

AGENDA
and Schedule "A"
to the minutes of the
Windsor Heritage Committee
meeting held
Wednesday, January **8**, 2014
at 5:30 o'clock p.m.
Room 409, 400 City Hall Square East

1. **CALL TO ORDER**

2. **ADOPTION OF THE MINUTES**

Adoption of the minutes of the meeting held November 14, 2013 (*previously distributed*)

3. **DECLARATIONS OF CONFLICT**

4. **DELEGATIONS**

Mr. Mike Clement, regarding *Item 5.1*

Mr. John Miceli, regarding *Item 5.1*

5. **BUSINESS ITEMS**

5.1 **Willistead Manor, 1899 Niagara Street**

(File HER-1-2014) Consider recommendation on request to modify the pathways in the park. The report of the Heritage Planner dated December 24, 2013 entitled "Willistead Manor, 1899 Niagara Street Heritage Alteration: Install paths in park" - **attached**.

5.2 **Heritage Recognition**

Decide on properties to receive Built Heritage Awards, and other recognitions. Memo of the Heritage Planner dated January 8, 2014 entitled "Heritage Award Nominations" - **attached**.

6. **COMMUNICATIONS AND ANNOUNCEMENTS**

6.1 **Heritage Week, February 17-23, 2014**

Events

6.2 **Doors Open 2014**

Next meeting January 15, 2014

6.3 Process and Information Improvements

Heritage review processes are among several areas of study by the CAO's office for changes to be recommended. The IT Department is proposing data changes to improve awareness of properties with heritage status, for staff and the public.

6.4 Archaeological Site

Status of request

7. DATE OF NEXT MEETING

The next regular scheduled meeting will be held on March 12, 2014 at 5:30 o'clock p.m.

8. ADJOURNMENT

**THE CORPORATION OF THE CITY OF WINDSOR
Planning & Economic Development Standing Committee -
Windsor Heritage Committee**

MISSION STATEMENT:

"Our City is built on relationships - between citizens and their government, business and public institutions, city and region- all interconnected, mutually supportive, and focused on the brightest future we can create together."

LiveLink REPORT#: 16926	Report Date: December 24, 2013
Author's Name: John R. Calhoun	Date to WHC: January 8, 2014
Author's Phone: 519 255-6543 x 6179	Classification #:
Author's Email: jcalhoun@city.windsor.on.ca	

To: Windsor Heritage Committee

**Subject: Willistead Manor, 1899 Niagara Street
Heritage Alteration: Install paths in park (HER-1-2014)**

City Wide: _ Ward(s): j_

1. RECOMMENDATION:

That the proposed changes to the running lengths of the paths in the park at Willistead Manor **BE APPROVED** with

- (a) locations and specifications other than width according to Appendix 'C', and
- (b) width to be specified;

And that a decision regarding details of the junctions of the paths at the park edges and at the Queen Victoria Fountain, and other proposals for the grounds of Willistead Park **BE DEFERRED** to a later meeting.

[photo from Canadian Register website submitted by City]

EXECUTIVE SUMMARY:

N/A

2. BACKGROUND:

Willistead was the first heritage designation under the Ontario Heritage Act in Windsor, with By-law No. 5334 passed by Council on January 12, 1976. It included the entire property but did

not list heritage features for committee review and Council decisions. In practice the Windsor Heritage Committee reviewed only features of the Manor.

In early 2012, Legal was preparing a proposal to establish a Willistead endowment fund, to receive private contributions for the earnings to fund capital improvements to the property. In preparation for that proposal, it was discovered that the original designation by-law had no list of heritage features. The 2012 amendment was prepared according to current standards of the Ontario Heritage Act. It included descriptions and list of 14 features. One of these features is "Its setting on 6.2 hectares of parkland, with open spaces and stands of mature shade trees, and limited hardscape features". Council passed the amending By-law No. 149-2012 on October 15, 2012 (see Appendix 'A').

In the 2011 and 2012 Capital Budget the Parks and Facilities Department submitted capital project PFO-006-11. The scope of the project developed included improved drainage and upgrades to the pathways for Willistead at an estimated cost of \$400,000.

