HBC in 1812. Winnipeg was the centre of this commercial fur trade rivalry and the two companies fought fiercely over trade in the area, and each destroyed some of the other's forts over the course of several battles. In 1821, the HBC and the North West Company ended their long rivalry with a merger. Fort Gibraltar, at the site of present-day Winnipeg, was renamed Fort Garry in 1822 and became the leading HBC post in the region. The fort was destroyed by a flood in 1826 and was not rebuilt until 1835.

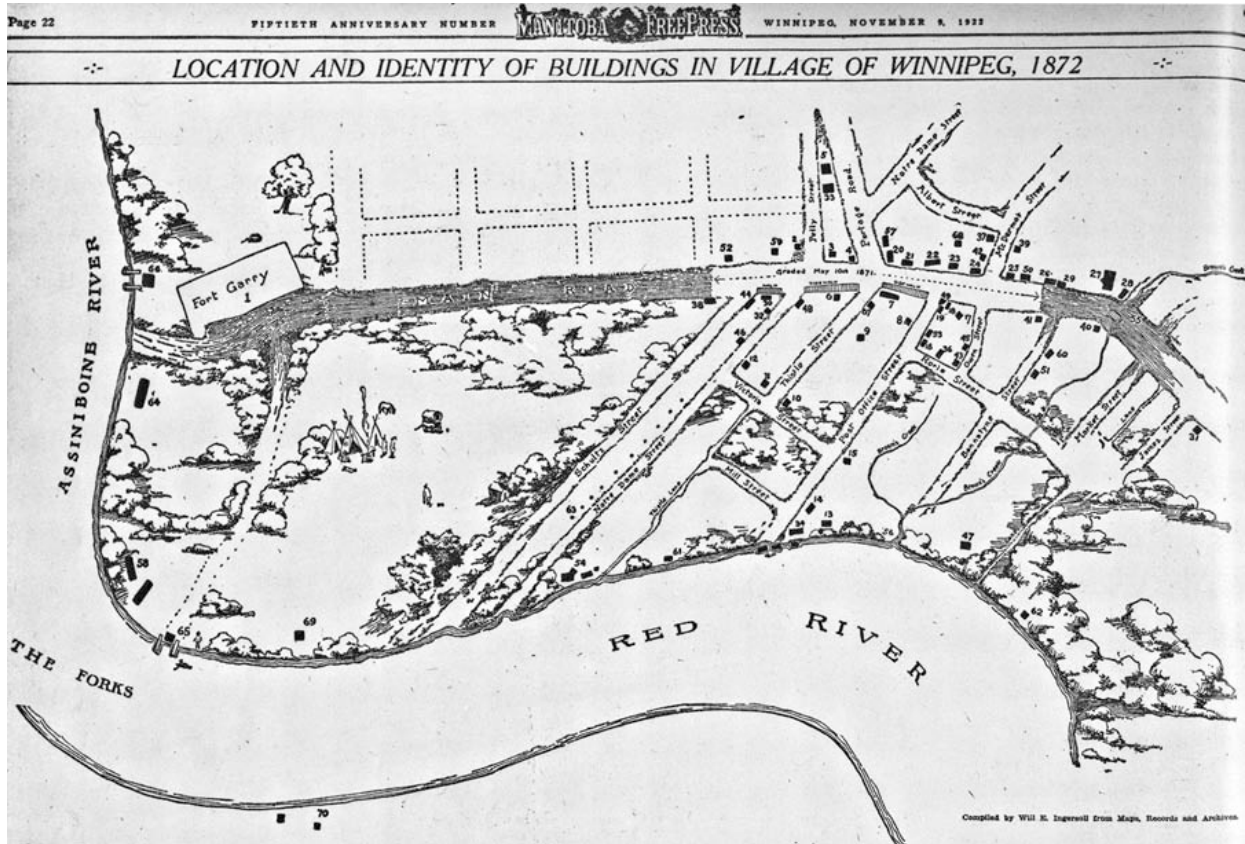
Lord Selkirk of Scotland created the first formal settlement in the region, the Red River Colony, in 1811. Selkirk purchased land from the HBC and river lots were surveyed for settlement in the early 1800s. Known as the Selkirk Settlers, these Scottish and Irish immigrants settled north of Fort Garry in what became West Kildonan.



Grey Nun's Convent (now St. Boniface Museum), built 1846 – 1851

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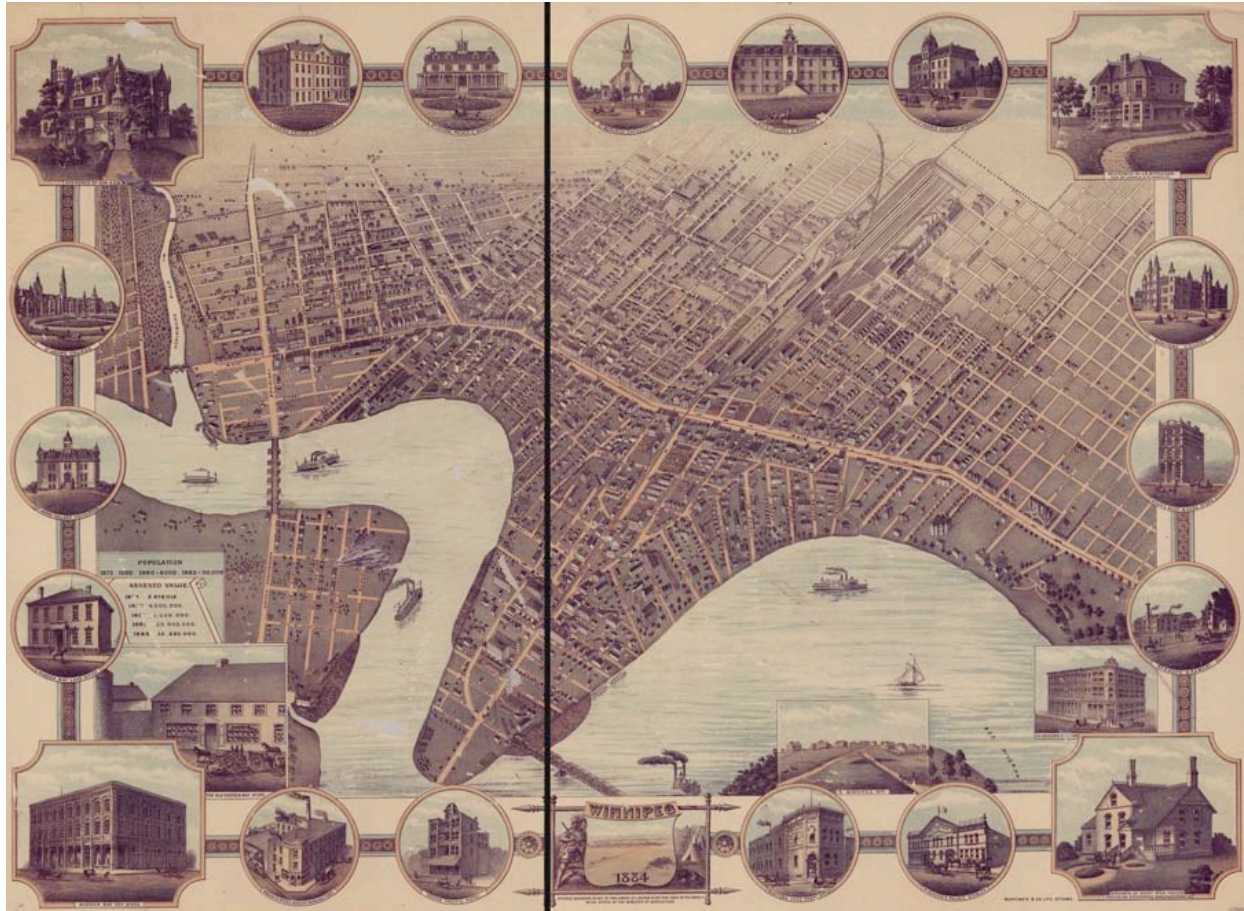
In 1869–70, Winnipeg was the site of the Red River Rebellion, pitting the Canadian government's representative in the area against many established citizens who were demanding more equitable treatment. Led by Métis Louis Riel and his provisional government, the conflict resulted in improved terms for the area's entry into Confederation, and Manitoba became Canada's fifth province in 1870. Winnipeg was incorporated as a city in 1873 with a population of 1,869 people, making it one of the oldest cities in Western Canada.



Winnipeg 1872 (reproduced from the *Manitoba Free Press*, November 9, 1922, p.22)

Confederation brought the promise of a great transcontinental railway, an ambitious act of nation-building that would tie together two oceans and open up Canada to massive immigration. The Canadian Pacific Railway (CPR) completed the first direct rail link from eastern Canada in 1881, and was aggressive in promoting the Canadian Prairies as the "Last Best West," a land of limitless opportunities. This opened the door to mass immigration, mainly from European countries. In Winnipeg, the coming of the CPR sparked a frantic real estate boom that lasted only several months but had lasting effects on the City's development and land use patterns. By the beginning of the twentieth century, Winnipeg was a major centre of European immigration, resulting in a distinctive multicultural character.

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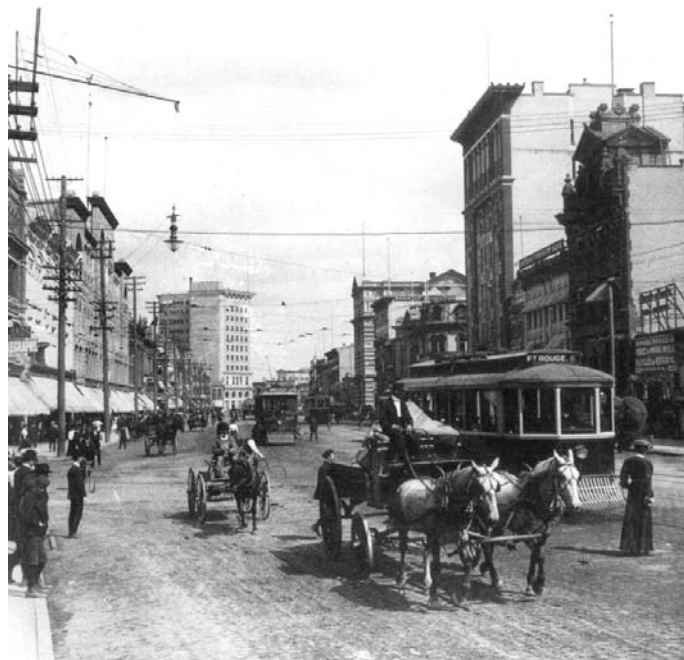
Winnipeg 1884

Winnipeg took full advantage of its geographical location between the established manufacturing interests in Eastern Canada and the steadily growing markets on the homesteads and towns and villages scattered across the Canadian prairies. Because of favourable freight agreements, it was cheaper for companies to ship manufactured goods west, unload the rail cars in Winnipeg, reorganize the orders and then ship them to customers on the prairies. Virtually all goods travelling west by rail were warehoused here in massive masonry structures built near the rail lines. Winnipeg was one of the fastest growing cities on earth during the Edwardian era and became known as the “Chicago of the North.” By this time, there were three transcontinental rail lines that passed through Winnipeg. Because of its excellent rail connections to the United States as well as to Eastern Canada it also became the financial, commercial, wholesale and manufacturing centre of the western Prairie provinces. A flood of immigrants, high wheat prices, plentiful capital, and improved farming techniques transformed Winnipeg from a modest pioneer settlement to Western Canada’s largest metropolitan centre. By 1911, Winnipeg became the third largest city in the Dominion of Canada, with 24 rail lines converging on it and over 200 wholesale businesses. Much of the western boom was based on British investment that poured into the region, and like manufactured goods, landed in Winnipeg before being doled out further West.

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Winnipeg's late nineteenth and early twentieth century economic boom, among other contributions, established a high standard for architecture in the city that lasted for the rest of the century. Throughout the city, unprecedented amounts of new building occurred as the local population swelled in size. Winnipeg's physical landscape includes banks, warehouses, and early skyscrapers that recall the city's dominance in the fields of finance, manufacturing, wholesale distribution and the international grain trade during the boom years.



Portage and Main at the turn-of-the-century, Archives of Manitoba

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Winnipeg 1907 (Library of Congress 6a23408u)

The golden days of Winnipeg ended halfway into 1913, due to international events that created a precipitous decline for the local economy. A global depression that started late in 1912 resulted in plummeting commodity prices. Growing political unrest in Europe erupted in a world-wide crisis, throwing the economy into chaos just as the Panama Canal opened in 1914. After the War, the Panama Canal, changing global markets and new technology reduced the reliance on Canada's rail system. The real estate market slowed down, and the increased importance of shipping helped Vancouver surpass Winnipeg to become Canada's third-largest city in 1920.

The city's growth and development were further slowed by other events including the Winnipeg General Strike in 1919. The stock market crash of 1929 hastened an already steep decline in Winnipeg; the Great Depression resulted in massive unemployment, which was worsened by drought and depressed agricultural prices. The Depression was beginning to lift when the Second World War broke out in 1939. There was very little significant growth of population in Winnipeg from the 1920s to the 1950s, and as a result, the built environment did not develop as rapidly as it had. By the end of the Second World War, the urban landscape of Winnipeg had barely changed since 1913; these doldrums ensured that much of the city's high-quality historic building stock survived until a time at which it became more fully appreciated.



In the period following the Second World War, all of North America enjoyed an economic boom. As troops returned home, they increasingly gravitated to urban centres, creating demand for new homes, hospitals, libraries, schools, synagogues, churches and shopping centres. As expansion increased, the International Style of modern architecture became the dominant style. Experimentation with new building methods and expressive forms of technology became the main architectural theme during this period. At the core of this creativity was the University of Manitoba's School of Architecture, where a new generation of architects was trained to respond to the demands of the modern world.

Winnipeg Clinic, 425 St. Mary Avenue,
built 1942

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The end of the war also brought a second great wave of immigrants, who settled mainly in the urban centres, including Winnipeg. The city grew quickly in the postwar era, benefiting from cheap hydroelectric power and plentiful fresh water, and its location close to the geographical centre of North America. Building activity came to a temporary halt due to the 1950 Red River Flood, the largest flood to hit Winnipeg since 1861. This flood displaced 80,000 people while the surging Red River overflowed its banks. To support this mostly suburban expansion around the city, there was a need for a more elaborate infrastructure. It was during these years that the city-wide transportation system, the Winnipeg floodway and the hydroelectric dams such as those in Pinawa were developed.



Portage and Main, ca. 1961

Winnipeg continued to grow, based on its position as a major grain, financial, manufacturing, and transportation centre. In 1972, the unified City of Winnipeg was created by amalgamating the old city of Winnipeg with the municipalities of Transcona, St. Boniface, St. Vital, West Kildonan, East Kildonan, Tuxedo, Old Kildonan, North Kildonan, Fort Garry, Charleswood and St. James. Winnipeg became the first large North American city to move beyond the stage of split-level metropolitan government to a single administration.

With its past as a centre of trade and commerce, its rich ethnic and multicultural history, its diverse Aboriginal population and its close proximity to the United States, Winnipeg remains a vibrant and dynamic community with a rich cultural heritage. It is the eighth largest city in Canada and dominates the Manitoba economy. Urban development spreads in all directions from downtown, but is greatest to the south and west, and has tended to follow the course of the two major rivers, the Red and the Assiniboine. Winnipeg remains a city renowned for its architecture. Attention is rightfully paid to those structures whose fame extends beyond the city itself: the early Red River-style constructions, the Chicago-style warehouses and Beaux-Art banks of the early twentieth century, and the modernist creations of the post-war era. Winnipeg has inherited a rich historical legacy of sites and structures that tell the complete story of the city's growth and development over time.

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1.2 OUR HERITAGE LEGACY

Winnipeg has inherited a remarkable historical legacy that has been recognized by all levels of government. Sites of civic, provincial and national significance have been documented, reviewed and protected, forming a core recognition of individual heritage sites that demonstrates the importance of Winnipeg's historic context. This official recognition includes:

- **City of Winnipeg:** owns 21 buildings on the Buildings Conservation List and 13 additional sites on the Historical Buildings Inventory (See **Appendix B** for identification). The City also maintains a Buildings Conservation List that, as of Spring 2010, includes 231 structures designated as historic by City Council, together with an Historical Buildings Inventory that identifies approximately 600 sites evaluated as having heritage value.
- **Province of Manitoba:** 36 sites in Winnipeg have been designated by the Province under the *Heritage Resources Act* (See **Appendix C** for identification).
- **Federal Government:** 56 sites in Winnipeg have been designated to commemorate nationally significant places, persons and events (See **Appendix D** for identification).

1.3 THE PUBLIC BENEFITS OF HERITAGE CONSERVATION

Heritage conservation has many potential cultural, social and economic benefits. Conserving and celebrating a community's heritage allows it to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our community from past to present to future. Historic sites become physical landmarks and touchstones, and many other intangible cultural heritage features - such as traditions, events and personal histories - add to the City's vibrancy and character. This broad range of heritage resources represents a legacy that weaves a rich and unique community tapestry.

Cultural and heritage-based tourism, such as visits to historic sites, is now the fastest growing segment of the burgeoning tourism industry. Other benefits of strong heritage policies include maintaining distinctive neighbourhoods, conserving cultural heritage, providing community identity and promoting civic pride. Heritage conservation is also inherently sustainable, and supports initiatives such as landfill reduction and conservation of embodied energy. It reinvests in existing infrastructure and promotes avoided impacts through reduced GHG emissions. These are all important considerations in the long-term management of our built environment. The benefits of a well-managed heritage conservation program include:



North side of Bannatyne Avenue, 2003

The benefits of a well-managed heritage conservation program include:

- encouraging retention of the community's unique physical heritage;
- celebrations of historical events and traditions;
- identifying ways that partnership opportunities can be fostered with senior levels of government;
- engagement of the broader community including the private and volunteer sectors;
- conservation of a broad range of historical sites that supports other public objectives such as tourism development and education;
- flexible heritage planning that assists private owners in retaining historic resources;
- investment in heritage sites through community partnerships;
- support for sustainability initiatives; and
- generation of employment opportunities and other economic benefits.

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Heritage initiatives provide many tangible and intangible benefits, and have a strong positive impact on the development of a complete community and the emergence of a vibrant culture of creativity and innovation.

