

Heritage Conservation

Includes:

- *Heritage Conservation – Financial Incentives*
- *Heritage Planning / Non-Financial Support*

Service Overview

DESCRIPTION

To promote the long-term conservation of heritage assets in the City of Winnipeg.

KEY GOALS

1. 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.
2. Improve the suitability of Heritage Buildings for occupancy by City Departments and other civic uses.
3. Be a catalyst for greater public awareness, education and participation in heritage conservation.

SERVICE LEVEL STATISTICS

Description	2003	2004	2005	2006
Heritage Buildings as Classified *:				
Grade I	10	10	10	10
Grade II	86	89	91	93
Grade III	114	116	121	123
No. of Buildings Placed on the Buildings Conservation List	1	5	5	0
Net Total Buildings on Buildings Conservation List	212	217	221	221
No. of Heritage Buildings De-Listed	0	1	0	0
No. of Evaluation Reports Completed	9	11	18	12
No. of Buildings Evaluated	5	6	18	8
No. of Buildings Not Recommended for Designation Concurred with by City Council	1	0	7	0
No. of Certificates of Suitability (For Repairs / Alterations That Are Appropriate)	32	21	17	62
No. of Certificates of Ordinary Maintenance	1	4	11	0
No. of Historical Buildings Committee Meetings	26	45	30	55
No. of Historic Winnipeg Advisory Committee (HWAC) Meetings	8	2	n/a	n/a
No. of Applications To HWAC Reviewed	28	18	n/a	n/a
No. of Buildings Receiving Heritage Incentives From City Council (including Centreventure)	8	4	3	1

* Heritage Building Grade Definitions:

Grade I: Entire exterior and interior is to be preserved.

Grade II: Entire exterior and identified interior elements to be preserved. Sympathetic alterations and additions may be allowed.

Grade III: Suitable alterations or repairs are regulated to preserve the special architectural or historical interest. There is usually no restriction on interior alterations.

Strategic Direction

LINK TO PLAN WINNIPEG

- 1A-05 Celebrate the Downtown's Special Features and Heritage
- 5B-01 Commit to Heritage Conservation
- 5B-02 Protect Heritage Resources
- 5B-03 Develop and Implement Heritage Conservation Plans
- 5B-04 Promote the Adaptive Reuse of Heritage Buildings

SYNOPSIS OF POLICY DIRECTION

The City holds that heritage buildings and other designated structures are integral to Winnipeg's urban fabric, self-identity, and economic, social and cultural development. The City, therefore, shall contribute to the long-term conservation, use and viability of heritage resources within its jurisdiction.

KEY FACTORS INFLUENCING SERVICE DELIVERY

National Trends

The Government of Canada through the Historic Places Initiative (HPI) has established a national register and conservation standards in respect of heritage property for all the provinces and territories in Canada. This initiative includes The Commercial Heritage Properties Incentive Fund to encourage the private sector to rehabilitate heritage buildings. As more building owners become aware that there is funding available for rehabilitation of their properties, this will result in an additional demand on City staff and its advisory committees to provide information, evaluate heritage potential property and provide design review.

Provincial Trends

The Government of Manitoba's Heritage Grants Program, which provides 50% of the total project expenses, assists Manitobans in identifying, protecting and interpreting the province's human and natural heritage and is open to any not-for-profit, incorporated community organization, local government, university or First Nation seeking to identify, protect or interpret Manitoba's human and natural heritage.

Celebrating the Downtown's Special Features and Heritage

The conversion of heritage buildings to housing has been stimulated by CentreVenture's focus on increasing residential development in the downtown through financial incentive programs.

While there is now a decrease in under-utilized heritage properties in the downtown, the condition of the exteriors of many heritage structures in the Downtown is deteriorating at an alarming rate and repairs will be costly. Certain heritage properties that have remained vacant for many years are monitored under the Vacant and Derelict Buildings By-law and the City could see requests from the owners to demolish, rather than pay permit fees that incrementally increase each year.

