

September 30, 2019

To: His Worship the Mayor
And Members of City Council

Re: Finance and Administration Committee: Heritage Building Rehabilitation Program (19-HBRP-01) St. Matthew Anglican Church - 2165 Winnipeg Street

RECOMMENDATION

**RECOMMENDATION OF THE FINANCE AND ADMINISTRATION COMMITTEE
- SEPTEMBER 10, 2019**

1. That a cash grant for the property known as St. Matthew Anglican Church, located at 2165 Winnipeg Street, be approved in an amount equal to the lesser of:
 - a) 50 per cent of eligible costs for the work described in Appendix C; or
 - b) \$30,000.
2. That the provision of the cash grant be subject to a grant agreement with the following conditions:
 - a) That the property possesses and retains its formal designation as a Municipal Heritage Property in accordance with *The Heritage Property Act*.
 - b) That the property owner submit detailed written documentation of payments made for the actual costs incurred (i.e. itemized invoices and receipts) in the completion of the identified conservation work as described in Appendix C.
 - c) That work completed and invoices submitted by December 15, 2019, would be eligible for the cash grant for up to 50 per cent of the cost of approved work to a maximum of \$30,000.
3. That the City Solicitor be instructed to prepare the necessary agreement and authorizing bylaw for the cash grant as detailed in this report.
4. That the City Clerk be authorized to execute the cash grant agreement to the property owner upon review and approval by the City Solicitor.

FINANCE AND ADMINISTRATION COMMITTEE – SEPTEMBER 10, 2019

Shawn Stevenson, representing St. Matthew Anglican Church, addressed the Committee.

The Committee adopted a resolution to concur in the recommendation contained in the report. Recommendation #5 does not require City Council approval.

Councillors: Sharron Bryce (Chairperson), Bob Hawkins, Jason Mancinelli and Barbara Young were present during consideration of this report by the Finance and Administration Committee.

The Finance and Administration Committee, at its meeting held on September 10, 2019, considered the following report from the Administration:

RECOMMENDATION

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 - a) 50 per cent of eligible costs for the work described in Appendix C; or
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2. That the provision of the cash grant be subject to a grant agreement with the following conditions:
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 - c) That work completed and invoices submitted by December 15, 2019, would be eligible for the cash grant for up to 50 per cent of the cost of approved work to a maximum of \$30,000.
3. That the City Solicitor be instructed to prepare the necessary agreement and authorizing bylaw for the cash grant as detailed in this report.
4. That the City Clerk be authorized to execute the cash grant agreement to the property owner upon review and approval by the City Solicitor.
5. That this report be forwarded to the September 30, 2019 meeting of City Council for approval.

CONCLUSION

The owner of the Municipal Heritage Property known as St. Matthew Anglican Church at 2165 Winnipeg Street has requested a cash grant to assist in recovering costs associated with conserving the structural integrity of the building and the bell tower.

The proposed work will ensure the continued existence of a designated Municipal Heritage Property that is of historic, architectural and spiritual value and a prominent landmark in the

Heritage Neighbourhood. The cash grant provided under the Heritage Building Rehabilitation Program will make it feasible for the property owner to conserve this significant heritage building. Under most circumstances, a property tax exemption is provided under the program. However, in cases where the property is exempt from paying property taxes (i.e. churches), the program allows a cash grant as an incentive for conservation.

The Administration has determined that the work proposed is eligible for assistance under the Heritage Building Rehabilitation Program. A cash grant agreement between the City and the property owner will secure the City's interests in ensuring the building is properly conserved and maintained. The work will involve the conservation of the masonry arches, a key component of the structure of the building, and the bell tower.

BACKGROUND

The Heritage Building Rehabilitation Program was approved by City Council on August 25, 2014 (CR14-100). The types of work that may be eligible for assistance are:

- * Professional architectural or engineering services.
- * Façade improvements, including conservation of original building elements, cleaning of surfaces and removal of materials that do not contribute to the heritage value.
- * Structural stabilization.
- * Improvements required to meet the National Building Code of Canada or City of Regina bylaw requirements, including the repair or upgrading of mechanical and electrical systems.
- * Improvements to energy efficiency (i.e. windows, insulation).
- * Conservation of significant or rare character-defining interiors or interior elements.

Financial assistance can be provided equivalent to the lesser of:

- * Fifty per cent of eligible work costs, that is, expenses incurred to restore or conserve architecturally significant elements of the building or structure, to extend its effective life, and/or to ensure its structural integrity.
- * Subject to the availability of funds, a cash grant of up to \$50,000 may be provided for tax exempt properties but is limited to a maximum of 50 per cent of eligible conservation work costs.

Cosmetic improvements, regular maintenance and new additions are not eligible for assistance.

In general, cash grants can be provided in the same fiscal year as City Council's approval of assistance and completion of all approved work items, in accordance with any performance guidelines and/or time schedules that may be negotiated between the City and the property owner.

DISCUSSION

City Council approved Bylaw No. 2005-49 (Appendix B), which designated the property as Municipal Heritage Property on June 20, 2005. St. Matthew Anglican Church was designed by the architectural firm of Clemesha and Portnall and constructed between 1915 and 1926. The

building is in an unadorned version of the Gothic Revival style. The red brick façade with stone accents complement the impressive stained-glass windows. The church is a local landmark and significant contributor to the historical continuity and character of the Heritage Neighbourhood.

Conservation Work

The owners have planned for extensive conservation work on the building to stabilize the foundation and load-bearing walls over a period of years, as needed and as finances are available, as detailed in the Conservation Plan attached as Appendix C. Previous work concentrated on improving drainage around the building, repairing eaves troughs and drainpipes, adding downspouts to weeping tiles and stabilizing the north and south walls of the church with anchoring rods. The cost of this work was partially subsidized by a grant from the Saskatchewan Heritage Foundation.