Today, the heritage conservation movement represents a broad-based, multi-faceted approach where historic resources provide a means of downtown revitalization, neighborhood stabilization, affordable housing, heritage tourism, education, and economic development. Donovan Rypkema, the author of *The Economics of Historic Preservation: A Community Leader's Guide*, asserts that historic preservation makes economic sense, and that it is a sound investment of public and private funds. Rypkema argues that historic conservation will be successful only if it can make a case for preserved historic buildings as economic assets, and supports this with dozens of examples. Apart from the other values ascribed to heritage, his assumption is that without privileging the economic value there will be little left to value otherwise.

There is, however, a widely-held perception that protecting heritage property reduces property values or inhibits development. Studies have shown that this is not so; Professor Robert Shipley of the University of Waterloo looked at almost 3,000 properties in 24 communities across Ontario between 1998 and 2000. He found that heritage designation could not be shown to have a negative impact on property values. In fact there appears to be a distinct and generally robust market in designated (protected) heritage properties. Generally, these properties perform well, with 74% of them maintaining their value at average or better than average market value. The rate of sale among designated properties is also as good, or better than, average market trends. Moreover, the values of heritage properties tend to be resistant to downturns in the general market.

Further data has been provided by The Victoria Heritage Foundation, which has been tracking market values and assessments of 142 heritage houses designated prior to 1988. Between 1988 and 1999 the tax assessments for these houses increased 26% faster than the average for the City, resulting in an increased tax return to the City.

Heritage conservation, in general, actually provides stability in the marketplace and helps protect property values. This is especially true when conservation incentives are offered, creating a category of prestigious properties that are highly valued in the marketplace.

The experience of other Canadian jurisdictions is that when incentives are available, the property values of heritage sites rise at a higher rate than normal building stock, therefore providing higher assessments and ultimately increased property taxes. This is a desirable outcome for the City, which reaps the downstream benefits of this investment in heritage conservation. The same is true for tax incentives, which can be used to stimulate investment in under-utilized properties that will ultimately pay higher property taxes. Civic investment in heritage sites makes good business sense, and can leverage other investment many times over.

1.4 THE HERITAGE MANAGEMENT PLAN PROCESS

The City of Winnipeg has already taken significant steps to inventory and manage its historic building stock. Enabling legislation exists both in the City's own policy documents as well as through provincial enabling legislation. There are many contributing stakeholders involved in local heritage preservation efforts. The Heritage Resource Management Plan will help ensure that these various initiatives are coordinated for the benefit of the entire community.

The recommendations and implementation strategy of this Plan have been created through broad public consultation and in close consultation with a steering committee of heritage stakeholders within the City of Winnipeg.

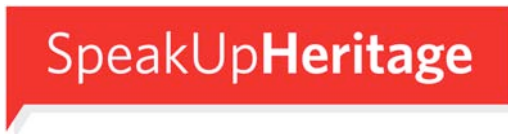
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To initiate the consultative process, the team met individually with many heritage stakeholders to get a sense of the strengths and weaknesses of the current situation and potential opportunities for the future of heritage in Winnipeg. Following the individual interviews, the team undertook a process of broad community consultation, to achieve consensus on the final recommendations and implementation strategy:

- November 24, 2009: Heritage & Sustainability Workshop
- November 25, 2009: Heritage & Economic Development Workshop
- December 11, 2009: Heritage & Tourism Workshop
- January 19, 2010: SpeakUp Heritage
- May 29, 2010: Public Open House to be held to present the draft Heritage Resource Management Plan.

For the first three workshops, stakeholders from different backgrounds including architecture, planning, downtown revitalization, economic development, private development, tourism, and heritage advocacy were invited to discuss the current situation from three key perspectives: sustainability, economic development and tourism. Breakout groups were used to examine specific topics including how heritage contributes to economic development, neighbourhood planning and tourism initiatives, and how the City can further support these initiatives. The workshops resulted in a unique sense of heritage in Winnipeg, from the perspective of those not as closely tied to the issues as the typical heritage stakeholders.

Throughout this process our consultant team worked closely with the OurWinnipeg Team to ensure our key recommendations would be integrated into their working documents, with the goal of developing an integrated planning approach to heritage management. Through this partnership, a public open house was organized in conjunction with the OurWinnipeg process, and co-sponsored by the Manitoba Historical Society. Over 100 people turned out to listen to a panel discussion with Gordon Fulton (Parks Canada), Philippe Mailhot (Le Musée de Saint-Boniface Museum), Jordan van Sewell (Heritage Winnipeg) and Robert O'Kell (Historic Sites and Monuments Board of Canada), and moderated by Dr. Harry Duckworth, President of the Manitoba Historical Society. Comment sheets were distributed and there was overwhelmingly positive feedback from the attendees, who included workshop participants, heritage advocates and members of the public with a general interest in Winnipeg's unique resources. This public feedback has been analyzed and integrated with the recommendations of this plan.



Winnipeg Residents are invited to a
Heritage Open House
January 19, 2010
SpeakUpHeritage

"The Winnipeg Story"
A joint presentation of the City of Winnipeg and the Manitoba Historical Society
The City of Winnipeg is developing a comprehensive Heritage Conservation Management Plan, and we are inviting residents to tell us about what makes Winnipeg so unique. Join us in a discussion about the city's identity. Take this opportunity to tell us about a place, an object, a tradition or a story that defines your idea of Winnipeg's heritage.

This Open House will include:

- 1) A panel discussion on the City's heritage values
- 2) A comment period
- 3) An opportunity to submit written comments

Heritage representatives and a number of local historical groups will be present.

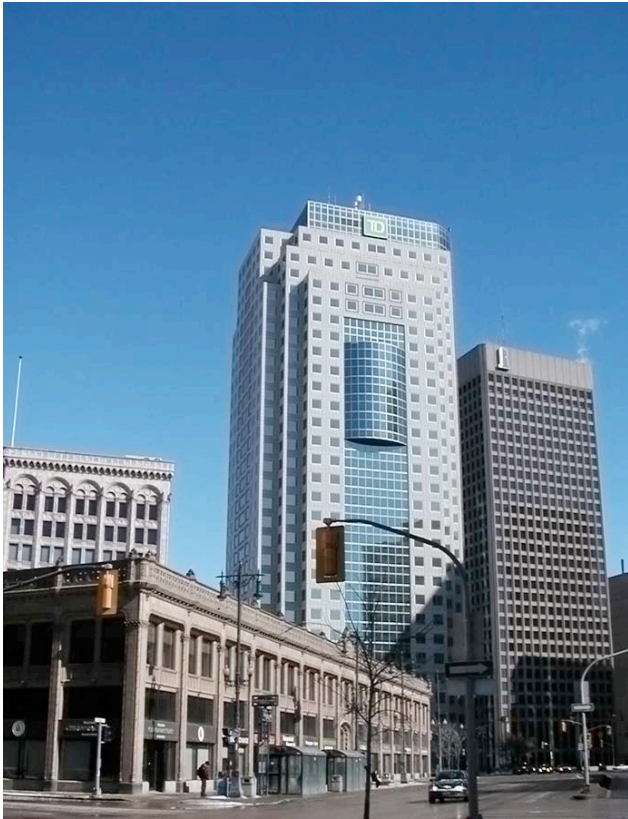
Date: Tuesday January 19, 2010
Location: Winnipeg Millennium Library - Carol Shields Auditorium, 251 Donald Street
Time: 6pm-9pm; Panel Discussion at 7pm

 **OurWinnipeg™**
It's Our City, It's Our Plan, It's Our Time. 

You are also encouraged to visit www.SpeakUpWinnipeg.com for further information, to post comments or to sign up for email updates about OurWinnipeg.

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2. CURRENT SITUATION



Portage Avenue, 2004

The City of Winnipeg has retained its heritage legacy to a remarkable degree, and in partnership with senior governments since the 1970s has worked to preserve, interpret and celebrate this remarkable inheritance. The value of heritage conservation has been recognized within the City's official planning framework and this is being reinforced in the current OurWinnipeg process. Since the initiation of the Heritage Program, the City has made a substantial investment in planning for the conservation of heritage resources. Notably, citizen satisfaction with the Heritage Program remains high, with 80% of polled respondents indicating that they are somewhat or very satisfied with the City's efforts in conserving heritage buildings.

The City has also developed many general planning policies that support heritage conservation, and these initiatives are ongoing. In addition to the current development of *OurWinnipeg*, the City is also developing a Downtown Residential Development Strategy (draft Report, March 2010) and a Warehouse District Secondary Plan.

This section provides a summary of heritage initiatives undertaken to date that provide the basis for the development of the Heritage Resources Management Plan.

2.1 SENIOR GOVERNMENT INITIATIVES

The conservation of heritage resources is enabled by legislation at all three levels of government and supported by a number of programs and initiatives. This refers to the power that is enshrined in government acts that allows various actions or processes to be carried out by governmental agencies in order to assess or protect historical properties. There are a number of senior government initiatives that can provide support at the local level.

2.1.1 Federal Government

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to preserve and celebrate Canada's historic places. These consultations have resulted in a broad based strategy, the ***Historic Places Initiative***, which is the most important federal heritage conservation proposal in Canada's history. The Federal government has established: a national heritage register, the Canadian Register of Historic Places; comprehensive conservation standards and guidelines for historic places, the "Standards and Guidelines for the Conservation of Historic Places in Canada"; and a certification process for project approval and rehabilitation funding assistance.

The Province of Manitoba and the City of Winnipeg have participated in the development of these initiatives. A number of heritage sites have now been documented for inclusion on the Canadian Register of Historic Places through the development of Statements of Significance, which explain why a place is important to the community and why it is important for inclusion on the Canadian Register.

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These initiatives provide an overarching framework that can inform the City's treatment of local heritage resources.

2.1.2 Province of Manitoba

In Manitoba, municipal heritage authority is established in three pieces of legislation:

1. The *Heritage Resources Act* (1986) is the primary legislation on heritage. It encourages municipal governments to protect heritage resources of regional and local significance through designation. It also encourages them to establish a Municipal Heritage Advisory Committee (MHAC) to advise council on heritage matters.
2. Additional heritage legislation that affects municipalities is contained in *The Planning Act*. Authority from this act (subsection 63(1)(c) and 71(3)(v)) applies to the designation of municipal heritage districts.
3. In addition, heritage provisions for the City of Winnipeg are enabled in the *City of Winnipeg Charter*. The City of Winnipeg manages its heritage sites, including 231 designated municipal heritage site designations, through an historical buildings by-law created under the *Charter*.



**Banking hall and dome of the Bank of Commerce Building,
389 Main Street**

The Province, acting through the Historic Resources Branch, is the steward of many diverse historic resources throughout the Province. Technical advice and support is provided by staff as well as a series of printed materials including: the *Municipal Heritage Resource Guide*, is a comprehensive summary of information useful for local government officials; the *Maintenance Manual* which provides useful information and worksheets for owners of heritage buildings; and *A Guide to Marketing and Promoting Heritage Organizations* outlines the basic steps of creating a plan that will help promote your non-profit heritage organizations to people in your community and to tourists travelling throughout our unique province. Other support programs are offered through funding provided by the province, including the Designated Heritage Building Grant Program, which assists owners of provincially and municipally designated heritage buildings in the restoration, stabilization, preservation, or rehabilitation of these sites.

2.2 PLAN WINNIPEG

Plan Winnipeg 2020 Vision (PlanWinnipeg) sets long-term policy direction for the City of Winnipeg. Plan Winnipeg is the most important document prepared by the City of Winnipeg as it provides the foundation for all civic activity. It is intended that all other City documents, budgets, public works, programs, or developments be consistent with this Plan. Of the 100 policy statements contained in Plan Winnipeg, four are directed specifically toward heritage conservation under Section 5B: Conserving Heritage Assets. This is the planning framework that is currently in place, which will be superseded by the adoption of OurWinnipeg.

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Excerpt: PlanWinnipeg 2020 5B Conserving Heritage Assets

5B-01 Commit to Heritage Conservation

The City shall commit to heritage conservation by:

- i) promoting the long-term conservation of heritage assets through the use of incentives, protective designation, and enforcement of regulations;
- ii) integrating heritage conservation into the broader context of community planning and decision-making; and
- iii) supporting the implementation of heritage resource education programming in partnership with key stakeholders.

5B-02 Protect Heritage Resources

The City shall protect its heritage resources by:

- i) establishing and maintaining a buildings conservation list under which significant heritage buildings or structures are protected from demolition;
- ii) establishing heritage conservation areas including heritage landscapes and streetscapes in order to promote the restoration, revitalization, and protection of these environments;
- iii) establishing and maintaining an inventory of archaeological resources and guidelines for the excavation and protection of these resources; and
- iv) developing an ongoing, city-wide management system that secures existing archives and identifies and retains essential contemporary documents and databases for future reference and research.

5B-03 Develop and Implement Heritage Conservation Plans

The City shall develop and implement heritage conservation plans by:

- i) seeking comprehensive solutions to heritage conservation in consultation with other levels of government, the heritage community, and the private sector; and
- ii) proposing and implementing measures for acquiring, financing, reusing, and maintaining heritage resources.

5B-04 Promote the Adaptive Reuse of Heritage Buildings

The City shall promote the adaptive reuse of heritage buildings by:

- i) ensuring that vacant heritage buildings are protected from destruction through neglect;
- ii) cooperating with other levels of government and the private sector to pursue options for incentives; and
- iii) pursuing the civic use of listed heritage buildings for the accommodation of City departments, provided such buildings are suitably renovated to health, safety, and accessibility standards and remain affordable.

It should be noted that the City's commitment to heritage conservation predates Plan Winnipeg. The essence of these policies has been around for several decades in previous versions of Plan Winnipeg and other complementary documents. In support of these policies, the City has over the years developed a comprehensive heritage conservation program comprising a "sticks and carrots" approach, that is, a program consisting of both regulatory requirements to protect important heritage assets and incentives to stimulate their rehabilitation. The result has been a successful Heritage Program with a high level of public satisfaction.

2.3 HISTORICAL BUILDINGS BY-LAW

The regulatory component for the City's Heritage Program is founded in the Historical Buildings By-Law No. 1474/77 (as amended), adopted in 1977. This By-Law enables the City to designate structures within its jurisdiction that are of special architectural and/or historical significance and to regulate the alteration and demolition of buildings so designated. The City maintains a Buildings Conservation List that includes

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structures designated as historic by City Council together with an Inventory of Buildings that identifies sites evaluated as having potential heritage value. This By-Law has served the City well for many years, and there are now changes being proposed that would clarify its intent as well as update a number of regulatory mechanisms in order to streamline the permit approval process. Recommendations for the By-Law are discussed in **Section 3.3: Enhanced Heritage Program**.



North Main Street, 1900

2.4 HISTORICAL BUILDING COMMITTEE

The Historical Building Committee (HBC) was established to assist City Council with the implementation of the Historical Buildings By-Law No. 1477/77. The HBC's advisory and operational responsibilities include:

- Maintaining the Inventory of Buildings, a list of structures that have potential architectural and/or historical significance;
- Maintaining the official Buildings Conservation List of municipally designated structures;
- Researching, assessing and grading heritage structures and making recommendations about designation to City Council's Standing Policy Committee on Property and Development;
- Regulating and approving suitable alterations, repairs and additions to designated structures (design review);
- Administering heritage incentive programs such as the City-wide Heritage Grant Program;
- Providing expert advice to City Council; and
- Working with heritage property owners, architects, engineers, contractors, realtors, heritage, government and business organizations, students and the general public on a variety of education, outreach and communications initiatives.

The Historical Buildings Committee's vision is to make the conservation of heritage structures and districts a vital part of daily city life – one actively supported by Winnipeggers as a means of:

- Remembering our history;
- Instilling a sense of place, space, neighbourhood and personal connection to the built environment;
- Committing to the principle of sustainable development; and
- Providing enduring lessons in architecture, technology and urban change.

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The Committee's mission is to:

- Maintain a commitment to excellence in research, evaluation and designation of heritage structures;
- Ensure the long-term conservation of heritage resources in Winnipeg through the implementation of new incentives, integrated planning district/area designation, regulatory reforms, well-established design standards and principled design review;
- Be a catalyst for greater public awareness, education and participation in heritage conservation; and
- Provide effective professional advice, information and administrative assistance on heritage plans, policies and programs to Winnipeg City Council through the Standing Policy Committee on Property and Development.



Winnipeg's financial district, Main Street, 1925

2.5 DESIGNATIONS

The City of Winnipeg keeps two related listings of heritage buildings – the Inventory of Buildings and the Buildings Conservation List. The Inventory of Buildings is a list of 600 sites that have been evaluated as having potential heritage value. The Buildings Conservation List includes buildings that have been declared historic by City Council based on recommendations by the HBC. The Committee applies the following criteria to determine whether a building is worthy of designation:

- Significance in illustrating or interpreting history in the city;
- Association with important historic persons or events;
- Illustration of the architectural history of the city; and
- Distinguishing architectural characteristics of a style or method of construction.

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Cleaning the exterior of a warehouse in the Exchange District

Listed buildings are currently classified by a grade system:

Grade I buildings represent outstanding examples of architectural and historical merit. The entire building – interior and exterior – is to be preserved in perpetuity, and all repairs or alterations must be appropriate.

Grade II buildings represent the majority of Winnipeg's heritage stock. Sympathetic alterations and additions to the exterior and listed interior elements of these buildings may be allowed in order to maintain economic viability. In certain instances, the adaptive reuse of listed interior elements may be permitted.

Grade III buildings represent moderately significant historical examples worthy of listing. Exterior alterations and modifications may be permitted where deemed suitable. There is usually no restriction on the design of interior alterations.

As of Spring 2010, the Buildings Conservation List includes 231 structures designated as historic by City Council. The Historical Buildings Inventory identifies approximately 600 sites evaluated as having heritage value.

2.6 HERITAGE INCENTIVES

The value of conserving a community's heritage is not always immediately recognized, especially if there are perceived financial benefits from redevelopment. Where there are external pressures threatening heritage assets, it has been recognized that more effective conservation will be achieved through incentives rather than by stringent regulation. It is in the best interest of both the public and the municipality to avoid "unfriendly designation" and the negative impacts (financial and otherwise) that accompany the use of rigid controls to conserve heritage sites. For a number of years, the City of Winnipeg has used an incentive and cooperation-based Heritage Program that is not imposed on owners; rather, heritage projects are negotiated to ensure that there are benefits for the applicant. This approach is supported by offering incentives that will result in renewed investment in heritage properties, plus satisfaction and benefits on all sides. The result of an effective incentives program is renewed investment in heritage properties, plus satisfaction and benefits on all sides. Incentives also provide the means by which legal protection can be secured for heritage sites, and also help ensure long-term conservation by supporting ongoing maintenance and financial viability. In general, heritage incentives leverage many times their original value in owner investment, construction and job creation.

