

**AGENDA**  
and Schedule "A"  
to the minutes of the  
**Windsor Heritage Committee**  
meeting held  
October 10, 2012  
Room 407, 400 City Hall Square East  
at 5:30 o'clock p.m.

1. **CALL TO ORDER**

2. **ADOPTION OF THE MINUTES**

Adoption of the minutes of the meeting held September 12, 2012 (*previously distributed*).

3. **DECLARATIONS OF CONFLICT**

4. **DELEGATIONS**

Mr. Craig Goodman, CS&P Architects, regarding Items 5.1-5.3

Mr. Scott Weir, ERA Architects, regarding Items 5.1-5.3

Ms. Veronika Mogyorody, University of Windsor, regarding Items 5.1-5.3

Mr. Stephen Ducharme, regarding Item 5.4

5. **BUSINESS ITEMS**

5.1 **Windsor Armouries, 353 Freedom Way**

Consider recommendation for modifications to this heritage-designated property.

5.2 **Greyhound Bus Station, 44 University Avenue East**

Consider recommendation for partial demolition of this property, listed on the Windsor Municipal Heritage Register.

5.3 **Windsor Star, 167 & 181 Ferry Street**

Consider recommendation for partial demolition of this property, listed on the Windsor Municipal Heritage Register.

5.4 **Damase Pratt House, 3336 Riverside Drive East**

Consider recommendation for partial demolition of this property, listed on the Windsor Municipal Heritage Register.

6. **COMMUNICATIONS AND ANNOUNCEMENTS**

6.1 **Standing Committee Structure**

The Planning & Economic Development Standing Committee will now review Windsor Heritage Committee recommendations. The first meeting on October 9 reviews WHC reports from September 12. Reports will then go to Council for approval.

6.2 **Doors Open, September 29-30**

Follow-up Report

6.3 **ACO/CHO Conference, May 31-June 3, Kingston, Ontario**

Report of Heritage Planner

6.4 **St. Bernard School, 1847 Meldrum Road**

Update concerning the Windsor-Essex Catholic District School Board (WECDSB) proposal to close the school, which is listed on the Windsor Municipal Heritage Register.

7. **DATE OF NEXT MEETING**

Special joint meeting with the Planning & Economic Development Standing Committee, Thursday, October 25, 4:30, Council Chambers

Regular business meeting at the call of the Chair

8. **ADJOURNMENT**

**THE CORPORATION OF THE CITY OF WINDSOR  
Planning Department**

*MISSION STATEMENT:*

*"The City of Windsor, with the involvement of its citizens, will deliver effective and responsive municipal services, and will inobilize innovative community partnerships"*

<b>LiveLink REPORT #:</b>	<b>Report Date: October 2, 2012</b>
<b>Author's Name: John R. Calhoun</b>	<b>Date to WHC: October 10, 2012</b>
<b>Author's Phone: 519 255-6543 x 6179</b>	<b>Classification #:</b>
<b>Author's Email: jcalhoun@city.windsor.on.ca</b>	

**To: Windsor Heritage Committee**

**Subject: Windsor Armouries, 353 Freedom Way/ 37 University Avenue East  
Modify Heritage Features of Designated Property**

**PD#**

**City Wide: \_ Ward(s): /\_**

**1. RECOMMENDATION:**

That modification of heritage features of the Windsor Armouries **BE APPROVED** as follows, subject to submitted designs (see Appendix B):

- A. Except for the east wall extended around the comer of the south wall, remove all of the 1935 south addition and replace it with new construction three storeys tall, with exterior walls sheathed in metal panels;
- B. Remove the arched pedestrian door of the east fa9ade of the addition and install a brick inset;
- C. Add a blade sign between the original section and addition;
- D. Install glass pedestrian doors where wood doors are currently installed on the north and east sides, retaining the wood doors in fixed positions;
- E. Add skylights to the sloped roof; and
- F. Enclose two original south elevation windows with hallways.

**EXECUTIVE SUMMARY:**

*N/A*

## **2. BACKGROUND:**

In 2011, the University of Windsor and the City were discussing the possibility of relocating several campus facilities to the downtown core. Properties under consideration included the City-owned Armouries and former Greyhound/Windsor Transit bus depot, as well as the Windsor Star headquarters. The formal transfer of ownership of the City buildings is nearing a conclusion.