In spring 2017, an engineering consulting firm noted significant movement of the arches that form part of the load bearing walls and that also support some of the stained-glass windows. On September 25, 2017 City Council approved the request for a cash grant of up to \$30,000 under the Heritage Building Rehabilitation Program for work to stabilize two of these arches on the south side of the building.

On July 15, 2019 a visual inspection of the masonry arches was conducted to determine if recent foundation movement has caused the integrity of the arches to be compromised. During the inspection, cracks were observed above three arches, and at one location the cracks had progressed into the main arch structure. During the inspection, vertical cracks were observed in the masonry walls adjacent to the archways. Based on these observations, it is recommended that the third archway on the north side of the building interior be reconstructed, similar to the arches that were reconstructed in 2017. As part of this work, the cracks will need to be repointed, and mortar joints that had been repaired in the past with a mortar that was not compatible with the historic appearance of the building will also be removed and replaced.

The proposed conservation work on the third archway on the north side includes:

- * Shoring of the existing wall to allow for removal of the masonry arch supports.
- * Partial removal of existing masonry arches as detailed on the drawings and in the Conservation Plan.
- * Hoarding and shoring to ensure the existing structure is stable during construction.
- * Reclaiming the displaced masonry unit by way of gently removing the masonry units from the wall, and cleaning the masonry units of all existing mortar.
- * Storage of reclaimed masonry unit in a dry and secure location.
- * Salvaging and reusing the existing brick where possible and using new matched brick where reuse is not possible, with new brick to be located at the top of the wall.
- * Replacement and supply of mortar that matches the existing mortar in texture, colour, strength and aggregate gradation.
- * Reconstruction of the arch to match the original profile to the fullest extent possible given the existing building conditions.

And, repointing an exterior vertical crack in the masonry wall.

On July 25, 2019 an inspection was conducted of the structure that supports the bell in the tower on the south west of the building. The bell is supported by four steel legs connected to a wood frame. However, the wood frame is weathered and one of the members is loose. The proposed conservation work on the bell tower includes:

- * Replacing the pulleys so that the bell can be back in operation.
- * Securing the wood frame with metal brackets and treating the wood frame to prevent further deterioration.

Eligible Costs

An estimate of \$45,000 was received from a company with experience in historic masonry work, which includes engineering services and material testing costs. Based on the criteria in the Heritage Building Rehabilitation Program, the Administration has determined that the owners of St. Matthew Anglican Church are eligible to receive a cash grant that is less than 50 per cent of the estimated total project cost. The exact amount of the grant to be disbursed will be based on the actual cost of the conservation work as identified in submitted invoices.

RECOMMENDATION IMPLICATIONS

Financial Implications

Section 28(a) of *The Heritage Property Act* enables City Council to provide grants to any person, organization, agency, association or institution with respect to a heritage property. The Heritage Incentive Policy approved by City Council on August 25, 2014, established a cash grant to a maximum of \$50,000. This policy replaced the Municipal Incentive Policy for the Preservation of Heritage Properties, which was initially adopted in 1991 and amended in 2001.

The financial assistance criteria in the Heritage Incentive Policy requires that the value of the cash grant be less than 50 per cent of the total project cost. The estimated total project cost of the eligible work is \$45,000 (exclusive of taxes). Therefore, the project would qualify for a cash grant of approximately \$22,500. If actual costs exceed the corresponding estimates by more than 10 per cent, the owner shall provide full particulars as to the reason(s) for such overruns. The Administration recommends that the grant be approved by Council under the Heritage Building Rehabilitation Program in 2019. The exact amount of the grant to be disbursed will be less than 50 per cent of the total project cost and will be based on the actual costs as identified in submitted invoices.

The 2019 Operating Budget includes \$30,000 for cash grants allocated to the Heritage Building Rehabilitation Program. The Administration does not anticipate any other applications for cash grants at this point in the construction season and supports the expenditure of these funds in 2019.

Environmental Implications

The conservation work proposed will ensure the building continues to be used and maintained. The work will ensure the structural integrity of the building and bell tower is retained.

Policy and/or Strategic Implications

Conservation of St. Matthew Anglican Church meets the following policies of *Design Regina: The Official Community Plan Bylaw No. 2013-48*:

Section D5: Land Use and Built Environment

Goal 6 - Built Form and Urban Design

7.38 Consider impacts of alterations, development, and/or public realm improvements on or adjacent to an historic place to ensure its heritage value is conserved.

Section D8: Culture

Goal 1 - Support Cultural Development and Cultural Heritage

10.1 Build partnerships and work collaboratively with community groups, other levels of government, and the private and voluntary sectors to encourage cultural development opportunities and conserve historic places.

10.4 Protect, conserve and maintain historic places in accordance with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and any other guidelines adopted by City Council.

10.5 Encourage owners to protect historic places through good stewardship and voluntarily designating their property for listing on the Heritage Property Register.

10.11 Leverage and expand funding, financial incentive programs and other means of support to advance cultural development, cultural resources and conservation of historic places.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

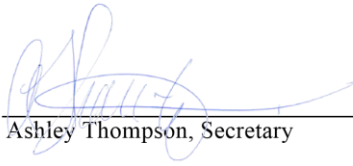
The property owners and Heritage Regina will receive a copy of this report for information.

DELEGATED AUTHORITY

The recommendations contained within this report require City Council approval.

Respectfully submitted,

FINANCE AND ADMINISTRATION COMMITTEE

A handwritten signature in blue ink, appearing to read 'Ashley Thompson', is written over a horizontal line.

Ashley Thompson, Secretary

9/19/2019