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2.6.1 City of Winnipeg Heritage Incentives

In 1992, City Council adopted in principle the "Heritage Support - Policy and Programs" report which laid out the following principles as the basis of an incentive strategy to support heritage buildings:

- i. The City will maintain a comprehensive range of incentives for the conservation and use of designated heritage structures, including grants, and other forms of financial assistance.
- ii. This range of incentives will be structured to permit a flexible and customized response to the needs of individual designated properties.
- iii. Incentives will be designed and administered in a manner that ensures all owners of designated structures are treated with equal fairness.
- iv. Program criteria and procedures will be as uncomplicated as possible to facilitate communication, understanding, and efficient, prompt administration.
- v. Incentives (along with the management of City-owned heritage properties) will emphasize preservation, stabilization, restoration, and rehabilitation as the most appropriate methods for the conservation and use of heritage structures. However, the costs and benefits of the level of authenticity required by these approaches will be assessed carefully in relation to the circumstances of each structure.
- vi. The City will extend financial assistance for heritage conservation only when it expects to receive full value from the investment - i.e., public heritage benefits, such as retention and continued use of an entire structure, not just its facades; restoration of significant features; commitments to future repair and upkeep; assurances of public access; and/or owner lessee participation in a district preservation program.
- vii. Recipients of financial aid from the City should be prepared to accept a community role in the stewardship of assisted properties (i.e., in the form of designation, review and approval of alterations, and/or requirements for ongoing maintenance).



The incentives component has taken the form of both grants and tax credits. Over the past three decades, various grants have been made available, often as sub-programs within larger revitalization initiatives. The most recent, the Winnipeg Partnership Agreement, was supported with funds provided through a tri-partite agreement between all three levels of government.

Grants have also been provided under the Gail Parvin Hammerquist Fund, however funding for this program has been sporadic. Currently, the fund is administered under the auspices of CentreVenture Development Corporation. Most recently, heritage conservation incentives have been available in the form of three tax credit programs: the City of Winnipeg's Heritage Conservation Tax Credit, the Downtown Heritage Tax Credit Program, and the CentreVenture Heritage Tax Credit. Only the City's Heritage Conservation Tax Credit

Completing renovations to an Exchange District warehouse

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Program remains open to new applicants. Overall, it has been estimated that in the decade from 1995 to 2005, a total of \$46.6 M in incentives has been provided for heritage conservation projects that helped leverage \$194.3 M in spending. This represents a leverage ratio of over 4:1. The City also supports heritage conservation directly through the ownership and maintenance of a number of heritage sites (see **Appendix B**).

Other available incentives programs include the newly enabled tax related financial incentives (TIFs) that are financed through incremental property taxes generated by new development. It is recommended that there be further exploration of other available funding sources, especially for non-profit organizations. Additional funding assistance may be available from a wide variety of other government and private programs. Private foundations may also be willing to support local heritage conservation efforts.

2.6.2 Province of Manitoba Incentives

The Province of Manitoba, through the Historic Resources Branch, offers financial assistance through a Designated Building Grants Program for buildings designated under the *Heritage Resources Act* or by the City of Winnipeg. Cost-shared funding of up to \$35,000 is available, although the average grant amount is typically not the maximum.

2.6.3 Federal Incentives

The Residential Rehabilitation Assistance Program (RRAP), offered through the Canada Mortgage and Housing Corporation, helps low-income Canadians, people with disabilities and First Nations people live in decent, affordable homes. These programs also support renovations to rooming houses and rental units to increase the availability of housing for those in need. Depending on the individual situation for each resource, one of the following programs may apply:

- Homeowner RRAP: Financial assistance to repair substandard housing to a minimum level of health and safety
- Rental RRAP: Assistance for landlords of affordable housing to pay for mandatory repairs to self-contained units occupied by low-income tenants
- RRAP for Persons with Disabilities: Assistance for homeowners and landlords to improve accessibility for persons with disabilities
- Rooming House RRAP: Repair assistance for owners of rooming houses with rents affordable to low-income individuals
- RRAP for Conversions: Assistance for converting non-residential buildings into affordable housing

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Heritage is both the starting point that we come from, and the link to the future that we construct. It is what we are given to explore, and what we filter into what we use to move forward. Heritage is tied to culture, identity, our cultural perspectives, collective consciousness and sense of place. In Winnipeg, heritage translates into a distinct mix of cultures, ideas, values, and the built resources that represent them. This facet of our identity provides us with variety in neighbourhood design and architecture, expresses various social values, and provides an invaluable resource that is distinctly our own.

VISION

We will support the ongoing sustainable development of Winnipeg's urban structure through a heritage resource management program that assists in the development of a complete community.

GOALS

In recognition of the many public benefits of heritage conservation, the City of Winnipeg will:

- Celebrate the city's rich and diverse history and multi-cultural traditions;
- Preserve, protect and commemorate significant heritage legacy resources that illustrate the broad range of Winnipeg's historical development;
- Foster economic development and viability through long-term investment in heritage resources, cultural facilities and cultural tourism initiatives;
- Plan for the development of healthy and vibrant neighbourhoods by building on existing land use patterns, historic infrastructure and community identity;
- Enhance Winnipeg's unique sense of place, inseparable from its cultural topography, historical development and neighborhoods.

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STRATEGIES

The City of Winnipeg Heritage Resource Management Plan is based on the following six strategies:

- STRATEGY 1: A BROADER RECOGNITION OF HERITAGE:** Preserve, protect and celebrate significant historical resources that illustrate the broad range of Winnipeg's heritage values.
- STRATEGY 2: CITY HERITAGE STEWARDSHIP:** Provide leadership in heritage conservation through a policy of City heritage stewardship.
- STRATEGY 3: ENHANCED HERITAGE PROGRAM:** Develop an enhanced City of Winnipeg Heritage Program and policy framework that link to broader civic goals of economic development, sustainability and neighbourhood planning.
- STRATEGY 4: DOWNTOWN PAST, PRESENT & FUTURE:** Through the conservation of Downtown's heritage resources, interpret Winnipeg's history while providing significant and sustainable development opportunities.
- STRATEGY 5: THE EXCHANGE DISTRICT AS CROWN JEWEL:** Enhance the viability of the Exchange District National Historic Site while protecting its authenticity.
- STRATEGY 6: NEIGHBOURHOOD HERITAGE PLANNING:** Plan for the sustainable development of healthy neighbourhoods, based on their historic identity and character.

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3.1: A BROADER RECOGNITION OF HERITAGE

Winnipeg's heritage resources define the broad range of the city's history, but only a narrow slice of these resources have been officially identified, protected and celebrated. Through the review of background information and discussion with stakeholders, it was clearly identified that Winnipeg has inherited a rich and deeply significant historical legacy that includes many categories of resources other than just buildings. Winnipeg's historical legacy is comprised of a much larger range of significant resources that



Homes on Edmonton Street at the turn of the century,
Archives of Manitoba

illustrate the broad and diverse nature of Winnipeg's heritage values. The primary focus of the City's Heritage Program to date has been building preservation, and it has been very successful in this regard. The other categories of heritage resources, however, have received less attention, protection and recognition. In some cases, City and community efforts to interpret history are fragmented, under-recognized or poorly understood. The City, through community partnerships and other initiatives, should seek to preserve, protect and celebrate a broad variety of heritage resources as well as significant buildings.

Community stakeholders have identified a number of areas of concern where heritage planning, education and awareness could be focused to achieve better outcomes, which can be summarized as including:

- **Neighbourhood Identity and Character:** Winnipeg is now a city of amalgamated communities, each of which has a strong identity. This is not fully recognized in the Heritage Program and policies, although there have been an identification of individual heritage resources outside the Downtown. Two heritage areas have received National Historic Site status, the Exchange District and The Forks, but other potential heritage districts, streetscapes and groupings have not been identified.
- **Built Heritage:** Many individual buildings have been designated and identified, but there are others of potential interest, including a rich legacy of modernist architecture, apartment buildings and industrial sites. In addition, Winnipeg boasts a remarkable collection of monuments, statues and commemorative features, as well as other structures and sites that have not been officially identified.
- **Cultural Landscapes:** Winnipeg has a number of very significant cultural landscape resources that have not been identified under the existing heritage management framework as they are not elements that are traditionally considered as "heritage". This includes parks, gardens and individual specimen landscape features.
- **Archaeological Resources:** The City does not have archaeological resource management policies in place that would fully integrate the City's development application process with the provincial procedures for mitigation.
- **Historic Cemeteries:** Winnipeg has a remarkable collection of historic burial grounds, both city-owned and private, which are among the oldest in western Canada but have not been officially recognized for their heritage value.

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- **Intangible Cultural Heritage:** Other features such as community values, traditions and histories, have been identified as having heritage value but are not physical elements that can be conserved and managed in the same way as built elements. These aspects of Winnipeg's heritage are "intangible" and require a different approach than we might take to the conservation of built heritage. Aboriginal heritage and women's history have been noted as under-represented in terms of recognition and commemoration. Winnipeg's broad range of museums, archival materials and community collections could be used to more broadly support heritage education and awareness initiatives.

The City does have broad powers to identify and protect a variety of heritage resources. As defined under the *City of Winnipeg Charter* and the *Heritage Resources Act* of the Province of Manitoba, a "heritage resource" includes:

- a heritage site,
- a heritage object, and
- any work or assembly of works of nature or of human endeavour that is of value for its archaeological, palaeontological, pre-historic, historic, cultural, natural, scientific or aesthetic features, and may be in the form of sites or objects or a combination thereof.

Under the *City of Winnipeg Charter*, Clauses 150 and 156 grant the City powers to protect buildings; however the definition of 'building' is quite broad. A 'building' includes a "well, pipe line, conduit, cut, excavation, fill, transmission line and any structure or erection, and any part of any of those things, and also includes an addition to or extension of any building or any of those things and a chattel that is attached to, or installed in or on, any building or any of those things." Therefore, almost anything human-made can be protected under this provision. In addition, Clauses 234 and 235 refer to secondary plans and zoning by-laws. Here, the term 'heritage resources' is used, saying that the City has power to adopt a secondary plan pertaining to heritage resources or to adopt a zoning bylaw to protect heritage resources. The term 'heritage resources' is defined very broadly through the *Heritage Resources Act* to include (a) a heritage site, (b) a heritage object, and (c) any work or assembly of works of nature or of human endeavour that is of value for its archaeological, palaeontological, pre-historic, historic, cultural, natural, scientific or aesthetic features, and may be in the form of sites or objects or a combination thereof. This includes both natural and human-made objects. The Charter therefore gives the City ample powers to conserve a broad range of heritage resources through the secondary planning process. Secondary plans are intended to be geographically based and are intended to provide such objectives and actions as council considers necessary or advisable to address, in a neighbourhood, district or area of the city, any matter within a sphere of authority of the city.

One weakness that has been identified is that under the *City of Winnipeg Charter*, the City does not have parallel powers to other municipalities for resources other than buildings, as defined under the *Heritage Resources Act*. This is a matter of consistency, specifically 1) the listing of properties should be recorded at the Land Titles Office and 2) the definition of what can be listed should be broadened beyond buildings to sites and land, possibly using the same definition as in The *Heritage Resources Act* (section 25 and section 2). The Charter should be changed to make Winnipeg's heritage management powers exactly the same as any other municipality.

Municipal planning best practices now recognize a broader understanding of what constitutes community heritage. An excellent example is the City of Montreal's Heritage Policy, adopted in 2005, which embraces a broad concept of heritage as "any asset or group of assets, natural or cultural, tangible or intangible, that a community recognizes for its value as a witness to history and memory". More specifically, the Heritage Policy focuses on seven areas of stewardship: (1) built heritage, i.e. buildings, infrastructure; (2) archaeological heritage; (3) landscape heritage; (4) public art; (5) movable heritage, i.e. collections; (6) archival heritage, e.g. plans, photographs, written documents; and (7) intangible heritage. Through this policy, the City of Montreal is establishing a vision for an integrated heritage strategy. Any such vision rests on a set of strategic goals that should include marketing communications, internal and external partnerships, a supportive institutional framework (e.g. incentives and funding), educational outreach and innovative programs. Additionally, Montreal is forging linkages with the business

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community, the construction, tourism and cultural industries and media to raise general awareness of urban heritage. Montreal may be a valuable source of ideas for the City of Winnipeg.

It is therefore recommended that the City undertake further study of different categories of heritage resources, both tangible and intangible. This will ultimately allow for a much more comprehensive approach to the conservation and celebration of a broad range of heritage resources that illustrate the complete history of Winnipeg.

3.1.1 Neighbourhood Identity and Character

Winnipeg is a city of neighbourhoods that bring history, meaning, identity, and a sense of belonging to their residents. Despite the structural amalgamation that created Unicity in 1972, the former communities (and neighbourhoods within those communities) still resonate in Winnipeg's consciousness. It is now timely to re-examine the historic value and identity of Winnipeg's diverse neighbourhoods. There was a strong desire indicated by many community and heritage stakeholders for the City to more fully recognize and celebrate neighbourhood heritage. This issue is more fully explored in **Section 3.6 Neighbourhoods**.

3.1.2 Built Heritage

To date, the City of Winnipeg's Heritage Program has focused on the conservation of individual buildings. As the city has a remarkable collection of buildings that illustrate many and varied development periods and styles of architecture, this has been a successful focus that has been well received by the public. History is a continuum, however, and as newer resources age there are broad categories of more modern resources that have not yet been identified, including sophisticated examples of postwar design. In addition, Winnipeg has a remarkable collection of urban monuments, statues and commemorative features that, with rare exceptions such as the Waddell Fountain, have not been officially identified. Further attention could also be paid to other categories of resources such as apartment buildings and industrial sites. In addition, Winnipeg's historic transportation infrastructure is also under-represented including railway right-of-ways and structures such as the Elm Park Bridge.



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The City should continue to identify, protect and celebrate significant examples of built heritage resources.

3.1.3 Cultural Landscapes

Winnipeg has a number of very significant cultural landscape resources that contribute to the overall heritage character of the city. These landscape features range from the rivers and the riverbanks that first defined settlement, to designed features such as parks and gardens, to individual landscape specimens. During the discussions and research associated with this project, a number of natural and environmental features have been identified that contribute to Winnipeg's unique character. These features have not been identified under the existing heritage management framework as they are not elements that are traditionally considered as "heritage". Management of cultural landscape sites can be problematic, as it usually relates more to land use policies rather than heritage planning. This may require better coordination with the Public Works Department to ensure that important historic features are integrated into management and operational procedures, and that commemorative and interpretive measures can be pursued. As there is also a cross-over with broader environmental policies and issues of sustainability, it would be prudent to further understand what resources are most significant in order to preserve and celebrate those features of the greatest priority.

The City of Winnipeg already recognizes the heritage value of certain parks, although they are not officially protected. A National Historic Site designation for Assiniboine Park is currently being considered; Kildonan Park is another example of a very significant historic landscape. The City also supports the conservation and interpretation of other landscape features such as the Living Prairie Museum. Historic cemeteries are also an extremely important form of cultural landscape, as discussed in **Section 3.1.5**.

One of the key heritage landscape features in Winnipeg is the proliferation of American Elms that dominate the landscape including parks and neighbourhoods. There are over 170,000 American Elms in Winnipeg. This extraordinary landscape resource has been threatened by Dutch Elm Disease, and both the provincial and municipal government have cost-shared integrated control programs that have safeguarded the elms so far. The City also supports *Trees Winnipeg*, founded in 1992 in response to the heightened threat to Winnipeg's elm population. As the internal and external forces have changed over the years, the organization has updated its strategy to stress the inclusion of all tree species in Winnipeg's urban forest. *Trees Winnipeg* is actively working toward achieving policy protection for heritage trees on public and private property, and has established a Heritage Tree Protection Committee that is seeking nominations for a Heritage Tree Inventory Program that will highlight the enduring heritage of Winnipeg's outstanding urban forest.

The City of Winnipeg should continue to support efforts to identify, recognize, protect and celebrate significant cultural landscape features.



3.1.4 Archaeological Sites

As a place of settlement for thousands of years, the boundaries of the City of Winnipeg contain many identified and unidentified sites of archaeological value. These sites may be found in many areas, including the urban environment, industrial sites, landscapes, protected natural areas, underwater, above ground and in sacred places. Although the protection of archaeological sites falls under provincial jurisdiction, the City of Winnipeg – as the authority for land use decisions – also has a role to play in safeguarding these

Digging at an archaeological site in Winnipeg

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resources. The “Standards and Guidelines for the Conservation of Historic Places in Canada” provide extensive guidance for the treatment of archaeological sites, but there is ample room for the City to work within the precepts set out in the document, particularly as it applies to sites in urban environments. The City will still be able to develop and evolve while being cognizant of its responsibilities to the archaeological sites found within its boundaries. In order to retain the heritage value and extend the physical life of archaeological sites, the City of Winnipeg should work with the Province to implement several key recommendations:

- Education/Training of key city employees involved in planning, zoning/bylaw amendments and permit issuing focusing on requirements identified in Manitoba's *Heritage Resources Act* as it applies to impact assessment. Under provincial legislation the province screens proposals that could impact archaeological heritage. The first step would be for the city to request a training session provided by provincial heritage branch staff to identify requirements associated with the provincial legislation. This training which would serve as a springboard for the city to clearly identify the type of plans, permits and licensing applications that should be submitted for provincial screening.
- On the basis of the above and ongoing dialogue with Historic Resources Branch staff, develop policy for sites that have potential archaeological implications and should be submitted to the Provincial Archaeologist. This would provide city staff with clear direction regarding the types of projects that could be simultaneously reviewed by the Province while undergoing internal review within the City of Winnipeg.
- Request maps/databases from the province of those areas having high potential to contain archaeological resources in order to prioritize the submission of reviews. The areas of high archaeological potential can be refined in partnership with the Historic Resources Branch.

In partnership with the Province, the City of Winnipeg should develop further awareness of the importance of archaeological resources, and develop basic procedures for review of development proposals. This will allow the City to become more pro-active in the management of archaeological heritage within its jurisdiction.