Committing to Heritage Conservation

The existing tax credit program is only relevant for vacant or underutilized buildings. There is currently no grant program for fully occupied buildings that are subject to significant façade deterioration due to age. In these cases there has been a tendency to abandon or neglect such maintenance due to significant costs that building owners are often not able to recover from tenants.

At present, the Federal Government does not have a heritage grant program. The Province of Manitoba makes a modest contribution. Therefore, the City is the primary heritage contributor financially and any leverage it is able to exert comes from the private building owner only. In order to provide incentive for private investment, the City basically subsidizes the gap in maintenance cost between historical and conventional buildings.

The City needs to develop a communications plan to make the public more aware of the difference the City has made to Heritage Conservation in Winnipeg and to explain the City's by-laws and processes.

More Secondary Planning needs to be done to incorporate significant heritage considerations.

The Public Service needs to develop a definition of character areas from a heritage point of view

(e.g. the unique heritage aspect of the former Transcona, St. James or St. Boniface municipalities).

Protecting Heritage Resources

The purpose of the designated buildings list is to provide access to incentive programs that are necessary to maintain the asset including its heritage elements (not to simply keep adding to a list). There is also a separate historical building inventory (~ 700 buildings) that was independently compiled by resident advisory committees and the heritage community in the 1970s. Building owners often don't know their building is on the Inventory list, but the significance of the list is that a demolition permit is not obtainable without a comprehensive historical review.

There is nothing governing historical landscapes in the current City Charter. The appropriate legal mechanism to achieve this policy objective (e.g. protecting the Broadway landscape) has not yet been determined. If Secondary Plans became the mechanism to be used they would have to be redefined to include heritage landscape elements.

Developing and Implementing Heritage Conservation Plans

The Heritage program needs a larger funding contribution from senior levels of government overall. The vast majority of available funding is provided by the City of Winnipeg and private owners of heritage buildings.

The by-laws that have been created to regulate against vacant / derelict properties have been somewhat effective in identifying problem properties. However, these by-laws do not always result in property improvements and as a result there are still a number of lingering underutilized properties in disrepair.

Promoting the Adaptive Reuse of Heritage Buildings

Heritage buildings are often more expensive than newer buildings to operate and maintain due to age and dated infrastructure of the building.

Heritage buildings are often less suitable for today's office needs because they have small floor plates, putting space requirements at a premium.

Some Heritage buildings are not capable of handling high-density shelving / storage requirements due to reduced structural integrity.

Heritage buildings often contain dated heating and ventilation systems (HVAC) causing sub-optimal air quality and comfort. These systems

are expensive to upgrade and are often not feasible to upgrade in older buildings with low energy-efficiency ratings.