On November 18, 2013, the City Council received a staff report from Parks Facilities regarding paths proposed for Willistead Park. That report (Appendix 'B') outlines the issues including community involvement prior to that day. Council voted to have the issue submitted for consideration by the Windsor Heritage Committee.

On December 18, 2013, Parks & Facilities filed an application for a heritage alteration permit (Appendix 'C').

3. DISCUSSION:

Proposal:

The current projects for the grounds of Willistead Park include several elements which have some overlapping construction. The first is for 622 m (2,040 ft) of storm sewer. The added storm sewer lines are well below the surface; their locations are independent of the surface pathways. It has been determined that this phase does not require heritage review, since it will not be visible when finished.

The next construction is for surface pathways, with a total of 1,438.8 m (4,720 ft) of pathways to be installed. The paths' stone base contains sub-surface tile drainage running parallel to each side of the paths; this will not be visible. (To date, 363 m (1,190 ft) of storm sewer and 140 m (460 ft) of pathway stone base and tile drain have been installed.)

Review requested now: The design for the running length of the paths needs to be determined now. Locations are shown on the last drawing attached in Appendix 'C'. Completing this portion of the work first will allow for improvements to be in place prior to the Art in the Park in June 2014.

Review requested later: A later decision is requested for the details of the junctions of the paths at the edges of the park and next to the Queen Victoria Fountain, plus elements such as benches; lighting and a pedestrian gate on the north side. Before these improvements can be considered, additional administrative review will need to take place. It is expected that work can commence following Art in the Park. Any potential changes to the budget will not be known until a final design is approved.

Legal provisions:

The *Ontario Heritage Act* (27.(1.1)(c)) includes the requirement for "a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property". Changes to the property that affect the features included in the designation by-law are subject to approval by Council (33.1) after review by the Windsor Heritage Committee.

The Council may approve any design, whether or not recommended by the Windsor Heritage Committee or conforming to the designation.

Design Considerations:

The Standards & Guidelines for the Conservation of Historic Places in Canada includes these "general standards", based upon internationally recognized conservation principles:

1. Conserve the *heritage value* of a historic place. Do not remove, replace or substantially alter its intact or repairable *character-defining elements*. Do not move a part of a *historic place* if its current location is a *character-defining element*.
2. Conserve changes to a *historic place* that, over time, have become *character-defining elements* in their own right.
3. Conserve *heritage value* by adopting an approach calling for *minimal intervention*.
4. Recognize each *historic place* as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted."

This is a "standard relating to rehabilitation":

- "11. 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 include:

"Recommended: Designing a new feature when required by a new use that is compatible with the past or continuing land use. For example, building a visitor access road along the margin of a field and woodlot in an historic farm site, so that both can continue to function.

Not recommended: Adding a new feature that alters or obscures a continuing land use, such as locating a visitor parking lot in a character-defining farmyard. Introducing a new feature that is incompatible in function with the past or continuing land use."

Current design: Willistead Manor and its grounds comprise a defined setting. The extraordinary Manor (completed 1906) is one of the finest examples of its style in Windsor. The secondary buildings (Gate House and Coach House) are complementary. The perimeter fence, with formal road gate (built c1914) relates to the streets on all sides, and the houses, church and school across the streets. Within the fence, the grounds have two locations with formal settings: Walkways in a cross and circle with plantings were established south of the Manor before the Queen Victoria Fountain was moved next to it about 1958; and the Paul Martin gardens were added about 1995. Trees line the main north-south pathway, although from some angles this appears informal. Elsewhere the grounds are an informal mix of lawn and treed areas.

Most of the current paths through the park are about 1.37 to 1.52 m (4.5 to 5 ft) wide and were built in the 1980s of interlocking paving brick. A little-used short path from the Manor to the

Queen Victoria Fountain is of concrete with shallow scoring. There are 1,065.5 m (3,495 ft) of existing pathways, covering approximately 2.5% of the land area.