On November 8, 1999, City Council, after recommendation from the Windsor Heritage Committee, passed By-law No. 337-1999 to designate the Armouries under provisions of Part IV of the Ontario Heritage Act (see Appendix A.) At the time, the property was federally owned and the designation was unenforceable. However, its provisions applied upon transfer of the property to the City of Windsor about 2004.

The designation refers to community uses of the building; these events continued under City ownership. One regular user was the Windsor Symphony: In 2009, they submitted a preliminary design to convert the Armouries into its primary concert hall, and the Windsor Heritage Committee stated its support to use a federal grant as part of the funding.

The parking lot between the south wall of the Armouries and the corner of Park St E and Freedom Way is privately owned and not part of this proposal.

## **3. DISCUSSION:**

### **Proposal:**

The University is contracting with architectural firms CS&P and ERA to design the rehabilitation of the 1902 and 1935 Armouries building into classrooms and other facilities for music and visual arts.

The floor of the large drill hall will be removed and a basement excavated, then three levels of rooms will be constructed. Small rooms will be located along the east wall with its many windows. Since the drill hall is not described in the heritage designation, these changes (except item E) are not subject to Committee review and Council approval.

The following items require heritage approvals:

- A. The 1935 addition on the south end will be demolished, leaving only the wall on the east facade, and extending on the south side about half the depth of its current eastmost plane. A three-storey building will be constructed in the same location except for a uniform south wall. A roof deck will be next to the east wall, with "glass guard" railing atop the parapet. Just west of the remaining south wall and the roof deck will be a large vertical window; a large "channel glass" section will be at the southwest edge. The remainder of the south facade will be three storeys tall, of metal panels with no other openings. Additional doors and windows will be on the west wall, facing the alley.

B. The brick of the east wall of the 1935 addition was toothed-in using the same plane as the original building; the newer bricks are the same size but are now a darker colour. A small pedestrian door, with arched header, is just south of the connection between the two parts. The proposal is to remove the door and raise the arch and make a window to match the window to the south. Below the window will be matching brick instead of the basement opening like the other windows.

C. A blade sign identifying the University will be attached to the building and will extend over the sidewalk.

D. Large wooden doors are used on the north entry and the east-side entry to the 1935 addition. The designation mentions a similar door on the west side; it has been bricked over and may have been removed from the site. The proposal is to install glazed doors in these locations. The current doors will be fixed in open positions. (There is no proposal for the smaller pedestrian doors.)

E. Skylights are proposed for addition to the sloped metal roof on the original section. They are long and narrow, and on the east side only.

F. The designation includes the item "the south elevation with bank of four identical arched windows on the 2nd floor and an arched<sup>1</sup>/<sub>2</sub> window on the gable end". This refers to the south wall of the original building. Since it was mostly enclosed by the addition, it is visible on the exterior only from a narrow angle at street level. The proposal is to keep the openings in place, visible to the interior, but remove two sets of panes and replace them with second-floor hallways.

### **Legal provisions:**

The Ontario Heritage Act (33.(1)) states that "No owner of property designated under section 29 shall alter the property or permit the alteration of the property if the alteration is likely to affect the property's heritage attributes, as set out in the description of the property's heritage attributes ... , unless the owner applies to the council of the municipality in which the property is situate and receives consent in writing to the alteration."

Heritage designation by-law No. 337-1999 has some technical errors, as shown by the footnotes added to the reasons for designation in Appendix A, but the intent is readily understood.

### **Architectural Considerations:**

The Committee is encouraged to consider the *Standards & Guidelines for the Conservation of Historic Places in Canada* (2010) for recommendations to Council on modifications to designated properties. A selection of statements of best practices follows:

General standards include:

I. Conserve the *heritage value* of a historic place. Do not remove, replace or substantially alter its intact or repairable *character-defining elements*....

8. Maintain *character-defining elements* on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods....

Standards for rehabilitation:

2. Conserve the *heritage value* and *character-defining elements* when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

Guidelines for buildings:

1. **Understanding** the exterior form and how it contributes to the heritage value of the historic building.