3.1.5 Historic Cemeteries

Cemeteries are valued as sacred spaces, places of commemoration, cultural landscapes and sources of genealogical information, all within park-like settings that add to the green space provided by the formal parks in a community. Cemeteries hold the key to the history of the people that over time have helped build the community; to quote Benjamin Franklin, "Show me your cemeteries, and I'll tell you what kind of people you have." Winnipeg is fortunate in having a number of very significant historic cemeteries that represent the history of settlement and reflect the city's diverse population. Some of Winnipeg's historic cemeteries include:

- Kildonan Presbyterian Church and Cemetery: This was the first Presbyterian church in western Canada, built in 1854, and the earliest burials date from that time. It is a designated Provincial Heritage Site.
- The Children of Israel Cemetery: Established in 1883 in Transcona, this is the oldest Jewish Cemetery in Manitoba. Shaarey Zedek Cemetery was established 1894.
- St. John's Cathedral and Cemetery: This is the oldest Anglican parish west of the Great Lakes, and this site marks the birthplace of the Anglican Church in Western Canada. In 1812, the first group of Selkirk Settlers established a burying ground immediately south of the present Cathedral, which has since grown to its present size.
- Elmwood Cemetery: This 38-acre site was established in 1902 and now operated by the Friends of Elmwood Cemetery Inc., a not-for profit organization dedicated to the restoration, reforestation and beautification of the grounds.
- St. James Anglican Cemetery: The Parish of St. James was founded in 1851 on a provisional land grant from the Hudson Bay Company to serve settlers, military pensioners, and retired

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- HBC personnel. St. James Anglican Church (the historic Log Church) was built in 1853-55, and is one of the oldest buildings in Winnipeg, and the oldest surviving wooden church in Western Canada. It is a designated a Provincial Heritage Site.
- Saint Boniface Cathedral Cemetery: The St. Boniface mission was established in 1818. The cemetery is western Canada's oldest catholic burial ground. The grave of Louis Riel, born in St Boniface, is located here.
 - St. Mary's Catholic Cemetery and Chapel: This burial site was established on September 12, 1884, and is operated by St. Mary's Cathedral Parish.



St. Mary's Catholic Cemetery and Chapel

The City also owns and operates three historic cemeteries through its Cemeteries Branch:

- Brookside Cemetery: This is one of the oldest cemeteries in Winnipeg with the first interment having taken place in 1878; it was established by the City to ensure that all citizens of Winnipeg had access to a place of public burial, as all of the other cemeteries at the time were segregated by religion. It is home to Canada's second-largest, and most significant in design, military interment site; the Field of Honour is the burial place of war veterans, peacekeepers, merchant marines and other military service men and women from both world wars, as well as the Korean, Vietnam and other wars and battles. The Field of Honour also contains some very significant military monuments including the only Commonwealth Graves Commission 'Stone of Remembrance' in Canada. The cemetery's famous occupants include Sgt. Tommy Prince, Manitoba's most decorated aboriginal war veteran, and Major Harry Colebourn, the First World War soldier who owned the bear cub that inspired Winnie the Pooh. Other areas include a firefighters' section and a Chinese section. Brookside is a total size of 203 acres, with 164 acres currently in use with over 89,000 interments to date.
- St. Vital Cemetery: More than 6,000 interments have taken place here since it was established in 1937 as the St. Vital municipality cemetery. It still has a Roman Catholic section; all other areas of the cemetery remain open to all denominations.
- The Transcona Cemetery: Opened in 1914 by the municipality of Transcona it is now the final resting place of approximately 5,000 deceased persons. The cemetery is an important part of the community, having a separate Field of Honour where Veterans of WWI and WWII and Service men and women are interred. The cemetery is also home to the original Transcona Prayer Chapel, relocated here from downtown Transcona.

A number of these historic cemeteries have already been thoroughly documented, including gravestone transcriptions by the Manitoba Genealogical Society, searchable burial guides for the City of Winnipeg cemeteries (on the City's website) and photographs of all the gravestones in Jewish cemeteries in Manitoba undertaken by the Jewish Heritage Centre of Western Canada.

The Cemeteries Branch is already offering tours, interpretation and educational programs, and is seeking to enhance opportunities for heritage education and awareness, to connect today's

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community with the past. Further opportunities for historical interpretation and enhancement of Winnipeg's cemeteries should be explored and implemented. These initiatives can be encouraged by the City, and undertaken in partnership with community groups and individual cemeteries.

3.1.6 Community Memorials

Throughout Winnipeg, there is a highly diverse range of monuments, memorials and markers that commemorate historic events and people. These are a rich source of information and interpret the city's past in a highly dynamic way. War memorials, cenotaphs, statues, plaques all contribute to our understanding of the past, and many are also impressive and irreplaceable pieces of urban sculpture. Currently, there is no inventory of these significant community memorials, and no specific strategies for their long-term conservation.

3.1.7 Intangible Cultural Heritage

During the discussions and research associated with this project, a number of other features were identified as having heritage value, but these are not necessarily physical elements that can be conserved and managed in the same way as built elements. This can be broadly classed as "community stories and memories". As such, these aspects of Winnipeg's heritage are "intangible" and require a different approach than we might take to the conservation of built heritage.

Intangible Cultural Heritage is an umbrella term for oral traditions and modes of expression including language, performing arts, traditional craftsmanship, social rituals and festivals and knowledge and practices concerning nature and the universe. Additionally, in the context of municipal planning, 'intangible heritage' sometimes means buildings, structures, streetscapes, skyline profiles or natural features that used to be present – but no longer exist – and associated 'memories' or 'public history'. Some cities such as Montreal (Heritage Policy 2005) and New York ("Place Matters" initiative) are adopting strategies to integrate the management of tangible and intangible heritage within an urban policy framework of community partnerships. This includes integrating the commemoration of intangible heritage with other City activities, including public spaces, public art programs, signs, publications and existing cultural and recreational programs. Publicly significant sites should be commemorated in a coordinated and comprehensive way.

The City of Winnipeg should develop an integrated strategy to raise awareness of intangible and tangible heritage, and that integrates intangible heritage in its programming by interpreting public history in locations associated with stories and memories.

3.1.8 Thematic Framework

A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it was changed and how it relates to other sites linked by the theme. Historical themes can be identified when a thematic history is prepared. This can also provide a framework for a more effective evaluation of which sites represent important themes, and the values that they represent.

As part of a thematic framework, a historic context statement is developed that provides a framework for understanding and evaluating historical resources. The significance of an individual site can be judged and explained by providing information about patterns and trends that define community history. Each site should be considered in the context of the underlying historical influences that have shaped and continue to shape settlement and development. Historic context may be organized by theme, geographic area, or chronology, and is associated with a defined area and an identified period of significance. In this way, common, ever-present and representative historic sites, as well as interesting, rare or exceptional examples, can be identified and placed in context.

Senior governments have undertaken the development of thematic frameworks that can frame and support the development of civic historic themes. The *National Historic Sites of Canada System Plan* provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance. The Province of Manitoba has developed *The Thematic*

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Structure of Manitoba History that identifies sites of provincial significance. A comprehensive thematic framework has not yet been developed for the City of Winnipeg.

Municipal planning best practices now support the development of thematic frameworks as the basis of heritage planning, thus enabling the better integration of heritage within community planning. In Canada, the City of Victoria has led the way with the development of the first comprehensive civic thematic framework in 2008-2010, developed by drilling down from the *National Historic Sites of Canada System Plan* to forge a deeper understanding of historic forces at the local level. This is being used as a tool to determine the value of neighbourhoods and individual sites, update and evaluate the Victoria Heritage Register and inform the development of neighbourhood plans. This has articulated the heritage values associated with heritage assets that link to the evolution of the city, and describe the types of resources that make up the city's heritage, including implications for municipal heritage management:

The City of Winnipeg should undertake the development of a Thematic Framework and a Historic Context Statement that will support the evaluation of Winnipeg's heritage resources. This evaluation framework will allow for a better understanding of the broad range of potential heritage resources located throughout the entire city, ground the identification and evaluation of heritage resources in a solid, defensible academic footing and assist in the integration of heritage resources within the planning for each neighbourhood, based on local identity and character.

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STRATEGY 1: PRESERVE, PROTECT AND CELEBRATE SIGNIFICANT HISTORICAL RESOURCES THAT ILLUSTRATE THE BROAD RANGE OF WINNIPEG'S HERITAGE VALUES.

PRINCIPLES

- The City should seek, through leadership and partnerships, to identify, protect and celebrate a broad range of potential heritage resources for the valuable contribution that they make toward a complete understanding of Winnipeg's history; and
- The City's Heritage Program should be inclusive of different types of heritage resources, both tangible and intangible.

ACTIONS

- 1.1 **PLANNING: Built Heritage:** Continue to identify, protect and celebrate significant examples of built heritage resources. [Ongoing]
- 1.2 **PLANNING: Cultural Landscapes:** Continue to support community efforts to identify, recognize and protect significant cultural landscape features. [Ongoing]
- 1.3 **GOVERNANCE: Enabling Legislation:** Work with the Province to amend the *City of Winnipeg Charter* to ensure that there is consistency between Winnipeg's heritage management powers and other municipalities in Manitoba. [Short Range]
- 1.4 **PLANNING: Evaluation Framework:** Undertake the development of a Winnipeg Thematic Framework and Historic Context Statement as the basis for the evaluation of Winnipeg's heritage resources. [Short Range]
- 1.5 **PLANNING: Archaeological Resources:** Develop a process in concert with the Provincial Heritage Branch for ensuring plans, proposals, permits and licenses that may affect archaeological sites receive appropriate review as identified under Provincial Heritage Legislation. [Short Range]
- 1.6 **INTERPRETATION: Historic Cemeteries:** Explore and implement opportunities for historical interpretation and enhancement of Winnipeg's cemeteries. [Short Range]
- 1.7 **PLANNING: Community Memorials:** Document an inventory of monuments, memorials and markers, and develop policies to ensure their conservation. [Short Range]
- 1.8 **PLANNING: Archaeological Resources:** Work in partnership with the Provincial Archaeologist in developing and expanding the inventory of known archaeological resources within the City of Winnipeg, flagging areas that have a high potential to contain archaeological sites and developing guidelines related to the protection and excavation of these resources. [Medium Range]
- 1.9 **INTERPRETATION: Intangible Cultural Heritage:** Develop an integrated strategy to raise awareness of intangible and tangible heritage, and interpret public history in locations associated with stories and memories. [Medium Range]

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3.2 CITY HERITAGE STEWARDSHIP

The City of Winnipeg, in co-operation with key community partners, should set, by example, the standard for other owners of heritage properties. The City has the opportunity to adopt a leadership role, by establishing stewardship policies for the management of its own heritage resources. The outcome will be an enhanced approach to heritage conservation at all levels.

3.2.1 City-Owned Heritage Resources

The City of Winnipeg owns a number of very significant heritage resources that if properly conserved and celebrated could form the core of the City's Heritage Stewardship Policy. The full extent of the City's ownership is unknown, but should be further evaluated. At this point in time it is known to include:

- **Built Heritage:** The City owns 21 buildings on the Buildings Conservation List and 13 additional sites on the Historical Buildings Inventory (See **Appendix B** for identification). Some of these are public facilities (e.g., the Playhouse [Pantages] Theatre), some are historic buildings that house museums (e.g., Ross House Museum), some are under lease management (e.g., Assiniboine Park Pavilion) and some are structures (Former St. Boniface Waterworks Water Tower, St. Boniface Surge Tank and the Waddell Fountain).
- **Cultural Landscapes:** includes parks (and associated structures) such as Assiniboine Park, Kildonan Park and the Living Prairie Museum, as well as numerous landscape specimens and street trees; see also **Section 3.1.2**.
- **Historic Cemeteries:** As discussed in Section 3.1.4 Historic Cemeteries, the City, through its Cemeteries Branch, owns and operates three cemeteries. The Branch already is offering tours, interpretation and educational programs, and is seeking to enhance opportunities for heritage education and awareness.
- **Community Memorials:** Many of Winnipeg's most significant markers and memorials are located on public land, and are under the direct control of the City.
- **Intangible Cultural Heritage:** The City supports a number of facilities that hold archival information as well as collections; see also **Section 3.2.2**. This includes the City of Winnipeg Archives, which is housed in a historic building, the former Carnegie Library.



3.2.2 Civic Museums

The City of Winnipeg supports a broad range of civic museum facilities that demonstrates an ongoing commitment to the City's history and culture. Policies and management of museums and heritage services/sites are currently being provided under several City departments (PP&D, Museums Board/City Clerk's budget, public works). In the past, there has been overlap in how the City works with museums if the facility is

**Seven Oaks House
Museum, Rupertsland
Avenue**

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housed in a historic building, or if the property is City-owned, or if it is independent and receives operating funding from the City. The City of Winnipeg Museums Board now implements the Heritage Preservation Policy to ensure the ongoing preservation of Winnipeg's museum resources and assets, and to audit the ongoing operations of the museums that receive grant funds and in-kind services from the City. This Board has an annual budget of \$69,000.00, a portion of which is allocated for the services of the Museum Coordinator on a contract basis. This board came into effect in 2007, and ongoing budgeted museum funds were transferred to it, for distribution as grants by Council. The City also leases and maintains the Grey Nun's Convent, Winnipeg's oldest building, for use as the St. Boniface Museum.

This represents a significant contribution to a series of facilities that provide a showcase of community values, traditions and significant historical information. Some of these facilities, such as the Transcona Museum, the St. Boniface Museum and the Historical Museum of St. James-Assiniboia, are the historic core of their local area.

When these museums are housed in heritage buildings, the City should demonstrate the highest possible standards of heritage conservation and interpretation. This will result in increased civic pride and connection to community, renewed cultural facilities that will act as economic generators, and assist in creating distinctive neighborhoods. A coordinated approach to heritage management of these sites can take advantage of partnership opportunities between levels of government and engage the private and volunteer sectors.

If properly conserved and restored, these sites could be the flagships of the City's Heritage Stewardship Policy. It is recommended that the City establish heritage conservation plans for these significant sites, as well as for the other heritage buildings under its direct control.

3.2.3 City Heritage Stewardship Policy

In order to achieve success, a commitment to a Heritage Stewardship Policy will require an allocation of human and financial resources. Given current budgetary constraints, this presents a challenge, although these initiatives can start out with low-cost initiatives that will coordinate existing initiatives and set new directions, while other initiatives can be implemented over time as resources allow.

1. Internal Coordination

Identify Department Responsibilities and Internal Coordination

There is a need to promote heritage awareness within all City departments to ensure that the value of civic-owned heritage resources including landscape features, parks, structures and sites are fully recognized. The responsibilities of different municipal departments relating to heritage sites in the city need to be identified and internal coordination mechanisms defined. It is recommended that an internal information sharing system be set up to allow for the consistent treatment of recognized heritage resources. A number of City departments could be involved in the implementation of an expanded Heritage Program.

Staff Heritage Awareness Training

In order for conservation plans and maintenance agreements to be successful, there should be an education program on heritage issues set up for all City departments. An overview of the *Standards and Guidelines for the Conservation of Historic Places in Canada* could be included as part of the training for those involved in maintenance and design components of heritage sites.

2. Public Messaging

The public should be informed of the City's intentions to achieve high heritage standards and its leadership role in this significant area of public policy.

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3. Information Base

Identify the Range of City-Owned Heritage Resources

In addition to the buildings cited above, there are other potential heritage resources under direct City control that should be officially recognized and managed, but this issue should be more fully examined to determine the scope of city-owned heritage resources. This should include resources on City property that are under the direct control of the City, including buildings as well as those features on public lands such as monuments, statues, street furnishings, historic infrastructure, commemorative sites and cultural landscape features.

4. Site-by-Site Implementation

Prepare Conservation Plans and Maintenance Agreements for City-Owned Heritage Sites

The long-term treatment of individual sites and features should be standardized through conservation plans, and lease and maintenance agreements. Future initiatives could include the development of annual maintenance programs for these sites and an internal monitoring process for heritage resources under direct City control. It is crucial that the City adhere to the *Standards and Guidelines for the Conservation of Historic Places in Canada* in the treatment of its own heritage resources. In addition, any lease and maintenance agreements with tenant groups of City-owned heritage property should be tied to the *Standards and Guidelines*.

3.2.4 Partnership Opportunities

The City should work in a variety of partnerships in order to achieve the goal of a Heritage Stewardship Policy. This can involve the private and public sectors, including non-profit partners.

Federal Government

The federal government is already a stakeholder in Winnipeg's Heritage Program, given the pervasive presence of 56 places, persons and events designated as nationally significant within the City's boundaries (see **Appendix D**). These include two significant heritage areas, the Exchange District National Historic Site (See **Section 3.5**) and The Forks National Historic Site. A National Historic Site designation for Assiniboine Park is currently being considered. The presence of these significant sites within the City offers partnership opportunities, including:

- Communication of the history and stories of the National Historic Designations;
- Definition of key elements reflective of Winnipeg's entire growth and development so that a broad range of heritage assets can be identified; and
- Development of grants and incentives that promote the conservation of heritage assets that can be linked to other programs and initiatives at different government levels.

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Province of Manitoba

Similarly, the provincial government has recognized 36 sites in Winnipeg under the *Heritage Resources Act* (See **Appendix C**). Another enduring provincial legacy is the presence of the Legislature and other significant buildings within a provincial compound. The presence of these significant sites offers further partnership opportunities.

The province also offers grants for designated heritage buildings as well as a Heritage Grants program that supports other initiatives such as interpretation and commemoration.

Private Sector

Under certain circumstances, private operators may enter into management agreements for publicly-owned heritage sites. This may present opportunities for the viable management of certain sites; it should however be recognized that not all heritage sites can be managed in this way, as some are very fragile and have limited revenue-generating potential. Each site should be considered on a case-by-case basis.

Community Groups

Winnipeg is fortunate in having many dedicated community groups with heritage conservation, education and awareness as all or part of their mandate. These groups include the Manitoba Historical Society, Heritage Winnipeg, local historical societies, Heritage St. Boniface, Société historique de Saint-Boniface, Winnipeg Architectural Foundation and many others. Partnerships should be developed with community groups whenever possible to help achieve the City's goal of Heritage Stewardship.



Empire Club, Main Street, Exchange District National Historic Site

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STRATEGY 2: PROVIDE LEADERSHIP IN HERITAGE CONSERVATION THROUGH A POLICY OF CITY HERITAGE STEWARDSHIP.