Locations are shown in Appendix 'C' and on the recent aerial photo:

There are five openings into the property, with one road gate and four pedestrian gates. The road gate, from Niagara Street across from Kildare Road, is also used by pedestrians who walk in the vehicle lanes. (A driveway loop on the west side of the Coach House is outside the fence.) The pedestrian gates are located:

East side from Devonshire Road, halfway between the ends of Willistead Court

South side from Richmond Street, west of the intersection of Kildare Road
West side from Chilver Road, (a) at the northwest corner of the Coach House, across from 939 Chilver Road, and (b) north of the park washrooms, across from 989 Chilver Road

The current pedestrian paths generally connect the gates to a centre point at the Queen Victoria Fountain south of the Manor. Additional paths are a connection between the east and north gates, a branch for play equipment in the southeast corner, and a link between the parking lot and washrooms. Standard concrete sidewalks are just outside the fence on all four sides. Sidewalks are also continuous across the surrounding streets, except that on Devonshire Road the walkways are only next to the school property.

Historic designs: Limited photographic documentation is available showing early pedestrian pathways. Several photos show the driveway taken by carriages and automobiles from the gate on Niagara Street when the Walkers lived there. There is no identified documentation of the overall property layout. This photo shows a secondary path along the east side of the Manor:.

1906-15, U.S. Library of Congress, from Detroit Publishing Company

A 1949 aerial shows the pathways over 25 years after municipal ownership began; these are also shown in a drawing of Appendix 'C'. The length of those paths has been computed to be about 1,232.8 m (4,045 ft). A long-time neighbourhood resident remembers the path between the Niagara and Devonshire gates having been a dirt trail. The main difference in location between 1949 and 2013 is that the older photo has a path directly between the Richmond gate and the greenhouse/ maintenance/ washrooms area on the Chilver side, southwest of the manor.



DTE, 1949, on Wayne State University website

Proposed design: Most of the 1980s pathways are to be removed, and new paths installed both in the same places and in additional locations. They are to be of asphalt, 3 m (10 ft) wide, 1,438.8 m (4,720 ft) long, covering about 7.0% of the land area. (If changed to 1.83 m (6 ft) wide, 4.2%.)

Attachments to the application for heritage alteration permit (Appendix 'C') include considerations for alternate design features, including locations and width.

The new pathway locations are mainly in the south half of the park. A new path from the Richmond gate to the washrooms area approximates a similar path of 1949. A new path from the Richmond gate to the Devonshire gate goes past the playground equipment. Paths take a wide curve around the Queen Victoria Fountain instead of hugging its base. The path from the Devonshire gate to the Niagara gate is curved instead of straight-line.

The current version of the proposed design makes fewer changes than were shown at previous public meetings and available on the City's website.

Parks & Recreation also proposes these features to be considered in detail later, as follows:

Benches will be placed along the pathways to provide rest areas as per Facility Accessibility Design Standards (FADS) guidelines. The benches are recommended to be placed a minimum of 30 m (100 ft) apart along the path and consist of a bench and a paved area for a mobility device.

The *Queen Victoria Fountain* is located at the junction of five paths. The proposed path layout includes the construction of a small plaza around the fountain to protect the limestone base from salt, mechanical damage and vandalism. The surrounding plaza will consist of a combination of natural stone and concrete paving. The area will only be accessible to pedestrians and mobility devices only. The proposed lighting at the fountain and immediately south of the manor will improve visibility in this area.

Entrance gate on Niagara Street: Currently visitors to the park who enter at the main gate on Niagara Street are required to walk on the driveway to reach the park paths or the manor. The potential for conflicts with vehicles exists and could be eliminated with the addition of a separate entrance for pedestrians and a sidewalk along the driveway that would serve as the accessible route to the front entrance courtyard of the manor. Photos from a circa 1915 depict a pedestrian gate west of the main gates; this was removed when the gates were widened to the west to accommodate vehicular traffic. The proposed addition of a pedestrian gate to the east of the main gates would provide a separate entrance that links directly to the path system and to the accessible route to the manor and would eliminate potential conflicts with vehicles. The proposed gate will be constructed with the same materials, colours and design as the original fence. The existing limestone columns will not be altered.