2. **Understanding** the design principles used by the original designer or builder, and any changes made to the exterior form over time.

11. **Accommodating** new functions and services in non-character-defining interior spaces as an alternative to constructing a new addition.

14. **Designing** a new addition in a manner that draws a clear distinction between what is historic and what is new.

15. **Designing** an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting.

18. **Finding** solutions to meet accessibility requirements that are compatible with the exterior form of the historic building.

22. **Complying** with energy efficiency objectives in a manner that minimizes impact on the character-defining elements and overall heritage value of the historic building.

The *Standards and Guidelines* may be applied to the current proposals:

A, removal of most of 1935 addition: Except for the east facade, the exterior is an inconsistent mix of walls and openings of different sizes and angles. The new design is of somewhat larger massing, and the very different material will clearly be differentiated from the original.

B, removal of the small arched pedestrian door of the east facade of the addition and replacement with a window matching other windows: The recommended - and simpler - design would be to leave the door arch in place, remove the door assembly and brick-in the opening at a one-brick depth. The metal door and frame appear to be non-original. Drawings show an electrical closet on the interior, so any window would be blind.

C, adding a blade sign between the original section and addition: The design shows the sign attached to the second-storey wall of the addition. As such it will be minimally intrusive to the original, and will clearly be read as a modern addition.

D, adding glazed doors: The original materials will remain intact while providing entries that are accessible and with weather separation. Contrary to the designation, the original west door may not exist; the proposed design is a set of glazed doors.

E, skylights: The new units will provide natural light with a design that is readily visible but in proportion to the lines of the roofing material.

F, original south windows: Some parts of this now-interior feature will remain visible with the division of the drill hall.

In addition to the changes requiring heritage approvals, the proposals for rehabilitation incorporate many details, as outlined in the Heritage Impact Assessment (Appendix B).

The significant interior space of the drill hall is not mentioned in the heritage designation elements. The proposed design keeps a sense of the large open space with sight lines to the roof.

### **Official Plan Policy:**

The Windsor Official Plan includes protection (9.3.4.1.). "Council will protect heritage resources by: (c) requiring that, prior to approval of any alteration, partial demolition, removal or change in use of a designated heritage property, the applicant demonstrate that the proposal will not adversely impact the heritage significance of the property ... ; (d) requiring that, prior to approval of any alteration, partial demolition, removal or change in use of a designated heritage property, the applicant prepare, to the satisfaction of the Municipality, an archival record for submission to the municipal archives; ... (g) encouraging the adaptive reuse of architectural and/or historically significant buildings and structures" Also (9.3.6.1.), "Council will manage heritage resources by: (e) providing support and encouragement to organizations and individuals who undertake the conservation of heritage resources by private means".

### **4 . RISK ANALYSIS:**

This building was designed for rugged use, but has been minimally occupied for several years. The proposals would modify the building for a current, intensive use. There is some risk of deterioration but the University is expected to provide an appropriate level of maintenance.

### **5. FINANCIAL MATTERS:**

The University of Windsor is to assume all costs for these changes. The Community Heritage Fund could be used in the future for sharing the cost of repairs to identified heritage features.

### **6. CONSULTATIONS:**

Many months before submission, the architectural consultants reviewed the heritage files for background information on this property. Recently, the Heritage Planner has been one of several planners meeting with the architectural consultants; in addition to heritage concerns are those of zoning, uses and other urban design considerations.

### **7. CONCLUSION:**

Most of the proposed changes are in keeping with good heritage practice. The only recommended change is to keep the outline of the east-side pedestrian door instead of replacing it with a blind window.

The University of Windsor and its architect, Craig Goodman of CS&P Architects, are to be commended for a design that retains the important heritage features while creating a good new purpose for one of Windsor's most important downtown heritage buildings.