PRINCIPLES

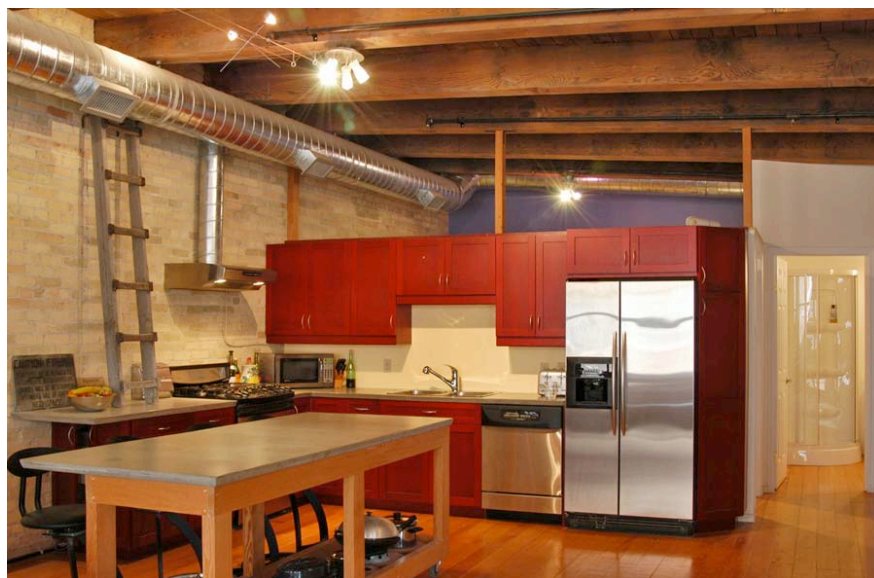
- The City should set the highest standards in the conservation and stewardship of heritage sites under its direct control;
- The City should continue to invest in the heritage resources under its direct control; and
- The City should make historical information available through a variety of means to enhance public awareness and understanding of local history and heritage resources.

ACTIONS

- 2.1 ECONOMIC DEVELOPMENT: City-Owned Heritage Resources:** Support and enhance cultural tourism opportunities through increased investment in city-owned heritage assets including historic sites and museums. [Ongoing]
- 2.2 PLANNING: City-Owned Heritage Resources:** Continue to work in partnership with senior levels of government, community groups and lease operators to conserve City-owned heritage resources, including buildings, parks, cemeteries, community memorials, etc. [Ongoing]
- 2.3 OPERATIONS: City-Owned Heritage Resources:** Ensure that lease and maintenance agreements for City-owned heritage resources require compliance with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. [Ongoing]
- 2.4 INTERPRETATION: City-Owned Heritage Resources:** Continue the delivery of historical information to the public, including interpretation programs and the use of electronic media. [Ongoing]
- 2.5 INTERPRETATION: City-Owned Cemeteries:** Continue to support the Cemeteries Branch in increasing public awareness of the City cemeteries heritage and community value, through programmes of public open day events and interactive learning opportunities for schools. [Ongoing]
- 2.6 GOVERNANCE: City-Owned Heritage Resources:** Adopt the *Standards and Guidelines for the Conservation of Historic Places in Canada* as the basis for all work on all City-owned Heritage Register sites. [Immediate]
- 2.7 PLANNING: Heritage Stewardship Policy:** Develop a Heritage Stewardship Policy that will allow the City to act as a leader in heritage conservation initiatives, including internal coordination, staff training, public messaging, development of an information base, and site-by-site implementation. [Short Range]
- 2.8 PLANNING: City-Owned Heritage Resources:** Prepare conservation plans, based on the *Standards and Guidelines for the Conservation of Historic Places in Canada*, for City-owned heritage resources. [Medium Range]
- 2.9 PLANNING: City-Owned Cultural Landscapes:** Develop City policies to identify, recognize and protect significant cultural landscape features, including an official inventory and legal protection, and a supportive policy framework. [Medium Range]
- 2.10 PLANNING: City-Owned Cemeteries:** Develop conservation plans and strategies for the restoration of deteriorated memorials. [Medium Range]

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3.3 ENHANCED HERITAGE PROGRAM



The City already has a well-developed Heritage Program, initiated in the 1970s, which has demonstrated very successful results and achieves a high level of public satisfaction. There are, however, some areas where the Heritage Program can be enhanced, while building on this solid foundation. As discussed earlier, this should include a renewed focus that is more focused on the neighbourhoods outside of Downtown, and embraces a broader range of heritage resources.

New residential space, Princess Street, Exchange District National Historic Site

The enhanced Heritage Program and policy framework should also links to broader civic goals of economic development, sustainability and neighbourhood planning. This should provide even greater success in the conservation of Winnipeg's built heritage.

3.3.1 Updated Historical Buildings By-Law

The existing Historical Buildings By-Law No. 1474/77 (as amended) enables the Heritage Program (see **Section 2.3**). This by-law reflected municipal best practices at the time of its adoption and has served the City well for over 30 years. There has, however, been great advancement in heritage management at all levels of government, and it is now timely to update this by-law. The development of the new City plan, OurWinnipeg, also provides the opportunity to integrate heritage resource management with broader City goals. This presents an opportunity to send a strong message to the public, align with senior government initiatives and learn from best practices from other jurisdictions.

The goals of the by-law update are to:

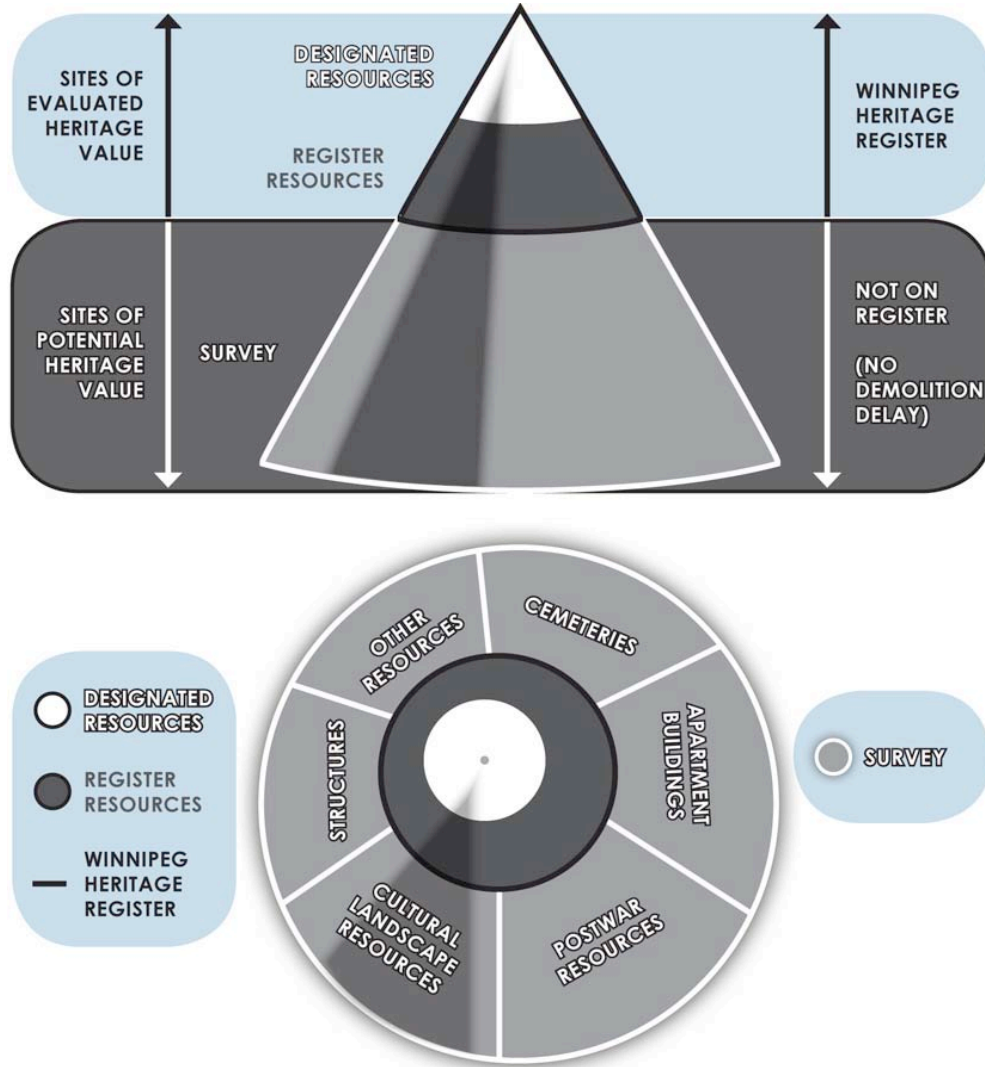
- Cut "red tape" by simplifying and streamlining procedures;
- Improve notification and fairness to building owners throughout the process of listing and de-listing buildings;
- Ensure the public has input into decisions to list or de-list buildings through a public hearing process;
- Ensure congruency with the *City of Winnipeg Charter*; and
- Ensure fairness, clarity and certainty throughout the process of reviewing and listing historical buildings.

The following suggestions are based on the most recent draft of the by-law, dated February 25, 2009. There are several areas of the proposed by-law where the terminology should be made more consistent. The terms "Heritage Resource" and "Heritage Register" should be used to reflect the enabling legislation as well as senior government policies. As defined under the *City of Winnipeg Charter* and the *Heritage Resources Act* of the Province of Manitoba, a "heritage resource" includes:

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- a heritage site,
- a heritage object, and
- any work or assembly of works of nature or of human endeavour that is of value for its archaeological, palaeontological, pre-historic, historic, cultural, natural, scientific or aesthetic features, and may be in the form of sites or objects or a combination thereof.

Under the *Heritage Resources Act* of the Province of Manitoba, 55 (1), a “municipality shall maintain a register of all municipal heritage sites within the municipality.” In addition, Parks Canada has adopted the term “Canadian Register of Historic Places” for its database containing information about recognized historic places of local, provincial, territorial and national significance. The term “Heritage Register” should be used consistently.



In order to reflect the recommendations of this report, the following revisions to the draft Historical Buildings By-Law 1474/77 are suggested:

- The name of the new by-law should be changed from the “Historical Buildings By-Law” to the “Heritage Resources By-Law”. This will reflect the new, broader focus on historic sites rather than a narrow focus on buildings.
- There will need to be a definition of “Heritage Resource” that is consistent with the *City of Winnipeg Charter* and the *Heritage Resources Act*.

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- The term “Heritage Resource” should be used consistently throughout the by-law instead of “Building” unless the reference is specifically to procedures regarding buildings. Other resources, such as cultural landscapes, should be named where appropriate.
- The name of the “Historical Buildings Committee” should be changed to the “Heritage Buildings and Resources Committee” to reflect the Committee’s new focus.
- The *Standards and Guidelines for the Conservation of Historic Places in Canada* should be used as the basis for the review of all permit applications, proposed interventions and the granting of incentives.
- The mandate of the Committee should be amended to include an advisory role for safeguarding the integrity of the Exchange District National Historic Site, requiring that the Committee be consulted prior to the issuance of any development permit in the District.
- The name of the “List of Historical Buildings” should be changed to the “Winnipeg Heritage Register.” This Register should include those sites officially protected and those that have been evaluated for retention on the Inventory. This Register shall therefore include those sites that the City considers to have official heritage value and will be managed under the Heritage Program. The Register should be constituted as follows:
 - **Winnipeg Heritage Register: Designated Resources:** those sites that have been legally protected through designation.
 - **Winnipeg Heritage Register: Register Resources:** those sites that have been evaluated as having potential heritage significance, but not yet formally protected (replaces the existing Inventory list).

Demolition delay would only be invoked for Heritage Register sites. Inclusion on the Heritage Register should constitute the threshold of eligibility for conservation incentives, but incentives should only be granted in exchange for legal protection, in order to safeguard the public investment.

Any other sites identified over time as having potential heritage value may form part of an informal Survey, which does not have official status and does not trigger any demolition delay. Survey sites can be brought forward for inclusion on the Register as they are formally evaluated and as opportunities arise for their conservation. The creation of a Survey list does not need to be referenced in the by-law as it will have no official status.

3.3.2 Updated Heritage Incentives

The most effective way to encourage heritage resource owners or potential owners to conserve and invest in the rehabilitation of their properties is by offering heritage conservation incentives. Without a strong program of incentives, it will be difficult to achieve good conservation practices. Incentives refer to programs or measures administered by the City or other agencies to encourage the protection and retention of historic resources. Unlike regulatory measures, these tools usually offer something to the owner or developer in return for undertaking rehabilitation work or legal protection. They work hand-in-hand with City policies in order to offer tangible advantages to owners. Examples of incentives are grant programs, tax incentives, technical assistance, or negotiated agreements that waive or vary standard requirements. The City already offers a robust program of incentives as discussed in **Section 2.6.1**.

The existing City incentives should be reviewed to ensure that they are aligned with the renewed focus of the Heritage Resource Management Plan. Once the new enabling by-law is passed, all properties on the City of Winnipeg Heritage Register should be considered for financial incentives. A revised program of effective incentives should be available that will strategically encourage authentic conservation and rehabilitation, by encouraging owners to invest in their properties.

The offer of a conservation incentive should be subject to the following conditions:

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- All properties on the Winnipeg Heritage Register should be considered for financial incentives. Other sites that have potential heritage value may be considered for incentives, but will need to be evaluated for Register eligibility, and will have to agree to legal protection.
- The amount of incentives should be directly related to the level of conservation.
- The proposed work on the site would be compatible with, and sympathetic to, the character and context of the heritage site, as evaluated based on the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- The heritage character-defining elements of the site are to be maintained.
- For larger incentives, proof of financial necessity may be required through a *pro forma* economic analysis.
- Legal protection, in the form of a heritage designation or a covenant, should be a pre-requisite for any municipal heritage incentive.

Therefore, in order to achieve meaningful conservation, the incentives that are being offered should not result in radical alterations or loss of context. Consideration should be given to the following process:

- A Statement of Significance should be prepared for each site being considered for incentives, in order to determine the heritage value and the heritage character-defining elements that need to be protected.
- All work being considered for heritage sites should be reviewed using the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- Except in minor cases, consideration should be given to requiring the involvement of a heritage professional (generally defined as a member of the Canadian Association of Heritage Professionals) that can properly assess the project, provide a Conservation Plan, and monitor and provide final sign-off on the implementation of the work.
- The Conservation Plan should include a maintenance schedule, and any negotiated agreement should include minimum maintenance standards.

The costs of this heritage consultation should generally be paid by the applicant, but should be included as part of the total project costs when a *pro forma* analysis is undertaken. The City may wish to provide an additional incentive by bearing some of these costs, possibly the upfront costs of the Statement of Significance.

This process will help protect the City's investment in heritage incentives, by ensuring the highest possible levels of heritage conservation.

3.3.3 Heritage Conservation and Sustainability

"The greenest building is the one already built." Carl Elefante.

Increasingly, there is an understanding of the vital need for sustainable building practices and energy conservation, rooted in our unique individual locations. Heritage conservation is inherently sustainable, as it minimizes the need to destroy building materials and retains established land use situations and infrastructure. It also conserves embodied energy, reduces pressure on landfill sites, avoids impacts of new construction and minimizes the need for new building materials. Heritage projects also encourage local employment of specialized trades and professionals.

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It is also important to upgrade the energy efficiency of heritage buildings, and this can be accomplished in many ways without destroying heritage character-defining elements. Energy upgrading measures for heritage buildings should be assessed against the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The conservation of heritage sites is also important from an urban design perspective. Our historic places contribute significantly to the City's unique sense of place by maintaining the context of streetscapes and providing a framework for the rhythm and massing of buildings. Preserving heritage values has a significant impact on all aspects of sustainability – social, environmental and economic. The intelligent reuse of our existing building stock will support the City's vision of developing complete and sustainable communities (See **Section 3.6 Neighbourhoods**).

The renewed focus of the Heritage Program should recognize the importance of sustainability initiatives. Heritage conservation should be integrated with sustainability initiatives (including environmental, economic and social initiatives) whenever possible, for the benefit of both. In addition, the City's heritage policies should link to the Province's initiatives in developing a "Green Building Code".

3.3.4 Heritage and Economic Development

"Old ideas can sometimes use new buildings. New ideas must use old buildings." Jane Jacobs.

As discussed in **Section 1.3: The Public Benefits of Heritage Conservation**, an investment in heritage can provide economic stimulus and support community development. Heritage conservation does not mean "no change", rather it is an opportunity for creative community-building and also provides amenities as our urban environments become subject to intensification.

Heritage is good for the City's economic environment and good for business. Investment in heritage conservation pays off in enhanced tax assessments, improved urban environments, business recruitment and retention and opportunities for business incubation.

Heritage sites are a key factor in its development of cultural tourism opportunities, and therefore support the City's broader goal of economic development. The fastest growing sector of the tourism market is cultural tourism, which grows globally by 15% every year. Cultural tourism describes travellers engaging in cultural events and activities while away from their home communities. This umbrella term includes, but is not limited to: performing arts; visual arts; heritage events; visits to historic sites; genealogical research; multicultural/ethnic events; and some attractions. Education is also a significant part of cultural tourism, as these elements may involve a high degree of interactivity. Cultural tourists do not necessarily define their primary motivation for travel as cultural activity. For

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instance, a business traveller who attends a play is as much a cultural tourist as someone who travels to see a heritage site or a museum. Winnipeg, with half a million visitors a year and a wide array of heritage and cultural attractions, is ideally situated to take advantage of the cultural tourism market.

There are also many ways in which heritage conservation supports the development of a creative, healthy community, including links between the preservation of existing building stock and the provision of affordable housing.

3.3.5 Heritage Education and Awareness

The City of Winnipeg has already undertaken many successful heritage education and awareness initiatives over many years. These initiatives can raise awareness of the importance of heritage in many ways, primarily by engaging communities in two strategies: educational outreach and marketing / communications.

The City of Winnipeg can continue to provide leadership in heritage communication that will raise the profile of heritage by broadly supporting community partners that can inform a wide audience, including community associations, museums and the educational community. The City's Heritage Program could also support the development of a network to exchange knowledge and practices between 'key heritage stakeholders'. Proactively communicating a pro-heritage message through local media should also be a priority. Local school programs should be supported whenever possible. Heritage awareness can be further realized through public programming, including commemoration, interpretation and public art, as well as the ongoing development of community partnerships.