Other entrance gates: Small plazas are proposed to be installed at each entrance to provide a transition from the park paths to the city sidewalk. The plazas will contain relevant signage for the park and accessible information. The materials for the plazas will consist of concrete banding and natural stone infill paving. No new gate locations are proposed.

The *Hiram Walker Home Portico* will be inspected for integrity and any necessary repairs will be made to insure the integrity of the structure.

The brick walkways around the *Honourable Paul Martin Garden* require maintenance, replacement.

- *Landscape and Tree Planting:* There are no plans of the original tree planting and gardens in the park. There are photos from the early 1900s and aerial photos from 1949 and beyond, that help to provide an indication of the development of the landscape over the years. A tree survey was carried out in 1980 that identifies the trees in place at the time. The tree survey indicated that there were over 300 trees in the park represented by 113 different varieties. It is known that a number of elm and ash trees have been removed due to infestation and disease. Sugar maple trees originally planted along the main allee have died likely from poor drainage and heavy clay soils in the park. Other rare trees like the persimmon have survived. The City Forester will carry out a tree survey and condition analysis in the summer of 2014 and make planting recommendations for tree planting based on the existing trees and the trees identified in the 1980 survey.

Considerations: Decision-makers are asked to take into account these options when reviewing the current pathway proposal and possible alternatives.

- *Experience on-site compared to plan views:* Visitors view the park from standing or sitting height. Imagine views from within the park and from the edge, whether on a path

or on lawn. In contrast, aerial photos and plan views give a comprehensive overview, but are not the viewpoints that people experience.

Willistead as a premier park: Willistead Manor is of an extraordinary design. Should the grounds have pathways matching City standards, or something different? If different, what features should be used?

Width: Consider whether a path feels wide or narrow, confining or open. Consider how the same-width path feels different if it is next to a wall. How well does a design work with more than one person going the same or opposite directions? Would bicyclists displace pedestrians? What are implications for appearance, up-front cost, maintenance and usefulness for a preferred design and alternatives? Should the same width be used throughout; or should there be a narrow path with wider bypasses?

- *Maintenance vehicles:* Should machines for routine maintenance be to City standard or different? Parks & Facilities states that a special vehicle would cost over \$100,000. Presumably vehicles for non-routine work would be of roadway widths; should they stay on the grass to avoid blocking the paths? One option could be for wide spots next to maintenance locations such as garbage containers. The width on the ground that a vehicle occupies is the "track" specification (distance between tire centres) plus one tire width. A 2014 model SUV (Escalade) could fit on about 1.93 m (6 ft 4 in) with no clearance, but would need additional width for steering.
- *Materials:* The proposal is for asphalt, laid over a crushed stone base. What design options are available, with their implications for appearance, maintenance, usefulness and up-front costs?
- *Finishes:* Some materials have special finishes available, such as added colour or stamped or formed shapes. They require additional costs for construction and maintenance, but is there sufficient value in enhanced appearance?

Curved or straight-line paths: Pedestrians seeking the fastest path through the park will prefer straight lines. Leisurely visitors are more willing to meander.

- *Precision of design:* Parks & Facilities advises that minor changes of path locations may occur according to recommendations by the City Forester in order to reduce damage to trees.

Transitions: Junctions are proposed to have designs that are different from the running length of pathways. Locations near the Queen Victoria Fountain, as well as the perimeter gates, are to have surfaces and materials other than asphalt. The specifics of these designs are to be determined later.

Flush surface: The design proposes that the pathway edges will be flush with the soil, so that adjacent turf will be slightly higher. Also, the turf adjacent to the pathways should be about the same elevation as the surrounding land, so that the paths do not appear elevated from the rest of the park.

- *Accessibility:* Principles of Universal Design expect people with physical limitations to mix with able-bodied people and use the same facilities. New and significantly modified features need to observe these principles. Consider designs for walking with someone in

a wheelchair (manual or powered) or with a walker; the same designs could be used while pushing a stroller. Appendix 'C' reviews applicable Facility Accessibility Design Standards (FADS) guidelines. The recommended minimum width for pedestrian pathways is 1.83 m (6 ft).