**John R. Calhoun**  
**Heritage Planner**

**Thom Hunt**  
**City Planner / Executive Director**

**George Wilkki**  
**City Solicitor and Corporate Leader**  
**Economic Development and Public Safety**

JC/mf

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Ms. Susan Mark Dr. Veronika Mogyorody Mr. Dan Castellan University of Windsor	401 Sunset Ave Windsor ON N9B 3P4	slmark@uwindsor.ca mogy@uwindsor.ca danc@uwindsor.ca	519-253-3000x2164	



## Appendix A:

From By-Law No. 337-1999, passed by Council November 8, 1999  
Windsor Armouries, 353 Freedom Way/ 37 University Avenue East

### SCHEDULE "B"

#### *REASONS FOR DESIGNATION:*

##### **Historical**

The original military facility in Windsor was a collection of wooden barracks in the vicinity of City Hall Square. At the turn of the 20th century, it was determined that these buildings were inadequate and that a more appropriate building should be erected on the main street to house the Twenty-first Regiment of Essex County (Fusiliers).

The original main entrance to the building faced Ouellette Avenue across a parade ground.<sup>1</sup> This parade ground was developed for commercial uses during the first two decades of the century, which obscured this impressive main entrance on the west facade. At this time the north-facing troop door became the main entrance.

In 1994 the Windsor Armoury was officially renamed and dedicated The Major F. A. Tilston VC Armoury, in honour of the Essex Scottish "Hero of the Hochwald" of Second World War fame.

It is now the home of the Essex and Kent Scottish Regiment, the Windsor Regiment (Canadian Armored Corps), Army Cadet Corps 1086 and the Windsor District Military Band.<sup>2</sup>

This downtown landmark has hosted almost 100 years of military and civic functions, from welcoming home survivors of the Boer War, World War I and II, the Korean War and peacekeeping/emergency relief missions - to concerts, athletic events, Poor Boy Luncheons and Chili Fests.

Through it all the Armouries has retained its aura of greatness - a proud physical link with Windsor's rich and interesting past.

##### **Architectural**

Richardsonian Romanesque architectural style building in excellent condition;

original two-storey rectangular building started in 1900 and completed in 1902 is 200' x 100'; (architect: David Ewart, Federal Department of Public Works; builder: Sullivan & Langdon, Kingston; cost: approximately \$60,000);

octagonal castellated turret at the north corner; red brick with cut stone foundation and stone trimming;

<sup>1</sup> The west doorway is as large as that of the north entrance, but the building design indicates that the west entrance was secondary.

<sup>2</sup> These functions were relocated to the new Major F. A. Tilston VC Armoury c2004 when the federal government transferred this property to the City of Windsor.

large stone entrance on west side with oak door<sup>3</sup> flanked by sets of five two-storey arched windows (this was the original front entrance to the Armouries - facing the parade ground);

large stone entrance on north side with oak door flanked by arched two-storey windows; large arched window over door;

the south elevation with bank of four identical arched windows on the 2nd floor and an arched ½ window on the gable end;<sup>4</sup>

roof of galvanized shingles with tar and gravel over the armouries;

the 98' x 68' two-storey red brick, cut stone and reinforced concrete addition (on the east<sup>5</sup> side of the original structure) constructed in 1935 (architects: Sheppard, Masson & Trace, Windsor; builder: R. J. Wilson, Ltd.; cost: \$65,000);

the east elevation with 12 pairs of windows on the second storey with eleven windows and a small arched door on the first floor.<sup>6</sup>

[The words of the main text are as written for the designation by-law; paragraph separations and footnotes were added for this version.]

<sup>3</sup> Exterior bricked-in

<sup>4</sup> Elevation of original section, enclosed by addition

<sup>5</sup> Actually south

<sup>6</sup> Actually 11 pairs second storey and ten first floor, all on the original section

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<b>Author's Name: John R. Calhoun</b>	<b>Date to WHC: October 10, 2012</b>
<b>Author's Phone: 519 255-6543 x 6179</b>	<b>Classification #:</b>
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**To: Windsor Heritage Committee**

**Subject: Greyhound/Windsor Transit Bus Station, 44 University Avenue East  
Partial Demolition of Heritage-Listed Property**

**PD#**

**City Wide: \_ Ward(s): /\_**

**1. RECOMMENDATION:**

That a partial demolition of the Greyhound Bus Station **BE APPROVED** as follows, subject to submitted designs (see Appendix B), and subject to specified conditions:

Features to be removed include the entire interior, the walls of yellow glazed brick, the metal canopy on the north side, and all property features north of where the south (street facing) facade curves to the sides.