Over time, many historic sites have been marked with a variety of plaques, markers, cairns and other signs that do not necessarily provide historic information in a coherent manner. The City should consider undertaking a commemoration program that would:

- Determine what commemoration has already taken place;
- Identify gaps in commemoration;
- Develop a consistent image for City identification; and
- Consistently identified protected buildings and historic sites;



The City of Winnipeg should continue to actively support heritage education and awareness initiatives, through community partnerships and as resources allow.

**Summer Festival, Old Market Square,
Exchange District National Historic Site**

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STRATEGY 3: DEVELOP AN ENHANCED CITY OF WINNIPEG HERITAGE PROGRAM AND POLICY FRAMEWORK THAT LINK TO BROADER CIVIC GOALS OF ECONOMIC DEVELOPMENT, SUSTAINABILITY AND NEIGHBOURHOOD PLANNING.

PRINCIPLES

- The City should continue to support and develop its successful Heritage Program and ensure that the heritage permit application and negotiation process is open, transparent, and consistent;
- The City should coordinate, through partnerships, a broad range of community and private sector initiatives that will result in enhanced conservation;
- Eliminate any “disincentives” that currently hinder conservation.

ACTIONS

- 3.1 GOVERNANCE: Heritage Program:** Continue to support and develop the City of Winnipeg Heritage Program. [Ongoing]
- 3.2 PLANNING: Sustainability:** Link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives for the sustainable reuse of existing building stock and historic infrastructure. [Ongoing]
- 3.3 ECONOMIC DEVELOPMENT: Heritage and Cultural Facilities:** Support economic development initiatives through support for heritage and cultural facilities. [Ongoing]
- 3.4 ECONOMIC DEVELOPMENT: Housing:** Review and update rehabilitation incentives to promote a variety of housing opportunities in heritage buildings. [Ongoing]
- 3.5 INTERPRETATION: Heritage Education and Awareness:** Work with heritage groups and other community partners to enhance the delivery of historical information to the public, including a City Commemoration Program, interpretation programs and the use of electronic media. [Ongoing]
- 3.6 GOVERNANCE: Updated Heritage Program By-Law:** Amend the Historical Buildings By-Law 1477/77 to reflect the renewed focus of the Heritage Resource Management Plan. [Immediate]
- 3.7 GOVERNANCE: Standards and Guidelines:** Adopt the *Standards and Guidelines for the Conservation of Historic Places in Canada* as the basis for all work on Heritage Register sites, including applications for City grants, the granting of incentives, and the review of permit applications. [Immediate]
- 3.8 INCENTIVES: Heritage Resources:** Review the City’s heritage conservation incentives to support private and public sector conservation initiatives and investment through heritage conservation incentives that are tied directly to the quality of the proposed intervention. [Short Range]
- 3.9 GOVERNANCE: Staff Training:** Improve City Staff Services by informing and training City staff about heritage conservation issues, *Standards and Guidelines*, and on the goals and actions of the City of Winnipeg Heritage Resource Management Plan and the Warehouse District Secondary Plan. [Short Range]

CITY OF WINNIPEG HERITAGE RESOURCE MANAGEMENT PLAN

3.4: DOWNTOWN PAST, PRESENT & FUTURE

The downtown is Winnipeg's heart, reflecting the richness of the City's past, the excitement of the present, and its aspirations for the future. It offers the greatest range of heritage resources that can be, and should be, integral to the sustainable transformation of the downtown into the City's pre-eminent complete community.

Winnipeg's Downtown embraces the spirit of a long history, rich in cultural traditions, cosmopolitan character, and vitality. For over 6,000 years, the downtown vicinity at the junction of the Red and Assiniboine rivers has been a gathering place for the people of Winnipeg and its visitors. Today, those elements that make up the downtown — the streets and buildings, the people and activities — merge with its history and traditions to fashion the image that Winnipeggers hold of their city. It is also the image visitors take home with them.

Following its establishment as an urban hub nearly 150 years ago, Downtown Winnipeg continues to be a gateway for commerce, industry, and transportation while accommodating a significant residential population. Downtown boasts a number of distinct character areas and historic sites, including the Exchange District and The Forks National Historic Sites, Chinatown and the Legislative Precinct. As well, Portage and Main is one of Canada's most famous and historic intersections.

Opportunities abound to enhance the Downtown as the City's historic centre. The first step begins with a recognition that the Downtown's heritage resources comprise much more than its historically significant buildings. The banks of the Red and Assiniboine Rivers, archeological sites such as Upper Fort Garry Gate, historical events and their associated locations, such as the 1919 General Strike, all need to be considered, preserved and celebrated as part of the larger identity of Downtown.



Portage Avenue retail section, no date

CITY OF WINNIPEG HERITAGE RESOURCE MANAGEMENT PLAN

STRATEGY 4: THROUGH THE CONSERVATION OF DOWNTOWN'S HERITAGE RESOURCES, INTERPRET WINNIPEG'S HISTORY WHILE PROVIDING SIGNIFICANT AND SUSTAINABLE DEVELOPMENT OPPORTUNITIES.

PRINCIPLES

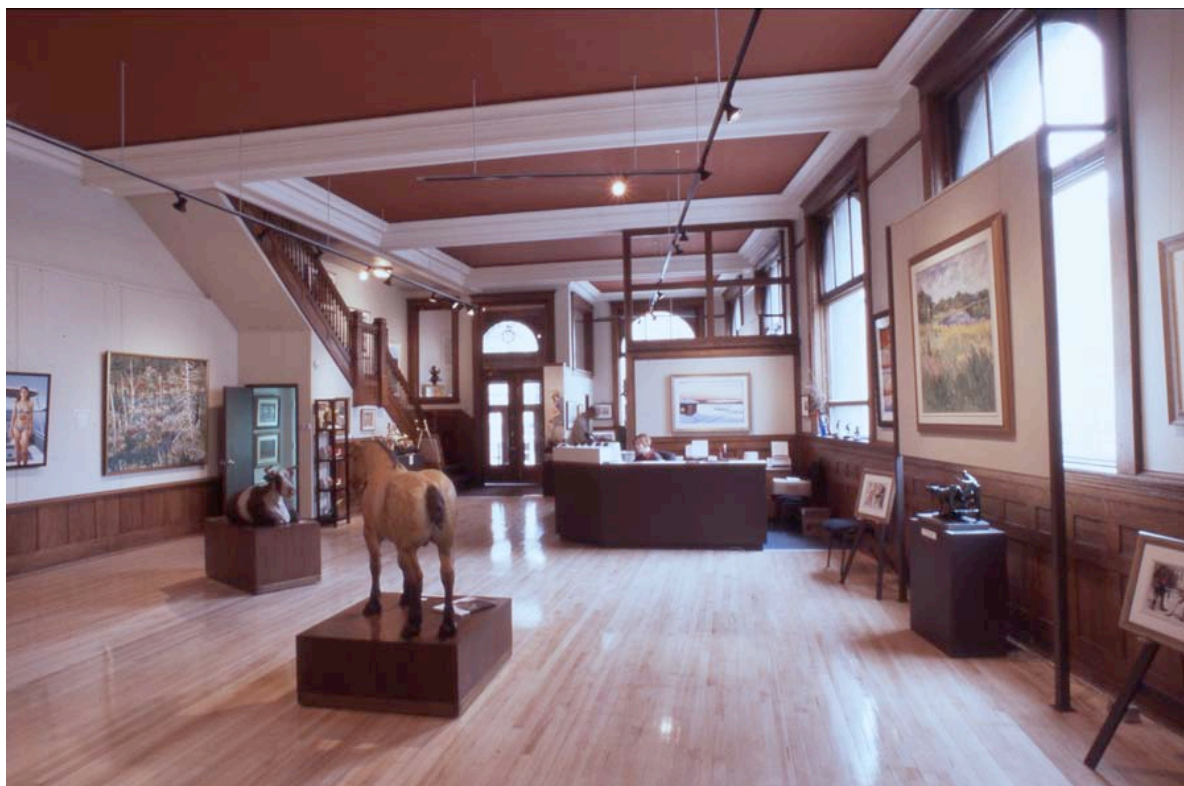
- Winnipeg's rich history should be evident throughout the downtown; its stories should be told and celebrated;
- The diverse range of downtown's heritage resources should be managed, identified, protected and celebrated; and
- The downtown's heritage resources should play a key role in revitalization efforts, serving as catalysts to development and facilitating progress through adaptive re-use.

ACTIONS

- 4.1 INCENTIVE: Administrative:** Ensure that streamlined regulatory processes and effective implementation tools are in place to support the development goals desired for the adaptive re-use of heritage resources. [Ongoing]
- 4.2 PLANNING: Housing:** Continue to promote the re-use of heritage buildings to increase housing stock in the Downtown and to provide community amenities that will create more livable neighbourhoods. [Ongoing]
- 4.3 ECONOMIC DEVELOPMENT: Housing:** Work with CentreVenture to develop an inventory of convertible heritage buildings and pro-actively market the reuse of these buildings to increase housing stock in the downtown and to provide community amenities that will create more livable, complete neighbourhoods. [Ongoing]
- 4.4 INCENTIVES: Tax Incentives:** Utilize Tax Increment Financing as a development tool, making all heritage properties within the Downtown eligible for that form of tax incentive while working in partnership with the Province to ensure that the TIF incentive includes both the municipal and educational components of the property tax levy. [Immediate]
- 4.5 INCENTIVES: Housing:** Review and update rehabilitation incentives to promote a variety of housing opportunities in heritage buildings in the Downtown. [Immediate]
- 4.6 REGULATION: Parking:** Ensure through regulation that demolition of a heritage resource is never allowed for the purpose of providing surface parking. [Immediate]
- 4.7 GOVERNANCE: Institutional Use:** Commit to a 'downtown first' policy for civic accommodations with an emphasis on the adaptive re-use of heritage buildings while encouraging other levels of government to do the same, including the expansion of downtown campuses for the University of Manitoba, University of Winnipeg, and Red River College. [Short Range]
- 4.8 PLANNING: Complementary Streetworks:** Through a public works program, continue to showcase heritage resources as a cornerstone of high quality urban design in the Downtown by developing streetscapes that enhance heritage sites. [Short Range]
- 4.9 PLANNING: Wayfinding:** Develop a wayfinding strategy for the Downtown by using heritage landmarks to reinforce sense of place, orientation, and identity, connecting key landmarks such as The Forks, Upper Fort Garry Gate, VIA Rail, Portage and Main, the Hudson's Bay, University of Winnipeg, etc. [Short Range]

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- 4.10 PLANNING: Downtown Heritage Areas:** Formally identify and delineate the Legislative precinct and The Forks as two unique Downtown heritage sectors by recognizing their historical importance and characterizing them as distinct and complementary for the purpose of Downtown growth and development planning. [Short Range].
- 4.11 PLANNING: Downtown Heritage Neighbourhoods:** Develop neighbourhood plans for the Central Park and South of Broadway areas by emphasizing their historical roots and capitalizing upon their heritage assets to build more complete communities. [Short Range]
- 4.12 PLANNING: Modern Heritage Buildings:** Formally recognize the significance of the Modernist buildings in the Downtown by delineating a Modernist precinct (including City Hall, the Public Safety Building, the Concert Hall, the Manitoba Museum, and the Manitoba Theatre Centre) and encouraging the conservation of these notable civic and cultural monuments beginning with the Manitoba Theatre Centre (the first modernist building in Manitoba to be recognized as a National Historic Site). [Short Range]
- 4.13 PLANNING: Heritage Design Guidelines:** Develop design guidelines for heritage resources by developing clear, intent-based design guidelines that can be consistently applied and that reflect the development goals of each recognized heritage precinct. [Short Range]



Mayberry Art Gallery, McDermot Avenue, Exchange District National Historic Site

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3.5: THE EXCHANGE DISTRICT AS CROWN JEWEL

The Exchange District National Historic Site is a dense urban area consisting of approximately 20 city blocks, located just north of Winnipeg's historic Portage and Main intersection. It is renowned for its intact collection of warehouses, financial institutions, and early terra cotta-clad skyscrapers dating from the turn of the twentieth century.

The Exchange District represents an exceptional and unique legacy chronicling Winnipeg's boom time transformation from a modest 1870s pioneer settlement to Western Canada's largest metropolis by 1913. The city's dominance in the fields of finance, manufacturing, wholesale distribution, and grain trade can be traced through the Exchange's spectacular architecture and distinct streetscapes.

The Exchange District encompasses Winnipeg's greatest concentration of heritage buildings and has been recognized as a Canadian treasure through its designation as a National Historic Site in 1997. To quote the Parks Canada *Commemorative Integrity Statement*, November 2000 "It is not the individual buildings themselves... but the historical process of bringing together large numbers of heritage structures illustrating important themes within a tightly defined area which makes the Exchange District unique."

Today, the Exchange District is known for its specialty retail shops, restaurants, nightclubs and festivals, and as a popular location for the film and television industry. As well, with considerable attention being paid to the residential conversion of warehouse spaces, the Exchange District is establishing itself as a residential neighbourhood.

Opportunities abound to enhance the Exchange District as one of the City's greatest attractions and as a thriving, prosperous neighbourhood. The future of the Exchange District as a healthy, viable and authentic heritage attraction will also need to recognize the principles of sustainability and must balance economic, social, and environmental interests. This balance of interests, that recognizes the heritage value of the Exchange District to all of Winnipeg, is critical in ensuring the area's long-term viability.



Winnipeg Wholesale District c.1911 (postcard published by Lyall Commercial Photo Co.)

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STRATEGY 5: ENHANCE THE VIABILITY OF THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE WHILE PROTECTING ITS AUTHENTICITY.

PRINCIPLES

- The authentic heritage resources within the Exchange District should not be compromised. Through guidelines for development, the Exchange District's historic built form should be conserved in its current configuration to the greatest degree possible (with minor additions and alterations allowed), while discouraging “facadism” and/or reconstruction that reduces authenticity;
- The Exchange District should be a prime Winnipeg attraction, providing a positive visitor experience for residents and non-residents alike; and
- The Exchange District should create economic opportunities for the local business community.

ACTIONS

- 5.1 GOVERNANCE: Partnerships:** Establish working partnerships with Destination Winnipeg, the Exchange District BIZ, the film industry, and others to promote the Exchange District as a tourist destination and film location and as a centre for festivals, concerts, and events. [Ongoing]
- 5.2 PLANNING: Consistency:** Ensure consistency between the City's adopted policies and guidelines designed to provide direction in new construction, as well as restoration, rehabilitation, and preservation projects, and the Parks Canada *Commemorative Integrity Statement* and the *Standards and Guidelines for the Conservation of Historic Places in Canada*. [Ongoing]
- 5.3 INCENTIVES: Building Code Equivalencies:** Ensure that the City of Winnipeg's Plan Examination Branch recognizes the singular importance of the Exchange District as a National Historic Site by allowing equivalencies for heritage structures to address such issues as small floor plates, egress challenges, exposed structural members, etc. [Ongoing]
- 5.4 PLANNING: Public Realm:** Encourage a pedestrian-friendly environment throughout the Exchange District with an emphasis on accommodating street-level activity such as restaurant patios, street vendors, buskers, etc, while introducing elements such as public art, street furniture, planters, etc. and minimizing pedestrian obstructions such as curb cuts. [Ongoing]
- 5.5 INCENTIVES: Tax Incentives:** Establish the Exchange District as a Tax Increment Financing Zone, making all properties within the District eligible for that form of tax incentive while working in partnership with the Province to ensure that the TIF program includes both the municipal and educational components of the property tax levy. [Immediate]
- 5.6 GOVERNANCE: Review Process:** Amend the mandate of the (renamed) Heritage Resources Advisory Committee to include an advisory role for safeguarding the integrity of the Exchange District National Historic Site, requiring that the Committee be consulted prior to the issuance of any development permit in the District. [Immediate]
- 5.7 PLANNING: Secondary Plan:** By completing the secondary planning process currently under way for the Warehouse District, develop and promote a renewed vision for the Exchange District as a vibrant area of authentically conserved heritage that is an exciting place to live, work, and visit – supported through policies that strongly support increased residential and mixed-use development. [Immediate]

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- 5.8 REGULATION: Parking:** Amend the parking provisions in the Downtown Winnipeg Zoning By-Law as it relates to the Exchange District (one of three 'Character Areas' in the By-Law) in a manner that would change non-accessory off-street parking from a 'Conditional Use' to 'Not Permitted' and that would change accessory off-street at-grade parking (up to 10 spaces or 40% lot coverage) from an 'Accessory Use' to a 'Conditional Use'. [Immediate]
- 5.9 PLANNING: Parking Strategy:** Undertake a parking strategy for the Exchange District with the intent of maximizing short-term on-street parking, banning non-accessory surface parking, addressing loading and other service needs, and accommodating the demand for long-term off-street parking through parking structures rather than through surface lots. [Short Range]
- 5.10 ECONOMIC DEVELOPMENT: Infill Development:** Through guidelines for development, encourage compatible infill that contributes to the viability of the Exchange District, that supports a strong streetscape and pedestrian oriented-environment, and that is contemporary in style but remains respectful of the historic context in terms of mass, materials, relationship of solids to voids, and colour. [Short Range]
- 5.11 INTERPRETATION: Interpretive Plan:** Establish and implement an Exchange District Interpretive Plan with other stakeholders and government partners recognizing a number of historic themes including the grain trade, finance, wholesale/manufacturing, architecture, civic development and labour. [Medium Range]
- 5.12 PLANNING: Public Realm Beautification:** In recognition that elements of the public realm (the streets, lanes, sidewalks, parks, street furniture, light standards, street signs, public art, etc.) contribute significantly to the character of the Exchange District, establish a public realm beautification program, aimed at improving heritage-related infrastructure through high-quality, context-sensitive public works and maintenance programs. Create significant entranceways or gateways into the Exchange District, through signage and/or structures, as a means of enhancing recognition of the site, such as a major gateway structure on King Street at Notre Dame Avenue. [Medium Range]



Interior of Pantages Theatre, built 1913

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3.6: NEIGHBOURHOOD HERITAGE PLANNING



Pre-1900 shops on Tache Avenue, St. Boniface

Winnipeg is a city of neighbourhoods. Despite the structural amalgamation that created Unicity in 1972, the former communities (and neighbourhoods within those communities) still resonate in Winnipeg's consciousness. Since amalgamation, planning best practices have also turned away from creating monoculture communities, towards recognition of the value of diverse identities and distinct communities. It is now timely to re-examine the historic value and identity of Winnipeg's diverse neighbourhoods.