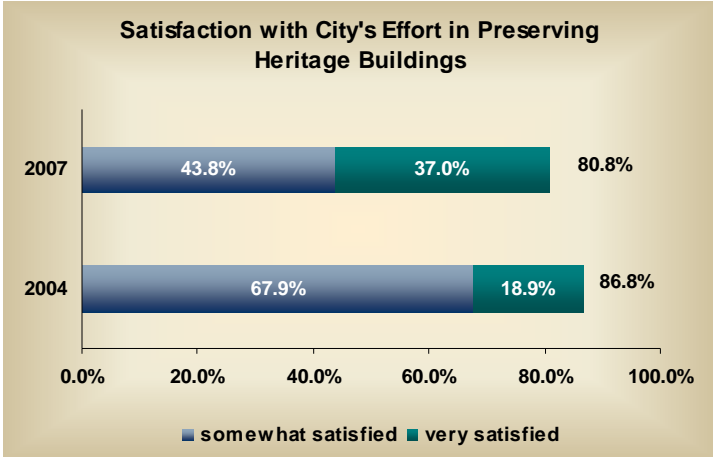
SUMMARY OF GOALS AND STRATEGIES

- 1. 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.**
 - Expand current funding program or establish a companion program that provides funding for heritage buildings that are fully occupied but are subject to significant physical deterioration due to age. Right now, tax credits are only relevant for vacant or underutilized buildings.
 - Advocate that the Provincial Government increase its contribution to heritage in proportion to amounts provided by the City of Winnipeg and private building owners.
 - Ensure that Secondary / Neighbourhood Planning efforts take into account the heritage / character components of the geographic area being planned, and participate actively in Secondary / Neighbourhood Plans for areas with historical significance.
 - Monitor and validate that recent development direction in the Exchange District is consistent with its preservation as a National Historical Site.
 - Participate directly in the development of Secondary / Neighbourhood Plans in areas of historical significance.
 - Develop a working definition of 'Character Area' that takes the heritage perspective into account.
 - Develop a legal means to govern historical landscapes as assets to be preserved where relevant.
- 2. Improve the suitability of Heritage Buildings for occupancy by City Departments and other civic uses.**
 - Capitalize on PowerSmart energy cost savings initiatives in Heritage Buildings wherever possible.
 - Address floor plate limitations by utilizing efficient interior design and renovation practices wherever possible.
 - Seek to achieve the highest level of correlation between the capabilities of the building space and the desired needs of potential occupants.
 - Seek to avoid high-density uses in Heritage Buildings wherever possible in order to:

- Reduce the need for costly structural reinforcement
 - Reduce the need to spread heavy loads over additional floor space
 - Invest strategically in heating and ventilating system improvements to ensure that investment payback is not lost through dated/inefficient building envelopes.
- 3. Be a catalyst for greater public awareness, education and participation in heritage conservation.**
- Develop a mechanism to effectively inform the public about the City's many contributions to the heritage program in Winnipeg and the resulting Heritage assets preserved.
 - Provide an accounting for the intent of the City's heritage-related by-laws and processes in a format and language that is understandable to the general public.
 - Provide on-site signage or other identifiers to inform the public of existing historical assets.
 - Ensure that adequate records / documentation exists for assets of historical significance.

Performance Information

Citizen Satisfaction



Citizen satisfaction remains high with 81% of respondents indicating that they are satisfied with the City's efforts in preserving heritage buildings.

Note: 2007 Survey was conducted in the month of August; the sample size was 614 people and the margin of error is +/- 4% 19 times out of 20.

EFFECTIVENESS DATA

Federal Funding for Heritage

The Government of Canada through the Historic Places Initiative (HPI) has established a national register and conservation standards in respect of heritage property for all the provinces and territories in Canada. This initiative has in place a federal heritage grant program (The Commercial Heritage Properties Incentive Fund) to encourage the private sector to rehabilitate heritage buildings. The table below shows the amount of funding provided under this program to date:

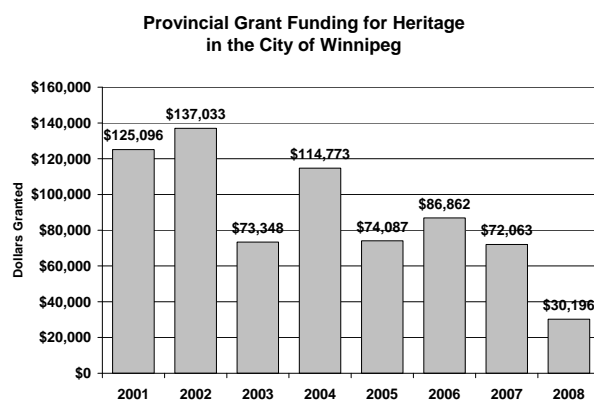
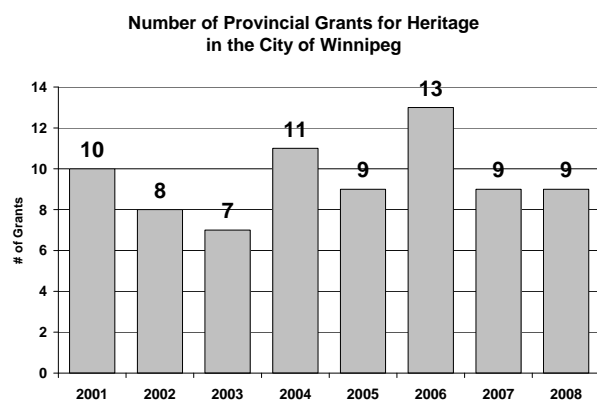
Winnipeg Buildings with Commercial Heritage Properties Incentive Fund (CHPIF) Grants to 2007