Conditions:

- A. The walls of the south facade and its curved extensions will remain in place. In the event of a structural failure, the walls will be reconstructed with as much original material as possible. The intent is to recreate the openings as shown on early photos; however, some variation for later modifications on the first floor may be used;
- B. The walls of the south facade and its curved extensions will have their original materials of white and black stone exposed and repaired; new matching materials may be substituted where the originals are missing or too damaged to repair;
- C. The shape of the original south canopy will be replicated; the lettering may be modified; and
- D. The owner will initiate a request for heritage designation of the building.

**EXECUTIVE SUMMARY:**

N/A

## **2. BACKGROUND:**

In 2011, the University of Windsor and the City were discussing the possibility of relocating several campus facilities to the downtown core. Properties under consideration included the City-owned Armouries and former Greyhound/Windsor Transit bus depot, as well as the Windsor Star headquarters. The formal transfer of ownership of the City buildings is nearing a conclusion.

A summary of the building's history is on page 9 of the Heritage Impact Assessment submitted by the applicant (attached as Appendix B). It was constructed in 1940 with a Moderne style, and used for inter-city and local buses until 2007. The current exterior materials were added in the late 1970s.

In August 2010, City Council requested a heritage assessment of the property; the report (Appendix A) was prepared from materials in City files for the September 13, 2010, meeting. The property was added to the Windsor Municipal Heritage Register in June, 2011.

## **3. DISCUSSION:**

### **Proposal:**

The University is contracting with architectural firms CS&P and ERA to design changes to the 1940 Bus Depot building for classrooms and other facilities for arts programs.

The proposed design is to demolish everything on the property except the south wall, and construct a new one-storey building with high ceilings most of the way to Chatham Street East. The south facade, including curved extensions, is to have its original stone finishes restored, after removing the metal panels on the upper floor and pebble-gravel on the ground floor.

### **Legal provisions:**

This property is listed on the Windsor Municipal Heritage Register, but not designated. Section 27 of Part IV of the *Ontario Heritage Act* states that "the register may include property ... that the council of the municipality believes to be of cultural heritage value or interest", without being designated. Also, "Where the council of a municipality has appointed a municipal heritage committee, the council shall, before including a property ... or removing the reference to such a property from the register, consult with its municipal heritage committee." "[T]he owner of the property shall not demolish or remove a building or structure on the property ... unless the owner

gives the council of the municipality at least 60 days notice in writing of the owner's intention

"

During the 60 days after notice, City Council (with Committee consultation) may initiate designation, or decide to take no action. If a property is proposed for designation, a notice of intent to designate must include a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property, which are those features that are considered important to retain if any alterations to the property are proposed after designation. "Cultural heritage value or interest" is to be considered according to Ontario Regulation 9/06.

There is no explicit provision for the Committee or Council to comment on additions to or remodelling a heritage-listed, non-designated property, other than removal from the Register.

There is also no explicit provision for approval of demolition subject to stated conditions. However, the *Planning Act* provides that design considerations may be required as part of site plan approval, which is one of the requirements for this project. The recommendations of the Windsor Heritage Committee on this property will be included in site plan considerations.

### **Architectural Considerations:**

The Committee is encouraged to consider the *Standards & Guidelines for the Conservation of Historic Places in Canada* (2010) for recommendations to Council on modifications to designated properties. A selection of statements of best practices follows:

General standards include:

- I. Conserve the *heritage value* of a historic place. Do not remove, replace or substantially alter its intact or repairable *character-defining elements*....
8. Maintain *character-defining elements* on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods....

Standards for rehabilitation:

2. Conserve the *heritage value* and *character-defining elements* when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

Guidelines for buildings:

1. **Understanding** the exterior form and how it contributes to the heritage value of the historic building.
2. **Understanding** the design principles used by the original designer or builder, and any changes made to the exterior form over time.
9. **Documenting** all interventions that affect the exterior form, and ensuring that the documentation is available to those responsible for future interventions.
10. **Reinstating** the exterior form by recreating missing, or revealing obscured parts to re-establish character-defining proportions and massing.
14. **Designing** a new addition in a manner that draws a clear distinction between what is historic and what is new.
15. **Designing** an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting.
18. **Finding** solutions to meet accessibility requirements that are compatible with the exterior form of the historic building.