Residential neighbourhoods bring history, meaning, identity, and a sense of belonging to their residents. They can be broken down into three categories: mature neighbourhoods, recent neighbourhoods, and emerging neighbourhoods. Each offers opportunities to enhance and celebrate Winnipeg's rich historical legacy.

Mature Neighbourhoods: consist of Winnipeg's earliest residential areas together with its first suburbs. They were developed prior to the 1950s, and some as far back as the 1870s. Many of these are stable and sought-after places to live; others display characteristics of neighbourhoods in decline. Key features of these areas include a grid road network with back lanes and sidewalks, older housing stock, including the possibility of numerous heritage homes and structures, and one or more accompanying commercial streets.

Recent Neighbourhoods: are residential areas that were planned between the 1950s and the late 1990s. They contain a mix of low and medium density housing with nearby retail amenities. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable, residential communities with limited redevelopment potential over the next 30 years. Some of the older neighbourhoods in this category are starting to be recognized for their historical significance, representative of a planning concept and architectural style.

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New Neighbourhoods: are large undeveloped land areas identified for future residential development. Many are currently used for agriculture or other rural uses. Though largely undeveloped, they may contain historically significant homesteads and landmarks.



Transcona, a true railway town, founded in 1909

These efforts can build on the efforts of residents to enhance their own communities. The residents are able to identify local issues, and develop solutions for successful and sustainable capacity building and for an enhanced quality of life. This “grassroots” or community-driven approach to neighbourhood renewal can be supported through a policy framework that builds on the existing strengths of each community.

3.6.1 Heritage Homeowner Incentives

There are currently few incentives that assist the owners of heritage homes in restoration and maintenance, and consequently there has been little protection of the broader spectrum of Winnipeg’s residential heritage resources.

3.6.1.1 Heritage Homeowner Tax Credits

The City of Winnipeg should consider establishing tax incentives for heritage homes. This would assist in the costs of proper conservation of these buildings, Tax incentives should be offered in exchange for designation, and all work undertaken should conform to the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

3.6.1.2 Heritage Foundation

The City of Winnipeg could offer programs through a municipally-funded, “arms-length” foundation that could provide direct financial assistance to the owners of designated residential properties. The City may wish to consider the feasibility of establishing such a heritage foundation, which in addition to administering grant programs, could also serve an education and awareness function. A heritage foundation would also be able to actively fundraise to fulfill its mandate, and could establish an identity distinct from the municipal government. Matching funding could be sought for potential grant programs through corporate sponsorship, private foundations and other sources. Potential steps in the establishment of a heritage foundation could include:

- Undertake a feasibility study for a Winnipeg Heritage Foundation that would provide financial incentives for the restoration of heritage homes, as well as heritage education and awareness initiatives.
- Formally establish the heritage foundation through a resolution of Council.
- Through Council, appoint a Board of Directors and identify an annual budget.
- Initiate a Fund Development Program that could include building an endowment, planned giving, patronage (Honourary and Active), "Friends of the Heritage Foundation," and corporate sponsorship.

The City of Winnipeg should undertake a feasibility study for the establishment of a dedicated heritage foundation, in order to determine potential costs, mandate and measures of success.

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3.6.1.3 Senior Government Grants

The Province of Manitoba, through the Historic Resources Branch, offers financial assistance through a Designated Building Grants Program for buildings designated under the *Heritage Resources Act* or by the City of Winnipeg. See Section 2.5.2 **Province of Manitoba Incentives** for further information.

The Residential Rehabilitation Assistance Program (RRAP), offered through the Canada Mortgage and Housing Corporation, helps low-income Canadians, people with disabilities and First Nations people live in decent, affordable homes. This can also assist in the rehabilitation of historic buildings. See **Section 2.5.3: Federal Incentives** for further information.



The Sherbrook Pool, built in 1930, has been an important West End recreational facility for many decades

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STRATEGY 6: PLAN FOR THE SUSTAINABLE DEVELOPMENT OF HEALTHY NEIGHBOURHOODS, BASED ON THEIR HISTORIC IDENTITY AND CHARACTER.

PRINCIPLES

- The unique identity, character and heritage resources of each neighbourhood should be identified, protected and celebrated;
- The determination of neighbourhood identity and character should derive from stakeholder engagement and a broadly-based assessment;
- When developing plans for new and existing neighbourhoods, the cornerstone should be to build upon a foundation of historic integrity; and
- The adaptive reuse of existing building stock and historic infrastructure should be significant factors in achieving sustainability targets.

ACTIONS

- 6.1 PLANNING: Housing:** Support affordable housing policies through continued and adaptive re-use of existing housing stock. [Ongoing]
- 6.2 INCENTIVES: Heritage Homeowners:** Explore the potential for heritage conservation incentives for heritage homeowners, including a heritage homeowner tax credit. [Immediate]
- 6.3 INCENTIVES: Heritage Homeowners:** Consider the feasibility of an “arm’s-length” Heritage Foundation that would assist heritage homeowners with restoration and maintenance grants, as well as heritage education and awareness initiatives. [Short Range]
- 6.4 PLANNING: Mature Neighbourhoods:** While individual historical sites, including heritage homes, will be identified and protected through the Heritage Register process, consider the addition and protection of important historical streetscapes, precincts, or neighbourhoods in mature areas (e.g. Armstrong Point). [Short Range]
- 6.5 INTERPRETATION: Mature Neighbourhoods:** Develop a place-naming policy for mature neighbourhoods that is reflective of their historical legacy. [Short Range]
- 6.6 INTERPRETATION: Recent Neighbourhoods:** Develop a place-naming policy for recent neighbourhoods that is reflective of their historical legacy. This is most relevant for emerging neighbourhoods (a sub-set of recent neighbourhoods per OurWinnipeg) where new streets, parks, libraries, community centres and other infrastructure and amenities continue to be added. [Short Range]
- 6.7 PLANNING: New Neighbourhoods:** As part of the pre-planning for new neighbourhoods, establish a policy to conduct a heritage assessment, including an archeological assessment, to identify resources worthy of protection and undertake site planning in a way that emphasizes these legacy elements to create historical recognition. This may include man-made or natural features and locations of important historical significance. [Short Range]
- 6.8 INTERPRETATION: New Neighbourhoods:** Where new communities embody significant historical connections, work with provincial and educational partners to cultivate opportunities for historical interpretation in order to enhance awareness, comprehension, meaning and appreciation. [Short Range]

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- 6.9 INTERPRETATION: New Neighbourhoods:** Develop a place-naming policy for new neighbourhoods that is reflective of their historical legacy and can assist with efficient navigation and wayfinding within these new neighbourhoods. This should apply to new streets, parks, libraries, community centres, and other infrastructure and amenities. [Short Range]
- 6.10 ECONOMIC DEVELOPMENT: Mature Neighbourhoods:** Promote the conservation of traditional commercial storefronts as part of a reinvestment strategy in the commercial strips associated with many mature neighbourhoods. This may include supporting the creation and ongoing management of Business Improvement Zones. [Medium Range]
- 6.11 PLANNING: Mature Neighbourhoods:** When undertaking the creation of a neighbourhood plan in a mature neighbourhood, develop, as a foundation, an inventory of local heritage resources together with a strategy for their conservation in order to capitalize upon the neighbourhood's sense of place and identity. This includes identifying, with Business Improvement Zones as potential partners, neighbourhood main streets and their commercial and government buildings. [Medium Range]
- 6.12 PLANNING: Recent Neighbourhoods:** Establish an inventory of recent neighbourhoods that may have historical significance due to their modernist architectural or planning characteristics and develop guidelines for their protection and enhancement (e.g. Wildwood Park). [Medium Range]
- 6.13 PLANNING: New Neighbourhoods:** In development plans for new neighbourhoods, establish a policy to promote the retention of heritage resources to create a connection between the past and the future. [Medium Range]

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4. IMPLEMENTATION STRATEGY

The Implementation Strategy will provide a summary of the recommendations of the Heritage Resource Management Plan, with an outline of who will be responsible for the Action, and the approximate timeframe, expected to include:

Ongoing = existing initiatives that should be continued

Immediate = at time of Plan submission

Short Range = within 2 years

Medium Range = within 5 years

STRATEGY 1: PRESERVE, PROTECT AND CELEBRATE SIGNIFICANT HISTORICAL RESOURCES THAT ILLUSTRATE THE BROAD RANGE OF WINNIPEG'S HERITAGE VALUES.						
ACTION		TIME	LEAD	INVOLVED	IMPLICATION	
1.1	PLANNING	Built Heritage	Ongoing	City	Federal Government; Province of Manitoba; community partnerships	Further survey of built community heritage resources of potential heritage value, including modern heritage, monuments, transportation and industrial heritage, etc.
1.2	PLANNING	Cultural Landscapes	Ongoing	City	Community partnerships (e.g. <i>Trees Winnipeg</i>)	Further survey of potential heritage landscape features.
1.3	GOVERNANCE	Enabling Legislation	Short Range	City	Province of Manitoba	Amend the <i>City of Winnipeg Charter</i>
1.4	PLANNING	Evaluation Framework	Short Range	City	Other funding sources	Undertake the development of a Winnipeg Thematic Framework and Historic Context Statement [consultant study].
1.5	PLANNING	Archaeological Resources	Short Range	City	Province of Manitoba	Develop a planning process that will ensure adequate review of sites with archaeological potential.
1.6	INTERPRETATION	Historic Cemeteries	Short Range	Community Partnerships	City	Interpret and enhance historic cemeteries.
1.7	PLANNING	Community Memorials	Short Range	City	Province of Manitoba, community partnerships	Document an inventory of monuments, memorials and markers, and develop policies to ensure their conservation.
1.8	PLANNING	Archaeological Resources	Medium Range	City	Province of Manitoba	Develop and expand the inventory of areas of high archaeological potential and develop guidelines for protection and excavation.
1.9	INTERPRETATION	Intangible Cultural Heritage	Medium Range	Community partnerships	City	Raise awareness of tangible and intangible heritage and interpret public history.

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STRATEGY 2: PROVIDE LEADERSHIP IN HERITAGE CONSERVATION THROUGH A POLICY OF CITY HERITAGE STEWARDSHIP.						
ACTION			TIME	LEAD	INVOLVED	IMPLICATION
2.1	ECONOMIC DEVELOPMENT	City-Owned Heritage Resources	Ongoing	City	Federal Government; Province of Manitoba; community partnerships; Museum Board	Support and enhance cultural tourism opportunities through increased investment in city-owned heritage assets including historic sites and museums.
2.2	PLANNING	City-Owned Heritage Resources	Ongoing	City	Federal Government; Province of Manitoba; community partnerships	Continue to work in partnership with senior levels of government, community groups and lease operators to conserve City-owned heritage resources, including buildings, parks, cemeteries, community memorials, etc.
2.3	OPERATIONS	City-Owned Heritage Resources	Ongoing	City	Lease operators	Ensure that lease and maintenance agreements for City-owned heritage resources require compliance with the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> .
2.4	INTERPRETATION	City-Owned Heritage Resources	Ongoing	City	Other funding sources and community partnerships	Continue the delivery of historical information to the public, including interpretation programs and the use of electronic media.
2.5	INTERPRETATION	City-Owned Cemeteries	Ongoing	City	Cemeteries Branch; other funding sources	Continue to support the Cemeteries Branch in increasing public awareness of the City cemeteries heritage and community value, through programmes of public open day events and interactive learning opportunities for schools.
2.6	GOVERNANCE	City-Owned Heritage Resources	Immediate	City	Lease operators	Adopt the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> as the basis for all work on all City-owned Heritage Register sites.
2.7	PLANNING	Heritage Stewardship Policy	Short Range	City	Relevant City Departments	Develop a Heritage Stewardship Policy that will allow the City to act as a leader in heritage conservation initiatives, including internal coordination, staff training, public messaging, development of an information base, and site-by-site implementation.

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2.8	PLANNING	City-Owned Heritage Resources	Medium Range	City	Province of Manitoba	Prepare conservation plans, based on the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> , for City-owned heritage resources [consultant studies].
2.9	PLANNING	City-Owned Cultural Landscapes	Medium Range	City	Community partnerships	Develop City policies to identify, recognize and protect significant cultural landscape features, including an official inventory and legal protection, and a supportive policy framework.
2.10	PLANNING	City-Owned Cemeteries	Medium Range	City	Manitoba Public Utilities Board, community partnerships	Develop conservation plans and strategies for the restoration of deteriorated memorials.

STRATEGY 3: DEVELOP AN ENHANCED CITY OF WINNIPEG HERITAGE PROGRAM AND POLICY FRAMEWORK THAT LINK TO BROADER CIVIC GOALS OF ECONOMIC DEVELOPMENT, SUSTAINABILITY AND NEIGHBOURHOOD PLANNING.

ACTION		TIME	LEAD	INVOLVED	IMPLICATION	
3.1	GOVERNANCE	Heritage Program	Ongoing	City	Council to set direction; City Departments	Continue to support and develop the City of Winnipeg Heritage Program.
3.2	PLANNING	Sustainability	Ongoing	City	City Departments; community partnerships	Link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives for the sustainable reuse of existing building stock and historic infrastructure.
3.3	ECONOMIC DEVELOPMENT	Heritage and Cultural Facilities	Ongoing	City	City Departments; community partnerships; Museum Board; Winnipeg Arts Council	Support economic development initiatives through support for heritage and cultural facilities.
3.4	ECONOMIC DEVELOPMENT	Housing	Ongoing	City		Review and update rehabilitation incentives to promote a variety of housing opportunities in heritage buildings.
3.5	INTERPRETATION	Heritage Education and Awareness		City	Community partnerships	Work with heritage groups and other community partners to enhance the delivery of historical information to the public, including a City Commemoration Program, interpretation programs and the use of electronic media.

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3.6	GOVERNANCE	Updated Heritage Program By-Law	Immediate	City		Amend the Historical Buildings By-Law 1477/77 to reflect the renewed focus of the Heritage Resource Management Plan.
3.7	GOVERNANCE	Standards and Guidelines	Immediate	City		Adopt the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> as the basis for all work on Heritage Register sites, including applications for City grants, the granting of incentives, and the review of permit applications.
3.8	INCENTIVES	Heritage Resources	Short Range	City		Review the City's heritage conservation incentives to support private and public sector conservation initiatives and investment through heritage conservation incentives that are tied directly to the quality of the proposed intervention.
3.9	GOVERNANCE	Staff Training	Short Range	City	City Departments	Improve City Staff Services by informing and training City staff about heritage conservation issues, <i>Standards and Guidelines</i> , and on the goals and actions of the City of Winnipeg Heritage Resource Management Plan and the Warehouse District Secondary Plan.

STRATEGY 4: THROUGH THE CONSERVATION OF DOWNTOWN'S HERITAGE RESOURCES, INTERPRET WINNIPEG'S HISTORY WHILE PROVIDING SIGNIFICANT AND SUSTAINABLE DEVELOPMENT OPPORTUNITIES.

ACTION			TIME	LEAD	INVOLVED	IMPLICATION
4.1	INCENTIVE	Administrative	Ongoing	City	City Departments	Ensure that streamlined regulatory processes and effective implementation tools are in place to support the development goals desired for the adaptive re-use of heritage resources.
4.2	PLANNING	Housing	Ongoing	City	CentreVenture	Continue to promote the re-use of heritage buildings to increase housing stock in the Downtown and to provide community amenities that will create more livable neighbourhoods.

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4.3	ECONOMIC DEVELOPMENT	Housing	Ongoing	City	CentreVenture	Work with CentreVenture to develop an inventory of convertible heritage buildings and pro-actively market the reuse of these buildings to increase housing stock in the downtown and to provide community amenities that will create more livable, complete neighbourhoods.
4.4	INCENTIVES	Tax Incentives	Immediate	City	Province of Manitoba, CentreVenture	Utilize Tax Increment Financing as a development tool, making all heritage properties within the Downtown eligible for that form of tax incentive while working in partnership with the Province to ensure that the TIF incentive includes both the municipal and educational components of the property tax levy.
4.5	INCENTIVES	Housing	Immediate	City		Review and update rehabilitation incentives to promote a variety of housing opportunities in heritage buildings in the Downtown.
4.6	REGULATION	Parking	Immediate	City		Ensure through regulation that demolition of a heritage resource is never allowed for the purpose of providing surface parking.
4.7	GOVERNANCE	Institutional Use	Short Range	City Council	City Departments, Province of Manitoba, community partnerships	Commit to a 'downtown first' policy for civic accommodations with an emphasis on the adaptive re-use of heritage buildings while encouraging other levels of government to do the same, including the expansion of downtown campuses for the University of Manitoba, University of Winnipeg, and Red River College.
4.8	PLANNING	Complementary Streetworks	Short Range	City	City Departments	Through a public works program, continue to showcase heritage resources as a cornerstone of high quality urban design in the Downtown by developing streetscapes that enhance heritage sites.

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4.9	PLANNING	Wayfinding	Short Range	City		Develop a wayfinding strategy for the Downtown by using heritage landmarks to reinforce sense of place, orientation, and identity, connecting key landmarks such as The Forks, Upper Fort Garry Gate, VIA Rail, Portage and Main, the Hudson's Bay, University of Winnipeg, etc.
4.10	PLANNING	Downtown Heritage Areas	Short Range	City	Province of Manitoba, Parks Canada	Formally identify and delineate the Legislative precinct and The Forks as two unique Downtown heritage sectors by recognizing their historical importance and characterizing them as distinct and complementary for the purpose of Downtown growth and development planning.
4.11	PLANNING	Downtown Heritage Neighbourhoods	Short Range	City		Develop neighbourhood plans for the Central Park and South of Broadway areas by emphasizing their historical roots and capitalizing upon their heritage assets to build more complete communities.
4.12	PLANNING	Modern Heritage Buildings	Short Range	City		Formally recognize the significance of the Modernist buildings in the Downtown by delineating a Modernist precinct (including City Hall, the Public Safety Building, the Concert Hall, the Manitoba Museum, and the Manitoba Theatre Centre) and encouraging the conservation of these notable civic and cultural monuments beginning with the Manitoba Theatre Centre (the first modernist building in Manitoba to be recognized as a National Historic Site).
4.13	PLANNING	Heritage Design Guidelines	Short Range	City		Develop design guidelines for heritage resources by developing clear, intent-based design guidelines that can be consistently applied and that reflect the development goals of each recognized heritage precinct.