Building	Building Address	Estimated Total Eligible Project Cost	Potential 20% CHPIF Grant
White House (Oldfield, Kirby, Gardner Building)	234 Portage Ave.	\$1,004,000	\$200,800
Birks/YMCA Building	276 Portage Ave.	\$4,256,522	\$851,304
Union Bank Building	504 Main St.	\$5,153,095	\$1,000,000

Scott Fruit Company Warehouse	319 Elgin Ave.	\$751,268	\$150,254
Casa Loma Apartments	650 Portage Ave.	\$407,000	\$81,400
Roslyn Court Apartments	40 Osborne St.	\$3,435,548	\$687,110
TOTAL		\$15,007,433	\$2,970,868

Provincial Funding for Heritage

The Government of Manitoba has developed its Heritage Grants Program to assist Manitobans in identifying, protecting and interpreting the province's human and natural heritage and is open to any not-for-profit, incorporated community organization, local government, university or First Nation seeking to identify, protect or interpret Manitoba's human and natural heritage. Funding is provided for up to 50% of the total project expenses and the results of the project must be publicly accessible on a non-for-profit basis. The charts below show the trend in Provincial funding under this program since 2001. While the number of Provincial Grants for Heritage in the City of Winnipeg has remained relatively constant over the years, the provincial grant funding has been declining.

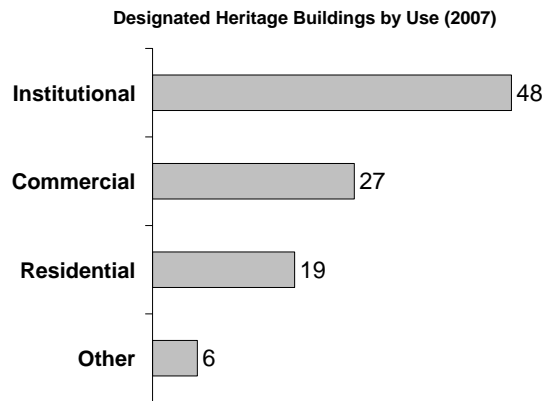


City Funding for Heritage

Since 1995, the City of Winnipeg has undertaken a number of incentive programs to promote heritage building preservation. The City's investment also levers funding by private investors / building owners for the preservation of heritage buildings and their adaptation for re-use. The table below provides a summary of these programs including the City's investment and the estimated amount of additional funding leveraged:

Program Name	City Funds Provided since 1995	Funds Leveraged (Estimated)
Winnipeg Development Agreement	\$5,800,000	\$25,000,000
Gail Parvin Hammerquist Incentive	\$1,500,000	\$4,000,000
Downtown Heritage Tax Credit	\$2,500,000	\$3,000,000
CentreVenture Heritage Tax Credit	\$3,500,000	\$9,000,000
CentreVenture Downtown Heritage	\$1,365,476	\$1,500,000
City-Wide Heritage Grant	\$564,600	\$500,000
Heritage Conservation Tax Credit	\$30,670,300	\$97,100,000
Totals	\$45,900,376	\$140,100,000

The chart below shows a breakdown of the designated heritage buildings that have been adapted for re-use, and their current use as of 2007:



New Measures:

- Starting in 2007, the % of heritage building space occupied by City Departments / used for civic purposes OR number of heritage buildings used for civic purposes or staff will be measured and reported in the 2009-2011 Service Plan.

EFFICIENCY DATA

- Average maintenance / operating cost per square foot in Heritage buildings occupied by City versus overall average maintenance / operating cost per square foot in non-heritage buildings occupied by City will be reported in the 2009-2011 Service Plan.