Removal of all but the shell of one wall is not considered best heritage practice. For over sixty years, hundreds of people passed through this property daily; their memories of the bus boarding areas and the interior will be minimized.

However, the proposal provides an opportunity to retain the most visible part of a building that without a use was being proposed for demolition. The remaining part is to be restored to its stylish early appearance, removing the remodelling that used materials long faded from favour.

#### **Official Plan Policy:**

The Windsor Official Plan includes (9.3.4.1.): "Council will protect heritage resources by: (g) encouraging the adaptive reuse of architectural and/or historically significant buildings and structures". Also (9.3.6.1.), "Council will manage heritage resources by: (e) providing support and encouragement to organizations and individuals who undertake the conservation of heritage resources by private means".

#### **4. RISK ANALYSIS:**

There is some risk that the remnant wall could collapse during demolition of the remaining building. The extent of damage to the original wall materials is unknown. After construction is finished, there is some risk of deterioration but the University is expected to provide an appropriate level of maintenance.

#### **5. FINANCIAL MATTERS:**

The University of Windsor is to assume all costs for these changes.

#### **6. CONSULTATIONS:**

Many months before submission, the architectural consultants reviewed the heritage files for background information on this property. Recently, the Heritage Planner has been one of several planners meeting with the architectural consultants; in addition to heritage concerns are those of zoning, uses and other urban design considerations.

#### **7. CONCLUSION:**

This proposal is an opportunity to preserve the most visible facade of a building used by hundreds of Windsor residents and visitors, and places it at the front of a new building purposed for use by future generations. The project should be approved, subject to the conditions stated at the beginning of this report.

**John R. Calhoun**  
Heritage Planner

**Thom Hunt**  
City Planner/ Executive Director

**George Wilkki  
City Solicitor and Corporate Leader  
Economic Development and Public Safety**

<b>NOTIFICATION:</b>				
<b>Name</b>	<b>Address</b>	<b>Email Address</b>	<b>Telephone</b>	<b>Fax</b>
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## Mem o

**To:** Mayor Francis and City Council  
**From:** John R. Calhoun, Heritage Planner  
**Date:** August 27, 2010  
**Subject:** Heritage Assessment - Greyhound Bus Station, 40 University Avenue East

### Background:

On August 23, 2010, Council requested a heritage assessment and other information about the former bus station.

The City took possession of the property in 2007, when Greyhound moved its operations to the new transit terminal a few blocks west. The building has remained vacant; beginning in 2009 the rear canopies have been used for a summer farmer's market.

The Heritage Planner's file on this property goes back to 2007, when it was included in the "Windsor Modem" exhibit at the art museum. The property is not listed in the Windsor Municipal Heritage Register.

### Discussion:

This two-storey building was constructed in 1940, with design by local architects Sheppard & Masson, working with architects Bonfield & Cumming of Cleveland. The Cleveland architects also designed the station still in use in Ann Arbor (116 W Huron St), which has a similar style and original materials.

The original style was "Moderne" (also called "Art Modeme" or "Streamlined Modeme"), characterized by curved walls, smooth materials, and large multi-pane windows. The bus station had granite walls on the first floor of the front, and limestone on the second, aluminum detailing of the parapet edge and sign, and oval second floor windows; buff brick was used



on the rear and sides. In the late 1970s, the building was remodelled with gravel panels on the first floor and vertical metal siding on the second. The rounded wall corners remain, but other Moderne styling elements were covered and/or removed. (1940s photo from [www.InternationalMetropolis.com](http://www.InternationalMetropolis.com))

The heritage value of the building is the opportunity to return to the nostalgic appearance of the 1940s, reversing the exterior 1970s remodelling, using original materials or close matches. There appears to be enough information about the building's original design to return to that appearance, since some original drawings remain, and there are many photographs. It is unknown how much of the original stone walls and windows remain under the added materials, and the condition of any remaining material. Interior rehabilitation to documented original design and materials could be a bonus, but is not essential.