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STRATEGY 5: ENHANCE THE VIABILITY OF THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE WHILE PROTECTING ITS AUTHENTICITY.						
ACTION			TIME	LEAD	INVOLVED	IMPLICATION
5.1	GOVERNANCE	Partnerships	Ongoing	City	Community partnerships	Establish working partnerships with Destination Winnipeg, the Exchange District BIZ, the film industry, and others to promote the Exchange District as a tourist destination and film location and as a centre for festivals, concerts, and events.
5.2	PLANNING	Consistency	Ongoing	City	Parks Canada	Ensure consistency between the City's adopted policies and guidelines designed to provide direction in new construction, as well as restoration, rehabilitation, and preservation projects, and the Parks Canada <i>Commemorative Integrity Statement</i> and the <i>Standards and Guidelines for the Conservation of Historic Places in Canada</i> .
5.3	INCENTIVES	Building Code Equivalencies	Ongoing	City	City Departments	Ensure that the Plan Examination Branch recognizes the singular importance of the Exchange District as a National Historic Site by allowing equivalencies for heritage structures to address such issues as small floor plates, egress challenges, exposed structural members, etc.
5.4	PLANNING	Public Realm	Ongoing	City	City Departments	Encourage a pedestrian-friendly environment with an emphasis on accommodating street-level activity such as restaurant patios, street vendors, buskers, etc, while introducing elements such as public art, street furniture, planters, etc. and minimizing pedestrian obstructions such as curb cuts.

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5.5	INCENTIVES	Tax Incentives	Immediate	City	Province of Manitoba, CentreVenture	Establish the Exchange District as a Tax Increment Financing Zone, making all properties within the District eligible for that form of tax incentive while working in partnership with the Province to ensure that the TIF program includes both the municipal and educational components of the property tax levy.
5.6	GOVERNANCE	Review Process	Immediate	City	Parks Canada	Amend the mandate of the (renamed) Heritage Resources Advisory Committee to include an advisory role for safeguarding the integrity of the Exchange District National Historic Site, requiring that the Committee be consulted prior to the issuance of any development permit in the District.
5.7	PLANNING	Secondary Plan	Immediate	City	City Departments, Parks Canada	By completing the secondary planning process currently under way for the Warehouse District, develop and promote a renewed vision for the Exchange District as a vibrant area of authentically conserved heritage that is an exciting place to live, work, and visit – supported through policies that strongly support increased residential and mixed-use development.
5.8	REGULATION	Parking	Immediate	City	City Departments	Amend the parking provisions in the Downtown Winnipeg Zoning By-Law as it relates to the Exchange District (one of three 'Character Areas' in the By-Law) in a manner that would change non-accessory off-street parking from a 'Conditional Use' to 'Not Permitted' and that would change accessory off-street at-grade parking (up

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						to 10 spaces or 40% lot coverage) from an 'Accessory Use' to a 'Conditional Use'.
5.9	PLANNING	Parking Strategy	Short Range	City	City Departments	Undertake a parking strategy with the intent of maximizing short-term on-street parking, banning non-accessory surface parking, addressing loading and other service needs, and accommodating the demand for long-term off-street parking through parking structures rather than through surface lots.
5.10	ECONOMIC DEVELOPMENT	Infill Development	Short Range	City	City Departments, Parks Canada	Through guidelines for development, encourage compatible infill that contributes to the viability of the Exchange District, that supports a strong streetscape and pedestrian oriented-environment, and that is contemporary in style but remains respectful of the historic context in terms of mass, materials, relationship of solids to voids, and colour.
5.11	INTERPRETATION	Interpretive Plan	Medium Range	City	Province of Manitoba, Parks Canada, community partnerships	Establish and implement an Exchange District Interpretive Plan with other stakeholders and government partners recognizing a number of historic themes including the grain trade, finance, wholesale/manufacturing, architecture, civic development and labour.
5.12	PLANNING	Public Realm Beautification	Medium Range	City	Exchange District BIZ, Parks Canada, community partnerships	In recognition that elements of the public realm (the streets, lanes, sidewalks, parks, street furniture, light standards, street signs, public art, etc.) contribute significantly to the character of the Exchange District, establish a public realm beautification program, aimed at improving heritage-

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						related infrastructure through high-quality, context-sensitive public works and maintenance programs. Create significant entranceways or gateways into the Exchange District, through signage and/or structures, as a means of enhancing recognition of the site, such as a major gateway structure on King Street at Notre Dame Avenue.
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STRATEGY 6: PLAN FOR THE SUSTAINABLE DEVELOPMENT OF HEALTHY NEIGHBOURHOODS, BASED ON THEIR HISTORIC IDENTITY AND CHARACTER.						
ACTION			TIME	LEAD	INVOLVED	IMPLICATION
6.1	PLANNING	Housing	Ongoing	City		Support affordable housing policies through continued and adaptive re-use of existing housing stock.
6.2	INCENTIVES	Heritage Homeowners	Immediate	City	Province of Manitoba	Explore the potential for heritage conservation incentives for heritage homeowners, including a heritage homeowner tax credit.
6.3	INCENTIVES	Heritage Homeowners	Short Range	City		Consider the feasibility of an "arm's-length" Heritage Foundation that would assist heritage homeowners with restoration and maintenance grants, as well as heritage education and awareness initiatives.
6.4	PLANNING	Mature Neighbourhoods	Short Range	City	Community partnerships	While individual historical sites, including heritage homes, will be identified and protected through the Heritage Register process, consider the addition and protection of important historical streetscapes, precincts, or neighbourhoods in mature areas (e.g. Armstrong Point).
6.5	INTERPRETATION	Mature Neighbourhoods	Short Range	City	Community partnerships	Develop a place-naming policy for mature neighbourhoods that is reflective of their historical legacy.
6.6	INTERPRETATION	Recent Neighbourhoods	Short Range	City	Community partnerships	Develop a place-naming policy for recent neighbourhoods that is reflective of their

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						historical legacy. This is most relevant for emerging neighbourhoods (a subset of recent neighbourhoods) where new streets, parks, libraries, community centres and other infrastructure and amenities continue to be added.
6.7	PLANNING	New Neighbourhoods	Short Range	City		As part of the pre-planning for new neighbourhoods, establish a policy to conduct a heritage assessment, including an archeological assessment, to identify resources worthy of protection and undertake site planning in a way that emphasizes these legacy elements to create historical recognition. This may include man-made or natural features and locations of important historical significance.
6.8	INTERPRETATION	New Neighbourhoods	Short Range	City	Province of Manitoba, Community partnerships	Where new communities embody significant historical connections, work with provincial and educational partners to cultivate opportunities for historical interpretation in order to enhance awareness, comprehension, meaning and appreciation.
6.9	INTERPRETATION	New Neighbourhoods	Short Range	City		Develop a place-naming policy for new neighbourhoods that is reflective of their historical legacy and can assist with efficient navigation and wayfinding within these new neighbourhoods. This should apply to new streets, parks, libraries, community centres, and other infrastructure and amenities.

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6.10	ECONOMIC DEVELOPMENT	Mature Neighbourhoods	Medium Range	City	Community and business partnerships	Promote the conservation of traditional commercial storefronts as part of a reinvestment strategy in the commercial strips associated with many mature neighbourhoods. This may include supporting the creation and ongoing management of Business Improvement Zones.
6.11	PLANNING	Mature Neighbourhoods	Medium Range	City		When undertaking the creation of a neighbourhood plan in a mature neighbourhood, develop, as a foundation, an inventory of local heritage resources together with a strategy for their conservation in order to capitalize upon the neighbourhood's sense of place and identity. This includes identifying, with Business Improvement Zones as potential partners, neighbourhood main streets and their commercial and government buildings.
6.12	PLANNING	Recent Neighbourhoods	Medium Range	City	Community partnerships	Establish an inventory of recent neighbourhoods that may have historical significance due to their modernist architectural or planning characteristics and develop guidelines for their protection and enhancement (e.g. Wildwood Park).
6.13	PLANNING	New Neighbourhoods	Medium Range	City		In development plans for new neighbourhoods, establish a policy to promote the retention of heritage resources to create a connection between the past and the future.

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du Canada



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APPENDIX A: DEFINITIONS

Cultural Landscape: A landscape designed and created intentionally by man"; (ii) an "organically evolved landscape" which may be a "relict (or fossil) landscape" or a "continuing landscape"; or a (iii) an "associative cultural landscape" which may be valued because of the "religious, artistic or cultural associations of the natural element. [World Heritage Committee Operational Guidelines].

Heritage Register: A list of sites with qualities or characteristics that are recognized as having significant heritage value.

Heritage Resource: As defined under the *City of Winnipeg Charter* and the *Heritage Resources Act* of the Province of Manitoba, a "heritage resource" includes:

- a heritage site,
- a heritage object, and
- any work or assembly of works of nature or of human endeavour that is of value for its archaeological, palaeontological, pre-historic, historic, cultural, natural, scientific or aesthetic features, and may be in the form of sites or objects or a combination thereof.

Heritage Tree: A notable specimen because of its size, form, shape, beauty, age, colour, rarity, genetic constitution, or other distinctive features; a living relic that displays evidence of cultural modification by Aboriginal or non-Aboriginal people, including strips of bark or knot-free wood removed, test hole cut to determine soundness furrows cut to collect pitch or sap, or blazes to mark a trail; a prominent community landmark; a specimen associated with a historic person, place, event or period; a representative of a crop grown by ancestors and their successors that is at risk of disappearing from cultivation; a tree associated with local folklore myths, legends or traditions; a specimen identified by members of a community as deserving heritage recognition. [*Trees Winnipeg* Heritage Tree Protection Committee].

Heritage Value: The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Historic Context Statement: A historic context statement provides a framework for understanding and evaluating historical resources. The significance of an individual site can be judged and explained by providing information about patterns and trends that define community history. Each site should be considered in the context of the underlying historical influences that have shaped and continue to shape the area. Historic context may be organized by theme, geographic area, or chronology, and is associated with a defined area and an identified period of significance. In this way, common, ever-present and representative historic sites, as well as interesting, rare or exceptional examples, can be identified and placed in context.

Historic Place: A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Intangible Cultural Heritage: Practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage. [UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage].

Mature Communities: Winnipeg's early suburbs, mostly developed before the 1950s. Key features are a grid road network with back lanes and sidewalks, low to moderate densities, and a fine-grained mix of land uses along commercial streets. Many of these communities have a full range of municipal services.

New Community: Large land areas on the edge of the City that are identified for future urban development. These areas are not currently served by a full range of municipal services and many were

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previously designated as Rural Policy Areas in Plan Winnipeg 2020 Vision.

Recent Communities: Areas of the city that were planned between the 1950s and the late 1990s. They are primarily low to medium density residential with some retail. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable residential communities with limited redevelopment potential over the next 30 years.

Thematic Framework: A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it was changed and how it relates to other sites linked by the theme. Historical themes are identified when a thematic history is prepared. The *National Historic Sites of Canada System Plan* provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance. The Province of Manitoba's *Thematic Structure of Manitoba History* identifies the best themes for future designations and commemorations, helps to prioritize research priorities and encourages a more comprehensive representation of heritage themes.

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APPENDIX B: CITY-OWNED HERITAGE SITES

BUILDINGS CONSERVATION LIST

For the period ending
DECEMBER 31, 2009

ADDRESS		NAME	GRADE	OWNER
CASS STREET	50	Caron House	III	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
CUMBERLAND AVENUE	410	Waddell Fountain	II	City of Winnipeg Central Park
DUMOULIN STREET	212	St. Boniface Firehall No. 1	II	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MAIN STREET	1637	Inkster House (Bleak House)	II	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MAPLE STREET	56	Fire Hall No. 3	II	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MARKET AVENUE	180	Playhouse Theatre	II	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MCBETH STREET	31	McBeth House	III	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MEADE STREET N.	140	Ross House Museum	I	City-Urban Renewal c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MOSTYN PLACE	22	Granite Curling Club	III	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
PAVILION CRESCENT	55	Assiniboine Park Pavilion	II	City of Winnipeg c/o Parks Department 2799 Roblin Boulevard, Winnipeg, MB
PLINGUET STREET	552	Former St. Boniface Waterworks Water Tower	III	City-Water Pumping 1199 Pacific Avenue, Unit 109 Winnipeg, MB R3E 3S8

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ADDRESS		NAME	GRADE	OWNER
PLINGUET STREET	598	Greater Winnipeg Water District Railway Station	II	City-Water Pumping 1199 Pacific Avenue, Unit 109 Winnipeg, MB R3E 3S8
PORTAGE AVENUE	3180	William Brown House	III	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
PROVENCHER BLVD.	219	St. Boniface City Hall	II*	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
REGENT AVENUE	141	Former Municipal Offices	III	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
RUPERTSLAND BLVD.	115	Seven Oaks Museum	I	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
SHERBROOK STREET	381	Sherbrook Pool	III	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
ST. MARY'S ROAD	598	Firehall	III	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
TALBOT AVENUE	325	Firehall #8	III	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
WEST GATE	20	Cornish Library	II	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
WILLIAM AVENUE	380	Carnegie Library	II	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4

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HISTORICAL BUILDINGS INVENTORY

Updated: December 01, 2009

ADDRESS		NAME	OWNER
BERRY STREET	200	Fire Hall No. 11 (Former St. James Fire Hall)	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
HENDERSON HWY	1940	Ross House	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
MAIN STREET	480	Ashdown's Store Annex	City of Winnipeg
OSBORNE STREET	265	Hydro Sub-station	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
OSBORNE STREET	524	Fire Hall (Ambulance Station No. 10)	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
PORTAGE AVENUE	0	Gate at Portage Avenue and Woodhaven Boulevard	City-Parks c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
PORTAGE AVENUE	3180	Assiniboine Municipal Offices	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
SALTER STREET	500	St. John's Branch Library	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
SARGENT AVENUE	845	No. 5 Firehall	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
SHERBROOK STREET	354	Former Fire Hall No. 5	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
AVENUE TACHE	866	St. Boniface Surge Tank	City-Water Pumping 1199 Pacific Avenue, Unit 109 Winnipeg, MB R3C 4K4
WILLIAM AVENUE	280	Maw Block	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4
WILLIAM AVENUE	1466	Fire Hall No. 9 (Fire Hall No. 3)	City of Winnipeg c/o Planning, Property and Development 65 Garry Street, Winnipeg, MB R3C 4K4

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APPENDIX C: PROVINCIAL HERITAGE SITES

The following are the 36 sites within the City of Winnipeg that have been designated by the Province of Manitoba under the *Heritage Resources Act*.

- 008: Empire Hotel Facade Remnants
- 014: Isbister School
- 019: Great-West Life Building
- 026: Garry Telephone Exchange Building
- 028: Barber House
- 029: Sir Hugh John MacDonald House
- 031: Trappist Monastery Ruins
- 037: First Presbyterian Church
- 039: La Chapelle de Notre-Dame-du-Bon-Secours
- 040: Manitoba Legislative Building
- 048: Hotel Fort Garry
- 049: Trappist Monastery Guesthouse
- 050: Kildonan School
- 051: Knox United Church
- 055: Bernier House
- 056: Grey Nuns' Convent
- 059: Central Normal School
- 061: Walker Theatre
- 068: Westminster United Church
- 073: First Scandinavian Mission Church
- 076: Winnipeg Canadian Pacific Railway Station
- 077: Old Kildonan Presbyterian Church
- 078: Waddell Fountain
- 080: St. Boniface Cathedral
- 083: St. John's Telephone Exchange Building
- 088: Northern Pacific and Manitoba Railway Repair Shop
- 089: Manitoba Agricultural College
- 091: Ukrainian Labor Temple
- 096: St. Luke's Anglican Church
- 101: Old St. James Anglican Church
- 109: Manitoba School For The Deaf
- 111: Gabrielle Roy House
- 114: Ralph Connor House
- 116: Pantages Playhouse Theatre
- 117: Cathedral Church of Saint John
- 120: Women's Tribute Memorial Lodge

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APPENDIX D: NATIONAL HISTORIC SITES

The Historic Sites and Monuments Board of Canada makes recommendations to the Government of Canada regarding nationally significant places, persons and events. As of March 2010, there are 56 designations in Winnipeg.

HISTORIC SITES (28)

- Battle of Seven Oaks
- Canadian Pacific Railway Station (Winnipeg)
- Capitol Theatre [demolished]
- Confederation Building
- *Dalnavert*
- Early Skyscrapers in Winnipeg
- Empire Hotel [demolished; partial façade retention]
- Exchange District
- Former Union Bank Building / Annex
- Fort Garry Hotel
- Forts Rouge, Garry and Gibraltar
- Grey Nuns' Convent
- Holy Trinity Anglican Church
- Maison Gabrielle-Roy
- Manitoba Theatre Centre
- Metropolitan Theatre
- Pantages Playhouse Theatre
- Ralph Connor House
- Red River Floodway
- Riel House
- Roslyn Court Apartments
- St. Boniface City Hall, St. Boniface
- St. Boniface Hospital Nurses' Residence
- The Forks
- Ukrainian Labour Temple
- Union Station / Winnipeg Railway Station (Canadian National)
- Walker Theatre
- Winnipeg Law Courts

HISTORIC EVENTS (7)

- Arrival of the Selkirk Settlers (Fort Douglas)
- Creation of the Province of Manitoba
- First Legislature of Manitoba
- Fort Garry – Fort Edmonton Trail
- Founding of The Royal Canadian Legion
- Winning of the Vote by Women
- Winnipeg General Strike

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HISTORIC PERSONS (21)

- Bryce, Reverend George
- Dafoe, John Wesley
- Douglas, Thomas (5th Earl of Selkirk)
- Ewart, John Skirving
- Gaboury, Marie-Anne
- Gaultier de La Vérendrye, Pierre
- Genik, Cyril
- Gordon, Charles William (Ralph Connor)
- Heaps, Abraham Albert
- Hind, E. Cora
- Kahanovitch, Israel Isaac
- Lagimodière, Jean-Baptiste
- Newton, Margaret
- Norquay, John
- Oaks, Harold Anthony 'Doc'
- Riel, Louis
- Ritchot, Father Noël-Joseph
- Ross, Alexander
- Roy, Gabrielle
- Simpson, Thomas
- Woodsworth, James Shaver