- *Art in the Park:* This highly intensive annual use benefits the Manor financially. Does the proposal provide sufficient improvement for the drainage and other issues the event experiences? Does the proposal accommodate the event at the expense of enjoyment of the park for the remainder of the year?

Other users: Outside of special events, should the park be welcoming to more than the people who use it now? Should it be quiet or busy? Would the proposed work make a difference? Should visitors be encouraged to stay on paths or would it be OK to walk on the grass?

Walkerville neighbourhood: The Planning Department has been working with neighbourhood leaders and interested residents to determine preferences for design of public facilities. While most facilities are in City street rights-of-way, the highly visible example of Willistead can influence the public's faith in the City's commitment to good design and care of its own properties. Many Walkerville residents care passionately about their neighbourhood and the major park within it.

Official Plan Policy:

The Windsor Official Plan includes policies for leading by example (9.2.3) and public awareness and participation (9.2.4): "To lead the community in the protection, improvement, utilization and management of heritage resources by using municipally owned heritage properties as examples of proper conservation and stewardship." "To increase awareness and appreciation of Windsor's heritage resources and encourage participation by individuals, organizations and other levels of government in heritage conservation." The Plan also includes policies regarding 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 ... " Also (9.3.6.1.), "Council will manage heritage resources by: (b) Protecting, conserving and managing Municipally owned heritage resources in a manner which furthers the objectives and policies of this Plan and which sets an example of leadership for the community in the conservation of heritage resources; (c) Ensuring that the activities of all Municipal departments respect the character and significance of Windsor's heritage resources".

4. RISK ANALYSIS:

As stated in the Parks & Facilities report to Council on November 18, 2013, "Risks with this are as follows:

- Failure by the City to comply with the provisions of the Ontario Heritage Act for the path construction at Willistead may be problematic and will set an undesirable precedent . . .
- Failure to make Willistead Park fully accessible will be contrary to the legislated requirements in AODA and the City's commitment to FADS
- Delay in completing the project may impede the use of the Park in 2014"

By consulting with the Windsor Heritage Committee in this process, the City Council demonstrates commitment to an open process that is highly visible, recognizing the concern of many citizens.

5 . FINANCIAL MATTERS:

Administration has attended a number of meetings to explore a range of options regarding proposed improvements to Willistead Park. Comments provided at the November 6, 2013 Public Meeting have been considered in this process. Council has approved a capital budget of \$400,000 for this project. This budget was based on the pathways being made of asphalt and 3m (10ft) in width. Any changes to either the use of other materials (concrete, concrete pavers, natural stone etc) or to the length/width of the pathways (3m/10ft or 1.83m/6ft) may be subject to needed budget adjustments. The Heritage Alteration Permit (see Appendix 'C' pg 22) provides the details with respect to some of these costs.

6. CONSULTATIONS:

The Heritage Planner met with the Manager of Parks Development to gain mutual understanding of the project proposal and the heritage process. Stephen Marshall, Chair of the Board of Willistead Manor Inc., has also been consulted.

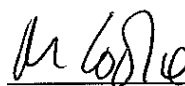
7 . CONCLUSION:

At first glance, the proposal to double the width of existing pathways and lengthen them appeared to create a large, negative effect upon the heritage appearance of Willistead Park. A close examination of the details and considerations of most recent design proposal determines that installation of pathways wider than the existing are to be recommended for the running lengths of the paths. The width should be chosen in the range of 1.83 m (6 ft) to 3 m (10 ft). If the paths are completed at the same elevation as the surrounding land, the asphalt surfaces will be viewed on the ground as receding into the landscape of the informal interior of the park grounds.

Designs for the junctions at the perimeter gates and around the Queen Victoria Fountain have not been submitted in detail. The recommendation is to decide on these features at a later meeting. Specialized materials and finishes that are unique to Willistead may be included in those focussed locations, with lower costs for construction and maintenance than if they were on the running lengths of the pathways.

John R. Calhoun
Heritage Planner

City Solicitor and Corporate Leader
Economic Development and Public Safety



Thom Hunt
City Planner / Executive Director

Chief Administrative Officer

JC/

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