The Moderne style is rare in Windsor; there are a handful of buildings identified on the Windsor Municipal Heritage Register. Best examples are Windsor Tool & Die, 1680 Kildare Road; Teron, 1785 Walker Road; and the hydro sub-stations at 2521 Seminole Street and 885 Wyandotte Street West. At the edge of downtown is the building at IOI Wyandotte Street West. The style is a characteristic early-mid 20th-century "retro" look that is returning to popularity (for example, the new MGM Grand Casino in Detroit).

**Recommendation:**

Receive the report. Request a determination if the original stone exterior walls are underneath the remodelling materials. Request an assessment of the cost of rehabilitation. Request an appraisal of the value of a fully usable building if rehabilitated, including perceived additional value of an unusual style. Request review by the Windsor Heritage Committee for possible inclusion in the Windsor Municipal Heritage Register, as a property of cultural heritage value or interest.

John R. Calhoun, AICP  
Heritage Planner

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Planning Department**

*MISSION STATEMENT:*

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<b>Author's Name: John R. Calhoun</b>	<b>Date to WHC: October 10, 2012</b>
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**To: Windsor Heritage Committee**

**Subject: Windsor Star, 167 & 181 Ferry Street  
Partial Demolition of Heritage-Listed Property**

**PD#**

**City Wide: \_ Ward(s): L...**

**1. RECOMMENDATION:**

That a partial demolition of the Windsor Star buildings **BE APPROVED** as follows, subject to submitted designs (see Appendix A), and subject to specified conditions.

The buildings under consideration are identified as the "north" (167 Ferry Street, corner of Pitt Street West) and "south" (181 Ferry Street, mid-block).

Features to be removed include the entire interiors, the exterior walls not facing Ferry Street and Pitt Street West, and all other property features. The "west" building is not listed in the Windsor Municipal Heritage Register; its demolition is not subject to review.

Conditions:

- A. The walls of the east facade and the original section of the north facade are to remain. In the event of a structural failure, the walls will be reconstructed with as much original material as possible; and
- B. The owner will initiate a request for heritage designation of the north and south buildings.

**EXECUTIVE SUMMARY:**

N/A

## **2. BACKGROUND:**

In 2011, the University of Windsor and the City were discussing the possibility of relocating several campus facilities to the downtown core. Properties under consideration included the Windsor Star headquarters, as well as the City-owned Armouries and former Greyhound/Windsor Transit bus depot.

A summary of the history of the buildings begins on page 3 of the Heritage Impact Assessment submitted by the applicant (see Appendix A). The buildings had been on the unofficial heritage inventory for many years when an official heritage Register of non-designated buildings was created in 2007, after amendments to the *Ontario Heritage Act*. The north building was added to the initial Register in 2007; the south building in 2008.

## **3. DISCUSSION:**

### **Proposal:**

The University is contracting with architectural firms CS&P and ERA to design changes and additions to the Windsor Star buildings for classrooms and other facilities.

The proposed design is to demolish everything on the property except the east wall of the north and south buildings, and the north wall of the north building only. A new three- and four-storey building will be constructed behind the north building facades, and extend to the site of the west building. Both north-building facades will be restored, with an enclosed full-height atrium behind the corner of the new building; a rooftop garden will be behind the balustrade. The east facade of the south building will remain as a front to an open-air ground-level terrace; its windows (including bricked-in basement units) will be removed and grills inserted.

The murals on the south wall of the south building will be relocated with involvement of the City's Public Art Committee.

### **Legal provisions:**

The north and south buildings on this property are listed on the Windsor Municipal Heritage Register, but not designated. Section 27 of Part IV of the *Ontario Heritage Act* states that "the register may include property ... that the council of the municipality believes to be of cultural heritage value or interest", without being designated. Also, "Where the council of a municipality has appointed a municipal heritage committee, the council shall, before including a property ... or removing the reference to such a property from the register, consult with its municipal heritage committee." "[T]he owner of the property shall not demolish or remove a building or structure on the property ... unless the owner gives the council of the municipality at least 60 days notice in writing of the owner's intention ... "

During the 60 days after notice, the City Council (with Committee consultation) may initiate designation, or decide to take no action. If a property is proposed for designation, a notice of intent to designate must include a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property, which are those features that are considered important to retain if any alterations to the property are proposed after designation. "Cultural heritage value or interest" is to be considered according to Ontario Regulation 9/06.

There is no explicit provision for the Committee or Council to comment on additions to or remodelling a heritage-listed, non-designated property, other than removal from the Register. Designation offers the opportunity for comment on future changes to defined character elements.

There is also no explicit provision for approval of demolition subject to stated conditions. However, the *Planning Act* provides that design considerations may be required as part of site plan approval, which is one of the requirements for this project. The recommendations of the Windsor Heritage Committee on this property will be included in site plan considerations.

### **Architectural Considerations:**

The Committee is encouraged to consider the *Standards & Guidelines for the Conservation of Historic Places in Canada* (2010) for recommendations to Council on modifications to designated properties. A selection of statements of best practices follows:

General standards include:

1. Conserve the *heritage value* of a historic place. Do not remove, replace or substantially alter its intact or repairable *character-defining elements*...
8. Maintain *character-defining elements* on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods...

Standards for rehabilitation:

2. Conserve the *heritage value* and *character-defining elements* when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

Guidelines for buildings:

1. **Understanding** the exterior form and how it contributes to the heritage value of the historic building.
2. **Understanding** the design principles used by the original designer or builder, and any changes made to the exterior form over time.
9. **Documenting** all interventions that affect the exterior form, and ensuring that the documentation is available to those responsible for future interventions.
10. **Reinstating** the exterior form by recreating missing, or revealing obscured parts to re-establish character-defining proportions and massing.
14. **Designing** a new addition in a manner that draws a clear distinction between what is historic and what is new.
15. **Designing** an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting.
18. **Finding** solutions to meet accessibility requirements that are compatible with the exterior form of the historic building.

Removal of all but the shells of the street-facing walls is not considered best heritage practice. For most heritage rehabilitation, the more sustainable and less expensive approach is to reuse the structure and many of the interior spaces. Architect Albert H. McPhail's design would have included the interior and structural elements, and hundreds of employees worked there for over eighty years. The concern is that others contemplating reuse of heritage buildings may view the proposed level of work as necessary for good rehabilitation, when in almost all cases less radical changes will have quite successful results.

However, the known character-defining elements are the exterior of the street-facing walls. The architect for this proposal states that different building parts have mismatched floor levels and the best solution for full accessibility is to remove all of them.

#### **Official Plan Policy:**

The Windsor Official Plan includes (9.3.4.1.): "Council will protect heritage resources by: (g) encouraging the adaptive reuse of architectural and/or historically significant buildings and structures". Also (9.3.6.1.), "Council will manage heritage resources by: (e) providing support and encouragement to organizations and individuals who undertake the conservation of heritage resources by private means".

#### **4. RISK ANALYSIS:**

There is some risk that the remnant walls could collapse during demolition of the remaining building. After construction is finished, there is some risk of deterioration that could cause weakness in the south-building wall which will be exposed on both sides. Also the new north building could shift differently from its historic walls. However, the University is expected to provide an appropriate level of monitoring and maintenance.

#### **5. FINANCIAL MATTERS:**

The University of Windsor is to assume all costs for these changes.

#### **6. CONSULTATIONS:**

Many months before submission, the architectural consultants reviewed the heritage files for background information on this property. Recently, the Heritage Planner has been one of several planners meeting with the architectural consultants; in addition to heritage concerns are those of zoning, uses and other urban design considerations.

#### **7. CONCLUSION:**

This proposal repurposes the buildings for use by future generations. The project may be approved, subject to the conditions stated at the beginning of this report.

**John R. Calhoun**  
Heritage Planner

**Thom Hunt**  
City Planner / Executive Director

**George Wilkki**  
**City Solicitor and Corporate Leader**  
**Economic Development and Public Safety**

**APPENDICES: A: Heritage Impact Assessment, with submitted drawings**

<b>NOTIFICATION:</b>				
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